

Social Management Framework

MADHYA PRADESH HIGHER EDUCATION QUALITY IMPROVEMENT PROJECT

(MPHEQIP)

Draft

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**Department of Higher Education,
Government of Madhya Pradesh**

Abbreviations

AICTE	All India Council for Technical Education
CAG	Comptroller and Auditor General
CPS	Country Partnership Strategy
DLI	Disbursement Linked Indicators
DHE	Department of Higher Education (Government of Madhya Pradesh)
DPR	Detailed Project Request
EEP	Eligible Expenditure Program
EMF	Environment Management Framework
FM	Financial Management
GDP	Gross Domestic Product
GER	Gross Enrollment Ratio
GESI	Gender Equity and Social Inclusion
GOMP	Government of Madhya Pradesh
GRM	Grievance Redress Mechanism
GRS	Grievance Redressal Service
GSDP	Gross State Domestic Product
HE/HEI	Higher Education/Higher Education Institution
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
INR	Indian Rupee
IQAC	Internal Quality Assurance Cell
IUFR	Interim Unaudited Financial Report
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MHRD	Ministry of Human Resource Development (Government of India)
MIS	Management Information System

MPLUN	Madhya Pradesh Laghu Udyog Nigam
NAAC	National Assessment and Accreditation Council
NSS	National Sample Survey
PD	Project Directorate
PDO	Project Development Objective
PRAMS	Procurement Risk Assessment Management System
PWD	Public Works Department
RBF	Results Based Financing
RUSA	Rashtriya Uchcharat Shiksha Abhiyan
SC/ST	Scheduled Caste /Scheduled Tribe
SHEC	State Higher Education Council
SMF	Social Management Framework
TDP	Tribal Development Plan
TEQIP	Technical Education Quality Improvement Project
UG/PG	Undergraduate/Post-Graduate
UGC	University Grants Commission
USD	United States Dollar

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PREFACE:

This Document has been prepared by the Department of Higher Education, Government of Madhya Pradesh for the World Bank assisted Madhya Pradesh Higher Education Quality Improvement Project (MPHEQIP) and it has two parts: Social Management Framework and Social Assessment. The Social Systems Assessment (SSA) presents a larger social and institutional context to planning and implementing MPHEQIP and has been prepared with compiling useful data, information, and analyses of various issues from primary and secondary sources. The SSA makes no claims to original scholarly analysis of issues discussed herein, and has relied on the works of various scholars and information providers that have been cited in the footnotes. Any failure to cite any contributor's name and information source in the footnotes is regretted. The Social Assessment is attached in Annex-1. The Social Systems Assessment was prepared with the help of Dr. Nira Burra, with assistance of Mr. Sandesh Lokhande.

The Social Management Framework (SMF) provides: (a) Tribal Development Plan and (b) Gender and Social Inclusion Guidelines, and (d) Implementation Arrangements. The SMF has been prepared based on stakeholder consultations held at different levels.

1 INTRODUCTION

- 1.1 India is a lower middle-income country with a Gross Domestic Product (GDP per capita of US\$1,499 (2013 US\$)). It has made considerable progress in economic growth and poverty reduction over the past ten years. The country experienced high economic growth during 2001-11, with an average Gross Domestic Product (GDP) growth of 7.9% per annum. From 2005-10, 53 million people were brought out of poverty. Human development outcomes also improved during this period, with under-5 year mortality decreasing from 88.1 to 58.6 per 1000 live births; and primary school net enrollment increasing from 85.7% to 98.9%. Yet, a number of challenges exist, notably, a deceleration of economic growth following the global financial crisis and high levels of inequality. Economic growth slowed in the recent past, decelerating from 9.6% in 2010 to 5% in 2013, but is expected to recover, reaching 6.4% in 2015 and 7% in 2016. The forecast for inequality is less optimistic, with economic inequality and differences in human development outcomes remaining stark, especially across regions, caste and gender. A child belonging to the richest income quintile has an under-5 year mortality rate that is 3.3 times lower than one born into the poorest quintile, and a person from the richest quintile has 2.5 times more years of education than one from the poorest quintile. Importantly, nearly 50% of India lives in 14 low income/special category states with poverty rates close to 40% — and faces the reality of poor development outcomes.
- 1.2 Madhya Pradesh (MP) is a low-income state, with a population of 73 million, of which 75% live in rural areas. While average human development indicators in MP resemble the national average, rural areas, women, and Scheduled Caste/Scheduled Tribe (SC/ST) groups face significant disadvantages. For example, the percentage of people with education above the primary level is 36% (national average is 44%); in urban areas, over 47% of the population has completed at least primary school; in rural areas, less than 29% has. Within rural areas, attainment is particularly poor for disadvantaged groups: only 19% of STs and 20% of women have education levels beyond the primary level. Infant mortality rate and Under-5 year mortality rate differ by 5-7 extra deaths per 1000 live births for girls compared to boys, and more than 20 extra deaths per 1000 live births for STs. Madhya Pradesh has nearly 15% of the country's ST population.
- 1.3 India's 12th Five Year Plan (2012-17), based on the pillars of faster, sustainable, and inclusive growth, emphasizes increasing the supply of highly-skilled workers to drive the economy, as well as helping low-income states catch up with their more advanced neighbors. In its Vision 2018 document (December, 2013), MP has outlined forward-looking plans for the state's development. In higher education it has identified reforms include performance based funding of higher education institutions (HEIs), HEIs pursuing self-determined reforms, and ICT enabled education.
- 1.4 Higher education in India has been expanding rapidly, with enrollment doubling from 8.4 million students to 17 million students from 2001-11. These students are enrolled in 665

universities and 24120 colleges. Universities, whether government or private, are established by an Act of Parliament or of the State Legislative Assembly. With the exception of private universities, the respective government, central or state, is the primary funder of key categories of expenses — salaries, buildings and equipment. Universities must follow the guidelines and notifications issued by the University Grants Commission (UGC) to be eligible for central government funds. This apart, universities are autonomous, in that they have relative freedom to determine the academic, financial and administrative aspects of their functioning. The exact degree of freedom is specified in their respective Acts. Colleges in India, whether government or private, are categorized into the following types: constituent colleges, affiliated colleges and autonomous colleges. Constituent colleges are established as part of a university. Affiliated colleges are expected to follow the curricular and examination guidelines of their affiliating universities. Autonomous colleges, in theory, have freedom over curriculum and examination decisions. Colleges are granted autonomy based upon the recommendation of the UGC in consultation with the respective government and the university concerned.

- 1.5** Nearly 10% of all students in higher education in India are enrolled in university/colleges in MP. These 1.6 million students attend 36 universities and 1316 colleges in the state.¹ In 2012-13, MP's Gross Enrollment Ratio (GER) in higher education was 19.5%, close to the national average of 21.1%. However, in the age group 18 to 23 years, only 13.1% of SC students and 7.5% of ST students were enrolled in higher education. Enrollment rates for women students in MP are especially low, with only 36% of enrollments comprising women students, relative to a national average of 45%. Moreover, there are major concerns over quality and relevance. A recent Bank study, 'Making Engineering Graduates in India Employable (2015)' finds that employers are most likely to reject newly graduated engineers for poor technical skills. Across India (except MP), 74.5 % employers stated that weak technical skills was the most important reason for rejecting a job applicant; in MP the 77.5% employers stated the same.
- 1.6** Madhya Pradesh with 2815 colleges has a share of 6.23 percent of all colleges in India and ranks 7 in the country in this context. In terms of access, Madhya Pradesh has 25 colleges per lakh population, the same as the all India average of 25 colleges per lakh population. In terms of average enrolment per college, the state stands at 551, lesser than the all India average of 703. Total enrolment of students in regular mode in higher education institutes of Madhya Pradesh is around 14.01 lakhs. Madhya Pradesh has around 413 government colleges, 75 government aided colleges, 789 private unaided colleges and 5 government institutes catering to students from the 51 districts of the state. Out of the total colleges in the state, 67 percent are affiliated to universities, and the remaining is constituent/ university colleges, PG/ off campus or recognized centers by the universities. In terms of management, colleges in the state are dominated by the private

¹ Out of the 36 universities, 17 are state public universities, 9 are state private universities, 3 are institutes of national importance, 3 are deemed government universities and 2 are central universities. Additionally, there is a central open university and a state open university.

unaided colleges. The institutions of higher education are concentrated in the more developed districts like Indore, Bhopal, Gwalior and Jabalpur. There are six state universities established under the Madhya Pradesh Vishwavidyalaya Adhiniyam,

- 1.7 1973 (MP Universities Act, 1973), which also act as affiliating bodies for all government and private colleges in the state. Three universities and 32 of the 431 government colleges have active National Assessment and Accreditation Council (NAAC) accreditation as of March 3, 2015. Eight government colleges have been granted autonomous status by the University Grant Commission (UGC). As per UGC, there are, two central universities and 19 state universities in Madhya Pradesh.
- 1.8 In 2012, a major review of the higher education sector in MP was carried out by the World Bank, resulting in the report ‘Madhya Pradesh Higher Education Reforms: Policy Options’. In addition to the two core challenges of access and equity, low quality was identified as a fundamental concern. Only about half of an incoming cohort of students graduate at the end of three years, and an even smaller percent finding employment. The report and project preparation work have identified the following critical issues in the higher education sector in MP:
- 1.8.1 Limited autonomy: The importance of autonomy in academic, financial and administrative issues has been emphasized in universities and colleges across the country repeatedly since the First Education Commission (1964-66). Actual practice in Madhya Pradesh — as in other states — shows that colleges have little autonomy in any of the matters noted above, and thereby, little control over key decisions regarding quality improvement (even when they are labelled as autonomous). Often, universities too have limited autonomy from their respective government in these matters. At the college-level, the problem has been compounded by the system of affiliation, whereby every college must be affiliated to a university. Such top-down control constrains the ability of colleges to design labor-market relevant curricula and conduct examinations in a timely manner. Importantly, the need to seek permission from a higher entity at every stage limits faculty motivation and innovation.
- 1.8.2 Inadequate resources and inefficient systems/practices: MP’s higher education system suffers from a shortage of human resources as well as financial resources. Government colleges in MP suffer from high faculty vacancy rates; nearly 30% of the 8,000 posts sanctioned by the state government were vacant in 2012. In terms of financial resources, although the total budget on higher and technical education has more than doubled between 2009 and 2014 from \$151.12 million to \$313.4 million and average utilization has exceeded 100 percent over the period, project preparatory work suggests that funding will both need to increase as well as be better managed if MP is to meet its goals in higher education.² Importantly, there are no clear funding mechanisms/ performance-based criteria regarding central and state funding. Further, there are key shortcomings in

² The INR amount was INR 767.76 crore in 2009 and INR 1989.14 crore in 2014. Exchange rates of INR 50.804 per USD was used for 2009 and INR 63.469 per USD was used for 2014.

audit systems, inadequate computerization of internal FM systems and large vacancies of non-teaching staff, as a result of which much of the administrative work gets assigned to the already over-burdened teaching staff. Transition rates of students from one year to the next, especially those from disadvantaged backgrounds, are low, with the drop-out rate being the highest between the first and the second years of study. Finally, the tendency to open colleges without a careful analysis of costs and benefits has meant that institutions are small in size, with average enrollment at 609 students (all-India average is 707). This puts a fundamental constraint on quality improvement since most institutions do not have a critical mass of students (and therefore budget) or qualified faculty to offer quality education and other student services, and carry out research.

1.8.3 Poor governance, leadership and accountability: As in most states in India, the higher education system in MP is characterized by a series of governance challenges. First, limited autonomy means that a university vice-chancellor or college principal has little flexibility in making key management decisions or in choosing his/her own administrative or teaching staff. Second, the affiliation system has reduced the relationship between universities and affiliating colleges to a minimalistic administrative one. One consequence is that a single university with nearly a hundred colleges affiliated to it imposes the same curriculum and examinations on all; individual colleges cannot adapt curricula to the needs and interests of their students. Third, there is little coordination between different state higher education entities and the Department of Higher Education (DHE), between the UGC and the All India Council for Technical Education (AICTE), and between colleges and universities. Fourth, quality assurance procedures are weak or non-existent. At present, less than 5 percent of colleges in the state are accredited by NAAC³ despite a major push in recent years. Finally, the system is characterized by rampant politicization, with appointments of vice-chancellors, faculty and non-teaching staff open to political influence, weakening the ability of the system to function on a merit-based transparent manner.

1.8.4 The private HE is fairly substantial in MP. As of 2012-13, 54% of colleges and over a third of higher education students in MP study at private unaided institutions which receive no financial support from the GOMP. Both the government and private HE sectors have grown rapidly in recent years; however, the core issues of quality and relevance remain concerns for both parts of the sector.

³ The National Assessment and Accreditation Council (NAAC) is a national statutory body that provides accreditation to HEIs and programs offered by them. Currently, only 32 HEIs in the state have an active NAAC accreditation.

2 PROJECT SUMMARY:

2.1 PROJECT DEVELOPMENT OBJECTIVES

2.1.1 The development objective of the proposed project is to improve student outcomes in selected higher education institutions and to increase the effectiveness of the higher education system in Madhya Pradesh.

2.1.2 **Implementation Area:** The project shall be implemented across the state (51 districts) including in districts inhabited by the tribal population groups.

2.1.3 **Project Beneficiaries:** Project interventions will benefit all higher education students enrolled in Universities and Colleges that are overseen by the Department of Higher Education (DHE), their faculty, administrators and the officers of the DHE, the State Higher Education Council (SHEC), the RUSA Project Directorate which will be the main implementing agency of the project, members of Governing Bodies in Colleges and Universities, and other relevant key bodies in the higher education sector. It is expected that approximately 1 million students, 10,000 academic staff, and 1400 administrators and officers in nearly 200 government colleges and university departments and key state entities will benefit directly from project interventions. Indirect beneficiaries will include employers (both within and outside the state) who will have a more skilled higher education graduates' pool to choose from, households who can expect higher income streams in the future due to the earnings of more productive graduates, and investors who can benefit from the greater presence of higher quality human capital and research output in the state. The MPHEQIP will also contribute to filling public goods gaps in the state by strengthening the information and coordination networks between higher education institutions, potential and current students, administrators and employers and investors. Improving opportunities for access to good quality education, the MPHEQIP will contribute to more equitable distribution of higher education resources to students belonging to disadvantaged groups.

2.1.4 **Results Indicators:** Progress towards meeting the PDO goals will be assessed using the following key performance indicators (KPIs):

- On time graduation rates of undergraduate students (disaggregated by gender/SC/ST)
- Student satisfaction levels of those in final year of studies
- Number of HEIs which are accredited by NAAC
- Number of HEIs which publish an annual report in the prescribed format
- Number of project beneficiaries

2.2 **PROJECT DESCRIPTION:** The MPHEQIP has three components: (i) Component 1: Grants support to HEIs for improving institutional performance along the following dimensions - excellence, equity, employability, access, and governance, (ii) Component

2: State Level Initiatives to strengthen sector governance, and (iii) Component 3: Improving System Management.

- 2.2.1 **Component 1 – Grants Support to Higher Education Institutions (HEIs) (Total: \$ 387 million; IDA: \$ 270 million):** The main thrust of project will be using Institutional Grants to eligible government colleges and universities through two windows: (a) Window 1: Institutional Development Grants support to HEIs, and (b) Window 2: Establishment of Centers of Excellence. The Institutional Development Grants (Window 1) will provide financing to enable colleges and universities to pursue the goals set out in their respective Strategic Plans which will be prepared by all government colleges and university departments under the project. It is expected that through these Plans institutions will improve institutional performance around quality in higher education, equitable access and better capacity utilization, strengthened quality assurance including activities aimed at making students more employable, skills development, and strengthened institutional mechanisms for governance and management. Centers of Excellence support (Window 2) will provide financing to a limited number of colleges and university departments that satisfy a set of minimum conditions for excellence for establishing best practice teaching- learning and research in a focus area. Overall, Component 1 will constitute the major bulk of funding under the project. A limit of 25% of total project costs may be used for civil works. Institutions receiving funds under both windows will need to meet certain performance benchmarks in order to receive funds beyond the first instalment. An HEI can, in principle, receive support under both windows. The grants provided under this component will also reinforce the system reforms under the project, e.g., (i) increased autonomy and accountability, and will help re-define the relationship between DHE and government colleges; and, (ii) pursuing NAAC accreditation to benchmark quality, and (iii) a basis for seeking additional resources for quality improvement from national and state governments.
- 2.2.2 **Component 2: State Level Initiatives (Total: \$ 21.50 million; IDA: \$ 15 million):** This Component supports strategic interventions to be undertaken by the state to (a) provide financial support through scholarships to disadvantaged and meritorious students, (b) upgrade qualifications and skills of new and existing faculty members, (c) establish a state institute of higher education training and research, and (d) extend technical assistance for strategic planning and seeking NAAC accreditation to all government HEIs
- 2.2.3 **Component 3 – Improving system management, (Total: \$ 21.50 million; IDA: \$ 15 million):** The main objective of this component is to provide technical assistance to the DHE, the State Higher Education Council (SHEC), the Project Directorate and the HEIs to strengthen their implementation capacity and sector governance and management. This component has two main sub-components. *Sub-Component 3.1: Improving Sector Governance and Management* will include: (a) helping a larger number of institutions attain autonomous status that goes beyond the UGC definition of autonomy, (b) all government HEIs to prepare an annual report on performance, (c) reconstitution of the

Board of Governors of HEIs with clear mandates with respect to governance and accountability, and (d) fiduciary strengthening of government colleges. *Sub-Component 3.2: Capacity Building* will support capacity building activities to help SHEC, the Project Directorate and the HEIs carry out project implementation smoothly. It will include technical assistance, project management, and monitoring and evaluation, and funds for surveys, studies, assessments, validation of outputs and outcomes, and any due diligence deemed necessary for policy and practice.

3 **MADHYA PRADESH: NATURAL AND SOCIO-ECONOMIC PROFILE OF THE PEOPLE**

3.1 **TOPOGRAPHY:**

- 3.1.1 Madhya Pradesh, with an area of 3, 08, 000 sq.km. is the second largest state in India after Rajasthan. It is a part of peninsular plateau of India lying in north central part, whose boundary can be classified in the north by the plains of Ganga-Yamuna, in the west by the Aravali, east by the Chhattisgarh plain and in the south by the Tapti valley and the plateau of Maharashtra. The topography of Madhya Pradesh is defined by the Narmada Sone Valley. It is a narrow and long valley extending through almost the whole of the state from east to west. Sone valley forms the upper part; Shahdol and Sidhi districts lie in this valley. The lower part forms the Narmada valley. It has an average elevation of 300 m above MSL and is covered with alluvial soil. Jabalpur, Mandla, Narsinghpur, Hoshangabad, Raisen, Khandwa, Khargone and Barwani districts lie in this region. The Sone valley is narrower than Narmada valley and alluvial deposit is also comparatively poor and thin, therefore Narmada valley is more important than Sone valley for agricultural activities. To the north of this valley lie the Central Highlands, to the south the Satpura-Maikal ranges and to the south-east, the eastern plateau. These three form the natural physiographic regions-into which the state is divided. The Central Highlands are spread between the Narmada-Sone valley and the Aravali ranges to the west in a triangular form. The highlands slope towards the north and drain into the Yamuna. The central highlands region in the state includes the following four uplands:
- 3.1.2 The Rewa-Panna plateau is one, also known as the Vindhyan plateau, lies in the north-eastern part of the central highlands. The main rivers flowing in the area are Ken, Sonar, Barna and Tons. Rewa, Panna, Satna, Damoh and Sagar districts lie in this region. The other is Bundelkhand plateau located to the north-west of the Rewa-Panna plateau. Datia, Chhatarpur, Panna, Tikamgarh and parts of Guna and Shivpuri districts forming the northern part of the state lie in this region. The plateau is bounded in north-east by Vindhyan escarp lands or Rewa-Panna plateau. The average height of the region is 350-450 m above MSL and general slope is towards north. The main rivers flowing in the area are Betwa, Dhasan and Jamner which finally join Yamuna.
- 3.1.3 Central India plateau is the third that lies to west of Bundelkhand plateau. Shivpuri, Morena and Gwalior districts exist in this region. This plateau has an average elevation of 450 m on highlands and 150-450 m above MSL in valleys. Chambal, Kali Sindh and Parvati are the main rivers flowing in this area. The fourth Malwa plateau covers almost the entire western Madhya Pradesh. The plateau is bounded in the north by Chambal and in south by the Narmada. The average elevation ranges between 300-500 m above MSL. Shajapur, Dewas, Indore, Ujjain, Dhar, Ratlam and parts of Sehore and Jhabua districts lie in this region. Bhopal is situated at the eastern edge of the Malwa plateau. Shipra, Parvati, Kali Sindh, Gambhir and Chambal rivers flow through the Malwa plateau. It also

forms the water divide between the Ganga and the Narmada basin. The soil in the area is black cotton as a result of weathering of basalts.

- 3.1.4 Satpura-Maikal ranges lie to the south and the eastern plateau regions to the north- east of the Narmada - Sone valley. Chhindwara, Betul, Seoni, Balaghat, Mandla and parts of Khandwa and Khargone districts lie in the Satpura-Maikal ranges. Average height of these ranges is 300 mt ; but there are several high peaks; the highest peak of the state, Dhoopgarh that rises to 1360 m above msl lies in these ranges. The slope is sharp in south face and gentle on northern side. The eastern part, the Satpuras, is wider than the western part which stretches in the form of a semi-circle and is known as the Maikal ranges. The Maikal ranges include the Amarkantak plateau, which is origin of both Narmada and Sone rivers. The other rivers in the area are Johila, Macherwa, Denwa and Choti Tawa which join the Narmada. The eastern plateau region comprises Baghelkhand Plateau lying between Maikal ranges and Chhattisgarh plain area with an elevation of 1033 m above MSL.

3.2 **CLIMATE**

- 3.2.1 Like other parts of India, Madhya Pradesh also has three major seasons – Summer, Monsoon and Winter. During summer (March-June), the temperature in the entire state ranges above 29.4°C. In general, the eastern parts of Madhya Pradesh are hotter than the western parts. The regions like Gwalior, Morena and Datia record temperature of over 42°C in the month of May. The humidity is relatively very low and the region usually experiences frequent mild dust storms. The south-west Monsoon usually breaks out in mid June and the entire state receive a major share of its rainfall between June and September. The south and south-east regions tend to experience a higher rainfall whereas the parts of north-west receive less. Mandla, Balaghat, Sidhi, Jabalpur and other extreme eastern parts receive more than 150 cm rainfall. The districts of western Madhya Pradesh receive less than 80 cm rainfall. The winter season starts from the month of November. The temperature remains low in the northern parts of the state in comparison to the southern parts. The daily maximum temperature in most of the northern part in the month of January remains between 15 and 18°C. The climate is generally dry and pleasant with a clear sky.

3.3 **PEOPLE INCLUDING TRIBAL GROUPS**

- 3.3.1 The population of Madhya Pradesh is over 7 crore. More than 75% of the population resides in villages whose main occupation is agriculture, while the rest of the population lives in towns. The majority population is Hindu with Muslims making up the largest minority community. The tribes of Madhya Pradesh constitute over 20 % of the state's population and are mainly concentrated in southern southwestern and eastern parts of the state. The social customs prevalent among different tribes and castes vary more due to variation in their habitat and surrounding geographical conditions. For earnings they

depend upon agriculture, forest produce and local craft. With improved communication and growth in the economy, the tribal's way of living is changing.

3.3.2 Baigas believe themselves to be descendants of Dravid and this tribe is found in Mandla, Balaghat, Shahdol and Sidhi districts. Saharia inhabit north-west area mainly in the districts of Gwalior, Shivpuri, Bhind, Morena, Sheopur, Vidisha and Raisen. Most Saharias are cultivators. Bharia tribe has major concentration in Jabalpur and Chhindwara districts of Madhya Pradesh. The place Patakot in Chhindwara has almost 90% population of Bharias. They work as agriculture labourers and work upon bamboo to create beautiful baskets and other items.

3.3.3 Gond is the best known tribe and forms the largest group in Madhya Pradesh. They mainly inhabit areas on both sides of Narmada in Mandla, Chhindwara, Betul and Seoni regions and the hilly terrains of Vindhya and Satpura regions. Agaria, Pradhan, Ojhan, Solahas are the descendant tribal groups originating from Gonds, with two sub-castes - Rajgond and Datoliya.

3.3.4 Bhil, the second largest tribe, is largely concentrated in areas around Jhabua, Khargone, Dhar and Ratlam. They are regarded as warrior with fine inherited guerrilla tactics and archery skills. Korku tribal community is administered by the head of a panchayat called Sarpanch and they are found in Hoshangabad, Betul, Chhindwara, Harda and Khandwa districts of Madhya Pradesh. Santia is a tribe of Malwa, who believe themselves to be originally a martial Rajput tribe. They prefer to remain nomadic. Mainly of labour class, Kols are found in Rewa, Sidhi, Satna, Shahdol and Jabalpur districts. This caste finds mention even in ancient puranas and the famous epics of Ramayana and Mahabharata and they are highly religious minded and staunch believer of Hindu mythology. Lesser known tribes like Dhanuk, Panika, Saur still form an important group.

3.4 **LANGUAGES**

3.4.1 Hindi, the official language of Madhya Pradesh, is the most widely spoken and easily understood even in remote corners of the state. For a large number of people in the major towns and cities and for the business class English is the second language. It is widely spoken by those engaged in the hospitality and service industry. One would see words of English and Hindi both used on signages, milestones, shops and offices signboards. Malwi, Bundeli, Bagheli, Nimari are the commonly spoken regional dialects. There are several dialects which are spoken.

3.5 **ECONOMY**

3.5.1 Madhya Pradesh, India's second largest state, which occupies 9.38% of the country's area, is also the second richest state in terms of its mineral resources. Primarily, it has an

agricultural and pastoral economy. Industrial development is primarily concentrated in the more advance districts like Indore, Bhopal, Gwalior and Jabalpur.

