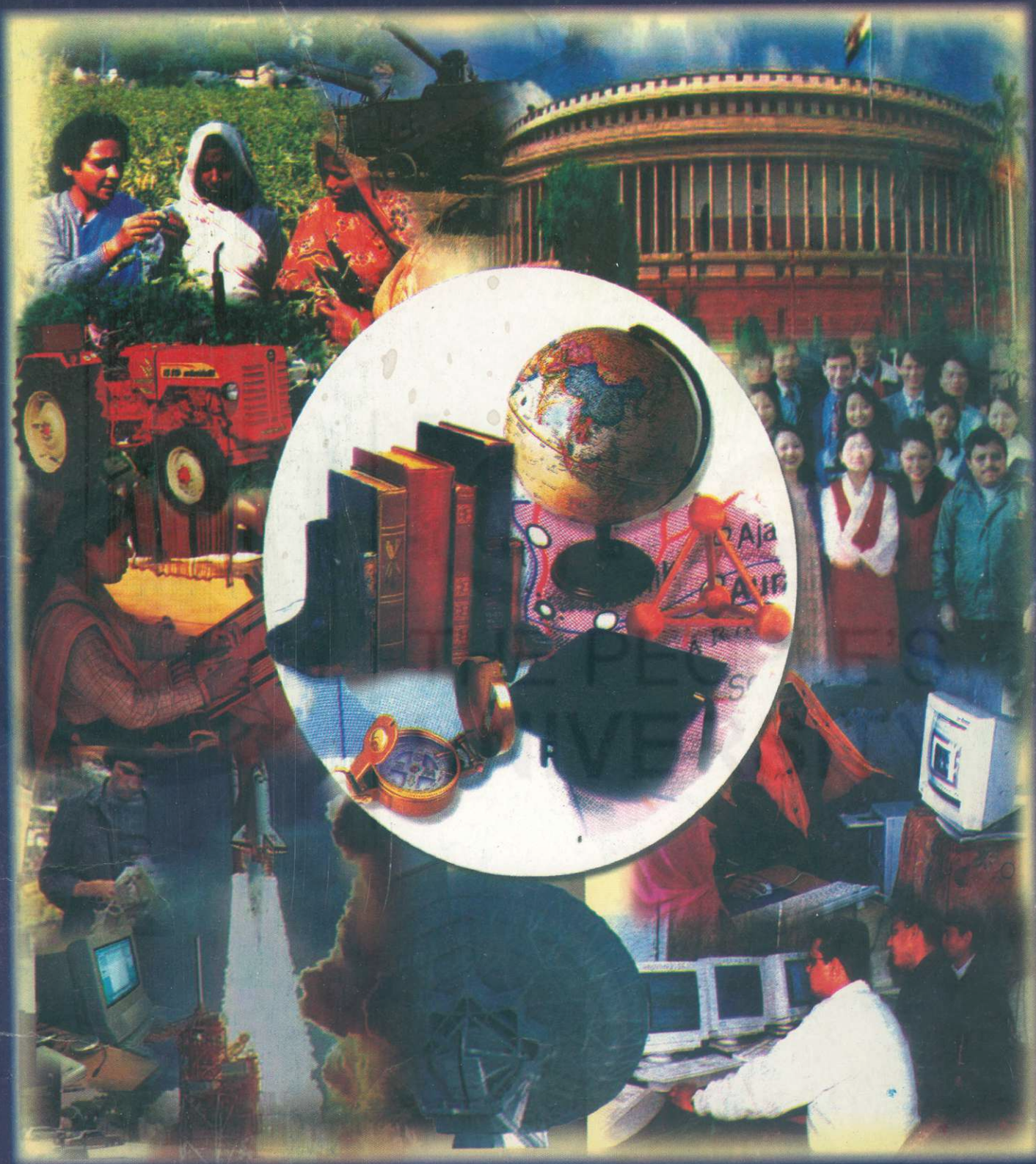




Indira Gandhi National Open University
School of Education

MES-101

Higher Education : Its Context and Linkages



Indian Higher Education: Policies and Plans

2

“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्रा की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

- इन्दिरा गाँधी

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“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”

- Indira Gandhi



**Higher Education:
Its Context and Linkages**

Block

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Block 2 Indian Higher Education: Policies and Plans

Introduction to the block

The units in this Block are intended to forge links between educational practice, planning and policies in independent India in an attempt to understand the major challenges facing the education system today. Independence in India in 1947 ushered in a new era in the history of education. The very scale of problems, perspectives and expectations from the education system had become different. In contrast to a system that was altered 'to suit the perceived needs of the colonizer', the education system now had to meet the needs of a growing, independent nation and its people. One of the first acts of the free country was to give a new Constitution to itself providing important goals of national policy. The Constitution included a number of important provisions, having a direct or indirect bearing on education. The first unit in this Block, that is, Unit 5, gives an overview of the constitutional arrangements that impinge upon education and their implications for the higher education sector.

Once the broad framework of the aspirations of an independent nation are expressed, the educational system, or for that matter, any system, orientates itself and articulates its role in such a manner that these objectives and aspirations are fulfilled. In the case of education, attempts in this direction were made in the pronouncements of the various Commissions and Policy perspectives which indicated how Indian education will have to be transformed, improved and expanded to promote national development. Unit 6 entails a discussion of all such efforts under the title, 'The Evolving Policy Perspectives in Higher Education'.

The last two Units in this Block give a glimpse of the planning process at work and the central issues faced by planners and educators. Given the peculiar character of problems – scarcity of resources, claims of other sectors of education (for example, elementary education which is backed by a Constitutional directive and primary education which provides the foundation of a nation) on budgetary allocations, the internal efficiency of past investments in education and the effects of education on employment, the task for planners becomes a difficult one. How do planners allocate funds both across the sectors of the economy and within the education sector? Unit 7 is an exercise in answering some of these questions with an account of the progress of higher education through the nine Five-Year Plans. Unit 8, on the other hand, brings to perspective certain fundamental problems of higher education with a view to overcome limitations both in the allocations of resources and their distribution among the various components of higher education. While acknowledging that the expansion of numbers will remain unabated in higher education because of social, economic and political reasons; it suggests certain methodological and institutional changes in the system to ensure effective utilization of the existing infrastructure and mobilization of additional revenues from non-government sources.