- 3.5.2 A large part of the mineral production of India is contributed by Madhya Pradesh. Big reserves of Manganese are found in Balaghat and Chhindwara districts. The state also produces about 45% of Bauxite in India with Jabalpur, Mandla, Shahdol, Satna and Rewa being the important Bauxite producing centers. Iron ore deposits are found in Balaghat, Jabalpur and Mandla districts. The State of Madhya Pradesh also has rich reserves of coal in the northeastern and Satpura regions. The state has the distinction of being the only diamonds producing state in India, with production in Panna and Chhatishgarh districts.
- 3.5.3 Over 30% of the State's total area is enveloped by the forest. The eastern districts of Balaghat, Mandla, Shahdol, Sidhi have dense forest cover. The abundantly found trees include Teak, Sal, Bamboo and Tendu. Agriculture is the main occupation of villagers, Wheat, Soybean and Jowar (Sorghum) are the main Crops. Paddy and Coarse Millets are also sown in large parts. Pulses, Cereals and Groundnut are also grown. Important among the cash crops are Cotton, Sugarcane and Oil Seeds. Mandsaur is the largest opium producing district in the country.
- 3.5.4 The irrigation of land is mostly dependent on major rivers like Narmada, Chambal, Tapti, Betwa, Sone, Shipra, Kali Sindh and Tava. The Chambal valley and the Narmada valley offer good potential for hydroelectric power generation. Besides Thermal and Hydro power generation, numerous other conventional and non-conventional power projects are in place or in the stages of progress. Road density is increasing continuously with present road length being over 80 thousand kms. Communications are well developed.
- 3.5.5 Rail route connecting different parts of India passes through Madhya Pradesh. Major Airports link all major cities like Delhi, Mumbai, Varanasi, Nagpur, Bengaluru, Hyderabad, Chennai etc. Telephone and cellular service provider BSNL and other private operators are operational; internet access is easy across the state. The big industries are mostly in districts of Indore, Bhopal, Gwalior and Jabalpur. Cement, sugar, paper, textile, steel, soya, vehicles and medicine are the major industries today. BHEL in Bhopal, Government Ordnance Factory Jabalpur, Currency Printing Press at Dewas, Alkaloid Factory at Neemuch, Rail Coach Factory Bhopal are notable Central Government managed organisations. Mineral development, industries based on agricultural and forest produce continue to be the mainstay of industrial production in the state.
- 3.5.6 Madhya Pradesh has enormous potential and resources to become a major tourism destination. Numerous monuments of historical, archaeological, architectural and pilgrimage importance dot the state. The forests are teeming with all kinds of wildlife. Because of its central location and easy accessibility, tourism is becoming a major attraction.

3.6 DEMOGRAPHIC PROFILE

- 3.6.1 The Population of Madhya Pradesh according to the 2011 census stands at about 72 million which is not as huge as compared to some of the other big states in the country. This also reflects in the fact that the density of the state is about 230 which is much less than the national average. The state has a growth rate of about 20 percent which is above the national average of about 17 and thus the population of the state is rising considerably given the progress in the state. The literacy rate in the state is about 70% which is very close to the national average but something the state will have to work on to improve in the future. Total population of Madhya Pradesh as per 2011 census is 72,626,809 of which male and female are 37,612,306 and 35,014,503 respectively. In 2001, total population was 60,348,023 in which males were 31,443,652 while females were 28,904,371. Sex Ratio in Madhya Pradesh is 931 i.e. for each 1000 male, which is below national average of 940 as per census 2011. In 2001, the sex ratio of female was 920 per 1000 males in Madhya Pradesh. The total population growth in this decade was 20.35 percent while in previous decade it was 24.34 percent. The population of Madhya Pradesh forms 6.00 percent of India in 2011. In 2001, the figure was 5.87 percent.
- 3.6.2 Madhya Pradesh Literacy Rate 2011: Literacy rate in Madhya Pradesh has seen upward trend and is 69.32 percent as per 2011 population census. Of that, male literacy stands at 78.73 percent while female literacy is at 54.49 percent. In 2001, literacy rate in Madhya Pradesh stood at 63.74 percent of which male and female were 75.35 percent and 54.61 percent literate respectively. In actual numbers, total literates in Madhya Pradesh stands at 42,851,169 of which males were 25,174,328 and females were 17,676,841.
- 3.6.3 Madhya Pradesh Population Density 2011: Total area of Madhya Pradesh is 308,252 sq. km. Density of Madhya Pradesh is 236 per sq km which is lower than national average 382 per sq km. In 2001, density of Madhya Pradesh was 196 per sq km, while nation average in 2001 was 324 per Sq.km.
- 3.6.4 Urban Population: The largest city in the state of Madhya Pradesh is Bhopal while Indore is the capital city of the Madhya Pradesh. The languages spoken in the Madhya Pradesh state includes Hindi. In total Madhya Pradesh (MP) state comprises 50 districts. The ISOCODE assigned by International Organization for Standardization for Madhya Pradesh state is MP. Out of total population of Madhya Pradesh, 27.63% people live in urban regions. The total figure of population living in urban areas is 20,069,405 of which 10,462,918 are males and while remaining 9,606,487 are females. The urban population in the last 10 years has increased by 27.63 percent. Sex Ratio in urban regions of Madhya Pradesh was 918 females per 1000 males. For child (0-6) sex ratio the figure for urban region stood at 901 girls per 1000 boys. Total children (0-6 age) living in urban areas of

Madhya Pradesh were 2,483,664. Of total population in urban region, 12.38 % were children (0-6). Average Literacy rate in Madhya Pradesh for Urban regions was 82.85 percent in which males were 88.67% literate while female literacy stood at 69.46%. Total literates in urban region of Madhya Pradesh were 14,569,183.

3.6.5 Madhya Pradesh Rural Population 2011: Of the total population of Madhya Pradesh state, around 72.37 percent live in the villages of rural areas. In actual numbers, males and females were 27,149,388 and 25,408,016 respectively. Total population of rural areas of Madhya Pradesh state was 52,557,404. The population growth rate recorded for this decade (2001-2011) was 72.37%. In rural regions of Madhya Pradesh state, female sex ratio per 1000 males was 936 while same for the child (0-6 age) was 923 girls per 1000 boys. In Madhya Pradesh, 8,325,731 children (0-6) live in rural areas. Child population forms 15.84 percent of total rural population. In rural areas of Madhya Pradesh, literacy rate for males and female stood at 74.74 % and 48.49 %. Average literacy rate in Madhya Pradesh for rural areas was 63.94 percent.

3.6.6 Child population forms 15.84 percent of total rural population. In rural areas of Madhya Pradesh, literacy rate for males and female stood at 74.74 % and 48.49 %. Average literacy rate in Madhya Pradesh for rural areas was 63.94 percent.

3.7 Profile of Scheduled Tribe and Scheduled Caste Population Groups

3.7.1 Tribal people constitute 20.3 % of MP's population compared to 8.2% that tribal people constitute at the national level. This indicates MP has a significant tribal population. The share of population that the Scheduled Caste groups have is 15.2%, which is less than their national population share of 16.2%. The table below summarized the presence of SC and ST people in MP. The Table-2 presents the student enrolment figures and percentages by caste, tribe and religion in MP in higher education.

Table 1: SC and ST population and percentage shares

	Population			Percentage of SCs in total Population	Percentage of STs in total Population
	Total Population	Scheduled Castes (SC) Population	Scheduled Tribes (ST) Population		
India	1,028,737,436	166,635,700	84,326,240	16.2	8.2
Madhya Pradesh	60,348,023	9,155,177	12,233,474	15.2	20.3

Source:[http://censusindia.gov.in/\(S\(5qgwih55kwcj2155pisc5z55\)\)/Tables_Published/A-Series/A-Series_links/t_00_005.aspx](http://censusindia.gov.in/(S(5qgwih55kwcj2155pisc5z55))/Tables_Published/A-Series/A-Series_links/t_00_005.aspx)

Table 2: Student enrolment by category across government and private institutions

Category of student	Government/Government-aided	Private
SC	189940 (27.85)	107733 (12.27)
ST	71667 (10.5)	35037 (3.99)
OBC	214373 (31.43)	363704 (41.42)

Minority	17944 (2.63)	7760 (0.8)
General	188,000 (27.59)	363,832 (41.52)
Total	681924 (100)	878066 (100)

Source: Data provided by GoMP

4 ANALYSIS OF KEY SOCIAL ISSUES

4.1 A Social System Assessment (SSA) was undertaken to identify key social issues and risks and recommend actions for ensuring gender equity and social inclusion with paying special attention to the needs of the tribal people and other vulnerable groups. The SAA focused itself on tracking issues related to equity and inclusion: (i) On time graduation rates of undergraduate students (disaggregated by gender/SC/ST) [Quality]; (ii) Percentage of students in higher education from disadvantaged groups [Equity].

4.2 **Methodology:** The SSA is based on a reading of secondary source material and field work in Bhopal, Madhya Pradesh (MP), from 21 July to 27 July, 2014, and fieldwork in Indore and Dhar from 12 October to 16 October, 2014. It is based upon both quantitative and qualitative data. The analysis of student composition by gender and social groups is based upon college-wise data supplied by DHE. Secondary source material also included government reports, Acts of Parliament, articles in journals and newspapers and other published and unpublished papers, both in English and in Hindi. Moreover, there were interviews with faculty members and students. The first round of fieldwork was conducted in three colleges in Bhopal. One was a private, self-financed post-graduate college for girls. The other two were girls' autonomous post-graduate colleges. One of these colleges was in an elite part of town, while the other college was located in the heart of the old city of Bhopal in a poor neighbourhood. The second round of fieldwork was conducted in two government colleges in Dhar, the headquarters of a predominantly tribal district with the same name and one government college in Indore city. One college in Dhar was a girls' college, while the other two colleges were co-educational colleges. All the government colleges were old and well-established institutions. Intensive interviews were held with over 100 students in the six colleges and about 60 faculty members. Most of the students were Scheduled Castes (SCs), Scheduled Tribes (STs), Other Backward Classes (OBCs) or Muslims. Ninety percent of the students interviewed were females as four of the six colleges were girls' colleges and two were co-educational. Main findings

4.3 Key Findings

4.3.1 Distribution of student body by type of college: Of the total student strength in all colleges in Madhya Pradesh (MP), 43.71 percent were studying in government and government-aided colleges and 56.28 percent were studying in private colleges. Though females accounted for 49.19 percent of the population of MP, they made up only 40.83 percent of all students. Males accounted for 51.81 percent of the population but 59.17 percent of the student body. The female literacy rate was 60.02 percent, while the male literacy rate was 80.53 percent. Though both male and female students from out-of-town faced difficulties on account of lack or inadequacy of hostel facilities, it was particularly acute for females.

- 4.3.2 Scheduled Castes (SCs) SCs accounted for 15.2 percent of the population but their reservation quota was 16 percent. They made up 19.08 percent of the total strength of all students enrolled indicating that more than 16 percent of SC students enrolled have got admission not through the quota but on merit. They accounted for 27.85 percent of the total student body in government colleges but only 12.27 percent in private colleges
- 4.3.3 Scheduled Tribes (STs) While STs accounted for 20.3 percent of the population, they have a 20 percent reservation quota in MP. Only 6.84 percent of all students enrolled were from STs indicating that their share of enrolment was about one-third of the quota of 20 percent as well as about one-third of their share in the population. STs accounted for 10.5 percent of the student body in government colleges but only 3.99 percent in private colleges. Most of the colleges where ST students studied were in tribal districts and most of them had poor infrastructure and other facilities. More than 90 percent of all colleges do not meet the reservation quota.
- 4.3.4 Specific problems of ST students: Interviews with faculty and students of different social backgrounds suggested that ST students were disadvantaged in multiple ways. They were amongst the poorest students; most of them belonged to remote rural/tribal areas and they had greater difficulty in adjusting to an urban college life. Lack or inadequacy of hostel facilities made it more difficult for these students to adjust in the new environment.
- 4.3.5 Other Backward Classes (OBCs) and Minority Groups: Though the reservation quota for OBCs (based on income) was only 14 percent, they accounted for 37.05 percent of all students. Thus, they were significantly over-represented in relation to their quota. Minority students comprising Muslims, Christians, Sikhs, Jains and Buddhists accounted for 1.64 percent of the student body. SC, ST, OBC and those students belonging to minority categories together accounted for 64.61 percent of all students.
- 4.3.6 Allowed to Keep Term (ATKT): ATKT is a system whereby students who do not pass in a particular subject in a particular semester can be promoted to the next semester, subject to passing in the failed subject in a supplementary examination. They are allowed to keep term. There was wide variation in on time graduation rates of students depending on the quality of the college and the cut-off marks required for student admission. There was also variation between the colleges visited in Bhopal and those visited in Dhar and Indore. Faculty members unanimously pointed out that colleges, which were more prestigious, were better endowed with facilities like laboratories, libraries, full-time teachers and had a higher cut-off percentage for admission, attracted students who came from better-endowed schools. In these colleges, faculty said that students, whether SC, ST, OBC or Muslim, could generally finish their degrees on time - that is within the specified three year period.⁴

⁴ The rules, however, allows students 5 years to complete a 3 year course using ATKTs.

- 4.3.7 The major reasons why students failed examinations and got ATKTs were the following:
- Students came from poorly endowed schools and, therefore, had difficulty in understanding basic concepts in college;
 - Many students were unable to read or write in English, Hindi or Urdu although most students had high marks in their 12th Board examinations;
 - Many students were not particularly interested in college education but felt that a degree would help them better get jobs/ and or improve marriage prospects;
 - Several female students got married while in college and then got pregnant;
 - Many students came from socially and economically deprived backgrounds and had no support systems to help them with their college work;
 - Many students spent several hours doing housework before and after college and, therefore, did not have the time to study at home;
 - Most ST students in Dhar and Indore went home during sowing and harvesting seasons so that parents would not have to hire labour. During the 1st, 3rd and 5th semesters, students were away for at least 15-20 days during each semester for agricultural work.
- 4.3.8 Placement: Focus group discussions with students and faculty led to three main conclusions. Firstly, inclinations of females for any particular employment were constrained by parental restrictions on place of posting and other social norms. Secondly, only better-off students aspired for private sector placement. Thirdly, virtually all the students from disadvantaged backgrounds wanted government jobs. The major reasons for the preference for government jobs were that Government of Madhya Pradesh (GoMP) was making special efforts to provide free coaching assistance to students to appear for competitive examinations, both for degrees in engineering and medicine as also for the civil services and there was reservation for SCs and STs in government jobs, which were considered prestigious and assured security of employment as well.
- 4.3.9 Scholarships: As compared to earlier times, when it was reported that there was both corruption and delay in the disbursement of scholarships, now there were very high levels of satisfaction regarding scholarships being directly deposited in the student bank accounts and being given on time. Clearly, this was the result of the system of disbursement being revamped completely by the GoMP. Students receiving scholarships underlined their importance in permitting them to continue their higher education. However, because of rise in cost of living, the amounts were considered insufficient by students. Incentives by GoMP, particularly schemes like *gaon ki beti*,⁵ had played a key role in encouraging rural girls to study harder to improve their 12th Board Examination scores.

⁵ *Gaon ki Beti* means daughter of the village and GoMP provides a grant of Rs. 5,000 for rural girls who get a 1st division in their final school leaving examination

- 4.3.10 Infrastructural issues: Faculty reported that college infrastructure was generally inadequate with respect to the number of classrooms, laboratories, computers, books and journals, especially since there was an increase in the number of students. As mentioned earlier, students pointed out the lack of hostel facilities or their inadequacy.
- 4.3.11 Paucity of data: Even though data was available both from the Department of Higher Education (DHE) and other governmental sources, there are information gaps both about the differently-abled and religious minorities. Data available was as in a snapshot – at a particular point of time. However, in the absence of data to track changes over time it was not possible to document and analyze trends. Finally, quantitative data available in different reports seemed to vary with respect to similar issues perhaps because of the use of different data sets and different reference dates in different reports. There is paucity of data about both students and faculty regarding their composition by gender, caste, tribe, class, disability and religion and infrastructure.
- 4.4 **Gender Equity Aspects:** The SSA notes that though women accounted for 49.19 percent of the population of MP, they made up only 40.83 percent of all students. MP has a 30 percent quota for female students.

Table 3: Total enrolment figures and percentages by gender

	Males	Females	Total
Numbers	71	636919	1559990
Percentages	59.17	40.83	100

Source: Data provided by GoMP in September, 2014

- 4.4.1 College-wise data provided by DHE shows: in 64.58 percent of colleges, more than 30 percent of students were females. In 23.73 percent of colleges, more than 50 percent of the students were females. Only 5.33 percent of colleges (possibly girls' colleges) had more than 90 percent female students. Less than 36 percent of all colleges had less than a 30 percent share of female enrolment.

Table 4: Break-up of colleges according to share of female students

Share of female students	Number of colleges	Percentage share
Less than 30 percent share	997	35.42
Between 30 -50 percent	1000	35.52
Between 50 -90 percent	668	23.73
More than 90 percent	150	5.3
	2815	100

Source: Data provided by GoMP in September, 2014

4.4.2 **Tribal Student Participation:** Table 5 below shows the number and percentages of colleges according to whether the enrolment of ST students was less than 20 percent or more than 20 percent, which is their reservation quota in MP. More than 90 percent of all colleges do not meet the reservation quota for ST students. Consequently, this group is severely under-represented in a huge majority of institutions. 80 percent of government colleges had less than 20 percent of ST students while more than 93 percent of private colleges had less than 20 percent of ST students. 20 percent of government colleges and 6.72 of private colleges had more than 20 percent of ST students. Clearly, ST students had a greater presence in government colleges. 67 % of ST students studied in government colleges and 33% in private colleges. While tribal students were joining private colleges as can be seen from Table 16, these colleges are very small and therefore the percentages are not representative of the general picture. Only 3 out of 10 colleges were in tribal areas. The above data indicates that the most disadvantaged group is that of STs. SCs and OBCs are enrolled in colleges across MP in large numbers and their percentages more than fulfil the reservation quotas and are also greater than their shares in the total population.

Table 5: Analysis of colleges which meet the ST quota or not

	No of colleges	Government	Private
Percentage of ST students is less than 20 percent	2564 (91.08)	371 (79.96)	2193(93.28)
Percentage of ST students is more than 20 percent	251 (8.92)	93 (20.04)	158 (6.72)
	2815 (100)	464 (100)	2351(100)

Source: Data provided by GoMP in September, 2014

4.4.3 **Geographical Spread of ST and SC students:** Out of 29 non-tribal districts, in 23 districts the percentage of SC students was more than 16 percent which is their reservation quota. However, in the case of STs, not even one college met the reservation quota of 20 percent in non-tribal districts. This was so even though 7 large districts - Bhopal, Gwalior, Indore, Rewa, Sagar, Satna and Ujjain - had more than 10 government colleges each.⁶ 13 out of 21 tribal districts had ST student populations of 20 percent and more. At least in 10 tribal districts out of 21, the number of students was more than 10,000. However, only in the 2 districts of Chhindwara and Jabalpur (both industrial districts) were there more than 10 colleges each.⁷

4.4.4 Analysis of college-wise data, district-wise data and interviews with ST students all confirm that ST students attend colleges mainly in tribal areas. There could be a variety

⁶ See <http://www.mpcolleges.nic.in/>

⁷ See Tables A and B in Annexure III for details

of reasons for this state of affairs: shorter distance from home, more familiar surroundings and knowledge of the local language and dialects. Greater levels of poverty and the need to go back home to work on family farms could also be a reason for ST students opting to study in tribal areas. SCs, on the other hand, seem to be more geographically dispersed and also economically better off than STs. Large numbers and percentages of SC students were enrolled in colleges in non-tribal areas.

- 4.4.5 Over 90 percent of all colleges do not meet the reservation quota for ST students. Consequently, this group is severely under-represented in a huge majority of institutions. 80 percent of government colleges had less than 20 percent of ST students while more than 93 percent of private colleges had less than 20 percent of ST students. 20 percent of government colleges and 6.72 of private colleges had more than 20 percent of ST students. Clearly, ST students had a greater presence in government colleges.
- 4.4.6 While the overall percentage of ST enrolment was well below their share in the population of MP, and the quota it is noteworthy that in some colleges their percentage was almost 95 percent of the total student body. These are large colleges in terms of the numbers of students enrolled. It should also be noted that 9 out of 10 colleges in the above table are in remote tribal areas.
- 4.4.7 While tribal students were joining private colleges, these colleges are very small and therefore the percentages are not representative of the general picture. Only 3 out of 10 colleges were in tribal areas. The most disadvantaged group is that of STs. SCs and OBCs are enrolled in colleges across MP in large numbers and their percentages more than fulfil the reservation quotas and are also greater than their shares in the total population. Out of 29 non-tribal districts, in 23 districts the percentage of SC students was more than 16 percent which is their reservation quota. However, in the case of STs, not even one college met the reservation quota of 20 percent in non-tribal districts. This was so even though 7 large districts - Bhopal, Gwalior, Indore, Rewa, Sagar, Satna and Ujjain - had more than 10 government colleges each.⁸ 13 out of 21 tribal districts had ST student populations of 20 percent and more. At least in 10 tribal districts out of 21, the number of students was more than 10,000. However, only in the 2 districts of Chhindwara and Jabalpur (both industrial districts) were there more than 10 colleges each.⁹
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⁸ See <http://www.mpcolleges.nic.in/>

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4.4.9 In summary, the main conclusions regarding enrolment , quotas and population shares are:

- Female enrolment is below the female share of the population;
- SC enrolment is above the quota and their share of the population;
- ST enrolment is well below the quota and just about one-third of their share of the population;
- OBC enrolment was more than two and a half times their quota.

4.5 **Institutional Capacity of Key Implementing Agencies:** Although a decision has been taken to set up a State Higher Education Council (SHEC), work was at a very preliminary and planning stage. The infrastructure needed for a SHEC in terms of buildings, office equipment and staff was yet to be put in place. The State Government has experience of borrowing from the Bank in the poverty alleviation, forestry and water sectors but not in Higher Education. All the colleges had an anti-ragging cell, an SC and ST cell and a sexual harassment cell. While no formal procedures existed regarding monitoring and evaluation, monitoring was done on a regular basis by DHE. There was no formal system of inter-agency coordination but other agencies/departments were consulted as and when needed. Systems for performance of the implementing agency in ensuring that the rules and procedures are being followed. According to DHE officials, through the affiliating universities, the Department is able to ensure that rules and procedures are followed. Overall, the existing system in the State by way of Constitutional provisions, laws, regulations, Government Orders (GOs) and programs is consistent with World Bank OP 9.00. The intentions of the GoMP are clearly mentioned in their Vision Document and various scholarship schemes initiated such as the *gaon ki beti*, *Pratibha Kiran* and *Vikramaditya* and the college *chalo abhiyan* (Join College Campaign), are evidence of GoMP's interest in the project.

4.6 **Key recommendations**

4.6.1 Scheduled Tribes: ST students' share of 6.84 percent of the total student population was about one-third of the quota of 20 percent, which is almost their share in the total population as well. This gap is very significant and needs to be addressed.

4.6.2 Allowed to Keep Term (ATKT): In order to help students, faculty members suggested that it would be helpful to have supplementary ATKTs during summer or winter vacations so that students would not lose a whole year as in the current system. Remedial classes, particularly classes to improve proficiency in the English language, need to be strengthened.

- 4.6.3 Scholarships: The provision of scholarship amounts needs to be enhanced.
- 4.6.4 Infrastructure: While there is a shortage of hostel facilities, since construction of buildings is not part of project design, it is recommended that students from disadvantaged backgrounds be given an extra grant for accommodation or renting private hostel facilities. College infrastructure needs to be upgraded, including classrooms, laboratories, computer rooms and libraries. Universities, colleges and hostels should be made disabled-friendly as should transport facilities as well.
- 4.6.5** Bridging Data Gaps: Colleges should be assisted to collate data by gender, caste, tribe, class, disability and religion, both for faculty and for students. A data base should be built to see what courses are being offered to female and male students and to analyze whether there is any gender -based selection with respect to courses being offered. Data should be collected on ATKT students, course-wise and by gender, caste, tribe, class, disability and religion to understand more completely courses in which different categories of students fail. College-wise data should be collected with details of infrastructure gaps in order to fill them.

5 LEGAL AND POLICY FRAMEWORK

- 5.1 **Social Risks and Application of Bank Safeguards Policies:** The project involves limited construction activities such as establishing/ upgrading higher educational facilities such as college, hostel, and library buildings, etc. These activities are not expected to cause any significant environmental or social impacts. Likely environmental and social impacts, which will be limited in nature, may include temporary construction related impacts. Compulsory land acquisition has been ruled out as an option; construction activities will be carried out on “government lands free from any encumbrances” identified and assigned for the purpose within the existing/identified educational premises or on community lands obtained through “voluntary donation by the concerned local bodies”, on lands purchased on "willing buyer, willing seller basis from private parties. Therefore, the Bank Safeguards Policy on Involuntary Resettlement (OP/BP 4.12) shall not apply. Madhya Pradesh is inhabited by tribal communities, and therefore, OP 4.10 has been triggered:
- 5.2 **Social Screening to Rule out Involuntary Risks:** As explained above, the project shall not involve compulsory land expropriation. The Government of Madhya Pradesh has enacted a legislation for purchase of private land through negotiations. This will provide legal framework for purchasing land where necessary. In addition, a local Body may be willing to voluntarily provide community land for establishing a new educational institution or for expanding an existing one. In most cases, the government will identify and assign land for this purpose. A “**social screening**” will be carried out for all colleges/ institutions where any civil work is proposed to record name of institutions, location, the nature and scope of work, positive and negative impacts, beneficiaries, key stakeholders, mitigation measures in case of adverse impacts.
- 5.3 **Managing Temporary Impacts:** The mandatory social screenings will be carried out for all activities involving civil works and cleared with the Project Directorate in order to ensure that no civil works involving any involuntary resettlement impacts is supported by the Project. The Bank team will monitor this social screening process as a part of safeguards supervision through random checks and field visits. All temporary adverse impacts including health, hygiene and occupation safety, etc. will be managed and monitored as a part of the Environment Management Framework which will provide detailed guidelines.
- 5.4 **Compliance with National Laws:** The MPHEQIP will be undertaken by the Government of Madhya Pradesh consistent with the relevant laws and policies of the Government of India and of state. The following sections summarizes a few key applicable laws and policies.

- 5.4.1 Article 46, a Directive Principle of the Constitution of India says that, “the State shall promote with special care the educational and economic interests of the weaker sections of the people, and in particular of the Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation.”¹⁰
- 5.4.2 Article 15(4) was added after the first Constitutional Amendment Act in 1951 and it empowers the state to make any special provisions to safeguard the educational and cultural interests of those belonging to disadvantaged classes such as the SCs and the STs. Reservation of seats in educational institutions, including in technical, engineering and medical institutions became mandatory.
- 5.4.3 In Article 16(4), the term “backward classes” is used to cover SCs, STs, Other Backward Classes, Denotified Communities, and Nomadic and semi-nomadic communities. The Mandal Commission Report of 1980 led to reservations for OBCs in 1993.
- 5.4.4 Under Article 275(1) of the Constitution of India, funds have to be made available to State governments by the GoI for schemes to support the welfare of weaker sections. In addition, in States such as MP, where the population of STs is very large, and there is a high concentration of STs in certain districts, the Governor has special responsibilities and powers under the Fifth Schedule of the Indian Constitution to ensure, for instance, that tribals are not exploited and that tribal lands are protected and cannot be transferred to non-tribals or otherwise alienated.
- 5.4.5 According to the 7th Schedule of the Constitution of India, Article 246, Higher Education is a subject under both the Union and the Concurrent lists. Only the Central Government is entitled to legislate on subjects on the Union list while both Central and State Governments may legislate on subjects in the Concurrent list.
- 5.4.6 The Union list provides for establishing three universities in pursuance of Article 371E, “any institution declared by Parliament and by law to be an institution of national importance, or a scientific and technical education institution financed wholly or in part and also declared by Parliament and by law to be an institution of national importance”. Further, under section 66 of the Union list, “...coordination and determination of standards in institutions for higher education or research and scientific and technical institution lie with the Central Government.”
- 5.4.7 However, education, including technical education, medical education and universities are also on the Concurrent list of the 7th Schedule of the Constitution of India but “coordination and determination” of standards, as mentioned earlier, lie with the Central Government.¹¹

¹⁰ This section draw from <http://ncsc.nic.in/files/ncsc/new6/261.pdf>

¹¹ See, <http://www.constitution.org/cons/india/shed07.htm#SEVENTH%20SCHEDULE>

5.4.8 The University Grants Commission (UGC) was established by an Act of Parliament in 1956 and is responsible for setting standards for teaching, examination and research in higher education. All Central Universities are financed by UGC as also several autonomous colleges in various States.

5.4.9 Reservation policy: Reservations in higher education for SCs and STs are 15 per cent and 7.5 per cent respectively for all universities, deemed universities, institutions and colleges at the all India level. The reservation policy is applicable for all students in undergraduate and post-graduate courses as also for all faculty positions. All universities and colleges are supposed to monitor whether the policy is being implemented or not. They are also supposed to have an SC/ST cell where grievances can be registered.¹² The following Table lists the reservation quotas for all India and MP.

Table 6: Reservation quotas at the all India level and in MP

Category	India	MP
SCs	15%	16% @
STs	7.5 %	20% @
OBCs	27%	14% *@
Total constitutional reservation quota	49.5%**	50%***
Others (open to all including SCs, STs and OBCs)	50.5%	50%

5.5 The **National Policy on Education** had recommended that the capacity of higher educational institutions be increased so that all those aspiring for higher education had access to it, students from poor and disadvantaged sections should also get access to higher education. The Program of Action included a range of scheme and programs to expand enrolment in general, but there were also special schemes to encourage enrolment of students belonging to disadvantaged backgrounds, such as SCs, STs; those belonging to minority religions; differentially-abled and girls. Special schemes were designed for those living in educationally backward regions.

5.5.1 It was in 1974-75 during the Fifth Five Year Plan period (1974-79) that GoI initiated the Tribal Sub Plan. Later in 1979-80, during the Sixth Five Year Plan (1980-85), a Special Component Plan for SCs was introduced in order to direct resources for the welfare of SCs and STs. Under this umbrella strategy, both Central and State governments were to set aside funds for the welfare of SCs and STs on the basis of their proportionate representation in the population. These sub-plans were meant to ensure that the

¹² See letter sent by the UGC to all universities and colleges along with the guidelines at http://www.buruniv.ac.in/Notices/UBUR_2014312_NOT_WEBPAGE.pdf

constitutional mandate to protect disadvantaged groups was fulfilled.¹³ However, several reports have shown that adequate funds were not allocated by central ministries in spite of a number of recommendations that had been made to ensure that SCs and STs got their due in terms of development funds.¹⁴

- 5.5.2 Both the Eleventh Five Year Plan (2007-12) and the Twelfth Five-Year Plan (2012-17) had stressed improving access, equity and quality in higher education. The idea was to bring Indian higher education at par with global trends. The thrust was to improve the overall quality of teaching-learning and to ensure that those belonging to disadvantaged backgrounds were not left behind.
- 5.5.3 **The Right to Information Act, 2005:** The Act provides for setting out the practical regime of right to information for citizens to secure access to information under the control of public authorities, in order to promote transparency and accountability in the working of every public authority, the constitution of a Central Information Commission and State Information Commissions and for matters connected therewith or incidental thereto. The PMU will have a designated Public Information Officer (PIO) as a Public Authority under the Act. The process for obtaining information and details of designated PIOs will be disclosed on the MP HE Department website.
- 5.6 **Tribal Development Plan:** The Bank Operational Policy 4.10 (Indigenous People) recognizes that: (i) the social identities and cultures of the tribal people are inextricably linked to land and natural resources on which they depend. This exposes tribes to different types of risks and levels of impacts from development projects. Their land based livelihoods may get affected. In case of education, the socio-cultural distance sometimes affects the reception of what is imparted in the classroom. Gender issues among tribes are complex. Tribe groups are often the most marginalized and vulnerable segments of society.
- Poor socio-eco and legal status tends to limit their capacity to defend their interests, draw benefit from development. Therefore, separate action plans such as TDP help to address their differential needs and vulnerabilities in a more responsive and sensitive manner.
- 5.6.1 This TDP seeks to address their differential needs and vulnerabilities in a more responsive and sensitive manner. The TDP has been prepared with stakeholder consultation during the SSA. The TDP seeks to **ensure that tribal people** benefit from **prior, informed consultation** and participation in Bank projects that affect them. TDP's seeks to ensure that the tribal people get full respect for their dignity, human rights and cultural identity in the development process. The TDP emphasizes consultation with the

¹³ GoI (nd) Status of Special Component Plan for SCs and Tribal Sub Plan for STs, p.11. See, http://www.ncdhr.org.in/resources/publications/daaa-publication/Status%20Report_Final.pdf

¹⁴ Ibid. See, http://www.ncdhr.org.in/resources/publications/daaa-publication/Status%20Report_Final.pdf, pp.27-30

community to take their views on the project. The TDP also requires to avoid potentially adverse effects on the community. Where not avoidable, the Project should minimize adverse impacts and mitigate/ compensate the community for such impacts: Ensure that the community receives social and economic benefits from the project.

- 5.6.2 **The Scheduled Tribes & Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006:** The Act recognizes and vests the forest rights and occupation in forest land in forest dwelling Scheduled Tribes and other traditional forest dwellers who have been residing in such forests for generations but whose rights could not be recorded, and provides for a framework for recording the forest rights so vested and the nature of evidence required for such recognition and vesting in respect of forest land. The definitions of forest dwelling Schedule Tribes, forest land, forest rights, forest villages, etc. have been included in Section 2 of the Act. The Union Ministry of Tribal Affairs is the nodal agency for implementation of the Act. This will not be applicable as no civil work as explained in the preceding paragraph, will be undertaken by displacing people. However, proper consultation and documentation of consent shall be done to record donation of community land for the purpose of approach road, some addition to the existing institution.
- 5.6.3 **The Provisions of The Panchayats (Extension to the Scheduled Areas) Act, 1996:** The Act provides for extension of the provisions of Part IX of the Constitution relating to the Panchayats to the Scheduled Areas. As per the provisions of the Act, the concerned Gram Sabhas or Panchayats shall be consulted before making the acquisition of land in a Scheduled Area for any development project and before re-settling or rehabilitating the affected persons. This will be applicable where a new college is proposed to be established in a remote tribal area, where people demand modern educational institutions. The project will consult the concerned Gram Sabha / Panchayat for obtaining their consent as per the proposed activity in concerned area.
- 5.6.4 **Special Support Schemes:** Madhya Pradesh government has a range of special support schemes for students coming for the SC and ST families. The SSA takes note of these support schemes and recommends continuation and expansion of similar schemes. Some of the ongoing schemes include the following.

Table-7 Loan Guarantee scheme by GOMP

- | |
|--|
| <ol style="list-style-type: none">1. Implementing agencies – Dept. of Higher Education, Dept. of Technical Education and Dept. of Medical Education.2. Annual limit of 200 students to be covered under this scheme, and the break up between these departments is to be decided by Directorate of Institutional Finance.3. Parental annual income should be less than 3 lakh (updated to 5 lakh in 5th |
|--|

amendment) and need to submit an affidavit stating the family don't have enough collateral security to avail the loan.

Points considered while selection of candidates

- Quality and relevance of the course selected by the candidate
- Accreditation of the institute selected by the candidate
- Academic qualifications of the candidate.
- Economic condition of parents of the candidate
- Selection process of the course/institute the candidate is selecting
- Evaluation of the possibility of return of the loan given to the candidate

The maximum amount available for education in national institution is Rs. 7.5 lakh and Rs. 15 lakh in case of international institution. The guarantee is of 80% of the total loan amount.

Table-8: The Scholarships/Schemes for the Disadvantaged

Scholarships/Schemes for the Disadvantaged faction of the student community.

Under this scheme, the DHE provides free Books and stationery for SC/ST students at undergraduate and post-graduate levels. Rs. 1500 towards Books and Rs 500 towards stationery is provided.

- i. **Higher Education loan Scheme:** HELAMS (Higher Education Loan Application Management System). As the name suggests the system was developed to manage the application procedure for the higher education loan. Every official is assigned a specific task in the procedure of loan approval. Respective banks – Verifying the documents of the applicant and passing the loan if the processing could not be done at branch level then the application should be forwarded to Regional and / or National Office. **Respective District Office** keeps tab on the loan processing and clears the problems in the application. **DIF** – Grievance redressed for the applications which are not processed in due time of 15-21 days. 4527 Branches registered in the system.

Application procedure

1. Candidate register online on the scholarship portal
2. Apply for the scheme and get a printout of the application
3. Present the application to the respective bank where she is applying for the loan
4. Then the bank will process the loan documents by verifying the documents

Documents needed for application process

- Aadhar Card/Voter ID Proof/ Pan Card
- Address Proof (Telephone Bill, Electricity Bill)
- All the past transcripts and mark sheets
- Details of the expenses during the education period – Tuition fee, Hostel fees, Stationery etc.

- Income Certificate
- Caste Certificate (Reserved categories only)
- Passport size photograph
- Admission letter for the course admitted
- Bank Statement

Guarantor

- No required if loan amount below 4.0 lakh
- Name of the guarantor if the loan amount is between 4.0 lakh and 7.5 lakh
- Details of the property to be mortgaged if loan amount is greater than 7.5 lakh.

Miscellaneous information

Average time period for passing the loan is 15-21 days, if the status of the loan is not known till 21 days the applicant can contact to the Directorate of Institutional Finance.

The loan will be rejected in the following cases-

- Weak academic credentials of the applicant
- Or any family member is a defaulter in loan repayment of the same of other financial institution. DIF sets up bank-wise and district wise targets for Higher Education Loans

Table-9 Schemes by Department of Social Justice for Persons with Disability

1. CM Education Encouragement Yojana
Benefits of the scheme – Award of Laptop when the student enters in 10th standard and second time when he either enrolls in a graduation or diploma course
Beneficiaries – Mentally challenged, visually impaired, hearing impaired, physically challenged
2. Nirmaya Scheme¹⁵
Health Insurance scheme for the welfare of persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities
Insurance cover up to Rs. 1 Lakh
No exclusion of Pre-existing condition// same cover as that for other persons//pre and post hospitalization expenses,

Table-10: Assistance to Disabled Persons for Purchase / Fitting of Aids and Appliances (ADIP Scheme)¹⁶

Assist the persons with disability to procure durable, sophisticated and scientifically manufactures, standard aids to promote the rehabilitation by reducing the effect of

¹⁵ Information retrieved from - <http://sparsh.samagra.gov.in/>

¹⁶ Information retrieved from - <http://socialjustice.nic.in/schemespro3.php>

disabilities and enhance their economic potential.	
Total Income	Amount of Assistance
Up to Rs. 6500 per month	Full cost of aid/assistance
Rs. 6501 to Rs. 10,000 per month	50% of the cost of aid

- 5.7 Gender Equity and Social Inclusion Guidelines:** The MP Government has three key departments planning, implementing and coordinating various schemes addressing gender and social inclusion concerns. These include: the Departments of Women and Child Development, Social Welfare, ST and SC Welfare, and Sports and Youth Welfare. The state government is implementing a range of schemes to encourage participation of women in higher education. These include beti padhao and several other schemes which are merit linked female student support schemes. The Project emphasizes attention to ensuring adequate attention to ensuring greater participation of women in college education.
- 5.8 Specific Tribal Development Plan and GESI Measures;** The DHE will take specific provisions to enhance outreach to SC, ST, women, poor, and physically challenged and vulnerable persons. These include:
- 5.8.1 continuation and enhancement of special support schemes for ST, SC, female, and poor students;
 - 5.8.2 promoting greater participation of students and local communities in managing campus environment;
 - 5.8.3 while setting up the State Institute for Higher Education Research and Training and Centres of Excellence, paying special attention to themes such as: (i) community development and social welfare, (ii) women development, (iii) social research methodology, (iv) efficient land acquisition and resettlement management, and (v) audio-visual educational material development for physically challenged and rural students; (d) monitoring implementation and outcomes with gender and socially segregated data;
 - 5.8.4 carrying out supplementary studies on (i) effectiveness existing student support schemes, (ii) meeting education needs of students in backward areas with special emphasis on skill development including through community colleges; (iii) special needs of tribal and backward students; (iv) higher education needs in left out areas;
 - 5.8.5 Consultation framework to interact with experts and students (especially ST, SC, vulnerable and women students with special attention to backward areas) and community representatives regarding the project on a periodic basis.

6 IMPLEMENTATION ARRANGEMENTS

6.1 Project Institutional and Implementation Arrangements

6.1.1 Project Directorate: The main implementing agency for the project will be the RUSA Project Directorate (PD), established in October 2014, which serves as the executive arm of the SHEC, and is also responsible for managing the State's RUSA funds. The Commissioner of Higher Education (Department of Higher Education, GOMP) is the head of the Project Directorate as its Director. He/She is supported by an Additional Project Director (APD) who is responsible for the day-to-day activities of the PD. The Directorate itself is a Society under the Societies Act and so has autonomy to administer funds and recruit contractual staff. Currently, the PD has 18 sanctioned posts, 5 of which are filled as funds from RUSA are only now starting to flow. For the smooth implementation of the project, the PD staff will be supported by a team of consultants with expertise in different domain areas, namely, procurement, financial management, higher education sector issues, capacity building and training, and monitoring and evaluation. These consultants can be hired using agreed processes for long and short-durations, as necessary.

6.1.2 The PD will be responsible for overall project implementation, and for activities financed by the project that are state-wide in coverage, for example, for the State Institute for Higher Education Training and Research, capacity building activities on governance, Tally software and the IT Portal, including the financial management and procurement arrangements for these activities. The PD will also be fully responsible for implementing the Technical Assistance (TA) component of the project. The Project Implementation Plan will set out the functions of the PD in detail, including its delegated authority.

6.1.3 At the institutional level, the **Higher Education Institutions (HEIs)**, namely the University Departments and Colleges, will implement project supported Institutional Strategic Plans. The Plans will be approved by the Jan Bhagidari Samitis/Board of Governors of the HEIs. The HEIs will receive funds from the PD to be utilized by them according to processes described in the agreed financial management and procurement manuals for the project. The **Internal Quality Assurance Cell (IQAC)** in each supported HEI will be the locus of quality monitoring within the institution for the institution as a whole, for programs offered by the institution, student academic and employment outcomes, and institutional performance vis-à-vis strategic plans. The IQACs will also be responsible for overseeing the preparation of the institutional annual reports. Presence of a functioning IQAC in HEIs will be a condition for receiving project support.

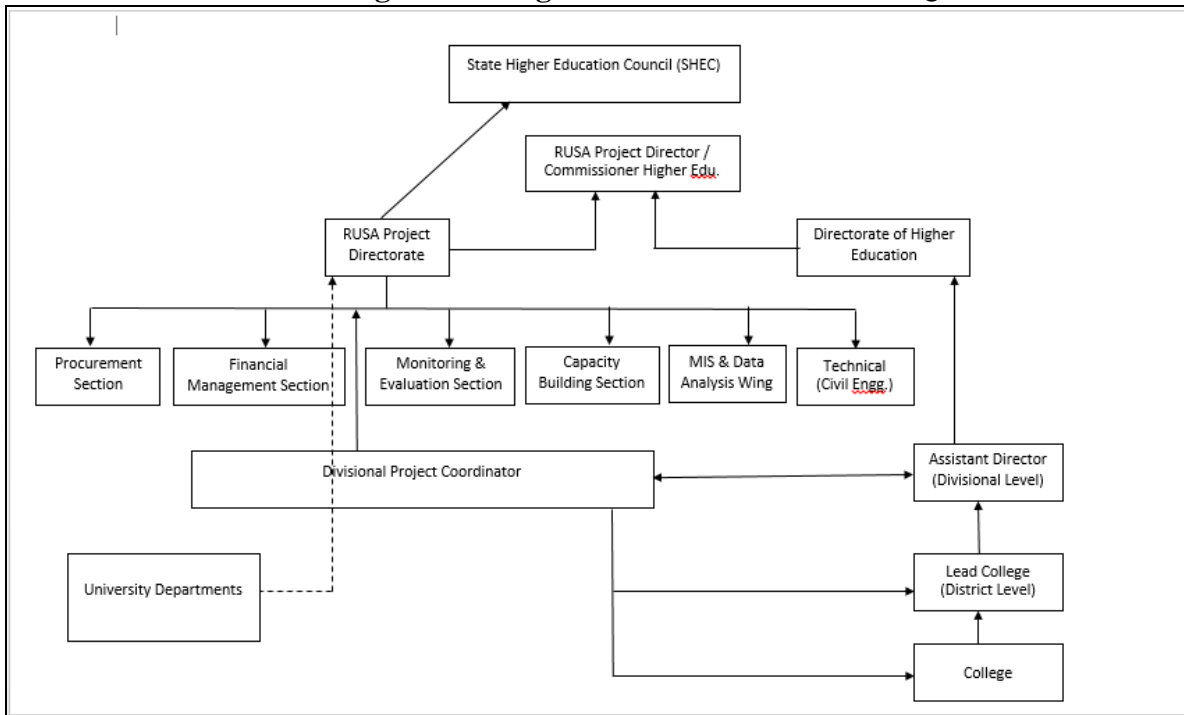
6.1.4 Jan Bhagidari Samitis/Board of Governors in HEIs: Each HEI is required to have an overall policy making body, which makes decisions for the institution within the delegated powers set out in the relevant legislation, regulations and/or statutes. Overtime,

the project will increase the level of delegation power to these bodies, within a clear framework of accountability, as described in the Project Implementation Plan (PIP).

6.1.5 Division level Monitoring/Role of Lead Colleges: The DHE has established a ‘lead college’ in each district, which is responsible for administrative coordination between the government colleges in that district and the Department. These Lead Colleges will continue to have this function under the Project, including raising awareness about project activities amongst its colleges and collecting information and project progress reports to forward to the PD.

6.1.6 The State Higher Education Council: The Madhya Pradesh State Higher Education Council (SHEC), created in October 2014, has overall responsibility for policy-making in higher education in the state. The Council is headed by the State Minister for Higher and Technical Education, with the Principal Secretary and Commissioner of the Department of Higher Education as members of the Council. SHEC also has members from institutions and other state government departments. The PD will present to the SHEC periodic project progress reviews, and seek guidance on project implementation, as necessary. The SHEC can use recommendations and findings emerging from the project, and any sector studies/surveys/reviews carried out as inputs into its larger policy-making, sector oversight and coordination, and guidance role.

Program Management Structure of MPHEQIP



6.2 Implementing Social Management Framework: The institutional arrangements for implementing the project will integrate capacity and professional expertise to plan and implement actions in fulfilment of the SMF. The PD will have professional consultants to manage social and environmental management issues. The PD may hire NGOs for supporting field-level implementation of specific Social and Environment actions. The department will have to enhance its implementation capacity with hiring consultant, NGO if required, and district level staff to technically support, coordinate, monitor and report SMF implementation. The Bank safeguards team will work closely with the PD to address social and environment aspects including through field visits, and training support.

6.2.1 Advisory Committee: The DHE will appoint a five member civil society advisory committee to advise the PMU regarding ways in which to enhance gender equity and social inclusion outcomes, with special attention to the needs of the tribal, physically challenged, women, and poor students. The Advisory Committee will focus on “Social Inclusion and Campus Environment (SICE), and will comprise reputed from the civil society having experience and expertise in gender, social inclusion, education, and environment issues. The SICE Committee will meet one in a quarter and shall discuss the key social inclusion, gender and campus environment issues in the state’s higher education sector and advise the PD regarding actions on subjects brought to its notice. The PD will be the convener of this committee. The committee will meet on a quarterly basis and will monitor the implementation of the SMF.

6.3 Monitoring and Evaluation (M&E).

6.3.1 SMF monitoring will be an integral part of the above monitoring system. The SICE Committee will meet one in a quarter and shall discuss the key social inclusion, gender and campus environment issues in the state’s higher education sector and advise the PD regarding actions on subjects brought to its notice. The Independent Quality Audit consultants will have expertise in social and environment issues. The monitoring indicators shall be informed by social and environment considerations. The Lead Colleges will play a key role in flagging campus environment and GESI issues including those relating to the TDP before the PD and the SICE advisory committee. Regular performance monitoring of EMF and SMF implementation will be carried out by the internal oversight mechanisms of the project spelt out above. Annual SMF implementation review shall be carried out in addition to mid-term and end-term evaluations for recording lessons and ensure implementation quality with necessary capacity building measures as necessary.

6.3.2 The project would track the following key results:

- On time graduation rates of undergraduate students (disaggregated by gender/SC/ST)[;];
- Number of institutions which are autonomous [Quality];
- Percentage of students in higher education from disadvantaged groups [Equity];

- Percentage of non-salary expenditure in higher education [Effectiveness];
- Percentage of institutions which publish an annual report in the prescribed format [Effectiveness].

6.3.3 Overall Project M&E Arrangements: At the state level, the RUSA Project Directorate will be responsible for carrying out project M & E activities. These activities will include: (a) periodic sector and project progress reviews, (b) preparing and disseminating project progress reports (including reporting on the fiduciary and safeguards requirements of the project), (c) reporting on DLI achievements, and (d) feasibility studies, evaluations and other reports as necessary. The PD will be responsible for consolidating the M & E information according to the agreed Results Framework from all implementing agencies such as the supported HEIs and HE service providers, and the activities carried out by them.

6.3.4 At the institutional level, the Heads of the Institutions (Principals of Colleges, University Department Heads under the aegis of their Vice Chancellors) will be responsible for carrying out the M &E activities agreed. They will be supported by the institutions' Internal Quality Assurance Cells who will maintain data records in standardized formats that will be used for reporting on progress on Strategic Plan activities and for preparing Institutional Annual Reports. The M &E requirements and responsibilities of the implementing agencies will be described in detail in a Project Implementation Plan.

6.3.5 The Project through Component 3 (Technical Assistance) will support the establishment of a sector MIS in Madhya Pradesh. The MIS will include data from both supported and non-supported government and non-government HEIs. The frequency with which different types of data will be collected will be specified in an MIS manual. Capacity building on M & E activities and the MIS for the RUSA PD and HEIs will also be undertaken through this component.

6.3.6 Reporting: Combined teams of GOMP and the World Bank will undertake joint review missions to assess project progress every six months during the project implementation period. Each progress report will document the extent to which the project is on track in achieving the PDO, progress on agreed actions, identify key implementation issues and challenges, and make recommendations for future actions. The progress report will also provide evidence underlying the achievements, document implementation progress, and report on fiduciary and safeguards aspects of the project. Based on their findings, the review missions will agree on next steps to be undertaken by the PD to improve project implementation in the ensuing six months. Six monthly updates on implementation of SMF shall be prepared for monitoring purpose. The PD will commission as and when agreed studies carried out by external/third party agencies on project performance and implementation assessments including in respect of implementation of SMF. These studies by external agencies will complement internal monitoring.

6.4 Citizen Engagement Strategy

6.4.1 Stakeholder Consultations: The key elements of project's citizen engagement strategy include: (i) consultations with primary stakeholders people during project planning and implementation, (ii) information disclosure and dissemination, (iii) grievance redress mechanisms, and (iv) feedback through third party monitoring. Primary stakeholders include tribal students and communities, students, community groups, people likely to be displaced due to civil works, people likely to be affected by any temporary impacts, and civil society. Secondary stakeholders include the department of higher education, faculty and staff of educational institutions, academics, and works department.

6.4.2 In October, 2010, the GoMP hosted a conference on higher education reform with technical support from the World Bank. It was attended by over 150 people from across the State. Four regional conclaves were later organized in which more than 400 people participated including politicians, civil servants, faculty and students¹⁷. These events were followed – as part of the SSA - by interviews and focus group discussions with students belonging primarily to disadvantaged families as also faculty members. These took place in three colleges in Bhopal, two colleges in Dhar and one in Indore to better understand issues related to equity and inclusion.

6.4.3 The SMF was prepared through free, prior and informed consultation with the students and other primary stakeholders. A state level stakeholder consultation was organized on March 31, 2015 to discuss the SSA findings and to finalize the SMF and EMF. The project will continue to hold stakeholder consultations as a part of project implementation.

6.4.4 Grievance Redress Mechanism. There shall be no separate and independent GRM specifically for resolving grievances relating to the project. The SSA confirmed that all the colleges had an anti-ragging cell, an SC and ST cell and a sexual harassment cell. In some colleges, information about the composition of the cells was put up on the notice boards with telephone numbers of the staff members in charge of a particular cell. In some colleges, grievance redressal mechanisms were also on the college web-sites, it was said. Neither students nor faculty said that there were any grievances to report in respect of issues for which cells had been set up. The department has GRMs at the district and at the state level. The state government has established an online grievance helpline for registering citizen complaints. At the PD level, the SICE Advisory Committee and the PD will address any complaints relating to implementation of the SMF including the TDP.