The Constitutional Provisions Regarding Indian Higher Education

Introduction

We have discussed in the earlier Block, how the colonial system of education in India was geared for a very specific purpose. However, Independence in 1947 aroused great hopes and fundamental changes were expected in the system of education. These hopes, sentiments and aspirations of the people were echoed by the national leaders. In 1948, Jawaharlal Nehru, in his inaugural address to the All India Educational Conference observed:

“Whenever conferences were called to form a plan for education in India, the tendency, as a rule, was to maintain the existing system with light modifications. This must not happen now. Great changes have taken place in the country and the educational system must also be in keeping with them. The entire basis of education must be revolutionized”.

Against this backdrop it is interesting to place education in the context of the constitutional arrangements that obtain in India. After the transfer of power in 1947, India gave itself a Constitution which came into force in 1950. What are the details of this constitutional arrangement in respect to education? How have these worked? These are the important issues that need to be understood by everyone interested in higher education. Without a clear or adequate understanding of these Constitutional arrangements, it would not be possible to understand the functions and responsibilities of different agencies in the sphere of higher education, and to think of alternative ways of organizing the system or even reforming it.

In this unit we propose to discuss the Constitutional provisions which have a direct or indirect bearing on education.

Learning outcomes

Before embarking on a discussion on the development of education in post-independence period, it would be both interesting and useful to see the provisions under which the system of education operated in the British period. Following this, we would review the mechanisms that have been provided to higher education in the Constitution for fulfilling its obligations.

By the end of this unit, you should be able to

- understand the arrangements of higher education in the colonial period;
- enumerate different Central and State mechanisms helping the higher education sector;
- know the origin and functions of the University Grants Commission;
- discuss different Constitutional amendments regarding higher education; and
- evaluate the role of planning and funding in higher education.

Historical background

In order to understand what the Constitution of India lays down with regard to education, some understanding of the system as it prevailed before 1947 would be necessary.

Colonial government and higher education

When the East India Company established itself as a power in the sub-continent, everything was managed and controlled by the Governor – General then located at Calcutta. Throughout this period, in practice all education, from the lowest to the higher level was managed by the Governor-General-in-Council. Regional authority was vested in the provinces where Directors of Public Instruction (DPI) looked after lower levels of education. The universities, however, continued to be directly under the Viceroy and the Governor-General. It was in recognition of this fact that two Commissions, one in 1882 (Indian Education Commission) and another in 1902 (Indian Universities Commission) were appointed to report on the universities.

Education under diarchy

Another Commission, known as the **Sadler Commission**, was appointed in 1917-19 to inquire into the conditions and prospects of the University of Calcutta. Although the recommendations of the Calcutta University Commission or the Sadler Commission (1917-19) did not introduce any significant change in the governance of the universities, it is instructive to recall that the Commission did suggest a large measure of autonomy to the teaching body of the universities and advocated mature responsiveness to the needs of the students served by them. By the time it reported, the Morley-Minto Reforms had been introduced. In respect of education, this meant, transfer of the constitutional authority to manage education not only to the provinces but, furthermore, to Indian ministers. According to this scheme, the provincial government exercised powers under two headings. Some subjects were **reserved** and these were under the overall jurisdiction of the Governor who was the head of the provincial government and responsible to the Secretary of State for Indian Affairs and some subjects were **transferred** to Indian ministers who were responsible to a provincial legislature which consisted of a large elected majority. It was on account of this division of the provincial executive into two parts that the system got its name of **diarchy** and it was under this unusual form of a political constitution that Indians first obtained the control of the Education Department.

This system of diarchy continued till the introduction of the Government of India Act, 1935. According to this Act, the distinction between “reserved” and “transferred” subjects was done away with. Though the Governor had the power to veto any decision in case he felt it was necessary to do so, the authority could be exercised by the Indian Ministers. However, there was hardly any occasion when this power of veto was exercised.

Coordination

Once education became a provincial subject in 1921, the Central government found that it had no mechanism to coordinate with the provinces. Two important steps were taken to deal with this situation, one was to establish the **Central Advisory Board of Education** in 1921 and the second was to persuade the universities to set up an Inter-University Board in 1925. The former body had the Minister of Education from each State as its members, while on the latter body, each university was represented by its Vice-Chancellor. It may be noted that both these bodies provided platforms for ventilating views, and at best, tendering advice to the Government.

While in respect of education, the Act of 1935 did not lead to any significant change, except that it put an end to the inherently defective system of diarchy. This Act was particularly important in another respect. For the first time, a constitutional distinction was made between the powers of the Centre (Federation, as it was known in the 1935 Act) and those of the Provinces. Two lists of subjects were drawn up in this Act; one enumerated Central powers and the second, the Provincial powers. It was this very model of the division of powers between the Centre and the States which was taken over in the Constitution that free India gave to herself. In the Indian Constitution, there is a **Central list** and there is a **State list** and a third list which shows the areas in respect of which the center has **Concurrent** powers, which means that in case a law is adopted by the Centre, it has to have precedence over the corresponding state law.

Self-assessment

1. *What were the important constitutional landmarks with respect to higher education in India before Independence. In what way did they help evolve the status of higher education as it exists today?*

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Post-Independence developments – Constitutional provisions

After 1947, when it came to education, the 1935 Act model was not disturbed and education continued to be a state subject. However a number of influential persons, including Jawaharlal Nehru, the Prime Minister, and Maulana Azad, the Education Minister, felt that the Centre must have a say, particularly in respect of higher education. Maulana Azad used a phrase which bears re-telling, he said that while “Central control” was not possible, “Central guidance” must be ensured.

Central provisions

The University Education Commission which had been appointed in 1948 under the Chairmanship of Dr. S. Radhakrishnan made an interim recommendation to the Government wherein it suggested that education be made a concurrent subject; the Constitution was then under preparation and a proposal in regard to the constitutional position of education was in order. This recommendation was not accepted by the Constituent Assembly, however. A compromise was worked out; under List-I of the Seventh Schedule wherein the powers of the Centre and the States are listed, certain entries were inserted which gave far-reaching powers to the Centre.