6.4.5 Grievance Redress Service of the World Bank: Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project such as

¹⁷ World Bank (2012) "Madhya Pradesh Higher Education Reform Policy Options" Report, op.cit

this operation may also submit complaints to the Grievance Redress Service (GRS) established by the World Bank. The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may also submit their complaint to the WB's independent Inspection Panel, after having brought the complaint to the World Bank's attention through its GRS. Information on how to submit complaints to the World Bank's Grievance Redress Service is available at <http://www.worldbank.org/GRS>. Information on how to submit complaints to the World Bank Inspection Panel is available at www.inspectionpanel.org.

- 6.4.6 Disclosure:** The SSA and the SMF including TDP and GESI Guidelines shall be disclosed prior to project negotiations on GOMP's website and on the World Bank Infoshop. The project has a system to disclose the lists of student beneficiaries of different support schemes at the college level. The project implementing agencies will disseminate project information brochures amongst key stakeholders and inform the affected people explaining their entitlements and contact details of GRM.
- 6.4.7 Capacity Building:** The project will establish necessary capacity to implement the SMF and will provide training and orientation as required for enhancing skills and knowledge levels of the staff for better managing the SMF.
- 6.4.8 Budget:** SMF is a cross cutting area of the Project implementation and therefore no specific budget is earmarked for implementing SMF. The costs of implementing SMF will be borne out of the Project management costs.
- 6.4.9 Procedure for Revision of SMF:** The contents and agreed actions listed in the ESMF can be reviewed and altered in order to enhance the outcomes and accelerate the implementation process based on a mutual agreement between GOMP and the World Bank.

Social System Assessment for Higher Education in Madhya Pradesh

Neera Burra

**December, 2014
New Delhi**

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Main findings and key recommendations

Backdrop

The Proposed Project Development Objective is to improve quality of **and equity** in education outcomes for students in higher education, and to increase the effectiveness of the higher education system in Madhya Pradesh.¹⁹

This Social System Assessment (SSA) has confined itself to tracking issues related to equity and inclusion. Thus, it tracks the following key results:

- **On time graduation rates of undergraduate students (disaggregated by gender/SC/ST)** [Quality];
- **Percentage of students in higher education from disadvantaged groups** [Equity].

This SSA is based on a reading of secondary source material and field work in Bhopal, Madhya Pradesh (MP), from 21 July to 27 July, 2014, and fieldwork in Indore and Dhar from 12 October to 16 October, 2014. It is based upon both quantitative and qualitative data. The analysis of student composition by gender and social groups is based upon college-wise data supplied by DHE. Secondary source material also included government reports, Acts of Parliament, articles in journals and newspapers and other published and unpublished papers, both in English and in Hindi. Moreover, there were interviews with faculty members and students.

The first round of fieldwork was conducted in three colleges in Bhopal. One was a private, self-financed post-graduate college for girls. The other two were girls' autonomous post-graduate colleges. One of these colleges was in an elite part of town, while the other college was located in the heart of the old city of Bhopal in a poor neighbourhood. The second round of fieldwork was conducted in two government colleges in Dhar, the headquarters of a predominantly tribal district with the same name and one government college in Indore city. One college in Dhar was a girls' college, while the other two colleges were co-educational colleges. All the government colleges were old and well-established institutions.

This researcher was able to interview more than 100 students in the six colleges and about 60 faculty members. Most of the students were Scheduled Castes (SCs), Scheduled Tribes (STs), Other Backward Classes (OBCs) or Muslims. Ninety percent of the students interviewed were females as four of the six colleges were girls' colleges and two were co-educational.

Main findings

¹⁹ World Bank (nd) Project Concept Note

Distribution of student body by type of college

Of the total student strength in all colleges in Madhya Pradesh (MP), 43.71 percent were studying in government and government-aided colleges and 56.28 percent were studying in private colleges.

Male-Female comparisons

Though females accounted for 49.19 percent of the population of MP, they made up only 40.83 percent of all students. Males accounted for 51.81 percent of the population but 59.17 percent of the student body. The **female literacy rate was 60.02 percent**, while the **male literacy rate was 80.53 percent**. Though both male and female students from out-of-town faced difficulties on account of lack or inadequacy of hostel facilities, it was particularly acute for females.

Scheduled Castes (SCs)

SCs accounted for 15.2 percent of the population but their reservation quota was 16 percent. They made up 19.08 percent of the total strength of all students enrolled indicating that more than 16 percent of SC students enrolled have got admission not through the quota but on merit. They accounted for 27.85 percent of the total student body in government colleges but only 12.27 percent in private colleges.

Scheduled Tribes (STs)

While STs accounted for 20.3 percent of the population, they have a 20 percent reservation quota in MP. Only 6.84 percent of all students enrolled were from STs indicating that their share of enrolment was about one-third of the quota of 20 percent as well as about one-third of their share in the population. STs accounted for 10.5 percent of the student body in government colleges but only 3.99 percent in private colleges. Most of the colleges where ST students studied were in tribal districts and most of them had poor infrastructure and other facilities. More than 90 percent of all colleges do not meet the reservation quota.

Specific problems of ST students

Interviews with faculty and students of different social backgrounds suggested that **ST students were disadvantaged in multiple ways. They were amongst the poorest students**; most of them **belonged to remote rural/tribal areas** and they **had greater difficulty in adjusting to an urban college life. Lack or inadequacy of hostel facilities made it more difficult for these students to adjust in the new environment.**

Other Backward Classes (OBCs)

Though the **reservation quota for OBCs (based on income) was only 14 percent, they accounted for 37.05 percent of all students.** Thus, they were significantly over-represented in relation to their quota.

Minority students

Minority students comprising Muslims, Christians, Sikhs, Jains and Buddhists accounted for 1.64 percent of the student body.

SC, ST, OBC and Minority students

SC, ST, OBC and those students belonging to minority categories together accounted for 64.61 percent of all students.

Differently-abled students

There were hardly any differently-abled students to be seen in any of the colleges visited. None of the colleges were disabled-friendly.

Allowed to Keep Term (ATKT)

ATKT is a system whereby students who do not pass in a particular subject in a particular semester can be promoted to the next semester, subject to passing in the failed subject in a supplementary examination. They are allowed to keep term.

There was wide variation in on time graduation rates of students depending on the quality of the college and the cut-off marks required for student admission. There was also variation between the colleges visited in Bhopal and those visited in Dhar and Indore. Faculty members unanimously pointed out that colleges, which were more prestigious, were better endowed with facilities like laboratories, libraries, full-time teachers and had a higher cut-off percentage for admission, attracted students who came from better-endowed schools. **In these colleges, faculty said that students, whether SC, ST, OBC or Muslim, could generally finish their degrees on time - that is within the specified three year period.**²⁰

The **major reasons why students failed examinations and got ATKTs** were the following:

- **Students came from poorly endowed schools and, therefore, had difficulty in understanding basic concepts in college;**
- Many students were **unable to read or write in English, Hindi or Urdu** although most students had high marks in their 12th Board examinations;
- Many students were not particularly interested in college education but felt that a degree would help them better get jobs/ and or improve marriage prospects;

²⁰ The rules, however, allows students 5 years to complete a 3 year course using ATKTs.

- **Several female students got married while in college and then got pregnant;**
- Many students came from socially and economically deprived backgrounds and had no support systems to help them with their college work;
- **Many students spent several hours doing housework before and after college and, therefore, did not have the time to study at home;**
- **Most ST students in Dhar and Indore went home during sowing and harvesting seasons so that parents would not have to hire labour.** During the 1st, 3rd and 5th semesters, students were away for at least 15-20 days during each semester for agricultural work.

Placement

Focus group discussions with students and faculty led to three main conclusions. Firstly, inclinations of females for any particular employment were constrained by **parental restrictions on place of posting and other social norms**. Secondly, **only better-off students aspired for private sector placement**. Thirdly, **virtually all the students from disadvantaged backgrounds wanted government jobs**. The major reasons for the preference for government jobs were that **Government of Madhya Pradesh (GoMP) was making special efforts to provide free coaching assistance to students to appear for competitive examinations, both for degrees in engineering and medicine as also for the civil services and there was reservation for SCs and STs in government jobs**, which were considered prestigious and assured security of employment as well.

Scholarships

As compared to earlier times, when it was reported that there was both corruption and delay in the disbursement of scholarships, **now there were very high levels of satisfaction regarding scholarships being directly deposited in the student bank accounts and being given on time. Clearly, this was the result of the system of disbursement being revamped completely by the GoMP**. Students receiving scholarships underlined their importance in permitting them to continue their higher education. However, because of rise in cost of living, the amounts were considered insufficient by students. **Incentives by GoMP, particularly schemes like *gaon ki beti*,²¹ had played a key role in encouraging rural girls to study harder to improve their 12th Board Examination scores.**

Infrastructural issues

²¹ *Gaon ki Beti* means daughter of the village and GoMP provides a grant of Rs. 5,000 for rural girls who get a 1st division in their final school leaving examination

Faculty reported that college infrastructure was generally inadequate with respect to the number of classrooms, laboratories, computers, books and journals, especially since there was an increase in the number of students. As mentioned earlier, students pointed out the lack of hostel facilities or their inadequacy.

Paucity of data

Even though data was available both from the Department of Higher Education (DHE) and other governmental sources, there are information gaps both about the differently-abled and religious minorities. Data available was as in a snapshot – at a particular point of time. However, in the absence of data to track changes over time it was not possible to document and analyze trends. Finally, quantitative data available in different reports seemed to vary with respect to similar issues perhaps because of the use of different data sets and different reference dates in different reports. There is paucity of data about both students and faculty regarding their composition by gender, caste, tribe, class, disability and religion and infrastructure.

Program Social Management System: Consistency with OP 9.00

Key Implementing Agencies and Partners

Although a decision has been taken to set up a State Higher Education Council (SHEC), work was at a very preliminary and planning stage. The infrastructure needed for a SHEC in terms of buildings, office equipment and staff was yet to be put in place.

Description of Borrower's Past Experience in the Sector

The State Government has experience of borrowing from the Bank in the poverty alleviation, forestry and water sectors but not in Higher Education.

Grievance redressal mechanisms

All the colleges had an anti-ragging cell, an SC and ST cell and a sexual harassment cell.

Procedures/government orders regarding monitoring and evaluation (M&E)

While no formal procedures existed regarding monitoring and evaluation, monitoring was done on a regular basis by DHE.

Systems for inter-agency coordination arrangements where multiple agencies or multiple jurisdictions are involved

There was no formal system of inter-agency coordination but other agencies/departments were consulted as and when needed.

Systems for performance of the implementing agency in ensuring that the rules and procedures are being followed

According to DHE officials, through the affiliating universities, the Department is able to ensure that rules and procedures are followed.

Overall, the existing system in the State by way of Constitutional provisions, laws, regulations, Government Orders (GOs) and programs is consistent with OP 9.00.

The intentions of the GoMP are clearly mentioned in their Vision Document and various scholarship schemes initiated such as the *gaon ki beti*, *Pratibha Kiran* and *Vikramaditya* and the college *chalo abhiyan* (Join College Campaign), are evidence of GoMP's interest in the project.

Key recommendations

Scheduled Tribes

ST students' share of 6.84 percent of the total student population was about one-third of the quota of 20 percent, which is almost their share in the total population as well. This gap is very significant and needs to be addressed.

Allowed to Keep Term (ATKT)

In order to help students, faculty members suggested that it would be helpful to have supplementary ATKTs during summer or winter vacations so that students would not lose a whole year as in the current system.

Remedial classes, particularly classes to improve proficiency in the English language, need to be strengthened.

Scholarships

The amount of scholarships needs to be enhanced.

Infrastructure

While there is a shortage of hostel facilities, since construction of buildings is not part of project design, it is recommended that students from disadvantaged backgrounds be given an extra grant for accommodation or renting private hostel facilities. College infrastructure needs to be upgraded, including classrooms, laboratories, computer rooms and libraries. Universities, colleges and hostels should be made disabled-friendly as should transport facilities as well.

Paucity of data

- Colleges should be assisted to collate data by gender, caste, tribe, class, disability and religion, both for faculty and for students;
- A data base should be built to see what courses are being offered to female and male students and to analyze whether there is any gender -based selection with respect to courses being offered;

- Data should be collected on ATKT students, course-wise and by gender, caste, tribe, class, disability and religion to understand more completely courses in which different categories of students fail ;
- College-wise data should be collected with details of infrastructure gaps in order to fill them.

Section 1: Background and context

1.1 Proposed Development Objective

The Proposed Project Development Objective is to improve quality of **and equity** in education outcomes for students in higher education, and to increase the effectiveness of the higher education system in Madhya Pradesh.²²

1.2 Key Results

The project would track the following key results:

- **On time graduation rates of undergraduate students (disaggregated by gender/SC/ST)** [Quality];
- Number of institutions which are autonomous [Quality];
- **Percentage of students in higher education from disadvantaged groups** [Equity];
- Percentage of non-salary expenditure in higher education [Effectiveness];
- Percentage of institutions which publish an annual report in the prescribed format [Effectiveness].

The Project would focus the operation on outcomes to be achieved. It would have 2 components:

- I. **Enhancing Quality and Equity.** The Key results areas under this component would be:
 - i. **Innovation and quality improvement:** pedagogical and other training for faculty; grants to support institutional development plans to prioritize investments; new fields of study/curricula with better employment prospects; and mechanisms for tracking of graduates.
 - ii. **Governance reforms:** establishment of independent State Higher Education Council and governing bodies for institutions; support for reform of examination system; streamlining of the affiliation system; new rules of internal decision-making and financial management to support institutional autonomy

²² World Bank (nd) Project Concept Note

- iii. More effective use of public funding: new funding formula for state budget resources for both teaching and research; targeted scale-up of successful programs; and incentives for institutions to increase private resources.
 - iv. **Increasing equity**: institutional incentives to **increase enrolment of girls/disadvantaged groups**; development of technology-based distance learning; and girls' hostels.
- II. Technical Assistance. Under this component the Bank would provide the implementing agency support in project management, monitoring and evaluation, and in the establishment of robust project information systems.

1.3 Methodology used for the SSA

This SSA is based on a reading of secondary source material and field work in Bhopal, Madhya Pradesh (MP), from 21 July to 27 July, 2014, and fieldwork in Indore and Dhar from 12 October to 16 October, 2014. It is based upon both quantitative and qualitative data. Secondary source material included college-wise data provided by the Department of Higher Education (DHE), government reports, Acts of Parliament, articles in journals and newspapers and other published and unpublished papers, both in English and in Hindi. Fieldwork included meetings with officials from DHE, former Vice Chancellors, retired Chief Secretaries, and other retired civil servants as also experts on higher education in MP. Moreover, there were interviews with faculty members and students. Unfortunately, it was not possible to meet parents to get their views as most of the students interviewed were living in hostels. Students also said that while parents were supportive of their desire to go to college, parents could not advise them about courses as they were largely illiterate. These interviews were conducted in Hindi, the local language. The interview schedules used are attached at Annexures I and II.

The first round of fieldwork was conducted in three colleges in Bhopal. One was a private, self-financed post-graduate college for girls. The other two were girls' autonomous post-graduate colleges. One of these colleges was in an elite part of town, while the other college was located in the heart of the old city of Bhopal in a poor neighbourhood. The second round of fieldwork was conducted in two government colleges in Dhar, the headquarters of a predominantly tribal district with the same name and one government college in Indore city. One college in Dhar was a girls' college, while the other two colleges were co-educational colleges. All the government colleges were old and well-established institutions.

In order to maintain anonymity, names of colleges have not been mentioned.

I was able to interview more than 100 students in the six colleges and about 60 faculty members. Most of the students were Scheduled Castes (SCs),

Scheduled Tribes (STs), Other Backward Classes (OBCs) or Muslims. Ninety percent of the students interviewed were females as four of the six colleges were girls' colleges and two were co-educational.

1.4 Data issues

The analysis of student composition by gender and social groups is based upon college-wise data supplied by DHE. Other sources of data include government reports, particularly from the Annual Report for 2013-14 published by the Government of Madhya Pradesh (GoMP). However, there are information gaps as data were not available about the differently-abled or about religious minorities. Data were also not available - year-wise - to track changes over time in the enrolment and retention of SC and ST students. It would also have been useful to get data on the percentage of SC and ST students disaggregated by gender who fail and are Allowed to Keep Term (ATKT) as compared to students from OBC and general categories in order to assess whether SC and ST students have greater difficulty with their studies and consequently get more ATKTs. Course-wise information on courses selected by female and male students was also not available. This information would have been useful to see if there was any gender-based selection of courses.

The quantitative data available in other reports such as the "Annual Status of Higher Education in States and UTs" (ASHE), hitherto referred to as the ASHE Report, 2013, the All India Survey on Higher Education 2011-12 (Provisional) (AISHE) Report, 2013, hitherto referred to as the AISHE Report, 2013, and the *Rashtriya Uchchatar Shiksha Abhiyan* (RUSA) 2013, hitherto referred to as the RUSA Report, 2013, and so on also vary with respect to similar issues. The reasons are that different data sets and different reference dates are used by different reports. In a similar vein, there were variations with respect to Gross Enrolment Ratios (GERs) - probably attributable to a difference in the number of institutions covered and the actual year of data collection.

1.5 Demographic profile for India and MP

Table 1: Population figures by gender

	Total population		Total	Ratio of males to females
	Male	Female		
India	62,37,24,248	58,64,69,179	1,21,01,93,422	1.06
MP	37,612,920	34,984,645	72,597,565	1.08

Source: Census of India (2011) Provisional Population Tables and Annexures, Office of the Registrar General and Census Commissioner, India, Ministry of Home Affairs, 31st March
Final_PPT_2011_progresstables.pdf

There is a marginal difference in the male-female ratio as between India and MP. The population of males was 51.81 percent and that of females was 49.19 percent.

Table 2: SC and ST population and percentage shares

	Population			Percentage of SCs in total Population	Percentage of STs in total Population
	Total Population	Scheduled Castes (SC) Population	Scheduled Tribes (ST) Population		
India	1,028,737,436	166,635,700	84,326,240	16.2	8.2
Madhya Pradesh	60,348,023	9,155,177	12,233,474	15.2	20.3

Source:[http://censusindia.gov.in/\(S\(5qgwih55kwcj2155pisc5z55\)\)/Tables_Published/A-Series/A-Series_links/t_00_005.aspx](http://censusindia.gov.in/(S(5qgwih55kwcj2155pisc5z55))/Tables_Published/A-Series/A-Series_links/t_00_005.aspx)

Note: Of the 12 States and Union Territories (UTs) which have a higher percentage of ST population, 7 are in the North-east of India. The only comparable states with high ST percentages in East and Central India are Orissa (22.1%), Jharkhand (26.3 %) and Chhattisgarh (31.8%).

MP accounts for 6 percent of the total population of India and is the sixth largest State in terms of population.²³ Only seventeen countries in the world had a population more than that of MP.²⁴

While the All India percentage of SCs was 16.2 percent, in MP it was 15.2 percent.²⁵ **On the other hand, while STs accounted for 8.2 percent of the total population of India, in MP the figure was significantly higher at 20.3 percent.**

²³ *ibid*, p.xii

http://censusindia.gov.in/2011-prov-results/data_files/mp/01Content.pdf

²⁴ http://censusindia.gov.in/2011-prov-results/data_files/mp/04population.pdf%2050%20No23.4.pdf, p.43

²⁵Source:[http://censusindia.gov.in/\(S\(5qgwih55kwcj2155pisc5z55\)\)/Tables_Published/A-Series/A-Series_links/t_00_005.aspx](http://censusindia.gov.in/(S(5qgwih55kwcj2155pisc5z55))/Tables_Published/A-Series/A-Series_links/t_00_005.aspx). See also, GoI (2013) "Release of Primary Census Abstract Data Highlights", Registrar General & Census Commissioner, India, Ministry of Home Affairs, 30 April, p.6, p.9

The SCs and STs together comprised a quarter of the population of India²⁶ but in MP, together they made up just over a third.

1.6 Age group 18-23 years

At the All India level, the share of the 18-23 age group in 2011 was 11.6 percent.²⁷ This is close to the estimate given in the World Bank's MP Higher Education Reform Policy Options Report, where the population of the State in the age-group 18-23 is roughly 12.12 percent of the total population of the State.²⁸

1.7 Literacy rates at the All India level and for MP

Table 3: Literacy rates

Indicator	Total	Male	Female	Difference
All India literacy rates (2011) for population 6 years and above	74.04	82.14	65.46	16.68
MP Literacy rates (2011) for population 6 years and above	70.63	80.53	60.02	20.51

Source: GoI (2011) Census of India 2011, Provisional Population Totals – India, Office of Registrar General and Census Commissioner, Ministry of Home Affairs, Government of India, p.120
http://censusindia.gov.in/2011-prov-results/data_files/india/Final_PPT_2011_chapter6.pdf

The male-female literacy differential at the All India level was 16.68 percent but the male-female literacy differential in MP was worse at 20.51 percent.²⁹ However, it must be noted that MP has done better than other large Hindi-speaking States such as Rajasthan, Uttar Pradesh and Bihar with respect to literacy rates, both in 2001 and in 2011.³⁰

²⁶ GoI (nd) Status of Special Component Plan for SCs and Tribal Sub Plan for STs, p.5

²⁷ ASHE (2013) "Annual Status of Higher Education in States and UTs 2013", Report prepared for Deloitte for Ministry of Human Resource Development (MoHRD), Government of India (GoI) and Confederation of Indian Industries (CII), November, based on the Census of India, 2011; All India Survey of Higher Education, (AISHE), MoHRD, 2011, Status of Education & Vocational Training in India, NSSO 66th Round, 2010, p.34

²⁸ World Bank (2012) Madhya Pradesh Higher Education Reform Policy Options Report, Report from The World Bank South Asia Human Development Department, December, The International Bank for Reconstruction and Development/The World Bank, Washington, D.C., p. 9

²⁹ GoI (2011) Census of India 2011, Provisional Population Totals, Papers 1 of 2011, Madhya Pradesh Series 24, Directorate of Census Operations, Madhya Pradesh, Bhopal, Ministry of Home Affairs, Government of India, p.127

³⁰ Source: GoI (2011) Census of India 2011, Provisional Population Totals – India, Office of Registrar General and Census Commissioner, Ministry of Home Affairs, Government of India, p.113

Even with respect to literacy rates disaggregated by gender, MP did better than Uttar Pradesh, Rajasthan and Bihar³¹

1.8 Higher education in MP at a glance³²

MP has a 6.9 per cent share of all colleges in India and ranks 6th of all States in India in terms of total number of colleges. Sixty-six per cent of all colleges are affiliated to universities; 33 per cent are recognized institutions and the balance are post-graduate/off campus institutions.³³

There are several types of higher educational institutions. The highest share (44 per cent) is of state universities. Private universities have a 22 per cent share followed by deemed universities which have an 18 per cent share; institutes of national importance have a 10 per cent share and central universities have a 6 per cent share.³⁴

1.8.1 Private sector share of enrolment

In MP, the private sector has a significant presence and this can be seen from the table below.

Table 4: Student enrolment in numbers and percentages by type of institution in MP

	Government/government-aided	Private
Total student strength	681924 (43.71)	878066 (56.28)

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

Of the total student strength in all colleges, 43.71 percent were studying in government and government-aided colleges and 56.28 percent were studying in private colleges.

1.9 Equity and inclusion: India

1.9.1 Research findings

The research findings about equity and inclusion for India (excluding MP) indicate that **people, who were brought up and educated in rural areas; who were SCs or STs and those with illiterate parents were at a great disadvantage in getting higher education.**³⁵ The situation with respect to Muslims was also dismal.³⁶ One of

³¹ Source: GoI (2011) Census of India 2011, Provisional Population Totals – India, Office of Registrar General and Census Commissioner, Ministry of Home Affairs, Government of India, p.111

³² ASHE (2013) op.cit, p. 109

³³ ASHE (2013) op.cit, p. 109

³⁴ ASHE Report 2013, AISHE Report, 2011, p.9

³⁵ Krishna, Anirudh (2013) "Making It in India. Examining Social Mobility in Three Walks of Life," *Economic and Political Weekly*, Vo. XLVIII, No. 49, December 7. See also, Deshpande, Satish and Yogendra Yadav (2006) "Redesigning Affirmative Action: Castes and Benefits in Higher Education",

the **main reasons for not getting access to higher education was the poor quality of school education.**³⁷ Krishna (2013), Goyal and Singh (2014), Deshpande (2006), Deshpande and Yadav (2006) and Xaxa (2002) all indicate that **the most educationally deprived of all castes and communities were the SCs, STs and Muslims.**³⁸ However, **female enrolment has shown great improvement.**³⁹

1.9.2 Gross Enrolment Ratios (GERs) ⁴⁰

Research findings of independent scholars appear to be confirmed by Figure 1 which is about GERs at the all India level. Though STs were the worst off, neither SCs nor Muslims did well. OBCs did much better.

Enrolment varied by caste, tribe, class and religion as also by the rural/urban divide. Figure 1 below provides a comparison of GERs between NSS 61st Round (July 2004-June 2005) and NSS 64th Round, (July 2007-June 2008) in which STs fared the worst. Moreover, there was gender disparity as well within groups.

Figure 1: A comparison between NSS 61st Round and NSS 64th Round of GERs of different categories

Economic and Political Weekly, Vo. XLI, No. 24, pp.2419-24. Xaxa's study of 2002 revealed that even with the quota system in place in the admission system of the University of Delhi, the quotas for SCs, STs and OBCs remained unfulfilled. See, Xaxa, Virginius (2002) "Ethnography of Reservation in Delhi University", *Economic and Political Weekly*, Vol. 37, No. 38, July 13; Goyal, Jaya and DP Singh (2014) "Academic Performance of OBC Students in Universities. Findings from Three States", *Economic and Political Weekly*, Vo. XLIV, No. 5, February 1, pp.55-62

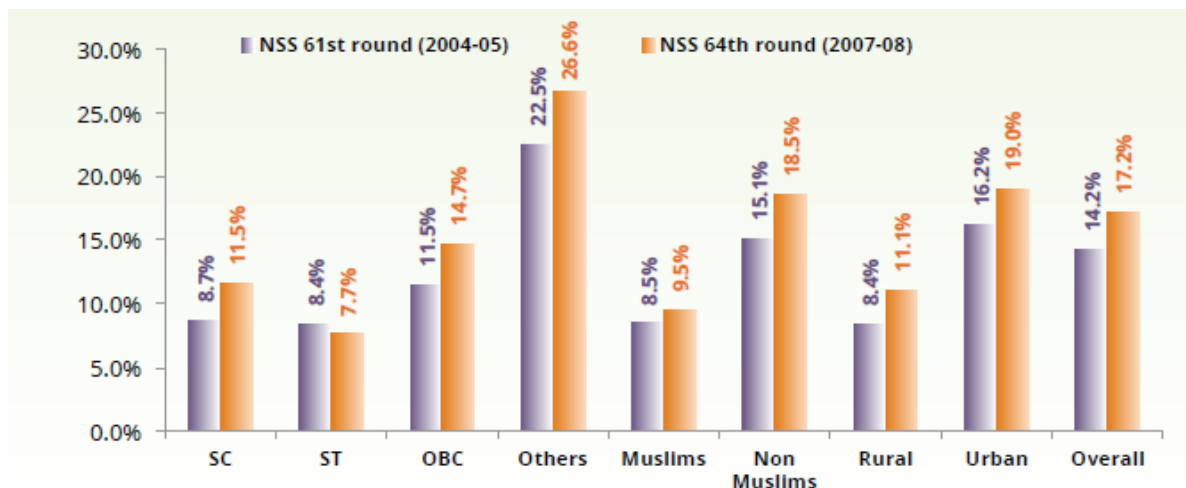
³⁶ Deshpande, Satish (2006) "Exclusive Inequalities, Merit, Caste and Discrimination in Indian Higher Education Today", *Economic and Political Weekly*, Vo. XLI, No. 24, pp.2438-44

³⁷ Hasan, Rana and Aashish Mehta (2006) "Under-representation of Disadvantaged Classes in Colleges: What the Data tells Us?" *Economic and Political Weekly*, Vo. XLI, No. 35, pp.3791-96

³⁸ See also, Basant, Rakesh and Gitanjali Sen (2010) "Who participates in Higher Education in India? Rethinking the Role of Affirmative Action", *Economic and Political Weekly*, Vol. XLV, No. 39, September 25, pp.62-70

³⁹ Krishna says that the "greatest historical improvement has been in the enrolment of women". However, those women who have benefited most are "urban-educated daughters of professional fathers and well-educated mothers." (Krishna, 2013:46).

⁴⁰ According to the Twelfth Five Year Plan, "Gross Enrolment Ratio (GER) is the total enrolment in higher education (both degree and diploma programmes) as a percentage of the population in the eligible age cohort of 18-23 years."



Source: MoHRD (2013) *Rashtriya Uchchatar Shiksha Abhiyan*, op.cit, p.20.

While there was an increase in GERs amongst all other categories between the two rounds, it was only in the case of STs that there was a decrease.⁴¹ According to the 64th Round, STs had the lowest GERs at 7.7 percent, Muslims were at 9.5 percent, SCs were ranked next at 11.5 percent, OBCs were at 14.7 percent and the 'Others' category was at 26.6 percent. Urban India's GER was 19.0 percent compared to that of rural India at 16.2 percent.

As the RUSA Report, 2013, points out, low GERs amongst SCs and Muslims was possibly because of their lower socio-economic status, while **lower GERs for STs could be explained by the fact that there are very few educational institutions in remote tribal areas. For ST students in particular, access to higher education involves migration and unavailability of residential facilities was possibly one reason for extremely low GERs. ST literacy rates were also very low which meant that their lack of access to school education was a major reason for their poor presence in higher education.**

1.10 Equity and inclusion in MP: Analysis based on enrolment and reservation quotas
Though reservation quotas are applicable at the overall State level, an analysis of colleges that meet and do not meet the quotas is instructive.

1.10.1 Gender:

⁴¹ MoHRD (2013) *Rashtriya Uchchatar Shiksha Abhiyan*, op.cit, p.20. See also AISHE Report, (2013) All India Survey on Higher Education 2011-12 (Provisional), Government of India, Ministry of Human Resource Development, Department of Higher Education, New Delhi, p.ii

Table 5: Total enrolment figures and percentages by gender

	Males	Females	Total
Numbers	923071	636919	1559990
Percentages	59.17	40.83	100

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

Though females accounted for 49.19 percent of the population of MP, they made up only 40.83 percent of all students. MP has a 30 percent quota for female students.

Table 6: Break-up of colleges according to share of female students

Share of female students	Number of colleges	Percentage share
Less than 30 percent share	997	35.42
Between 30 -50 percent	1000	35.52
Between 50 -90 percent	668	23.73
More than 90 percent	150	5.3
Total	2815	100

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

Table 6 is based on college-wise data provided by DHE. **In 64.58 percent of colleges, more than 30 percent of students were females. In 23.73 percent of colleges, more than 50 percent of the students were females.** Only 5.33 percent of colleges (possibly girls' colleges) had more than 90 percent female students. Less than 36 percent of all colleges had less than a 30 percent share of female enrolment.

1.10.2 Social groups

The next table has enrolment figures and percentages by caste, tribe and religion in MP.

Table 7: Student enrolment by category across government and private institutions

Category of student	Government/Government-aided	Private
SC	189940 (27.85)	107733 (12.27)
ST	71667 (10.5)	35037 (3.99)
OBC	214373 (31.43)	363704 (41.42)
Minority	17944 (2.63)	7760 (0.8)
General	188,000 (27.59)	363,832 (41.52)
Total	681924 (100)	878066 (100)

Source: Data provided by GoMP and analyzed by Lokhande, World Bank consultant

Students studying in government and private colleges

Of the total student strength in all colleges, 43.71 percent were studying in government and government -aided colleges and 56.28 percent were studying in private colleges. The figures below are derived from Table 8 above.

SC students accounted for 19.08 percent of the total strength; of all students enrolled. SC students accounted for 27.85 percent of the total student body in government colleges but only 12.27 percent in private colleges.

ST students accounted for only 6.84 percent of all students enrolled. Of these, 10.5 percent were in government colleges but only 3.99 percent were in private colleges.

OBC students were well represented in both government and private colleges and their percentages were 31.43 and 41.42 percent respectively. **Of all students enrolled in government colleges, 31.43 per cent were from OBCs. In private colleges, OBCs comprised 41.42 per cent of the student body.**

Minority students accounted for 2.63 percent of students in government colleges and 0.8 percent of students in private colleges.

SC, ST, OBC and minority communities together accounted for 64.61 percent of all students. The balance – more than 35 percent – were from the general category.

1.10.3 Analysis of enrolment by social groups

SC enrolment and reservation quota

The **percentage of SC students enrolled was higher than the reservation quota of 16 percent.** This indicates that at least **more than 3 percent of these students had got admission not through the quota but on merit.** SC students were over-represented in government colleges with reference to the quota but were under-represented in private colleges.

ST enrolment and reservation quota

ST students' share of 6.84 percent was about one-third of the quota of 20 percent, which is almost their share in the total population as well. This gap is very significant and needs to be addressed.

OBC students and their representation

On the other hand, OBCs accounted for 37.05 percent of all students though their quota was only 14 percent.

Minority students and their representation

Minority students accounted for 1.64 percent of the total student body.

Differently-abled students and their representation

Data about differently-abled students were not available. However, anecdotal evidence offered by experts and faculty members point to the fact that there were hardly any students with disability in higher educational institutions. Poverty, social attitudes, the problem of using public transport and the problem of physical access to the buildings of colleges and universities - including hostels - all militate against the differently-abled and their prospects.

ST students most disadvantaged

Of all students enrolled **ST students were under-represented with reference to their quota in both government and private colleges** but their share in the former was much higher than in the latter. Considering the **extremely low literacy levels of this group, high levels of poverty and limited mobility, this result was to be expected and should not necessarily be attributed to discrimination and prejudice.** Without the spread of schooling facilities in remote and difficult areas, it is not likely that enrolment rates for ST students in higher education would improve.

Explanation for SC, ST and minority students being better represented in government colleges

It is arguable that SC, ST and minority students had higher shares in government colleges at least partly because the fees were much lower as compared to private colleges.

Explanation for OBC students being better represented in private colleges

It could be inferred that OBC students had a higher share in private colleges on account of their better economic status.

1.11 Analysis of college-wise data for SCs and STs

1.11.1 Where are SC students studying?

Table 8 below shows the number and percentages of colleges where the enrolment of SC students is either less than 16 percent or more than 16 percent, which is their reservation quota in MP.

Table 8: Analysis of colleges which meet the SC quota or not

	No of colleges	Government	Private
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Percentage of SC students is less than 16 percent	2051 (72.86)	264 (56.90)	1787 (76.01)
Percentage of SC students is more than 16 percent	764 (27.14)	200 (43.10)	564 (23.99)
Total	2815 (100)	464 (100)	2351 (100)

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

Though nearly three-quarters of all colleges do not meet the reservation quota for SC students, more than a quarter do, and these more than make up for the shortfall as can be seen from Table 7.

Table 9 below shows the distribution of SC students between government and private colleges

Table 9: Percentage share of SC students enrolled by type of college

Category	Government colleges	Private colleges
SC	63.80	36.2

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

What the above table shows is that nearly two-thirds of all SC students were enrolled in government colleges.

Tables 10 and 11 provide college-wise data for some government and private colleges with the highest proportion of SC students.

Table 10: Ten government colleges with the highest percentage of SC students (in descending order)

Name of College	Location (District)	University Affiliation	Total no. of students	% of SC Students
UTD Campus Gwalior	Gwalior	Makhanlal University	92	45.65
Govt College	Tokkhurd, Dewas	Vikram University	128	42.97
Govt College	Tarana, Ujjain	Vikram University	408	39.71
Govt M J S P G College	Bhind	Jiwaji University	2050	39.56
Govt College	Palera, Tikamgarh	Dr Harisingh Gour University	869	38.67
Chandra Shekhar Azad Govt Lead College	Sehore	Barkatullah University	3233	38.32
Govt Vrinda Sahay College	Dabra, Gwalior	Jiwaji University	2358	36.39
Govt College	Shahgarh,	Dr Harisingh	156	35.90

	Sagar	Gour University		
Govt College	Laundi, Chhatarpur	Dr Harisingh Gour University	897	35.56
Govt College	Ashta, Sehore	Barkatullah University	2038	35.08

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

The Table above shows that SC students comprised more than 35 percent of the student body in all these colleges including very large ones. None of these colleges were located in tribal areas.

Table 11: Ten private colleges with the highest percentage of SC students (in descending order)

Name of College	Location (District)	University	Total no. of students	% of SC students
Sanskar Institute Of Technology Management- Ater-Bhind	Bhind	Jiwaji University	26	84.62
Dau Hanumant Singh Education Academy-Gwalior	Gwalior	Jiwaji University	347	82.13
Rishikul Group Of Colleges- Gwalior	Gwalior	Jiwaji University	237	80.17
Jai Shriram Mahavidhyalaya-Morena	Morena	Jiwaji University	7	71.43
V E E Academy-Gwalior	Gwalior	Jiwaji University	195	68.21
Vidhya College-Gwalior	Gwalior	Jiwaji University	156	67.95
Ramkrishna Institute Of Professional Studies-Gwalior	Gwalior	Jiwaji University	145	66.21
Shreshtha Group Of College-Gwalior	Gwalior	Jiwaji University	155	65.16
Shri Dwarika Prasad Yadav	Ashoknagar	Jiwaji University	35	62.86

Mahavidhlaya- Ashoknagar				
Shri Ramnath Singh Institute Of Science And Technology- Gwalior	Gwalior	Jiwaji University	249	62.25

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

SC students were enrolled in private colleges but since these 10 colleges are very small colleges, the percentage of SC students to total student body - while large and ranging between 62 percent and 84 percent – these figures otherwise are numerically insignificant.

1.11.2 Where are ST students studying?

Table 12 below shows the number and percentages of colleges according to whether the enrolment of ST students was less than 20 percent or more than 20 percent, which is their reservation quota in MP.

Table 12: Analysis of colleges which meet the ST quota or not

	No of colleges	Government	Private
Percentage of ST students is less than 20 percent	2564 (91.08)	371 (79.96)	2193(93.28)
Percentage of ST students is more than 20 percent	251 (8.92)	93 (20.04)	158 (6.72)
Total	2815 (100)	464 (100)	2351 (100)

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

As can be seen from Table 12 above, **more than 90 percent of all colleges do not meet the reservation quota for ST students. Consequently, this group is severely under-represented in a huge majority of institutions.** 80 percent of government colleges had less than 20 percent of ST students while more than 93 percent of private colleges had less than 20 percent of ST students. 20 percent of government colleges and 6.72 of private colleges had more than 20 percent of ST students. Clearly, ST students had a greater presence in government colleges.

Table 13 below brings out the distribution of ST students as between government and private colleges.

Table 13: Percentage share of ST students enrolled by type of college

Category	Government colleges	Private colleges
ST	67.16	32.84

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

Table 13, shows that in the case of STs, enrolment in private colleges was 34.32 percent less than in government colleges or less than half of the latter.

Tables 14 and 15 provide college-wise data for some government and private colleges with the highest proportion of ST students.

Table 14: Ten government colleges with the highest percentage of ST students (in descending order)

Name of College	Location (District)	University	Total no. of students	% of ST students
Govt Girls College	Jhabua	Devi Ahilya University	641	93.76
Govt College	Bhawra, Alirajpur	Devi Ahilya University	388	92.27
Govt College	Jobat, Alirajpur	Devi Ahilya University	782	86.83
Govt College	Tamiya, Chhindwara	Dr Harisingh Gour University	247	81.38
Govt College	Manawar, Dhar	Devi Ahilya University	2365	80.17
Govt College	Niwali, Badwani	Devi Ahilya University	438	79.91
Govt College	Thandla, Jhabua	Devi Ahilya University	1144	79.28
Govt College	Niwali, Tikamgarh	Devi Ahilya University	295	78.64
Govt Shahid Chandrashekhar P G College	Jhabua	Devi Ahilya University	4573	77.30
Govt College	Kusmi, Sidhi	Awdhesh Pratap Singh	30	76.67

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

While the overall percentage of ST enrolment was well below their share in the population of MP, and the quota it is noteworthy that in some colleges their percentage was almost 95 percent of the total student body. These are large colleges in terms of the numbers of students enrolled. It should also be noted that 9 out of 10 colleges in the above table are in remote tribal areas.

Table 15: Ten private colleges with the highest percentage of ST students (in descending order)

Name of College	Location (District)	University Affiliation	Total no. of students	% of ST Students
Civil College Indore	Indore	Devi Ahilya University	30	86.67
Nalanda Sc. & Comm College,	Jhinhiri-Katani	Rani Durgawati University	179	80.45
Sanjeevani College of Paramedical Indore	Indore	Devi Ahilya University	32	78.13
Daksh Academy	Dhar	Makhanlal University	167	69.46
Gateway Institute of Dynamic Educ. Bhopal	Bhopal	Barkatullah University	3	66.67
Maa Tripura College of Nursing	Jhabua	Devi Ahilya University	98	64.29
I.I.H.R.D.College-	Vidisha	Barkatullah University	14	64.29
Gurukripa College of Professional Studies - Bareli	Bareli, Raisen	Barkatullah University	16	62.50
Harda Adarsh College	Harda	Barkatullah University	10	60.00
Balmik Electronic Software Technology (BEST)	Jhabua	Makhanlal University	72	59.72

Source: Data provided by GoMP in September, 2014 and analyzed by Lokhande, World Bank consultant

While tribal students were joining private colleges as can be seen from Table 16, these colleges are very small and therefore the percentages are not representative of the general picture. Only 3 out of 10 colleges were in tribal areas.

The above data provided by the GoMP indicates that **the most disadvantaged group is that of STs. SCs and OBCs are enrolled in colleges across MP in large numbers and their percentages more than fulfil the reservation quotas and are also greater than their shares in the total population.**

The geographical distribution of SC and ST students

Out of 29 non-tribal districts, in 23 districts the percentage of SC students was more than 16 percent which is their reservation quota. However, in the case of STs, not even one college met the reservation quota of 20 percent in non-tribal districts. This was so

even though 7 large districts - Bhopal, Gwalior, Indore, Rewa, Sagar, Satna and Ujjain - had more than 10 government colleges each.⁴²

13 out of 21 tribal districts had ST student populations of 20 percent and more. At least in 10 tribal districts out of 21, the number of students was more than 10,000. However, only in the 2 districts of Chhindwara and Jabalpur (both industrial districts) were there more than 10 colleges each.⁴³

Analysis of college-wise data, district-wise data and interviews with ST students all confirm that ST students attend colleges mainly in tribal areas. There could be a variety of reasons for this state of affairs: shorter distance from home, more familiar surroundings and knowledge of the local language and dialects. Greater levels of poverty and the need to go back home to work on family farms could also be a reason for ST students opting to study in tribal areas.

SCs, on the other hand, seem to be more geographically dispersed and also economically better off than STs. Large numbers and percentages of SC students were enrolled in colleges in non-tribal areas.

In summary, the main conclusions regarding enrolment, quotas and population shares are as follows:

- Female enrolment is below the female share of the population;
- SC enrolment is above the quota and their share of the population;
- ST enrolment is well below the quota and just about one-third of their share of the population;
- OBC enrolment was more than two and a half times their quota.

1.12 Equity and inclusion. Analysis of student aspirations based on interviews with students and faculty

1.2.1 Placement

Gender-based occupational choices

Most students interviewed were very clear about what they wanted to do after graduation. Interestingly, most of the female students in Bhopal said they preferred jobs in banks because they felt that bank jobs were good and safe places for girls to work; moreover, they were also considered respectable jobs. Faculty members interviewed separately also said that they advised their students to opt for a banking career. This was particularly the case in the two colleges where middle class students were the majority.

⁴² See <http://www.mpcolleges.nic.in/>

⁴³ See Tables A and B in Annexure III for details

In Dhar, in the girls' college, most students came from poor backgrounds and were largely SCs and STs. Most students said their preference was for nursing or teaching as careers. Again, independent interviews with faculty members revealed that they had suggested nursing and teaching as good options for females. It appears that there is some gender stereo-typing of choices being suggested to female students, both by faculty members and by peers. The mushrooming of nursing homes, hospitals and private schools and colleges was one of the main reasons for this choice, it was reported.

Perspectives on college education and employment of girls

In one private, self-financing college, faculty members and the Placement Officer said that while their students got good placements with multinational companies, many girls either did not join their jobs or left soon after joining. This college was able to attract large Information Technology-based companies like WIPRO, Tech Mahindra, Accentia, Agis, First Source and so on. Family circumstances would prevent girls from going out to work, it was said. The Placement Officer in this college said, "45 girls were selected by Agis but only two students joined the company last year. In Indore, Medilux Company hired two postgraduate students but only one joined and even she left after one month. Parents do not want girls to work. At that age, they are ready for marriage. Even if the student is enrolled but her marriage is fixed, she is withdrawn from college. Very few girls are career-oriented."

Preference for government jobs

Since the focus of the research was on disadvantaged groups, it was found that apart from specific choice of nursing or teaching, **virtually all the students (except the better ones in Bhopal) wanted government jobs.** It was not surprising that the first choice for jobs for students from disadvantaged backgrounds was government jobs. In their universe, the most important person was the local government official and not the employee of a private sector company. **Government jobs were considered prestigious and assured security of employment as well.** Their choices seemed to be governed by their environment and not because they felt that they would not get a private sector job on account of their lack of proficiency in English. Their exposure to the private sector was very limited.

There was a clear divide in the aspirations of students from disadvantaged backgrounds and those who were better-off. The ambition of the former was to get jobs in government for which a bachelor's degree was essential. Only better-off students in Bhopal aspired for private sector placement but girls were constrained by parental restrictions on place of posting and other social norms.

Most students interviewed, both male and female, said that their career preference was a government job and their focus was to appear for the competitive examinations for the Public Service Commission or for other jobs in the Banking, Insurance, Railways and other government departments as also for the National Eligibility Test (NET). All the colleges I visited in Dhar and Indore provided special tuitions to students appearing for competitive examinations. Better-off students also took private tuitions.

On being asked why they did not consider private sector jobs, most said that government jobs were secure and private jobs were not.

Job reservation for SCs and STs

It must be noted that **there are quotas for SC and ST students in government jobs and this is an added incentive.** The private sector has resisted reservation quotas on the ground that it would dilute quality. So the choices that students, particularly from disadvantaged backgrounds, made and the advice they receive seemed to be very rational.

Lack of options

Faculty members and Placement Officers felt that one of the big disadvantages faced by students was their socio-economic backgrounds when it came to jobs with multinational companies.⁴⁴ Two faculty members said, "However hard we try in giving them soft skills, training them to handle interviews, helping them to write their resumes, when it comes to interviews, most of our students just do not make the grade. This is to do with their backgrounds."⁴⁵ They lack confidence which is absolutely essential to work for these big

⁴⁴ Thorat and Attewell's study of job discrimination in the urban private sector although not based on a study in MP, revealed that "appropriately qualified applicants with a Dalit name had odds of a positive outcome that were 0.67 of the odds of an equivalently qualified applicant with a HC Hindu name. Similarly qualified applicants with a Muslim name had odds of 0.33 of an otherwise equivalent applicant with an HC name."(Thorat and Attewell, 2010:45-46) See Thorat, Sukhdeo and Paul Attewell (2010) "The Legacy of Social Exclusion. A Correspondence Study of Job Discrimination in India's Urban Private Sector" in Thorat, Sukhdeo and Katherine S. Newman (edited) (2010) **Blocked by Caste. Economic Discrimination in Modern India**, Oxford University Press, New Delhi

⁴⁵ This was also the experience from other parts of India. Jodhka and Newman's study revealed that a candidate's family background was another factor which tended to exclude candidates from disadvantaged backgrounds. The researchers found that most Human Resource (HR) managers focused on qualities which were beyond the control of the applicants. These qualities included "good background", "educated parents", "preference for those from urban areas", "brother and sister working". These attributes were considered to be particularly important for higher level jobs. Some HR managers said that the environment in which a person grew up would shape their personality and determine behaviour and these were the kinds of qualities they were looking for. See, Jodhka, Surinder S. and Katherine S. Newman (2010) 'In the Name of Globalization. Meritocracy, Productivity, and the Hidden Language of Caste' in Thorat, Sukhdeo and Katherine S. Newman (edited) (2010) **Blocked by Caste. Economic Discrimination in Modern India**, Oxford University Press, New Delhi. Thorat and Newman (2010) have written extensively on this issue. See Thorat, Sukhdeo and Katherine S. Newman (edited) (2010) **Blocked by Caste. Economic Discrimination in Modern India**, Oxford University Press, New

companies.” One faculty member felt that inability to speak English was a major impediment. She said, “Even though we encourage them to speak to us in English, when English is not spoken at home, the students find it difficult to communicate confidently in the language.” Three other faculty members said that while good students could get jobs, they were recruited at very low levels and only by local companies. Consequently, levels of frustration rose. There is more detailed discussion on the inability to communicate in English in the section on transition rates in section 3.7.1.

Given the lack of confidence, poor economic status and non-existent skills in English, it seems that the choices that students made were rational. They were unlikely to be selected for private sector employment. The college authorities said that their experience with the private sector was also not very positive and only students with a good command of English and of an upper class background showed interest in the private sector. Since the majority of their students came from disadvantaged backgrounds, the focus of the colleges was also to assist students with the competitive examinations, I was told.

Section 2: Description of the legal and regulatory framework

2.1 Legal and regulatory framework at the national level

2.1.1 Constitutional provisions

Article 46, a Directive Principle of the Constitution of India says that, “the State shall promote with special care the educational and economic interests of the weaker sections of the people, and in particular of the Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation.”⁴⁶

Article 15(4) was added after the first Constitutional Amendment Act in 1951 and it empowers the state to make any special provisions to safeguard the educational and cultural interests of those belonging to disadvantaged classes such as the SCs and the STs. Reservation of seats in educational institutions, including in technical, engineering and medical institutions became mandatory.

In Article 16(4), the term “backward classes” is used to cover SCs, STs, Other Backward Classes, Denotified Communities, and Nomadic and semi-nomadic communities. The Mandal Commission Report of 1980 led to reservations for OBCs in 1993.

Under Article 275(1) of the Constitution of India, funds have to be made available to State governments by the GoI for schemes to support the welfare of weaker sections. In addition, in States such as MP, where the population of STs is very large, and there is a high concentration of STs in certain districts, the Governor has special responsibilities and powers under the Fifth Schedule of the Indian Constitution to ensure, for instance, that tribals are not exploited and that tribal lands are protected and cannot be transferred to non-tribals or otherwise alienated.

According to the 7th Schedule of the Constitution of India, Article 246, Higher Education is a subject under both the Union and the Concurrent lists. Only the Central Government is entitled to legislate on subjects on the Union list while both Central and State Governments may legislate on subjects in the Concurrent list.

The Union list provides for establishing three universities in pursuance of Article 371E, “any institution declared by Parliament and by law to be an institution of national importance, or a scientific and technical education institution financed wholly or in part and also declared by Parliament and by law to be an institution of national importance”. Further, under section 66 of the Union list, “...coordination and determination of

⁴⁶ This section draw from <http://ncsc.nic.in/files/ncsc/new6/261.pdf>

standards in institutions for higher education or research and scientific and technical institution lie with the Central Government.”

However, education, including technical education, medical education and universities are also on the Concurrent list of the 7th Schedule of the Constitution of India but “coordination and determination” of standards, as mentioned earlier, lie with the Central Government.⁴⁷

The University Grants Commission (UGC) was established by an Act of Parliament in 1956 and is responsible for setting standards for teaching, examination and research in higher education. All Central Universities are financed by UGC as also several autonomous colleges in various States.