Entries 63, 64, 65 and 66 dealt with various issues regarding higher education. **Entry 63** concerned the control of institutions like the National Library, Calcutta, Universities (now often called ‘Central Universities’) like Banaras, Aligarh and Delhi. **Entry 64** dealt with institutions of scientific and technical education which may be financed wholly or in part by the Government of India and / or declared by Parliament to be institutions of national importance (the Indian Institutes of Technology are in this category). Agencies and institutions for professional, vocational or technical training or scientific or technical institutions could also be established by the Centre according to **Entry 65**. In the case of established institutions engaged in special kinds of educational programmes (on the recommendation of the University

Grants Commission), the Central Government can declare them as "deemed to be" universities. There are many examples and they include the Indian Institute of Science at Bangalore and the Gujarat Vidyapeeth.

The most important of these entries is **Entry 66** which reads as follows:

Coordination and determination of standards in institutions for higher education or research or scientific and technical institutions.

In terms of this Entry, because of the far-reaching scope of coordination in higher education, and of the need to maintain and enhance standards of higher education and research, the Centre came to exercise overall power in regard to higher and professional education. It would be relevant to note here that the U.G.C. Act of 1956 was passed as a consequence of and in terms of this entry. Later, in 1988, the All India Council of Technical Education (AICTE) was also established as a statutory body.

Other coordinating bodies

In addition to the UGC and the AICTE, there are a number of other central coordinating bodies also which derive their mandate mainly from Entry 66. Some of them may be listed as under:

The Medical Council of India

The Bar Council of India

The Nursing Council of India

The Indian Council of Agricultural Research

The Pharmacy Council of India

The Institute of Architects

The Institute of Accountancy, etc.

There are other provisions also in the Constitution which empower the Centre to establish such professional bodies, for instance, the Bar Council of India has been established in terms of the Advocates Act, 1961.

The various coordinating bodies partly listed above are essentially professional in character, perform the role of laying down professional standards, helping institutions with funds in certain cases, and in general, help them to maintain professional standards. A certain degree of coordination is also achieved by these bodies. The oldest of them is the Indian Medical Council which was established as long ago as in 1935.

While most of these bodies are statutory in character, some are registered as societies under the Society Registration Act. In the first category are the University Grants Commission (1956) and the All India Council of Technical Education (1988). The more notable among the second category are the Indian Council of Agricultural Research (ICAR) and the Indian Medical Council. The intention of Entry 66 is, however, only partly fulfilled – firstly because ICAR and MCI are not statutory bodies to affect determination of standards and to coordinate education in their fields, and secondly, because overall coordination in higher education and research is not yet the responsibility of any of the existing bodies. With questions of planning education and research activities, of sharing of sophisticated and expensive facilities, and creation of new areas of interdisciplinary knowledge; the setting up of a Commission for Higher Education is being currently discussed.

Provisions in the States

In the State list, **Entry 11** reads as follows:

Education including universities, subject to the provision of Entries 63, 64, 65 and 66 of List-I and Entry 25 of List-III.

We have discussed the content of these Entries in the previous section. It may be added here that Entry 25 List-III, Concurrent List, refers to vocational and technical training of labour.

As should be clear, education is listed as a State subject also and higher education includes universities as well. We have already seen that in respect of coordination and determination of standards, the Centre was given exclusive powers. How have the States fulfilled this constitutional obligation? Setting up and maintaining of schools, colleges and universities – with massive attendant expenditure is, by and large, a State responsibility. Almost every State budget spends approximately one-quarter of its total outlay on education, and there are States like Kerala which spend as much as 40 per cent of their budget on education.

The relationship between the Centre and the States in respect of education however is neither all that rational in its operation nor easy to manage. While the State budgets in respect of Non-Plan expenditure are decided upon by the States themselves, with regard to Plan expenditure, the Planning Commission has a role to play. Incidentally, the **Planning Commission** which is not a statutory body was established in terms of **Entry 20** (economic and social planning) in the Concurrent List. With the passage of time, the Planning Commission has come to exercise considerable authority, largely for the reason that in terms of the fiscal relationship between the Centre and the States, the Centre has enormous financial resource and hence powers. If the States wish to secure Central help (and they cannot do without it), they, more or less, have to fall in line with the wishes of the Centre as expressed by the Planning Commission.

A brief reference to the **Finance Commission** would be in order here. According to the Constitution, it is appointed every five years and its job is to allocate funds to the States out of the central pool of income. This statutory process of the transfer of funds to the States makes bulk allocation. Sometimes States, after receiving the funds, divert them from one sector of education to another. Since funds are never adequate for the real needs of the educational sector, diversion of funds is often related to “pressures” which result in higher education being the beneficiary at the expense of primary education. But, of course, this does not mean that higher education gets ever as much as it needs.

Coordinating mechanisms at the centre

Of the mechanisms at the Centre which have been helping the higher education sector, the following might be mentioned here. One is the **University Grants Commission (UGC)** which has a statutory status and field operation confined to the universities, largely dealing with colleges and faculties in general studies, and the others are the **All India Council for Technical Education (AICTE)**, which was given a statutory status in 1988 and deals with Engineering institutes and colleges, the **Indian Council for Agricultural Research (ICAR)** which is still non-statutory in character and deals with agricultural universities and the **The National Council on Teacher Education (NCTE)** related to teacher education. Each one of these bodies has been giving grants to universities and colleges in their related spheres. The National Policy on Education (1986) adopted by the Parliament had recommended the creation of a new body known as the Apex Body to ensure coordination amongst the different bodies.

University Grants Commission (UGC)-genesis

The first attempt to formulate a national system of education in India came in 1944, with the Report of the Central Advisory Board of Education on Post War Educational Development in India, also known as the Sargeant Report. It recommended the formation of a University Grants Committee, which was formed in 1945 to oversee

the work of the three Central Universities of Aligarh, Banaras and Delhi. In 1947, the Committee was entrusted with the responsibility of dealing with all the then existing Universities.

Soon after Independence, the University Education Commission (UEC) was set up in 1948 under the Chairmanship of Dr. S. Radhakrishnan "to report on Indian university education and suggest improvements and extensions that might be desirable to suit the present and future needs and aspirations of the country". It recommended that the University Grants Committee be reconstituted on the general model of the University Grants Commission of the United Kingdom with a full-time Chairman and other members to be appointed from amongst educationists of repute.

In 1952, the Union Government decided that all cases pertaining to the allocation of grants-in-aid from public funds to the Central Universities and other Universities and institutions of higher learning might be referred to the University Grants Commission. Consequently, the University Grants Commission (UGC) was formally inaugurated by late Shri Maulana Abul Kalam Azad, the then Minister of Education, Natural Resources and Scientific Research on 28 December, 1953. The Prime Minister, Pandit Jawaharlal Nehru, addressed the inaugural meet.



Figure 1 The Late Prime Minister, Pandit Jawaharlal Nehru, addressed the inaugural meet

The UGC, however, was formally established only in November 1956 as a statutory body of the Government of India through an Act of Parliament for the **coordination, determination and maintenance of standards** of university education in India. In order to ensure effective region-wise coverage throughout the country, the UGC has decentralized its operations by setting up six regional centers at Pune, Hyderabad, Kolkata, Bhopal, Guwahati and Bangalore.

Composition

The UGC comprises a Chairperson, Vice-Chairperson and ten other members appointed by the Central Government. The Chairperson is selected from among persons who are not officers of the Central or State governments. Of the ten members, two represent the Central government (specifically, the ministries of Human Resource Development and Finance) while at least four must be university teachers at the time of their selection. Other members are selected from amongst eminent educationists and experts in various other fields.


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graph TD
    MEPC[Ministry of Education & Planning Commission] --> RRPC[Resource Requirements Put up to Ministry and Planning Commission]
    RRPC --> CHDMB[Commission Highest Decision Making Body]
    CHDMB <--> C[Chairman]
    C <--> VC[Vice-Chairman]
    VC <--> S[Secretary]
    S --> CHDMB
    S --> RAD[Resource Allocation Decisions]
    RAD --> S
    RAD --> RAU[Resource Allocation to Universities and of Resource Utilisation]
    RAU --> UC[University and Colleges]
    UC --> DR[Demand for Resources]
    DR --> S
    S --> SG[Working Group]
    S --> SC[Standing Committee]
    S --> EC[Expert Committee]
    S --> RC[Review Committee]
    S --> VT[Visiting Teams]
    S --> SP[Subject Panels]
    SP --> UC
    UC --> SP
    UC --> SG
    UC --> SC
    UC --> EC
    UC --> RC
    UC --> VT
    UC --> SP
  
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The flowchart illustrates the resource allocation process in India. It begins with the Ministry of Education & Planning Commission, which puts up resource requirements to the Ministry and Planning Commission. This leads to the Commission Highest Decision Making Body, which includes the Chairman, Vice-Chairman, and Secretary. The Secretary is responsible for resource allocation decisions, which are then used for resource allocation to universities and for resource utilization. The process also involves a demand for resources from universities and colleges, which is then processed by the Secretary. The Secretary also oversees a series of committees and panels, including the Working Group, Standing Committee, Expert Committee, Review Committee, Visiting Teams, and Subject Panels, which all contribute to the resource allocation process.

Mandate

The UGC's mandate includes:

- Promoting and coordinating university education.

- Determining and maintaining standards of teaching, examination and research in universities.
- Framing regulations on minimum standards of education.
- Monitoring developments in the field of collegiate and university education; disbursing grants to the universities and colleges.
- Serving as a vital link between the Union and State governments and institutions of higher learning.
- Advising the Central and State governments on the measures necessary for improvement of university education.

Some important deletions

In the 1951 draft of the Central council, which was the forerunner of the present day UGC, there were two crucial provisions which came to be subsequently deleted. One was to the effect that no university could describe itself as one, unless the Centre approved it in specific terms. This implied that no new university could be set up without the approval of the Central Council. The second important provision was in regard to derecognition of degrees. The Central Council had been vested with the power to do so, in case a university failed to perform at a tolerable level.

However, in the UGC Bill, as finally adopted, both these crucial provisions were deleted. Initially, it was also intended that the financial needs of the universities would be determined by the UGC, but the finance ministry thought that this power transgressed on their responsibilities and would lead to divergent financial projections. In spite of Mr. Jawaharlal Nehru, the then Prime Minister being in favour of entrusting highly placed academics with determining best ways of spending what resources were provided to them, the final Bill watered down this provision. The 50s and the 60s saw the setting up of forty to fifty new universities, and presently, the total number is about 220. While new institutions are set up, the old are provided insufficient funds for operating at a high level. The number of colleges are being added at the rate of more than 200 per year! Not that there is too much of higher education, it is obvious that the demand is more than the supply. On the other hand, there is a serious point of view of finance as well as coordination being a bit chaotic.

The UGC Act was amended in 1972 and was given the power to refuse grants to universities whose establishment could be authorized only if they fulfilled conditions regarding autonomy and finances.

UGC- recent initiatives

Some of the major initiatives taken by the UGC in improving the **quality and standards** of higher education are:

- Improvements in the quality and standards of teaching and research through programmes for setting up Centres of Advanced Study and Research, improvements in college teaching, strengthening research and infrastructure, etc.
- Periodic review and renewal of curricular content of courses in various disciplines, and special schemes for introduction of emerging areas of education and training.
- Establishment of common facilities for research networking of resources for information and documentation.
- Induction of electronic media in higher education.

- Provision of scholarships and fellowships to students.
- Launching of special programmes for greater participation of women, disadvantaged groups and the weaker sections in higher education,

During the **Ninth Plan** period (1997-2002), general development assistance to individual universities was provided. The universities and colleges can utilize the development assistance being provided by UGC for consolidation of **existing infrastructure**, for the **modernization** and also for **extension and outreach** activities to meet the changing needs and challenges of higher education.

The UGC has been implementing the programme of **Career Orientation to Education (Vocationalisation of Education)** since 1994-95, devised in conformity with the National Policy of education, 1986 (revised in 1992). The purpose of this programme is to ensure that the graduates have knowledge, skills and attitudes, for gainful employment in the wage sector in general, and self-employment in particular, so that undue pressure on post-graduate courses is reduced.

The UGC also supports universities financially to meet cost of **innovative programmes** in new and emerging fields. Some of the areas are **environmental energy, bio-technology, electronics, futurology**, atmospheric sciences, remote sensing sciences, superconductivity, computer applications, etc.

During the Ninth Plan, a programme of **adult, continuing education, extension and field outreach** has been implemented. Financial assistance has been provided to 85 universities during the Ninth Plan period for implementing programmes such as **literacy, post literacy, continuing education, environment education, legal literacy, technology transfer**, etc. Since the beginning of the Ninth Plan, the UGC has also been deputing teachers from universities and colleges to work with Bharat Gyan Vigyan Samiti (BGVS) and Bharat Jan Vigyan Jatha (BJVJ).