2.1.2 Reservation policy

Reservations in higher education for SCs and STs are 15 per cent and 7.5 per cent respectively for all universities, deemed universities, institutions and colleges at the all India level. The reservation policy is applicable for all students in undergraduate and post-graduate courses as also for all faculty positions. All universities and colleges are supposed to monitor whether the policy is being implemented or not. They are also supposed to have an SC/ST cell where grievances can be registered.⁴⁸

The following Table lists the reservation quotas for all India and MP.

Table 16: Reservation quotas at the all India level and in MP

Category	India	MP
SCs	15%	16% [@]
STs	7.5 %	20% [@]
OBCs	27%	14%* [@]
Total constitutional reservation quota	49.5%**	50%***
Others (open to all including SCs, STs and OBCs)	50.5%	50%

Source: [@] Admission guidelines issued by universities in MP

*This excludes the “creamy layer”

**This includes other categories like freedom fighters children, women candidates and so. According to the Supreme Court order, reservations cannot exceed 49.5 percent of the seats.

***This includes 30 percent female candidates, 3 percent reservation for the differently-abled 3 percent for children of military personnel who died in service, 3 percent for children or grandchildren of freedom fighters.

⁴⁷ See, <http://www.constitution.org/cons/india/shed07.htm#SEVENTH%20SCHEDULE>

⁴⁸ See letter sent by the UGC to all universities and colleges along with the guidelines at http://www.buruniv.ac.in/Notices/UBUR_2014312_NOT_WEBPAGE.pdf

Source: <http://www.mpcolleges.nic.in/ratlam/citizen%20charter/reservation.htm>

2.2 National policy framework

The National Policy on Education, 1986, and the Program of Action, 1992, were the first policy directives on higher education at the national level. The 1986 policy and the Program of Action, 1992, were based on two landmark Commissions: the University Education Commission Report of 1948-49, popularly known as the Radhakrishnan Commission Report, and the Education Commission Report of 1964-66, popularly known as the Kothari Commission Report. The basic framework for higher education policy was laid down by these two reports.⁴⁹

The National Policy on Education had recommended that the capacity of higher educational institutions be increased so that all those aspiring for higher education had access to it, **students from poor and disadvantaged sections should also get access to higher education.**

The **Program of Action** included a range of scheme and programs to expand enrolment in general, **but there were also special schemes to encourage enrolment of students belonging to disadvantaged backgrounds, such as SCs, STs; those belonging to minority religions; differentially-abled and girls. Special schemes were designed for those living in educationally backward regions.**

It was in 1974-75 during the Fifth Five Year Plan period (1974-79) that GoI initiated the Tribal Sub Plan. Later in 1979-80, during the Sixth Five Year Plan (1980-85), a Special Component Plan for SCs was introduced in order to direct resources for the welfare of SCs and STs. Under this umbrella strategy, both Central and State governments were to set aside funds for the welfare of SCs and STs on the basis of their proportionate representation in the population. These sub-plans were meant to ensure that the constitutional mandate to protect disadvantaged groups was fulfilled.⁵⁰ However, several reports have shown that adequate funds were not allocated by central ministries inspite of a number of recommendations that had been made to ensure that SCs and STs got their due in terms of development funds.⁵¹

⁴⁹ This section draws from GoI (2013) Twelfth Five Year Plan (2012-2017) Social Sectors, Vol.III, Planning Commission, Government of India, SAGE Publications India Pvt Ltd. and MoHRD (2013) *Rashtriya Uchchatar Shiksha Abhiyan*, op.cit.

⁵⁰ GoI (nd) Status of Special Component Plan for SCs and Tribal Sub Plan for STs, p.11. See, http://www.ncdhr.org.in/resources/publications/daaa-publication/Status%20Report_Final.pdf

⁵¹ Ibid. See, http://www.ncdhr.org.in/resources/publications/daaa-publication/Status%20Report_Final.pdf, pp.27-30

Both the Eleventh Five Year Plan (2007-12) and the Twelfth Five-Year Plan (2012-17) had stressed improving access, equity and quality in higher education. The idea was to bring Indian higher education at par with global trends. **The thrust was to improve the overall quality of teaching-learning and to ensure that those belonging to disadvantaged backgrounds were not left behind.**

2.3 Institutions responsible for policies

The Ministry of Human Resource Development (MoHRD) at the GoI level is responsible for regulating policy, providing financial resources and setting up Central Universities and other institutions of national importance.

The Central Advisory Board of Education (CABE) is the highest body in matters relating to education policy. It has representatives from state and central governments.

The National Assessment & Accreditation Council (NACC) is an autonomous body which was established in 1994. It assesses and accredits public and private institutions of higher education.

The All India Council of Technical Education (AICTE) was established in 1987 and is responsible for coordination and maintenance of high standards in technical and management education institutions. Under Section 10 (U) of the AICTE Act, a National Board of Accreditation has been set up to approve, assess and accredit technical institutions.⁵²

From an equity and inclusion point of view, the RUSA Report points out that, "Redressing multiple and graded inequalities in higher education is not just about increasing the GER among disadvantaged groups; it is also about enhancing their presence in the centres of excellence, taking care of their post-admission needs and redesigning curricula to take into account their specific requirements."⁵³

2.4 Legal and regulatory framework at the State level

⁵² NUEPA (2009) India. Country Report. Facing Global and Local Challenges: The New Dynamics for Higher Education, Sub-regional conference of South, South-West and Central Asia on Higher Education, February 25-26, 2009, Vigyan Bhavan, National University of Educational Planning and Administration (NUEPA) for Ministry of Human Resource Development, Government of India, p.14. See also, CII (2012) Taking Stock. A sector wide scan of Higher Education in India, Confederation of Indian Industry, published by Price Waterhouse Coopers Private Limited, India, October https://www.pwc.in/en_IN/in/assets/pdfs/industries/education/publication/higher-education-report-nov-2012.pdf

⁵³ Ibid, p.6

Constitutional provisions apply to the whole of India and national level institutions also govern State functions. In addition, MP has set up a number of Universities which are covered under various statutes. Table 17 below provides a list of Universities and the Acts under which they are governed.

Table 17: Universities/institutions set up by the State and the Acts under which they are established

Government universities established under the Madhya Pradesh Vishwavidyalaya Adhiniyam,⁵⁴ 1973
1. Barkatullah University, Bhopal
2. Maharaja Chhatrasal Bundelkhand University, Chhatarpur (yet to be established)
3. Jiwaji University, Gwalior
4. Devi Ahilya University, Indore
5. Rani Durgavati University, Jabalpur
6. Awadhesh Pratap Singh University, Rewa
7. Vikram University, Ujjain
Government universities established under independent Acts
1. Madhya Pradesh Bhoj (Open) University, Bhopal set up under the Madhya Pradesh Act No. 20 of 1991, the Madhya Pradesh Bhoj Vishwavidyalaya Adhiniyam, 1991
2. National Law Institute University, Bhopal, set up under The Rashtriya Vidhi Sansthan Vishwavidyalaya Adhiniyam, 1997 (Madhya Pradesh Act No. 41 of 1997) [Amended by Act 30 of 2011]
3. Mahatma Gandhi Chitrakoot Gramadaya University, Chitrakoot (Satna) established by the GoMP through Act No.09 of 1991
4. Maharishi Panini Sanskrit and Vedic University, Ujjain, set up under the Maharshi Panini Sanskrit Evam Vedic Vishwavidyalaya Adhiniyam 2006 (15 of 2008)
5. Atal Bihari Vajpayee Hindi University, Bhopal, after publication of notification in MP Gazette on December 19, 2011
Private university established under a separate Act
1. Maharishi Mahesh Yogi Vedic University, Village Karaundi, PO Umariapan, Katni established by Act No. 37 of 1995 of GoMP vide gazette notification No. 573 dated 29 November 1995

⁵⁴ University Act

Universities established under Madhya Pradesh <i>Niji Vishwavidyalaya Adhiniyam</i>,⁵⁵ 2007

There are 12 private universities

*Note: Two Universities in MP have been set up by the Central Government. There are at least 10 universities set up by various government departments. Apart from these, there are institutions of higher learning which have been set up in MP by the GoI and the state government.

2.5 State policy framework for equity and social inclusion

2.5.1 Reservation policy and concessions for SCs and STs

Reservation quotas for MP are given in Table 19. At the State level, reservations in universities and colleges are based on the percentage of SC and ST populations in the State. In addition to reservations, there is also a concession of 5 percent in the minimum marks for SC and ST students for admission in courses. The state government also has reservations in hostels. Scholarships are also provided to SC and ST students along with books and stationery.

2.5.2 Reservation policy for OBCs

There is 14 percent reservation for OBCs based on income levels.

2.5.3 Reservation quota for the differently-abled

There is 3 percent reservation for the differently-abled.

2.5.4 GoMP Vision 2018

The GoMP has brought out a Vision 2018 document which mentions plans to completely overhaul the higher educational system in the State. Some actions have already been initiated, such as an amendment to the MP University Act, 1973, which took place in July, 2014. As part of the reform agenda, all universities in MP have been asked to develop an internal reforms-driven plan. They have been asked to select two or three teaching departments so that these departments could be developed as centres of excellence.⁵⁶

The Vision 2018 document also lists actions that are planned to be taken up to improve the quality of education, including improving training facilities for faculty. College

⁵⁵ Private Universities Act

⁵⁶ GoMP (2013) Madhya Pradesh Vision 2018. An Agenda for Development, Change and Good Governance, Government of Madhya Pradesh, Department of Planning, Economics and Statistics, Bhopal, December, p.22

infrastructure such as libraries and laboratories would also be developed. **In order to improve inclusion and equity, it is planned to increase the number and amounts of scholarships given to SC, ST, OBC, weaker sections and female students. Hostel accommodation is also planned for the above categories of students at all district headquarters.**⁵⁷

From the GoMP data available on scholarship schemes, it seems that there was a steady rise in the number of scholarships being provided to students from disadvantaged backgrounds. However, all the students interviewed said that with the growing cost of living, the scholarship amount was meagre and insufficient to meet the educational and other needs of students. Details are in Section 5.

2.6 Legal and regulatory framework for land acquisition at national and state levels

Lack of physical infrastructure in the form of college buildings, classrooms, laboratories, hostel facilities and the like obviously impact all students but disadvantaged groups, particularly STs who live in remote areas, are affected more adversely. However, this project does not envisage any construction activities and therefore there will be no land acquisition. Nevertheless, in the event that the scope of the project widens in the future and construction work becomes part of the project activities, a social system assessment on the issue of land acquisition and worker safety has been done. There are several laws and policies that protect the rights of tribals such as :

- National Policy on Resettlement and Rehabilitation of Project Affected Families (NPRR), 2003;
- *Panchayats* (Extension to the Scheduled Areas⁵⁸) Act, 1996 (hereinafter PESA also popularly known as Tribal Self Rule Law). The PESA attempts to vest statutory powers in *Gram Sabhas* (Village Assemblies) specifically in areas relating to development planning and the management of natural resources. Under PESA, the *Gram Sabha* or *Gram Panchayat* (Village Council) has to be

⁵⁷ Ibid, p.23

⁵⁸ Scheduled Areas are those identified in the Constitution of India for special treatment because they have large concentration of ST population. The Scheduled Area in the State of Madhya Pradesh was originally specified by the Scheduled Areas (Part A States), Order, 1950 (Constitution Order, 9) dated 23.1.1950 and the Scheduled Areas (Part B States) Order, 1950. (Constitution Order 26) dated 7.12.1950 and has been re-specified as the Scheduled Areas (States of Bihar, Gujarat, Madhya Pradesh and Orissa) Order, 1977, (Constitution Order, 109) dated 31.12.1977 after rescinding the Orders cited earlier for the State of Madhya Pradesh

See, GoMP, Department of Tribal Affairs

<http://www.tribal.nic.in/Content/ScheduledAreasinMadhyaPradeshSSAreas.aspx>

consulted before acquiring land in Scheduled Areas for development projects. It is also mandated that the *Gram Sabha/Panchayat* be consulted before resettlement or rehabilitation of persons affected by development projects in Scheduled Areas;

- National Forest Policy, 1988 (NFP).

2.6.2 Key legislation on land and land acquisition

- Land Acquisition Act (1894);
- National Policy on Resettlement and Rehabilitation (2004);
- Madhya Pradesh Land Revenue Code (MPLRC), 1959 which was amended to become the MP Land Revenue Code (2nd Amendment) Act of 1997, making special provision for land alienation vis-a-vis the *Gram Sabha* in Scheduled Areas. Section 170A and B have special provisions attached to alienation or transfer of lands of STs irrespective of where they reside in the state;
- Madhya Pradesh Resettlement Policy (2002);
- Madhya Pradesh *Pariyojana Ke Karan Visthapit (Punhsthapan)* Adiniyam (Rehabilitation of Project Affected Persons Act (1985).

2.6.3 Panchayat Acts to protect tribal lands

- MP *Panchayati Raj Evam Gram Swaraj Adhiniyam* (*Panchayati Raj* and Rural Self Government Act) provides that the *Gram Sabha* will have the power to manage natural resources including land in Schedule Areas;
- *Panchayati Raj Dwitiya (Sanshodhan) Adhiniyam*, (*Panchayati Raj* Second (Amendment), Act; 1997;
- *Panchayati Raj (Sanshodhan) Adhiniyam*, (*Panchayati Raj* (Amendment) Act 1999, have amended the *Panchayat* Act of MP substantially to conform to the spirit of PESA, and to extend *Panchayati Raj* to the Scheduled Areas of MP.⁵⁹

However, while **protective legislation exists to prevent tribal land alienation, particularly land moving out of tribal control to non-tribals, there is ambiguity as to whether these provisions apply to government acquiring land for public purposes.** GoMP may therefore have to be requested to draft additional operational guidelines in line with World Bank requirements if needed.

⁵⁹ Upadhyay, Sanjay (2011) Assessment of Madhya Pradesh PESA –Legal Perspective, February

Section 3: Program Capacity and Performance Assessment

This section is largely based on interviews with officials, independent experts on higher education as also with faculty members of the six colleges visited.

3.1 State's approach to recruiting teachers and resulting vacancies

3.1.1 Recruitment procedures

MP College teachers are recruited through the Madhya Pradesh State Public Service Commission (MPPSC) and are a part of a unified service called the State Higher Education Service. Theirs are transferable jobs and transfers are done by the DHE. According to DHE, the last time the recruitment of permanent faculty was done was in 2005 where only a few reserved category seats were filled in. The last time large-scale recruitment of regular faculty was done was in 1993.⁶⁰

3.1.2 Dealing with faculty shortages

In order to deal with shortages of teachers, DHE has evolved a system of hiring guest faculty, who are paid much less than regular faculty, and who have to re-apply every year for their positions. They are also not entitled to any benefits or skill development opportunities. They have now become the backbone of most colleges, both government and private.

In one college in the course for Masters in Computer Application (MCA), there were 1800 students enrolled but there were only four permanent teachers and six guest faculty. With no possibility of getting permanent jobs, guest faculty were frustrated. This affects their teaching and naturally, the quality of education. While better-off students can take coaching classes, students from disadvantaged backgrounds are not in a position to avail of these facilities and their performance is affected.⁶¹ Had there been a full complement of faculty, the need for extra coaching classes would have been obviated.

⁶⁰ On 9 July, 2014, the MPPSC issued an advertisement for recruitment of Assistant Professors which was notified in accordance with the Madhya Pradesh educational recruitment rules, 1990.

⁶¹ The issue of not filling vacancies has been raised by several committees of the UGC. See the reports of the Visiting Committees, UGC for all MP Universities. In one report, for Awadesh Pratap Singh University, Rewa, the Committee noted that posts have lapsed because of the "...policy positions of the State Government which denies sanction for new faculty selection and appointment....The mushroom growth of courses and programmes with temporary faculty in the self-financing schemes is in no way a solution to faculty shortage." See, Consolidated Report of Visiting Committee of 11-13th August 2008 for Awadesh Pratap Singh University, Rewa.

3.2 Under-representation among faculty of females and those from certain groups: equity and inclusion

According to the ASHE Report, 2013, females were significantly under-represented among the faculty and staff in higher education institutions at the all India level as compared to males. The composition of teaching faculty in MP by gender and by social groups showed very low levels of representation of most groups as compared to their shares in the population.

Table 18: Faculty percentages by gender, caste, tribe, class and religion for MP

Indicator	Male	Female	SC	ST	OBC	Muslim	Other minorities
Percentage share of population	51.8	48.2	17.60	22	41.20	7.20	0.65
Percentage share of teaching staff	61.4	38.6	5.3%	2.3	11.1	1.3	1.9

Source: ASHE Report, 2013, p.111

It is clear from the above table that there was a gender disparity in the percentage of female faculty members as compared to their share of the population. It was also evident that there are huge gaps in the recruitment of faculty from SC, ST and Muslim groups. While the percentage of OBC faculty members was low, it was not as low as those of the others. There are reservations for SCs and STs even in the recruitment of faculty and it seems that these quotas were not being filled.

3.2.1 Field data from Dhar colleges

While the overall faculty representation for SCs and STs seems very low, in two of the colleges I visited in Dhar, the proportion of faculty from STs was relatively high. In one college, out of a total of 60 regular faculty members, 20 belonged to STs. Of these, 15 were male and 5 were female. STs comprised 33 percent of regular faculty positions. In another college in Dhar, out of 35 regular faculty members, 12 belonged to STs and 9 to SCs. This situation can probably be explained by the fact that Dhar district is a backward tribal district. However, this is certainly not a pattern to be found in all colleges, as is evident from the above Table.

3.3 On time graduation rates of undergraduate students and its impact on transition rates

The Allowed To Keep Term (ATKT) is a system whereby students who do not pass in a particular subject in a particular semester can be promoted to the next semester,

subject to passing in the failed subject in a supplementary examination. They are allowed to keep term.

There was wide variation in on time graduation rates of students depending on the quality of the college and the cut-off marks required for student admission. There was also variation between the colleges visited in Bhopal and those visited in Dhar and Indore. Faculty members unanimously pointed out that colleges, which were more prestigious, were better endowed with facilities like laboratories, libraries, full-time teachers and had a higher cut-off percentage for admission, attracted students who came from better-endowed schools. **In these colleges, faculty said that students, whether SC, ST, OBC or Muslim, could generally finish their degrees on time - that is within the specified three year period.**⁶² In such institutions, the proportions of students with ATKTs and the numbers of ATKTs per student were reportedly much lower than in other colleges. In one of the better-endowed and more prestigious girls' college I visited, I was told that in the previous six years only one student took five years to complete a 3 year BA degree in Mathematics. All the others graduated on time. It was not clear, however, whether government or private colleges had more ATKTs. It would be useful to get disaggregated data on ATKTs based on caste, tribe, class, religion and gender, course-wise, to understand areas where support would be required.

However, such was not the case for the college located in the old city of Bhopal, where students were from poorer backgrounds and had very poor levels of school education. In this college, according to the faculty interviewed, virtually all students, irrespective of caste and religion, had a large number of ATKTs and took up to five years to finish a three year course. In this autonomous girls' college I visited in Bhopal, only 10 percent of students were considered good and the rest had ATKTs in almost every subject. The problem was very acute in Arts courses where students took admission but were not really interested in studies as there was very little likelihood of getting jobs, I was told. Science and commerce courses were better in that respect, where at least an estimated 50 percent of the students were interested in doing well and completing their courses on time.

However, this was not the case in colleges in Dhar and Indore, where the students - although from very poor backgrounds - were considered good by the faculty. Science students were considered better than Arts students by the faculty because they had a better foundation in school, I was told. Faculty members I spoke with said that students were hard-working and sincere. They came from very poor backgrounds but they were

⁶² Government, however, allows students 5 years to complete a 3 year course using ATKTs.

determined to pass their examinations and get jobs. This was the case for both females and males, I was told.

There were multiple reasons given by teachers as to why students in the not-so-well-endowed college in the heart of old Bhopal had ATKTs in many subjects. Many of the same reasons were also advanced by faculty members in colleges in Dhar as well. These were broadly in order of importance:

- Students came from poorly endowed schools and, therefore, had difficulty in understanding basic concepts in college;
- Many students were unable to read or write in English, Hindi or Urdu although most students had high marks in their 12th Board examinations;
- Many students were not particularly interested in college education but felt that a degree would help them better get jobs/ better marriage prospects;
- Several female students got married while in college and then got pregnant;
- Many students came from socially and economically deprived backgrounds and had no support systems to help them with their college work;
- Many students spent several hours doing housework before and after college and, therefore, did not have the time to study at home;
- Most ST students in Dhar and Indore went home during sowing and harvesting seasons so that parents would not have to hire labour. During the 1st, 3rd and 5th semesters, students were away for at least 15-20 days during each semester for agricultural work, I was told.⁶³

There were other issues related to ATKT which delay on time graduation and which deserve to be noted. If a student was to get an ATKT in any subject, she was allowed to be promoted to the next semester on the understanding that she would do the exam later and pass. However, since mid-semester supplementary examinations were not allowed by DHE, a student would have to waste a full year before she could do the paper again. Thus, for instance, if a student had an ATKT in the 5th semester, she would have to wait till the next regular 5th semester examination was held - a year later - before being qualified to get a degree. This was a common reason for undergraduates to take more than 3 years to complete their degree, I was told.

For students from disadvantaged backgrounds, this arrangement caused major setbacks, it was reported. They were not in a position to afford the extra year in college. Even if they did not attend classes, it meant waiting one whole year before getting a degree. Finding employment was also delayed.

⁶³ It must be noted however, that DHE had issued a circular asking colleges to provide extra support to such students

Moreover, since the syllabus was changed frequently, if they were to skip classes, they would not be able to do the examination as there might be a difference in what they had studied and what the requirement at the time of examination was. This problem not only affected SC, ST and OBC students and those from religious minorities but also poor students from the general category, whose parents could not afford to pay for an extra year in college or the extra bus fees and other expenses. Students from better-off families were able to manage by taking tuitions but this was not an option for those belonging to disadvantaged families.

In order to help students, faculty members suggested that it would be helpful to have supplementary ATKTs - perhaps during the summer holidays - so that, for instance, a 2nd semester ATKT student was able to clear the ATKT before she enrolled for the 3rd semester. Similarly, a 3rd semester ATKT would also be able to do a supplementary examination during the winter vacation and before the 4th semester began. For one thing, the subject would still be familiar and if teachers were to take remedial classes even for a few days, the chances would be that the student would pass. Secondly, the issue of change of syllabus would not affect them as the syllabus was usually not changed mid-year.

3.4 Other factors affecting transition rates:

3.4.1 Lack of Proficiency in the English language

The one issue that cut across all colleges was the problem of language and the inability of students to understand basic concepts, particularly in Science subjects. Some faculty members said, "Although we teach them in both Hindi and English, the single biggest problem is poor comprehension of English."

While students admitted to difficulties in understanding lectures and books, many said that they used a dictionary to understand the meaning of certain words and they did not hesitate to ask fellow students or their teachers for help. Colleges also ran remedial classes.

While the medium of instruction in colleges was English, most village schools did not have teachers who were competent to teach in English. This point has been raised by scholars like Mahajan, 2012, and Krishna, 2013. Krishna's study points out that "English language proficiency is more than seven times higher among urban compared to rural school children – 16.2% of urban but only 2.4% of rural children who were tested could read or write even a word of English" (Krishna, 2013:43).

Lack of proficiency in English did not apply only to college-going students but also to faculty. In one of the government colleges I visited, the Principal warned me that I

would have to speak bilingually as many faculty members might not fully understand my questions. This was certainly the case as many faculty members seemed to find it difficult both to understand English and to express themselves in English.

3.4.2 Transition from High School to College: cultural and financial stress

Most of the students I met in the colleges in Dhar and Indore said that they had been away from home even during their schooling as village schools were only up to the 5th or 8th grade. They usually stayed in government hostels or with relatives, they said. The emotional trauma of moving away from home has already been discussed. However, the transition from a small *tehsil* town near the village to a district headquarters such as Dhar or even further afield to a large industrial town like Indore, was certainly traumatic.

All the students I met, both males and females, said that the biggest problem was non-availability of hostel accommodation. Most students had to take rooms on rent and cook their own food. This was very expensive and added to their family's financial burden, they said. Buying food and cooking also took away time from studies. Parents were also unable to send money every month. One ST female student said, "I just could not adjust to Indore in the first year. I used to take my books and notes and stay at home and study and come for examinations. But now that I am in the 3rd semester, it is easier and I am able to manage on my own." **Two ST female students said, "It is so hard to ask parents for money when you know they have so little. Sometimes we wonder if it is not better to drop out and go home. But we have dreams of getting good jobs, so we stay on. Our parents will also be very sad if we leave our studies and go home."**

3.5 Drop-outs

3.5.1 The role of scholarships

Students, it seems, did not drop out because of financial reasons. Scholarships and support for lodging by way of hostel facilities as well as grants did help students. I spoke to more than 50 ST students and a few SC students from rural areas in the three colleges in Dhar and Indore and while they spoke of great financial hardships (because parents of most of these students were manual labourers with very little or no land), they said that the scholarship helped and then relatives and other family members also lent money. The students I spoke with - mainly 3rd semester students - came with very high 12th standard marks and were determined to make it through.

3.5.2 Problems of poor students from the general category

According to faculty interviewed, while SC, ST and OBC students were able to continue their education because of scholarships, support for local transport,

free hostel facilities and so on, students from the general category - who were from poor backgrounds - were not able to pay the college fees or pay the bus fare to college and back. They were the ones who dropped out. In one college in Bhopal, there were students travelling 20 to 30 kms. from villages around Bhopal to attend college. It was not possible to assess the extent of the problem but this is an issue that needs further investigation.⁶⁴

3.5.3 Other reasons: getting admission elsewhere

In Dhar and Indore, SC and ST students as also other students dropped out because they got admission into other colleges or into other preferred courses, I was told. **Strictly speaking they were not instances of drop-outs but of transfers from one college to another.**

3.5.4 Females and marriage

The other category of students who dropped out from colleges consisted of females who got married after joining college. I interviewed nine married females in Bhopal colleges. Most of them said that while their in-laws had allowed them to rejoin college and complete their degrees, they were hardly given any time off to study. All of them had to do housework before and after college and received very little support from their husbands. While the married students said they would like to complete their degrees, they could not say for certain when this permission from in-laws to attend college would be withdrawn.

The problem of continuing to study and completing the degree after marriage was an issue that cut across caste, class, tribe and community, I was told, both by students and by faculty members.