The UGC has been providing financial assistance since 1986 for setting up study centers or **cells for women studies**, which undertakes **research, develop curricula and organize training and extension work** in the areas of **gender equity**, academic self-reliance of women, girls' education, population issues, issues of women rights, social exploitation etc. At the end of the Ninth Plan, 34 Women Studies Centres in various universities are in operation. The UGC has also requested the Indian universities to set up a **permanent cell** in each university for **combating sexual harassment** of women in the university campuses as per the **directions** of the **Supreme Court of India**.

Self-assessment

2. *Discuss the role of the UGC in the maintenance of standards. Also discuss the constraints faced by UGC in the performance of its role.*

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All India Council for Technical Education (AICTE)

The AICTE was set up in 1948 as an advisory body to assist the Central government in the planning and development of technical education at the post-secondary level.

Education in Engineering and Technology, Architecture, Management and Pharmacy is within the purview of the AICTE. In 1988, the AICTE was constituted as a statutory body under an Act of Parliament.

The major function of the AICTE is the planned and coordinated development of technical education in the country. In the performance of its functions, the AICTE works in close coordination with the UGC as far as technical education programmes offered by the Universities are concerned.

The AICTE coordinates, and supports the development of engineering colleges, management education institutions and polytechnics engaged in the training of technicians. Development support is provided by the AICTE to universities (through the UGC) and engineering colleges and polytechnics for their expansion, as also for improvements in their quality and standards.

Among the major programmes supported by the AICTE are review and renewal of the curriculum for the education and training of engineers and technicians. Modernization of the laboratories and workshops, removal of obsolescence, establishment of community polytechnics, technology forecasting, manpower planning, training of teachers, preparation of norms of standards for programmes of education and training in various disciplines at different levels, and extending the benefits of technical and training to the backward and rural areas.

A significant feature in the development of technical education in the last two decades or so is the emergence of self-financing institutions in private sector which do not depend on government grants, but recover their costs from students in the form of fees. Some of these institutions had their origin in what was then known as "capitation fee" institutions which were set up by private agencies in response to the increasing social demand for professional and technical education, especially in medicine and engineering. Most of them were charging exorbitant fees, and the facilities provided, in many cases, were much below the essential requirements. Legislative measures are being envisaged to regulate the levels of fees that could be charged. There have also been legislations, and the Supreme Court, dealing with a number of cases on the subject, has directed that the Government and its agencies should lay down the principles on the basis of which institutions could levy fees.

National Council for Teacher Education

The National Council for Teacher Education (NCTE) was set up in 1973 by a Government resolution as a national expert body to advise Central and State governments on all matters pertaining to teacher education. The Council was made a statutory body by an Act of Parliament in 1993.

The primary function of the Council is to ensure planned and coordinated development of teacher education and determination and maintenance of its standards. For the performance of this function, the Council lays down norms for specified categories of courses for granting recognition to teacher training programme offered by various institutions including universities and colleges.

Indian Council of Agricultural Research

The Indian Council of Agricultural Research (ICAR) was established through a Government resolution for promotion of agricultural education and research in the country. The Council functions under the supervision of the Ministry of Agriculture.

Under the auspices of the Council, a number of research institutions and Agricultural Universities have been set up in the country. The ICAR provides funds to these institutions for their development.

The country has also developed an open university system and the Indira Gandhi National Open University (IGNOU) set up in 1985 has nation wide jurisdiction in the field of distance education. A Distance Education Council (DEC) has been established as a statutory authority under the IGNOU Act, which provides development funds placed at its disposal by the Central Government. The open university network has established common pool of programmes consisting of contributions from different open universities, which can be shared by any open university through the process of adoption, adaptation and transmission. IGNOU has received international attention and recognition and the Commonwealth of Learning has recently conferred the status of excellence in distance education on the IGNOU.

Arrangements in States

In respect of States, the administrative arrangements are more or less the same as those prevailing before 1947. The format basically remains the same, but some of the details have been modified, for instance, every State has a Directorate of Public Instruction (DPI). Owing to large-scale expansion, however, some of the States have a DPI each for primary education, secondary education and college education. This however, is not the pattern in every State.

In addition, most States have Directors of Technical Education heading separate departments. This Directorate might be handled by the State Minister of Education or by a separate minister. The Director of Technical Education, in addition to college level institutions, also looks after Industrial Training Institutions (ITIs) and other similar institutes.

Medical education is almost invariably a separate department and is usually looked after by the Minister of Health. In some of the States there is also a Director of Medical Education though in other states. This job is handled by the Secretary of Health himself.

Similarly, in the case of agricultural education, the job is most often looked after by the Secretary of Agriculture. Hardly any State has a Director of Agricultural Education though some of the States do have agricultural colleges: U.P., for instance, has approximately two dozen of them.

The educational administration in the States is usually headed by Indian Administrative Service personnel, members of which are transferable and hence there is lack of intimate knowledge and commitment to this sphere of special concern.

Ministry of Human Resource Development

At the Central level, a new concept, that of human resource development, was projected in 1985, and a ministry with that nomenclature was set up. In addition to education, the Ministry of Human Resource Development (HRD) looks after the welfare of women and children and also sports. Education is not a ministry (as of the middle of 1990) it is a department in the Ministry of HRD. Once again changes may be in the offing.

At the State level, no such corresponding change has yet been made. In consequence, different sectors of education are handled by different agencies. For that matter, the ideal of coordination is far from realized even at the Centre. The Apex Body or the National Commission for Higher Education as and when it is established might be able to do something but it should be clear beyond doubt that coordination at both Central and State levels leaves a lot to be desired. State Councils of Higher Education have also been visualized in the NPE, and some States have come forward to set up such bodies in order to properly plan and support higher education and to assist the UGC in the coordination and determination of standards.

Plan and non plan grants

Budgeting in India distinguishes two sets of activities, one as Non-Plan or Non-Development or Maintenance budget, and the other as Plan or Development budget. In actual practice, the difference is more procedural than real, although conceptually the plan budget provides for growth diversification and innovation while the non-plan takes care of sustenance of the on going system. All activities of recurring nature taken up during plan period are classified as non plan or maintenance activities after the plan is over. Thus non plan or maintenance budget grows in size after the completion of every plan, the commitment is transferred to non plan part of the budget.

The bulk of the funding in higher education comes from the States. Only Central universities receive their maintenance grants from the UGC; the rest are funded by the State governments. The agricultural universities receive Central funds. The Technical universities and the Engineering faculties of other universities, get development assistance through the UGC, while Engineering colleges in general receive such assistance from the AICTE. There is some coordination between the UGC and the AICTE. There is some coordination between the UGC and the AICTE in this respect.

It may not be out of place to mention here that the Indian Institute of Technology (IITs) are managed separately by the IIT Council which is presided over by the Union Minister of Education. They are neither within the purview of the UGC nor of the AICTE but have an independent status of their own as 'Institute of National Importance'. The problem in respect of medical colleges is similar in that only medical faculties of new universities receive plan grants through the UGC. Medical colleges are related to the MCI and the Ministry of Health, but there is no satisfactory arrangement for giving them proper support.

Out of 18 Central universities, 16 are being allocated development grants while 14 are being allocated maintenance grants in addition to development grants. During 2001-02, the UGC provided an amount of Rs.598.69 crores to meet the maintenance expenditure of 14 universities and Rs.81.31 crores as development assistance to 16 Central universities.

According to section 12 (B) of the UGC Act, the State universities established after 17 June 1972 shall not be eligible to receive any grants from the Central government, UGC, or any other organization receiving funds from the Government of India, unless the Commission satisfies itself as per the prescribed norms and procedures, that such a university is fit to receive grants.

At present, there are 178 State universities. Out of these, the UGC has been making budgetary plan allocation for only 110 excluding medical and agricultural universities. However, the other State universities are benefiting from the UGC under various other programme (like special grants). Development grants including grants for specific schemes are provided to all eligible State universities in order to facilitate procurement, augmentation and up gradation of infrastructure facilities that are normally not available to universities from the State government governments or other bodies supporting them. During the financial year 2001-02, Plan grants amounting to Rs. 175.62 crores were provided to 123 state universities for the purpose of development and 30 Deemed Universities have been provided plan grants amounting to Rs. 20.87 crores.

A review of the relationship between the UGC (as a mechanism of coordination) and the colleges makes it amply clear while more than one-third of UGC budget is spent on basic and development grants to established colleges, the total quantum is woefully short since the number of colleges runs into thousands. Secondly, colleges come to be established at the initiative and with the sanction of State governments

who are then responsible for the maintenance grants. The UGC is not involved in the process at any stage. In fact, the UGC comes into the picture long after the college has been established and has reached a certain stage of development so that in terms of the number of students, faculty strength and the minimum of other basic facilities, it qualifies to apply for UGC grants. According to the UGC, about a third of the colleges do not come upto the standards which would attract UGC assistance. On the other hand, both with respect to colleges and State-run universities, when the UGC plan grants are provided, they often require a small share (for example, in construction of hostels) as a token of participation of the concerned State government, and this share is scarcely available. At times, the State governments are unable to say whether by the end of a particular Plan, they'll be able to take over the expenses of dispensing salaries to the staff concerned, this again causes a situation of uncertainty. In the following section, let us get an idea about budgeting.

Self-assessment

3. Which is the entry in the Constitution that empowers the Centre to exercise overall powers with regard to higher education?

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4. What arrangements exist in the States with regard to higher education? Also identify the mechanisms established for coordination for this purpose.

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Table 1 Growth of recognized educational institutions from 1950-51 to 2000-01

Year	Colleges for General Education	Colleges for Professional Education	Universities
1950-51	370	208	27
1955-56	466	218	31
1960-61	967	852	45
1965-66	1536	770	64
1970-71	2285	992	82
1975-76	3667	**3276	101
1980-81	3421	**3542	110

1985-86	4067	**1533	126
1990-91	4862	886	184'
1991-92	5058	950	@196
1992-93	5834	989	@207
1993-94	5639	1125	@213
1994-95	6089	1230	@219
1995-96	6569	1354	@226
1996-97	6759	1770	@228
1997-98	7199	2075	@229
1998-99	7494	2113	@237
1999-2000	7782	2124	@244
2000-2001	7929	2223	@254

(Source: Selected Educational Statistics 2000-2001)

Other related issues

In this section, we propose to discuss two major constitutional provisions that impinge on higher education. The first is an amendment while the other relates to the power of **judicial review** of the Supreme Court.

The forty-second constitutional amendment

After the imposition of Emergency in 1975, the Constitution was amended in a number of respects. This was done in 1976 through the 42nd Amendment. One of its provisions was to make education a **concurrent subject**. Higher education in any case, was partly Central (because of the provisions for coordination and standards). Now the entire field of education, from primary to university level, became a concurrent subject.

As pointed out, under the constitutional scheme, "education" is in the concurrent list, and the Union government and States exercise joint responsibilities. As a result, while the role and responsibilities of the States in regard to education remains unaltered the Union government accepts a larger responsibility to reinforce the integrated character of education to maintain quality and standards, to study and monitor the educational requirements of the country as a whole. The coordination and cooperation between the two Union and States is brought about in the field of education through the Central Advisory Board of Education (CABE).

Judicial review and higher education

According to the Constitution, laws passed by the Parliament are subject to review and interpretation by the court. This power of judicial review which has been borrowed from the American Constitution, is one of the central features of the Indian Constitution and has played a notable role in the evolution of public policies.

With regard to higher education a number of judgements have been given by the courts. The most important of them was the one given in 1963 in respect of the decision of Gujarat University to make Gujarati the sole medium of instruction and examination. This decision was challenged by a student. The Supreme Court laid down that since the medium of instruction had a direct bearing on academic standards, this decision of Gujarat University could hurt that objective. Hence the decision of Gujarat University was declared **ultra vires**.