3.6 Lack of infrastructure affecting quality of education

Faculty members across colleges said that lack of adequate infrastructure, including inadequate classrooms, laboratory equipment and computers was a major reason affecting quality of education.

Development of infrastructure in the form of hostels, more classrooms, more laboratories and rooms to run computer classes was considered by all faculty members as the most critical component needed to improve the higher educational system. The

⁶⁴ GoMP provides a travel grant for girls living more than 5 kilometres from the college. The award is calculated at the rate of Rs. 5 per day for each day the student attends college and for a maximum of 200 days. In 2013, 34,535 girls were given this grant at a cost of Rs. 650 lakhs. See, http://highereducation.mp.gov.in/Scholarship/Scholarship2011/Scheme_main.htm (DHE, GOMP website) and the DHE, Annual Administrative Report 2013-14

concern expressed was that this inadequacy of infrastructure would disproportionately affect students from disadvantaged backgrounds.

Section 4: Description of Program Social Management System

4.1 Key Implementing Agencies and Partners

Although a decision has been taken to set up a State Higher Education Council (SHEC), work was at a very preliminary and planning stage. The infrastructure needed for a SHEC in terms of buildings, office equipment and staff was yet to be put in place.

Institutional Arrangements for Program Implementation

[to be written up in consultation with the WB]

4.2 Description of Borrower's Past Experience in the Sector

The State Government has no prior experience of borrowing from the World Bank or any other foreign donor in the Higher Education sector. However, the State Government has been supported by the World Bank in other sectors such as poverty alleviation, forestry and water sectors and therefore has prior experience of borrowing from the World Bank.

4.3 Consultation requirement

In October, 2010, the GoMP hosted a conference on higher education reform with technical support from the World Bank. It was attended by over 150 people from across the State. Four regional conclaves were later organized in which more than 400 people participated including politicians, civil servants, faculty and students⁶⁵.

These events were followed – as part of the SSA - by interviews and focus group discussions with students belonging primarily to disadvantaged families as also faculty members. These took place in three colleges in Bhopal, two colleges in Dhar and one in Indore to better understand issues related to equity and inclusion.

4.4 Grievance redressal mechanisms

All the colleges had an anti-ragging cell, an SC and ST cell and a sexual harassment cell. In some colleges, information about the composition of the cells was put up on the notice boards with telephone numbers of the staff members in charge of a particular cell. In some colleges, grievance redressal mechanisms were also on the college web-sites, it was said. Neither students nor faculty said that there were any grievances to report in respect of issues for which cells had been set up.

4.5 Procedures/government orders regarding monitoring and evaluation (M&E)

⁶⁵ World Bank (2012) "Madhya Pradesh Higher Education Reform Policy Options" Report, op.cit

I was told that while no formal procedures existed regarding monitoring and evaluation, monitoring was done on a regular basis by DHE.

4.6 Systems for inter-agency coordination arrangements where multiple agencies or multiple jurisdictions are involved

It seems that there was no formal system of inter-agency coordination but other agencies/departments were consulted as and when needed. Coordination was maintained with the Departments of Tribal Welfare, SC and ST Commissions as also with the Department looking after Minorities Affairs as many of these bodies provided financial support to students from disadvantaged backgrounds.

4.7 Systems for performance of the implementing agency in ensuring that the rules and procedures are being followed

According to DHE officials, through the affiliating universities, the Department is able to ensure that rules and procedures are followed. DHE is also directly in touch with colleges. College Principals are meant to ensure that they follow the norms laid down by the DHE, it was reported.

4.8 Assessment of Program System consistency with Core Principles of OP 9.00

Based on the information and analysis presented in previous sections, including a detailed assessment of the legal and policy framework available, the analysis presented here examines the Program system to see whether it complies with the 6 core principles outlined in OP 9.00. The SWOT analysis (Strengths-Weaknesses-Opportunities-Threats) framework has been modified to look at strengths, challenges, opportunities, risks and mitigation. Thus, the discussion on strengths looks at the manner in which social system procedures and processes promote equity and inclusion and that on challenges highlights gaps in the system which could potentially lead to risks. Risks are those possibilities that, if left unattended, could adversely impact the project. The discussion on mitigation provides some ideas of how risks can be neutralised or minimized.

Overall, the existing system in the State by way of laws, regulations, GOs and programs is consistent with OP.9.00.

Core Principle 1: Social management procedures and processes are designed to (a) promote social sustainability in the program design; (b) avoid, minimize, or mitigate against adverse impacts; and (c) promote informed decision-making relating to a program's social effects.

Strengths:

- There are clear-cut Constitutional provisions and policies, both at the national and state levels, to ensure that equity and inclusion goals of the program are pursued. These include:
 - Reservation of 15 percent for SCs and 7.5 percent at the national level. State-level reservations are 16 percent for SCs and 20 percent for STs;
 - Reservation policy is applicable for all students in undergraduate and post-graduate courses as also for all faculty positions;
 - All universities and colleges are supposed to monitor whether the policy is being implemented or not;
 - They are also supposed to have an SC/ST cell where grievances can be registered;
 - GOs have been issued to relevant departments to provide additional support to SC and ST students by way of scholarships, hostel facilities and extra grants for paying for private accommodation;
 - Memoranda of Understanding have been drawn up with national-level coaching centres to set up centres in MP to provide special coaching and hand-holding for SC and ST students for the All India pre-medical and engineering entrance examinations as also to prepare these students for the civil service entrance examinations;⁶⁶
 - For female candidates 30 percent of seats are reserved in MP;
 - There is 3 percent reservation for the differently-abled.

Opportunities:

- The GoMP is planning to set up an autonomous institution called the SHEC, which will be given powers to work independently of the state government.

Core Principle 2: Avoid, minimize, or mitigate adverse impacts on natural habitats and physical cultural resources resulting from the Program

⁶⁶ The Department of Tribal Development, GoMP has advertised a scheme through a GO dated 13 October, 2014 where meritorious students belonging to the ST community would be supported with coaching assistance to prepare for national-level competitive examinations such as the All India Pre-Medical Test (AIPMT), the entrance examination for the All India Institute of Medical Sciences (AIIMS) and the JEE. Under this scheme, the GoMP will short-list coaching centres of national repute to start coaching classes for ST students – the funds for such a scheme would be provided by GoMP upto Rs. 100,000 per student per year. In addition, Rs. 4000 per month would be given to the coaching centre to pay for hostel rooms/rentals per student. In case students arrange their own residential facilities, then Rs. 5,000 per month would be given to each student per month for accommodation. Another scheme announced by the Department of Tribal Development is a coaching scheme for civil service entrance examinations announced in January 2014 where the GoMP has invited national-level coaching centres to establish branches in MP to coach ST civil service aspirants. However, this scheme is only meant for those aspirants whose family income is less than Rs. 5 lakhs per annum.

This project is for higher education reform and as such is not expected to have an adverse impact on natural habitats and physical or cultural resources. There are also laws and regulations and policies mentioned earlier in section 2.6, which provide protection to tribals, their natural habitats and their physical and cultural resources.

Core Principle 3: Protect public and worker safety against the potential risks associated with (a) construction and/or operations of facilities or other operational practices developed or promoted under the program; (b) exposure to toxic chemicals, hazardous wastes, and otherwise dangerous materials; and (c) reconstruction or rehabilitation of infrastructure located in areas prone to natural hazards.

This project does not envisage any construction activities and therefore there is no danger on account of construction work and exposure to toxic materials. However, if later the scope of the project is expanded to include construction, there are a number of laws and policies to promote worker safety. Details are given below.

Strengths:

- A number of laws and policies exist to promote worker safety such as the Building and Other Construction Workers Cess Act, 1996; the Personal Injuries (Compensation Insurance) Act, 1963; the Personal Injuries (Emergency Provisions) Act, 1962; Employees' Compensation Act, 2010; and the Unorganized Workers' Social Security Act, 2008⁶⁷;
- The Building and Other Construction Workers (Regulations of Employment and Conditions of Service) Act, 1996 aims at regulating the employment and conditions of services of building and other construction workers and providing for their safety, health and welfare measures;
- Ensuring worker health and safety from exposure to hazardous and toxic substances and dangerous materials is a central feature of GoI's occupational health and safety guidelines,⁶⁸
- The National Policy on Safety, Health and Environment at work place was declared by the GoI in 2009;
- Madhya Pradesh Building & Other Construction Workers Welfare Board is functioning since year 2003;

⁶⁷ See Report of the Working Group on "Labour Laws & Other Regulations" for the Twelfth Five Year Plan (2012-2017), Ministry of Labour & Employment, Government of India for details

⁶⁸ GoI (2011) "Concept Paper on Occupational Safety and Health", Fifth India-EU Seminar on Employment and Social Policy. Occupational Safety and Health, New Delhi, September 19-20

- The Labour Department has created awareness about safety and health of labourers by conducting on-site mock drills in 73 extremely hazardous factories in Madhya Pradesh.⁶⁹

Challenges:

- That existing laws, rules and regulations may not be properly implemented in letter and spirit

Opportunities:

- Both the GoI and the GoMP are committed to protecting public and worker safety against potential risks associated with construction, exposure to toxic and dangerous construction materials and in ensuring that infrastructure is not located in areas prone to natural hazards.

Risks:

- That laws, rules, regulations are significantly violated

Mitigation:

- Worker protection and safety will have to be ensured through implementation of relevant Central and State laws and regulations;
- Project specific guidelines regarding a resettlement framework can be issued if required;⁷⁰
- Appropriate administrative machinery is put in place to oversee proper implementation.

Core Principle 4: Land acquisition and loss of access to natural resources are managed in a way that avoids or minimizes displacement, and affected people are assisted in improving, or at least restoring, their livelihoods and living standards.

Since the project does not envisage construction activities, there would be no land acquisition. However, in future if there are additional project activities which require land to be acquired, there are several laws and policies that protect tribal interests. These are given below.

Strengths:

⁶⁹ Dube, Sunita (2014) "Labourer's Life becomes Easier", Bhopal, August 11 for the GoMP Department of Public Relations

⁷⁰ The ADB MP State Roads Sector Project II had developed its own resettlement framework because the existing guidelines were insufficient to meet ADB's policy requirements. There is therefore, a precedent for developing more comprehensive guidelines where necessary.

- GoI and the GoMP have legal provisions for land acquisition, especially for land acquisition in tribal areas, which would have to be adhered to such as the PESA⁷¹ Act, 1996, and the Madhya Pradesh Land Revenue Code (MPLRC), 1959, which was amended to become the MP Land Revenue Code (2nd Amendment) Act of 1997;
- India also has a National Policy on Resettlement and Rehabilitation (2004);
- There is also a MP-specific law and policy: the Madhya Pradesh *Pariyojana Ke Karan Visthapit (Punhsthapan) Adiniyam* (1985) and the Madhya Pradesh Resettlement Policy (2002).

Challenges:

- As mentioned earlier, the MP Land Revenue Code (2nd Amendment) Act of 1997 is ambiguous about land acquired by government for public purposes.

Opportunities:

- There is commitment on the part of the GoI and GoMP to ensure that project affected people are consulted and get the compensation due to them.

Risks:

- Existing administrative arrangements do not provide for sufficient oversight

Mitigation:

- It may be necessary for the GoMP to frame rules and guidelines for the purpose of acquiring land for this project which are in line with the basic provisions of other Acts in order to minimize land alienation of tribal lands and where inevitable, provide a just compensation package;
- Suitable administrative arrangements for oversight would have to be put in place with the full participation of those affected by Project acquisition.

Core Principle 5: Due consideration is given to cultural appropriateness of, and equitable access to, program benefits giving special attention to rights and interests of Indigenous Peoples and to the needs or concerns of vulnerable groups.

Strengths:

⁷¹ Scheduled Areas are those identified in the Constitution of India for special treatment because they have large concentration of ST population.

- This project is designed to assist students from SC and ST communities, along with other disadvantaged groups, to get access to higher education and as such will benefit vulnerable groups including females;
- As mentioned earlier, in core principle 1, there are constitutional, legal and policy directives to protect the rights of vulnerable groups;
- There are also mandated quotas for some of these groups such as SCs, STs and OBCs.

Challenges:

- The medium of instruction in institutions of higher education is English, particularly in Science courses, whereas school education is largely in the local language, Hindi. This makes it difficult for students to be able to cope with college education;
- Additionally, since most good colleges are located in and around urban centres, tribal and other rural students have to migrate for higher education. This movement leads to some amount of dislocation and cultural disorientation;
- There is insufficient residential accommodation in cities which makes it difficult for students to migrate;
- Students cannot afford to live in cities and towns and study as they belong to very poor households.

Opportunities:

- **Both the GoI and the GoMP are committed to providing equal opportunities to STs and other vulnerable groups;**
- **At the state-level, reservations in universities and colleges are based upon the percentage of SC and ST populations in the State;**
- **In addition to reservations, there is also a concession of 5 percent in the minimum marks for SC and ST students for admission in courses.**
- **The state government has reservations in hostels;**
- **Hostel accommodation is also planned for disadvantaged categories of students at all district headquarters;**
- **Scholarships are provided to SC and ST students along with books and stationery;**
- **In order to improve inclusion and equity, it is planned to increase the number and amounts of scholarships given to SC, ST, OBC, weaker sections and female students;**
- **Remedial coaching schemes have also been initiated by the UGC to improve the educational performance of SC and ST students in**

universities and colleges and state governments are expected to monitor the progress of affirmative action in their states;

- The GoMP has brought out a Vision 2018 document in which there are plans to completely overhaul the higher educational system in the State.

Risks:

- Faculty members and college authorities are not always sensitive to the particular vulnerabilities of these students;
- Students from vulnerable groups, particularly from rural areas, have very poor schooling as compared to students who attend English schools in big towns. Rural students in general, but those from vulnerable groups in particular, have greater difficulty in coping with college syllabi and also in understanding concepts;
- Rural students and those from small towns have difficulty in understanding English;
- Hostel availability is limited, which makes it difficult for students to live in cities and towns and study in local colleges;
- There are cultural shocks when rural students move to cities and towns as they do not get any orientation and have no idea how to navigate their way through the city.

Mitigation:

- Though remedial classes are held in some subjects, it would be important to strengthen remedial teaching, particularly to improve levels of comprehension of English;
- Text books and reference books need to be translated into Hindi for students to better understand concepts;
- Colleges in tribal-dominated districts should be given an opportunity to upgrade their infrastructure at the earliest. In addition to infrastructure, colleges in tribal areas need to be upgraded in terms of the ratio between the number of regular faculty in a particular subject and the number of students taking a particular course;
- If student strength is large, there should be recruitment of regular faculty to improve ratios and reduce class size;
- A strong data base should be generated showing current access to higher education by caste, class, tribe, religion, disability and disaggregated by gender. This could be updated every year, college-wise, to track changes, if any, in enrolment rates of vulnerable groups;

- Similarly, a data base should to be prepared on numbers and percentages of faculty at different levels by caste, class, tribe, religion, disability and disaggregated by gender. This could be updated every year, college-wise, to track changes, if any, in recruitment of faculty from amongst vulnerable groups;
- Student assessment needs to be encouraged and formats should be developed so that there is feedback to college authorities on how vulnerable student's feel about the way in which they are treated.

Core principle 6: Avoid exacerbating social conflict, especially in fragile states, post-conflict areas, or areas subject to territorial disputes.

The project is not located in a conflict zone and there are no territorial issues.

Section 5: Assessment of client's intentions and commitments

This section provides an assessment of the client's intentions/commitments to support students from disadvantaged backgrounds. The section considers various government schemes in this regard and makes recommendations as to the way forward.

From the number of Government Orders (GOs) passed in the last few years, the college *chalo abhiyan* (Join College Campaign) and the recent amendment to the MP Universities Act, 1973, it would seem that there was interest on the part of the Implementing Agency to undertake the project in line with the key results the project would track which, from a quality and equity point of view, are:

- On time graduation rates of undergraduate students (disaggregated by gender/SC/ST) [Quality];
- Percentage of students in higher education from disadvantaged groups [Equity].

5.1 Government schemes and programmes to support disadvantaged communities⁷²

GoMP has a number of schemes to support SC and ST students. There was a scheme to give SC and ST students a grant of Rs. 1500 for books and Rs. 500 for stationery per year.⁷³ By the end of December, 2013, 26,746 SC students and 22,318 ST students were so supported. Since there were a total of 80,378 SC students and 67,569 ST students enrolled in various government colleges, this meant that about 33.27 per cent of enrolled SC students and 33.02 per cent of enrolled ST students received this support.

In order to ensure that the percentage of students in higher education from disadvantaged groups increases - particularly amongst girls from rural areas - GoMP has initiated the *gaon ki beti* (daughter of the village) and the *Pratibha Kiran, Vikramaditya* scholarship schemes and the college *chalo abhiyan* (join college campaign).

5.1.1 Gaon ki Beti Scheme

A major scheme to encourage rural girls to enter higher educational institutions was initiated in 2005-06. Under this scheme, the girl had to be a resident of a village in MP. In 2005-06 when the scheme was launched, only one girl from each village who had the highest scores in Class 12 with a first division was declared a "*gaon ki beti*". After getting admission into a government or government-aided college, she was given a stipend of Rs. 500 per month if she took Arts, Commerce or Science courses in college.

⁷² GoMP (2014) Annual Report 2013-14, Department of Higher Education, Government of Madhya Pradesh, Hindi version, p.28

⁷³ See <http://www.mpinfo.org/MPinfoStatic/english/articles/2013/100813Lekh21.asp> and GR – 1751/825/2012/38-2 and 1629/2007/38-2

For girls who opted for Engineering or Medical courses, the stipend was Rs. 750. The scheme was not linked to any particular caste and the beneficiary was entitled to full fee reimbursement. In the first year, 2018 girls availed of this facility.⁷⁴

In the initial years, there was a significant increase in the enrolment rates of rural girls into colleges. Thus, for instance, in 2005-06 while the increase in boys' enrolment from the previous year was 7.43 per cent, the increase in girls' enrolment was only 2.23 per cent. But in the year 2006-07, while the increase in the percentage of boys enrolled declined to 1.15 percent, there was a huge increase of 11.03 per cent in the percentage of registered girls as compared to the previous year. The general belief of faculty members was that there was a clear co-relation between the rise in rural girls' enrolment rates and the *gaon ki beti* scheme.

According to the DHE, in the earlier years the main beneficiaries were girls from better-off families. It was therefore decided to extend this scheme to all girls in rural areas who got a first division – as opposed to the highest scores - in the 12th class examination. The scheme was also extended to private colleges, which were more than 5 kms. away from a government or a government-aided college. This step made the scheme more inclusive, I was informed.

Table 19: Year-wise numbers of beneficiaries under the *gaon ki beti* scheme

Year	No. of beneficiaries
2009-10	28141
2010-11	32226
2011-12	33532
2012-13	34206
2013-14	26799*

*This information is only upto December 2013. The figure is likely to be much higher by end March 2014, the figures for which were not available at the time of writing this report.

Source: GoMP (2014) Annual Report 2013-14, Department of Higher Education, Government of Madhya Pradesh, Hindi version, p.29

There was a sharp increase in the percentage of girls getting a first division in the 12th Board examination in rural areas, I was told by DHE officials. It was explained that the main reason was the *gaon ki beti* scheme, which motivated rural girls to study harder in high school. In 2005-06, only 4.49 per cent of girls living in villages in M.P. got a first

⁷⁴ Power point presentation made by the Department of Higher Education to and titled "Gaon Ki Beti: An Intervention to correct the gender imbalance in accessibility to higher education", 30 July 2014. See www.highereducation.mp.gov.in

division. By 2009-10, this percentage had gone up to 19.13 per cent.⁷⁵ **There has been a sharp increase in the percentage of SC and ST girls excelling in the 12th class Board examination because now there was a possibility of getting into college with a scholarship, it was argued.** According to the DHE, 9.24 percent of beneficiaries belonged to the SCs, 7.77 per cent of beneficiaries belonged to the STs; OBCs accounted for 47.86 per cent of the beneficiaries and the general category beneficiaries accounted for 35.13 per cent.⁷⁶

The amount was also increased to Rs.5000 per year for Arts, Commerce and Science students. Engineering and medical college students were to get a scholarship of Rs. 7,500 per year.

Recognition of merit was important for students and I was told by students interviewed that the *gaon ki beti* scheme had encouraged rural girls to improve their performance in high school. One girl said, "When we do well in school and get an award from the government, it becomes easier to persuade parents to let us continue with our education." But parents have to be in a position to pay the college fees and for hostel accommodation, I was told.

5.1.2 *Pratibha Kiran Yojana*

This scheme, started in 2008-09, was meant for girls belonging to urban areas whose families belonged to the Below Poverty Line (BPL) category and who had excelled in their 12th standard board examinations. The scheme was applicable in government and private colleges in order to draw more girls of this description into higher education. A one-time grant of Rs.5000 was to be given to all such girls enrolled in colleges and a sum of Rs. 7500 was to be given to girls attending engineering or medical colleges. There is relaxation in the tuition fees and in hostel fees. The scholarship can be discontinued if the student fails.

Given below is table with the year-wise number of beneficiaries under the *Pratibha Kiran Yojana*.

Table 20: Year-wise number of beneficiaries under the Pratibha Kiran Yojana

Year	Number of beneficiaries
2009-10	2032
2010-11	2278
2011-12	2594

⁷⁵ All the figures presented for *Gaon ki beti* scheme are from the power point presentation cited earlier.

⁷⁶ All the figures presented for *Gaon ki beti* scheme are from the power point presentation cited earlier

2012-13	2733
2013-14	2732*

*This data is only upto December 2013. It is expected that the number of beneficiaries in 2013-14 would be much higher than the previous year.

Source: GoMP (2014) Annual Report 2013-14, Department of Higher Education, Government of Madhya Pradesh, Hindi version, p.30

It may be noted that the number of beneficiaries has been growing at a slow pace over the years.

5.1.3 *Vikramaditya Yojana*

The *Vikramaditya Yojana* was meant for boys from BPL families in urban areas whose annual family income was less than Rs. 42,000. Those students who had secured a first division in their 12th Board Examinations were eligible. Once they got admission in either a government or a private college, they were entitled to a fee waiver of Rs. 2500.

Table 21: Information year-wise on the number of beneficiaries who received fee waiver under the *Vikramaditya Yojana*

Year	Number of beneficiaries
2009-10	1597
2010-11	2118
2011-12	2013
2012-13	1932
2013-14	7563*

*Data is upto December 2013. It is expected that the final figure for 2013-14 would be much higher

Source: GoMP (2014) Annual Report 2013-14, Department of Higher Education, Government of Madhya Pradesh, Hindi version, p.32

It appears that the number of beneficiaries increased steeply after the first year, then fell for two years and increased dramatically in 2013-14. The reasons for these variations are not clear.

It must be noted that all three schemes of the GoMP – *Gaon ki beti*, *Pratibha Kiran* and *Vikramaditya* - are not scholarship schemes of the type that were given by the GoI where there was provision for fee waiver, free books and stationery, board and lodging costs and so on. These schemes have been instituted to recognize merit and to encourage students from poor backgrounds as also girls from rural areas to improve their scholastic performance and take up higher education.

5.1.4 Facilities for differently-abled students

GoMP has 3 percent reservation for students who are differently-abled. There are 10 research grants given for differently-abled students. A total amount of Rs. 100,000 is given in three instalments to those students whose annual family income is less than Rs. 100,000.⁷⁷

5.1.5 Schemes for Muslim students

GoI provided scholarships for Muslim students. Students belonging to minority religions got scholarships from the Maulana Azad Foundation set up by the Ministry of Minorities Affairs, GoI.⁷⁸ The Maulana Azad Foundation was established under the Societies Act on 6th July, 1989, and is fully funded by the Ministry of Minority Affairs, GoI. **It provides scholarships to meritorious female students from minority communities who require financial support. The scholarship covers school and college tuition fees, purchase of books, stationery, equipment, board and lodging costs. The scholarship amount is Rs. 12,000 per year which is released in two instalments of Rs. 6,000 each.**

5.1.6 Schemes for SC and ST students

The Department of Tribal Affairs, GoMP, provides support to ST students for post-matric education. Benefits include reimbursement of tuition, library and games fees, study tour charges, thesis typing, printing charges and so on. A book allowance of Rs. 1200 per annum is given to students studying through correspondence. In addition, if a ST student is disabled, then an additional transport allowance of Rs. 160 per month is given as also a travel allowance is given to the escort of a severely handicapped day scholar. Special allowance of Rs. 160 per month is also given to any person willing to help students with disability and who are living in hostels. A coaching allowance of Rs. 240 per month is also given to mentally ill and retarded students.⁷⁹ Similar allowances

⁷⁷ http://highereducation.mp.gov.in/Scholarship/Scholarship2011/Scheme_main.htm (Dept. of higher education, GOMP website)

⁷⁸ The student needs to have secured 55 percent marks in the 10th Board examination. The scholarship is given to the top students in a State. Every State has a quota. The family income of the student has to be less than Rs. 100,000 per year from all sources. The student has to have admission in a High School or College to be eligible to apply for the scholarship. It is a one-time scholarship and a student cannot apply for it for a second year. See, http://www.minorityaffairs.gov.in/sites/upload_files/moma/files/Guideline-MANF.pdf

⁷⁹ http://mpsc.mp.nic.in/scholarships/Public/pdf/Guidelines_for_ST.pdf (Dept. of Tribal Affairs, Govt. of MP) retrieved on 17-09-2014 and <http://tribal.nic.in/Content/Post%20MatricScholarshipsStudentBelongingEducation.aspx> (Ministry of Tribal Affairs, Govt. of India) The above information was provided by the statistics and information were provided by DTE Sub-section Four (Scholarship Section)

and scholarships are provided to SC students by the Department of Social Justice, GoMP.⁸⁰

5.1.7 Post-matric scholarships for OBC students

In addition, the Ministry of Social Justice and Empowerment, GoI, has also instituted a number of scholarship schemes to benefit students from disadvantaged backgrounds. **There are post-matric scholarships for SC, ST and OBC students as well. Since 1998, it appears, the GoI has been implementing a Centrally Sponsored Scheme of Post-Matric Scholarships for students belonging to the OBCs.** This was, to begin with, an open-ended scheme and central assistance was supposed to be provided on 100 percent basis to all States and UTs. In practice, it was implemented subject to availability of funds, based on the proportion of OBC population in the State as per the Census. All eligible scholars were not given scholarships. State governments were also advised to lay down the criteria for selection for award of the scholarship based on merit-cum-means. There were also revisions in the ceiling of annual family income which was initially Rs. 44,500 per annum and was later increased to Rs.1 lakh in July 2011.⁸¹

5.2 Positive changes in the disbursement of scholarships

All students who were interviewed in all the 6 colleges said that they were getting their scholarships on time and the money was directly deposited in their bank accounts. This was certainly not the case earlier. One Scholarship Officer who had a Master's degree and worked in a private college said: "I belong to the SC community and my parents were manual labourers in Bhopal. My father died when I was 2 years old. My mother educated me through school and college with the help of scholarships. Those days the scholarship amount was very little and every time I went to get the money, the disbursement officer asked for 10 per cent. I had no choice so I used to pay that bribe. Now the system is more transparent. Scholarship money is disbursed through bank accounts and there is no question of bribes".