Whether it was academically right or not to equate the role of the medium of instruction with the maintenance of high standards is a moot question and will continue to be debated for long a time, but one definite outcome of this judgement was that after that decision of the Supreme Court, the primacy of Entry 66 (with regard to the role of the Centre in coordinating and determining of standards) was fully established. In a manner of speaking, it was open to the Centre or its instruments like the UGC, to interpret any facet of activity as having a bearing on the maintenance of standards and thereby insist upon compliance with the Central directive. On the other hand, the early discussions regarding autonomy of the universities to lay down or observe their own norms of academic functioning, made the UGC to tread the path of maintenance of inter-university comparability of standards with great caution. So much so that the Public Accounts Committee of the Parliament had occasion to repeatedly criticize the UGC for having become just a funding body which neglected enforcement of standards. In order to ensure a measure of accountability and to evaluate the performance of institutions on the basis of an objectively laid criteria, a system of accreditation of institutions of higher learning has been evolved in the aftermath of the 1986 Policy on Education.

As far as universities are concerned, the UGC took the initiative and established a mechanism called **National Accreditation and Assessment Council (NAAC)** as an autonomous council under the aegis of the UGC to carry out periodical assessment of universities and colleges in the country. The **methodology** developed by NAAC for assessment involves:

- a self-appraisal by each university / college on the basis of specified parameters and documenting its performance with reference to each of them;
- an assessment of the performance by an Expert Committee on the basis of probes identified in respect of each parameter;
- a peer review of the self-appraisal and expert's evaluation; and
- a judgement of the performance.

The NAAC has developed the instruments for carrying out the evaluation studies and several universities and colleges have offered themselves for this assessment.

Similarly, the AICTE Act of 1988 envisages the establishment of accreditation mechanisms for institutions offering technical education programmes. The AICTE has since established a National Board of Accreditation (NBA) to initiate the accreditation of technical institutions. As a first step, the NBA has undertaken a detailed exercise for benchmarking the performance of premier institutions so that a frame of reference for the evaluation of the performance of the institutions can be initiated.

State Councils of Higher Education

One was the recommendation made by the National Policy in Education - 1986 (NPE) was to set up State Councils of Higher Education in each State. While formulating the policies, it was recognized that one problem which made functioning at the State level difficult was that there was no professional agency to deal with higher education at the state level. The agency in the form of the proposed council would not only help to plan and rationalize the funding of the universities, but also tie up with UGC, to assist in coordination of higher education and maintenance of standards.

In accordance with the recommendations made by the NPE, the UGC set up a committee to go into the question of the State Councils. The chairman of this committee was an ex-Chairman of the UGC. In addition, four Vice-Chancellors

and five Secretaries of education from different states were put on this committee. The committee reported in July 1987. A month later came the judgement of the Supreme Court which went against the U.G.C. and debarred it from proceeding with the matter.

The situation was, however, resolved a little later when Andhra Pradesh decided to pass a new Bill setting up State Council of Higher Education instead of persisting with the Commissionerate. State Council has been set up in Andhra; but it is difficult to evaluate its impact so far. The academic, as also the administrative functions of the Council have been elaborated, and it could become a model, so to speak, for other states. A couple of other states have moved in this direction (Tamil Nadu, for instance) and before long, most States would establish such Councils. Once that happens, it is likely that there would be a certain degree of improvements in the management of higher education at the State level. While one can, and a large number of persons actually do, criticize the functioning of the UGC and its failure to perform the task entrusted to it, it should never be overlooked that despite its infirmities and constraints, the UGC continues to play an important role in respect of a sector of higher education.

Summary

A review and analysis of the arrangements and mechanisms of coordination at the Centre and the States tells us that, as compared to the States, the Centre has much greater access to funding. Also, there is a greater degree of professionalism in Central operations and planning. But what is missing at both levels is the right kind of coordination. Even at the Central level, there is hardly any coordination among the various bodies which deal with higher education.

Real action, however, is at the State level. It is of considerable significance, therefore, that things improve at that level. While academic improvement depends upon how teachers perform, the financial and the managerial aspects are both controlled by the State governments. That is why it is important that things improve there.

Once the State Councils are set up in different states, it is hoped that the management structure at the State level would improve. A good deal will depend upon the choice of those who are asked to man these councils. If they are people of ability and integrity, it would make a marked difference. But if they are people who lack both stature and a professional approach to problems, the situation may not change in any significant way.

Unit-end activities

1. Is your university a State or a Central university? What are the mechanisms of its funding?
2. Briefly discuss about the courses that are funded by UGC in your university/ college.

Points for discussion

1. What are the different courses in your university that receive funds from UGC? What is the enrolment pattern of boys and girls in various courses?
2. Do universities have women hostel? If they have, how effective they are in enhancing the enrolments of girls.

Suggested readings

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6

The Evolving Policy Perspectives in Higher Education

Introduction

The challenge of self-reliant development after Independence necessitated growth with equity and social justice, and modernization of the inherited socio-economic structures so that they formed the basis of development planning in India. Education was considered as a critical input in development to achieve the goals of social and economic development. It was in this context that, soon after Independence, considerable emphasis was placed not only on the expansion of infrastructure at different levels of education but also on strengthening the scientific and technological component therein so as to meet the requirements of skilled and high level manpower.

The trend of development in education in Independent India has been governed by a set of complex forces. Since, the provision of education is by and large the responsibility of the Government, the developments have been under the constant review during the past six decades of planned development. From time to time, the Government has been laying policy thrusts based on the overall strategy of development planning in the country. Each policy reform inevitably affects some or all aspects related to the organization, content and control of higher education.

A quick perusal of development in education indicates that inspite of various inadequacies and limitations of higher education, the country has by now produced a stock of scientific and technical manpower which is one of the largest in the world. There are still miles to go however. Many reforms have not yet been fully implemented. It would therefore be appropriate and instructive to make a general survey of the policies and programmes of higher education aimed at bringing about qualitative improvements so as to make the system more responsive to the changing demands. This unit intends doing precisely that.

Learning outcomes

After going through the unit, you would be able to

- identify the major landmarks in the evolution of policy in higher education;
- understand some of the prevailing policies and thrust areas in higher education in India;
- understand the problems of implementation of these policies; and
- identify the gaps between the policy pronouncements and realized goals and to pinpoint the areas which require critical intervention so that the country is able to face the challenges of the future.

In the field of education the country was faced with the task of providing a minimum level of education to all and at the same time **restructure higher education** to meet the manpower requirements of a growing economy. A **multi pronged strategy** was adopted for this purpose. First, to provide education to all children up to the age of 14 years; second, to eradicate adult illiteracy; third, linking education to the world of work; and finally, to strengthen the research and development role of higher education in the structural transformation of the economy.