The high level of satisfaction in this regard speaks to the administrative efficiency of the disbursement process.

5.3 College chalo abhiyan

GoMP had recently launched a "College *chalo abhiyan*" to encourage rural students in high schools not to drop out of the educational system but to enrol in colleges. Though there did not appear to be any formal assessment or report about the effectiveness of

⁸⁰ <http://socialjustice.nic.in/postmatsch.php> (Ministry of Social Justice, Govt. of India)

⁸¹ GoI, Ministry of Social Justice and Empowerment file no 11014/21/2006-BC-1. Revision of the Centrally Sponsored Scheme of Post Matric Scholarship for students belonging to OBCs

the campaign, DHE officials said that there was a marked improvement in college enrolment after the campaign was launched.

5.4 Government support for coaching for competitive examinations

GoMP was also providing tuition support to students for appearing for competitive examinations. Many colleges had placement cells where students were getting coaching for appearing for competitive examinations for engineering and medicine as also for the civil service entrance examinations.

Apart from support to colleges, the **GoMP had advertised extensively to bring national level, well-renowned coaching centres to set up centres in MP where meritorious SC and ST students would be given coaching and hand-holding as they prepared for competitive examinations.** Full tuition fees plus funds to support students in hostels, etc., would also be provided.

Section 6: Potential Social Risks and Mitigation of the Program

We have discussed risks and mitigation in Section 4 under core principles. Here, we highlight the most important of such risks.

6.1 Social Risks and Mitigation

Table 22: Social Risks and Mitigation

Social Risk	Mitigation
Some dislocation and cultural disorientation for students from vulnerable communities and females and those who belong to rural areas or small towns, especially when they have to live far away from home.	Provision of additional grants to hire private accommodation or rent hostel facilities . Sensitization of faculty members so that they can counsel students through the period of transition.
The medium of instruction of higher education is English, while school education is largely in the local language, Hindi. This makes it difficult for students to cope with college education.	More remedial classes as also more coaching classes in English would help students cope with their studies. Translation of English text books and reference books into Hindi would also help students to better understand concepts.

6.2 Key Institutional Responsibilities as related to Social Systems Assessment:

TO BE DONE LATER WHEN INSTIUTIONAL ARRANGEMENTS ARE SET UP

Section 7: Inputs to the Program Action Plan

Several suggestions for ensuring inclusion and protecting the interests of vulnerable groups have been made in Table 23.

Table 23: Implementation Plan for Social Action

ROLE OF SHEC NOT TO BE MENTIONED TILL THERE IS MORE INFORMATION

Sub-action description	Actions required to be taken	Responsible party
Ensuring inclusion	<ul style="list-style-type: none"> • Reservation quotas should be filled for enrolment of ST students at Undergraduate (UG) and Post-graduate (PG) levels; • Additional financial support for students so that they can rent private accommodation should be provided for students from disadvantaged backgrounds; • Universities, colleges and hostels should become disabled-friendly; • Orientation programs should be organised for students coming from rural areas; • Scholarship schemes should be enhanced and the amount of money given increased; 	State government/universities and college administrations.
Identifying specific needs of	<ul style="list-style-type: none"> • A data base should be 	Independent consultants can be recruited by the

<p>women</p>	<p>prepared from colleges and universities to analyze whether there is an increase in the number and proportion of girls attending colleges. This data should be disaggregated according to caste, tribe, class, religion and disability. This data should be collected annually from each college.</p> <ul style="list-style-type: none"> • A data base should be built to analyze which courses are being offered to female and male students and to understand whether there is any gender stereotyping with respect to choice of courses offered. • A data base should be built on female teaching and non-teaching staff of colleges and universities, disaggregated by the categories mentioned above. This data should be updated annually to see if there is any improvement in recruitment of under-represented groups; 	<p>DHE to assist colleges and universities to build up a data base from their online admission data as also from the existing faculty data base.</p>
<p>Identifying specific needs of marginalized</p>	<ul style="list-style-type: none"> • Student assessment and feedback forms should be 	<p>Colleges and universities. Each institution should identify faculty members</p>

groups	prepared; <ul style="list-style-type: none"> • Students should be requested to identify their specific needs. 	who could be given intensive training so as to build up internal capacity for monitoring equity goals.
	<ul style="list-style-type: none"> • 	
Developing monitoring and performance indicators to track equity and inclusion	<ul style="list-style-type: none"> • Manuals for monitoring and performance indicators should be prepared. 	DHE, universities and colleges

7.1 Draft monitoring indicators to ensure equity and inclusion: inputs for the Program Action Plan

Regular monitoring is required to ensure efficiency and effectiveness of a project. Monitoring indicators have to be closely aligned to the key expected results of a project. There should be a set of clear targets and planned activities which can be tracked during the course of the project. The idea is to see that not only are earmarked resources efficiently utilized but also that those in charge of project implementation are working according to an agreed plan. This becomes vital particularly when a project has a key result, which is to ensure more equity and inclusion and support to those belonging to disadvantaged backgrounds.

Monitoring can only be done if there is proper planning against which progress and achievements can be assessed. Monitoring indicators need to be developed to identify the extent to which steps have been taken to reduce gender, caste, tribe, and class asymmetries; how this has been done and what are the outcomes.

The questions below form a check-list that will be useful to assess the state of affairs and identify remedial measures.

Faculty

- **Whether faculty is recruited according to the reservation policy and if not, the reasons for non-compliance.**
- **Whether faculty from minority religions, and those who are differently-abled are recruited.**
- **Whether there is a gender balance in the faculty at all levels in colleges and in universities.**
- Whether teachers from disadvantaged backgrounds have the same opportunities for skill development as others.

Students

- **Whether the reservation quota for students is filled.**
- **Whether there is a gender balance in the college enrolment.**
- **Whether students from minority religions are enrolled in proportion to their share in the population.**
- The extent to which scholarship schemes are adequate both in terms of amounts of money and in terms of proportions of students benefited.
- **Whether differently-abled students are enrolled in colleges.**

Infrastructure and transport facilities

- Whether funds are earmarked to make university and college buildings and hostels disabled-friendly.
- Whether adequate funds are made available to students to rent accommodation or private hostel facilities.
- Whether transport facilities are available for students.
- Whether students get bus passes.

Annexure I: Innovation and Quality

Interview schedule

Student-related

- Which subjects have the highest demands from students and why?
- Is it true that the brightest and the economically better off study in Central Universities and private institutions, while the bulk of students from rural, tribal and underprivileged communities enrol in State Universities? If so, what explains the state of affair?
- What is your assessment of the kinds of work taken up and the earnings students make for those with secondary education and those with tertiary education?
- How do you explain the fact that 50% of girls with a degree are neither working nor studying while for boys the figure is only 7%. [Will also provide secondary source material on this issue which is an All India problem].
- What is your assessment of the employment status of graduates?
- Why do you think that the unemployment rate is higher for those with higher education?

Drop-out and transition rates

- Roughly, what percentage of students drop-out after the 1st year?
 - For Males/females
 - For SC,ST, OBC, Others
 - For persons with a rural/urban background
- How do you explain the differences amongst these groups?
- Roughly, what percentage of students drop-out after the 2nd year?
 - For Males/females
 - For SC,ST, OBC, Others
 - For persons with a rural/urban background
- How do you explain the differences amongst these groups?
- Broadly, what is the percentage of students who graduate in 3 years?
- What is the percentage of students who take 4 to 5 years to complete the 3 year course?

UG to PG

- What percentage of UG students enrol for a Master's Degree?
- What percentage of MA students enrol for an M.Phil Degree?
- What percentage of M.Phil students go in for a Ph.D. programme?
- What is the explanation for these differences?
- What is the percentage of students from SC, ST and OBC backgrounds who do a Master's, M.Phil or enrol for a Ph.D. programme?

Scholarships for students

- What is the percentage of students who get scholarships?
- What kinds of scholarships are given?
 - How many are females and how many are males
 - What percentage of SC/ST and OBC students get scholarships?

- Are there any other categories such as Economically Weaker Sections (EWS) who get support for their education?

Faculty positions: Questions to College Principals

Recruiting faculty

- Do you advertise for faculty positions or do you also have a system where you can proactively reach out and recruit teachers with a good track record and reputation?
- Do you have a system of performance-based bonus/pay for teachers? Do you think that such a system could be tried out on an experimental basis for improving the performance of weak students?
- What is the situation with respect to vacancies in faculty positions?
- Is there a difference in different subject areas? If so, what are the reasons?
- Is there a difference in the situation in government and in private colleges? If so, what are the reasons for these differences?
- What are the plans to fill vacancies and what are the difficulties?

Faculty skill development

- Does your college have a system of providing faculty members opportunities for skill development? If so, what are they?
- Do you have a policy to develop the capacity of teachers to improve their instructional strategies? If so, what are they? How effective are they?
- How many faculty members out of the total have had opportunities to upgrade their skills in the last one year?
- How are these new skills used for improving student learning?
- Do your teachers have access to current literature – books, journals? If so, what are they?
- Do college teachers have opportunities to do research? Give examples.
- Are you satisfied with the system in place? If not, why?
- What changes are required?

Question for faculty

Faculty development opportunities

- Have you had any opportunities to develop your teaching skills in order to improve student learning?
- Have you ever participated in seminars/conferences/workshops to learn about the different techniques used for mentoring students? If yes, what works and what does not and why? Please elaborate.
- Is there a professional development plan in your college so that all teachers get refresher training and learn about new pedagogical tools for assisting weak students?
-

Grievance redressal mechanisms

- Are there any particular issues that are raised by faculty regarding working conditions, salaries, learning opportunities?

- What systems for grievance redressal exist and are they effective?
- Do you have a sexual harassment cell in your institution?

Questions to College Principals

- Have you been able to develop your own curricula and if not, why not?
- What percentage of your staff is made up of regular appointees and what percentage is made up of staff on contract?
- How do you explain the gap and how can it be dealt with?

Annexure II: Equity and inclusion

Interview schedule

Reservation-related questions: Questions to Principals

- Is the admission system centralized or do colleges have some powers in the student selection process? If so, explain.
- Does the enrollment of students from SC, ST, OBC and Muslim groups and females in your college/University meet the reservation policy applicable to your State?
 - If not, please identify under-represented groups.
 - If yes, which are the groups that have more students than the reserved quotas?
- How many (number and % of total admitted) SC, ST, OBC students joined your college through the general category in the last academic year?
- Is there a management quota in your college? If so, what percentage of seats is it? How is the quota allocated?
- In the last academic year, how many (number and %) of SC, ST, OBC and Muslim students got admission through the management quota?

Gender Equity related issues: Questions to Principals

- Are girls and boys treated equally in your college?
- Have students ever reported harassment either by their fellow students or by members of the faculty?
- If yes, what measures were taken to stop this harassment?

Questions to Faculty

Strategies used for improving student performance

- What strategies are used by the college to help students improve their academic performance?
- Have these strategies worked?
- Which strategies work better than others? Please explain.
- Is there flexibility in teaching style? Are professors allowed to innovate or do they have to teach in a certain prescribed manner?
- Does your college use special strategies to help improve the performance level of weak students? If so, please specify.

Factors affecting student performance: Questions to Principals/Faculty

- Rank the 5 most important **factors that influence student performance** (on a scale of 1 to 5 where 1 is the most important and 5 the least important) and give reasons for your ranking:
 - Social background
 - Schooling in rural/urban location
 - Schooling in English medium/other language

- Low standard of school education
 - Poverty of parents
 - Literacy level of parents
 - Lack of confidence
 - Students cannot understand lectures
 - Social environment of college
 - Any other factors (specify separately and rank)
- What is your assessment of the performance level of students from socially and/or economically deprived backgrounds?

Assistance sought by students: Questions to Principals/Faculty members

- Are some of your students unable to cope with the syllabus? If so, why?
- In what areas (Academic, Financial, Social/Psychological, Employment-related, etc.) do students seek assistance from you? In each area, give specific reasons why, and examples. What assistance has been or can be given?
- Do some of your students take additional private coaching classes? If yes, for what and why?

Performance-related strategies in the classroom: Questions to Faculty

- Rank the 5 most important **ways used by teachers in the classroom to improve student performance?** (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Regular one-to-one interactions
 - Occasional one-to-one interactions e.g., after tests, assignments, after lectures, etc.
 - Group tutorials
 - Giving notes
 - Surprise tests
 - Class discussions
 - Class presentations
 - Setting additional homework/exercises
 - Hands-on problem solving exercises
 - Any other factors (specify separately and rank)
- How much improvement takes place in student performance as a result of these action?
- How is the impact of these actions monitored (formal or informal)?

Performance-related strategies at the institutional level: Questions to Principals

- Rank the 5 most important **actions taken by the college** to help improve student performance (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Remedial classes during the semester based on diagnostic tests
 - Mentoring

- Giving extra classes
 - Running special courses
 - Organizing English language classes during the academic year
 - Organizing remedial classes in subjects during the summer vacation
 - Any other factors (specify separately and rank)
- How much improvement takes place in student performance as a result of these actions?
 - How is the impact of these actions monitored (formal or informal)?
 - What else do you think can be done by the college to help students improve their performance?

Financial assistance: Questions to Principals/Faculty members/students

- Rank the 5 most important means of financial support that students receive that help them complete their education on time and with good performance (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Merit scholarship
 - Quota scholarship/Fee-waiver
 - Free hostel facilities (lodging/boarding)
 - Free books and learning materials
 - Free computers
 - On-campus employment
 - Time to take paid work
 - Others (specify separately and rank)
- Do scholarship students face hardships for lack of funds for out-of-pocket expenses?

Employment-related questions: Questions to Principals/Faculty members

- Does the college help students obtain jobs? If so, what has been the experience? Which types of students get jobs easily, and which have difficulty?
- Which strategies work best to ensure that your students get good jobs?
- What is the procedure followed by your college to invite employers/companies for campus recruitment?
- Do you wait for employers/companies to approach you or do you invite them proactively?
- Last year, how many students (number and % of those graduating) got jobs as a direct result of campus visits by employers/companies?
- What are the characteristics (academic, socio-economic, psychological, etc.) of students who readily get jobs and those who do not readily get jobs?
- Rank the 5 most important skills of students that enable them to get jobs readily (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Confidence and self-esteem
 - Communication and presentation skills
 - Social background and contacts
 - Fluency in English

- Good academic performance
- Others (specify separately and rank)
- Are there significant differences between SC, ST, OBC, Muslim and Other students in getting jobs? If so, why?
- Are there significant differences between females and males in getting jobs? If so, why?
- What are the specific initiatives taken by your college/university to help students get jobs?
- What else do you think can be done by the college to improve employment prospects?

Grievance redressal: Questions to Principals/Faculty/

- What kinds of problems are faced by students?
- Do you have any mechanisms at the institutional level to deal with grievance redressal?
- According to the Supreme Court of India, under the Visaka guidelines, every institution has to have a sexual harassment cell. Does your institution have one? Have any issues of sexual harassment come to your notice?
- What, if any, was your response?

In-depth Interview Questionnaire for Students

(At least 8 Final year UG students and 4 graduate students would be interviewed in each institution. Students who have faced difficulties in their academic performance will be selected.)

General information

- Have you been brought up in a rural area or a city?
- Did you receive your schooling in English or in another language?
- What is your mother's occupation? Your father's occupation? (Identify all)
- Are you a first-generation college-goer in your immediate family?

Time Expenditure

- How many hours per week do you work in class?
- How many hours per week do you work in the library?
- How many hours per week do you take private tuition?
- How many hours per week do you do home-work?
- How many hours per week do you spend on extra-curricular activities?
- Where would you like to spend less time?
- Where would you like to spend more time?
- What (if any) are your constraints to spending more time?
- In your estimate, is the time spent by you on studying adequate to improve your performance?

Assistance sought by students

- Do you approach your teachers for additional help (beyond the normal teaching)? If so, in what subjects?
- What is their response? What actions have you found most helpful? Least helpful?

Private Coaching

- In previous years did you take coaching classes?
- In which subjects did you take coaching?
- Why did you need to take coaching classes?
- Which coaching classes were most useful? Why?

Assistance provided by teachers

- Have your professors ever discussed your performance with you?
- What do teachers do generally to help students improve their performance?

Performance-related strategies in the classroom

- Rank the 5 most important ways used by teachers to improve your performance (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Diagnostic tests
 - One-to-one interactions
 - Group tutorials
 - Giving notes
 - Surprise tests
 - Class discussions
 - Class presentations
 - Others (specify separately and rank)
- What are the formal and informal systems for monitoring student performance?

Performance-related strategies at the institutional level

- What is the college doing to help improve the performance of students?
- Rank the 5 most effective efforts being made by the college to improve student performance (on a scale of 1 to 5 where 1 is the most important and 5 the least important):
 - Mentoring
 - Giving extra classes
 - Running special courses
 - Organizing remedial English classes during the college year
 - Organizing remedial classes during the summer vacation
 - Hands-on problem-solving exercises
 - Internships/apprenticeships
 - Others (specify separately and rank)
- Why do the higher-ranked items have a better impact? Please explain.
- Which subjects/skills have you been able to improve as a result of this assistance? Name the top 3.
- Are you satisfied with the assistance provided to you by your college?

Factors affecting your performance

- What in your opinion are the 5 most important background factors that have affected your performance in college? Rank them on a scale of 1 to 5 where 1 is the most important and 5 the least important:
 - Schooling in rural/urban location
 - Schooling in English medium/State language
 - Low standard of school education
 - Poverty of parents
 - Literacy level of parents
 - Social background
 - Lack of confidence
 - Cannot understand lectures
 - Others (specify separately and rank)

Do you think that 'luck' had any impact on your performance in examinations? Examples of "luck" may include:

- The quality of the teachers you may happen to get and how hard or easy they grade
- Whether you happened to get sick (or didn't get sick) before important exams
- Whether a noisy hostel kept you from sleeping before an important exam
- Whether you happened to study the wrong material for exams
- Whether unexpected personal problems or problems with your friends and family made it hard to concentrate on classes.
- Any other

Time taken to complete course and difficulties faced

- Are you able to cope with the syllabus?
- What difficulties have you faced?
- How many semesters did you take to complete the first year of college and join the 2nd year?
- How many semesters have you taken to reach the final year of your course?
- Were the difficulties related to academic, financial or other matters? Explain

Counselling and Grievance Redressal

- Do students have academic counsellors to help deal with problems?
- What is the ratio of students to counsellors?
- Do counsellors help deal with personal issues?
- Have you ever been to a counsellor? If yes, did you find it useful? If not, why did you not go to the counsellor? Give reasons.
- Does your college have a Grievance redressal cell?
- Does your college have a sexual harassment cell?
- Does your college have a separate SC/ST cell?
- Is your college effectively implementing the ban on ragging?

- If not, what more needs to be done?

Mentoring

- Does your college have a system for mentoring students (at least those with difficulties)?
- If so, what is the system? Is it useful? If yes, why is it useful? If no, why is it not useful?
- What kind of mentoring do you think will help you?

Internship/apprenticeship

- Have you done any internship/apprenticeship during your college years? If so, in what area and where?
- What aspects of the internship/apprenticeship were useful? If it was not useful, how could it be improved?

Special facilities for language and communication skills

- Is English language training compulsory or optional in your college?
- Is there a language laboratory in the college and do you use it?
- Is there adequate emphasis on presentation and communication skills in your courses?
- Have you taken special classes to develop your communication skills, where, and were they useful?

Financial support

- Are you getting any financial assistance from the government or college? Explain.
- If yes, who provides the assistance and what is the amount?
- What is covered by this assistance? Does the money come to you on time? Is it adequate?
- Do you get free books and stationery? Do you have to pay extra for books from the book bank?
- Do you live at home or in the hostel?
 - If you stay at home, is commuting a problem? Do you get a free bus pass to come to college?
 - If you stay in the hostel, is it free? Or do you have to pay for room or food or both?
 - How do you find the physical facilities?
 - Are you comfortable with the social environment?
- Did your parents have to take a loan/mortgage property to meet your education expenses?
- Do you have to take up part-time work during the college term to pay for tuition, books, clothes, transport or your other expenses?
- Do you have to work to supplement family income? During the semester? During holidays?
- What percentage of students would not have taken up HE without these scholarships?

Job Placement

- How does the college help students to prepare for job placement?
- Are you satisfied with the college placement efforts? If yes, why?

- If not, why not? What more can be done to improve in this area?

Additional questions

- Is the environment in your college friendly?
- Do you ever feel discriminated against?
- Have you ever been harassed either by your fellow students or by members of the faculty or administration? If so, please elaborate?
- Is it a recurrent problem?
- Do you think that this has in any way affected your performance? If yes, please explain.

Questions to female students

- Is the environment in your college friendly?
- Do male students treat you as equal?
- Do teachers take female students seriously?
- Do you feel any kind of discrimination because you are female which can affect your performance?

Annexure III: District-wise data of students enrolled for SCs and STs

Table A: District-wise data of students enrolled in **non-tribal districts** for SCs and STs in numbers and percentages

District	Total no. of students	Total no. of SC students	Total no. of ST students	SC pop. based on Census 2011	ST pop. based on Census 2011	SC Students	ST Students
Ashok-nagar	4307	821	35	20.80%	9.71%	19.06	0.81
Bhopal	39032	5271	1899	15.08%	2.93%	13.50	4.86
Bhind	7672	1750	18	22.01%	0.36%	22.81	0.23
Burhan-pur	3357	416	264	8.48%	30.36%	12.39	7.86
Chhatar-pur	9480	2395	128	23.00%	4.18%	25.26	1.35
Damoh	9244	1536	463	19.49%	13.15%	16.62	5.01
Datia	6816	1703	38	25.46%	1.91%	24.99	0.56
Dewas	9816	2009	704	18.67%	17.44%	20.47	7.17
Guna	7073	1493	387	15.55%	15.37%	21.11	5.47
Gwalior	35897	7329	633	19.34%	3.55%	20.42	1.76
Harda	4083	998	406	16.28%	27.99%	24.44	9.94
Indore	36185	6020	6707	16.64%	6.64%	16.64	18.54
Katni	5115	645	397	12.05%	24.59%	12.61	7.76
Mandsaur	13526	1685	166	18.58%	2.47%	12.46	1.23
Morena	4778	659	5	21.44%	0.87%	13.79	0.10
Narsingh-pur	8190	1699	680	16.87%	13.36%	20.74	8.30
Neemuch	7731	1297	165	13.46%	8.65%	16.78	2.13
Panna	4707	1021	241	20.46%	16.81%	21.69	5.12
Raisen	5375	1005	481	16.96%	15.40%	18.70	8.95
Rajgarh	11696	2117	358	19.13%	3.48%	18.10	3.06
Rewa	19692	2146	633	16.22%	13.19%	10.90	3.21
Sagar	22589	3749	575	21.09%	9.33%	16.60	2.55
Satna	51711	4475	1245	17.88%	14.36%	8.65	2.41
Sehore	8182	2508	586	20.69%	11.10%	30.65	7.16
Shajapur	8691	1954	149	23.40%	2.50%	22.48	1.71
Shivpuri	7300	1760	154	18.63%	13.20%	24.11	2.11
Tikam-garh	8436	2244	75	25.02%	4.70%	26.60	0.89
Ujjain	12457	3023	469	26.37%	2.45%	24.27	3.76
Vidisha	9857	1784	116	20.03%	4.63%	18.10	1.18
Total	382,995	65,511	18,177			19.13%	4.32%

Source: <http://www.mpcolleges.nic.in/>

Table B: District-wise data of students enrolled in tribal districts for SCs and STs

Tribal Districts	Total no. of students	SC Students	ST Students	SC pop. based on census 2011%	ST pop. based on census 2011%	SC Students %	ST Students%
Alirajpur	3960	79	2393	3.69%	88.98%	1.99	60.43
Jhabua	7454	242	5558	1.70%	87.00%	3.25	74.56
Balaghat	11659	1392	1652	6.35%	69.42%	11.94	14.17
Dindori	2213	318	1233	5.65%	64.69%	14.37	55.72
Mandla	5944	591	2326	4.59%	57.88%	9.94	39.13
Dhar	15083	907	7550	6.65%	55.94%	6.01	50.06
Anooppur	3652	350	1276	9.93%	47.85%	9.58	34.94
Umariya	1996	326	601	9.02%	46.64%	16.33	30.11
Shahdol	10749	964	2489	8.42%	44.65%	8.97	23.16
Betul	11284	2077	2778	10.11%	42.34%	18.41	24.62
Khargone	11273	1542	3706	11.16%	38.98%	13.68	32.88
Seoni	8750	1317	1986	9.48%	37.69%	15.05	22.70
Chhindwara	19811	3350	4312	11.11%	36.82%	16.91	21.77
Khandwa	5947	718	791	11.95%	35.05%	12.07	13.30
Singrauli	3216	242	542	12.79%	32.59%	7.52	16.85
Ratlam	10609	1501	1818	13.65%	28.17%	14.15	17.14
Sidhi	5517	351	449	11.55%	27.80%	6.36	8.14
Sheopur	2018	374	80	15.76%	23.47%	18.53	3.96
Badwani	12374	912	7524	7.37%	22.51%	7.37	60.80
Hoshangabad	17132	3078	1381	16.51%	15.89%	17.97	8.06
Jabalpur	25209	3030	2718	14.13%	15.23%	12.02	10.78
Total	195,850	23,661	53,163	-	-	11.54	29.68

Source: <http://www.mpcolleges.nic.in/>

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