Till 1976, with the exception of higher education, education was exclusively a State subject. However, the 42nd amendment to the Constitution of India has placed education on the Concurrent List. In addition to the State governments, the Parliament is also authorized to legislate on matters related to education, and its legislation would have precedence over that of the States. However, in the case of higher education, as discussed in the previous unit, the Central government has been entrusted with:

- the responsibility of coordination;
- of determining and maintaining standards in the institutions of higher education, research, scientific and technological institutions, union agencies and institutions of professional and vocational training;
- promotion of special studies or research, central universities and any other institution declared by the Parliament as institutions of national importance.

Policy perspectives in higher education

It may be observed that while the UGC has been an apex body essentially concerned with the setting up and maintenance of standards in higher education throughout the country on a uniform basis, the Central government has been playing a key role in providing overall policy directions. The UGC thus acts as a vital link between the policy-making bodies of the government and institutions of higher education. The task of arriving at a set of policies to be pursued in the development of education is usually entrusted to Commissions and Committees set up for specific purposes. The development of higher education in India has been significantly affected by the various policy pronouncements and the consequent programmes undertaken to operationalise them. The important landmarks in the evolution of policy in higher education are:

- i) University Education Commission, 1948-49.
- ii) Education Commission, 1964-66.
- iii) National Policy on Education, 1968.
- iv) Draft Policy on Education, 1978.
- v) National Commission on Teachers-II, 1984.
- vi) Challenge of Education: A Policy Perspective, 1985.
- vii) National Policy on Education, 1986.
- viii) National Policy on Education: A Programme of Action, 1986.
- ix) National Policy on Education: A Programme of Action, 1992.

In the following discussion, a brief analysis of the historical background and important recommendations of various Commissions and Policy statements aimed at the improving system of higher education in India would be undertaken.

University Education Commission (1948-49)

Soon after Independence, the process of the restructuring and reforming the system of education was set into motion. The University Education Commission (UEC) was set up in 1948 under the Chairmanship of Dr. S. Radhakrishnan, a distinguished educationist, who later became the President of India. The main objective of the Commission was to suggest measures for improvement of the system that may be necessary to suit present and future requirements of the country. The programmes of educational development during the first three Five-Year Plans were all based on the recommendations of the UEC.

Although the Commission was specifically looking into the various facets of higher education, it also examined some aspects of school education particularly those having a bearing on the development of higher education.

The UEC observed that a large majority of the students admitted to universities are ill equipped to take advantage of the university education and suggested radical reforms in secondary education. Following its recommendations, a separate Commission for restructuring secondary education was set up in 1952.

In a study conducted by the UEC, it was found that the number of actual working days in a year in most universities and colleges are insufficient. Interestingly, it was found that in case of certain universities, the number of actual working days was as low as 120.

The **major recommendations** of the UEC were:

- The **aim of education** should be to awaken the innate ability to live and to train citizens for democracy and self-development, to acquaint individuals with their cultural heritage and to impart to them professional and vocational training;
- the Commission emphasized the role of the **study of agriculture** in an agrarian economy like India. It suggested that special attention be paid to the development of **higher education in rural areas**. It further suggested that on the basis of critical studies about the nature and type of manpower requirements, the scientific and technical base of educational system should be strengthened; Mere imitation of the existing institutions at home and abroad should be avoided;
- the Commission emphasized the role of **post-graduate research** and training for the advancement of the country. It suggested that PH.D scholars should emphasize both on the breadth and the width of the knowledge. They should not have narrow specializations;
- **overcrowding** at universities and colleges should be **avoided** and the number of working days should be increased to a minimum of 180, exclusive of examination days;
- realising the importance of the **medium of instruction**, the Commission recommended that English as a medium of instruction in higher education should be replaced as early as possible by an **Indian language**;
- a university degree should not be required for government, administrative services. Special state examinations for recruitment to various State services should be organized;
- realizing the deficiencies of the examination system and the magnitude of wastage, the Commission recommended a thorough study of the **scientific methods of educational testing** and appraisal.

The UEC also recommended that completion of **12 years of study** at a school or an intermediate college should be the standard for **admission to university courses**. In the proposed structure, the first degree Course in Arts and Science was of three

years' duration. The degree course in engineering were of four years' duration after Intermediate in Science, exclusive of the period of work training or of five years in case of work practice being a part of study. The UEC recommended that in order to divert students to different vocations after 10-12 years of schooling, a large number of occupational institutes be established. To avoid overcrowding in the universities and colleges, the Commission recommended that the maximum number of students in Arts and Science faculties of a teaching university be fixed at 3000 and an affiliated college at 1500. It also recommended diversification of higher education so as to provide the necessary manpower in critical areas like agriculture and industry.

The Education Commission (1964-66)

Before looking specifically into the recommendations of the EC, it may be noted that the enrolments in higher education witnessed a massive expansion and recorded the highest growth rates in the fifties and the sixties. The enrolment in absolute numbers increased from about 1.74 lakhs in 1950-51 to about 10.67 lakhs in 1965-66. The growth rates for different periods are as under:

Table 1 Increase in enrolment (1951-65)

Period	Growth rate %
1950-51 to 1955-56	11.2
1955-56 to 1960-61	13.5
1960-61 to 1965-66	14.0

Another important feature of higher education has been that a large proportion of enrolment was located in affiliated colleges. In 1965-66, about 88% of the total enrolment at the undergraduate level was in affiliated colleges. It is therefore very clear that the demand for education picked up more in response to populist pressure (a more detailed discussion on this aspect takes place in the forthcoming units). In India, the system of setting up of affiliating universities was started during the colonial period so as to monitor large number of colleges which sprang up in various parts of the country. Over the years, the affiliated colleges have grown in numbers.

With a view to look into these problems, the Government of India appointed the Education Commission (EC) under Chairmanship of Professor D. S. Kothari in 1964. The main function of the Commission was to advise the Government on the national pattern of education and to suggest the general principles and policies for the development of education at all stages and in all aspects. The setting up of EC was significant on account of the following:

- i) For the first time in Independent India, the **role of education** in the context of **national development** was examined.
- ii) As such the EC was not only concerned with the identification of changes needed in a particular sector of education but for the system as a whole.

The recommendations of the EC formed the basis of National Policy on Education announced in 1968 and it provided the framework for educational development during the Fourth and the subsequent Five-Year Plans. The programme of **educational reconstruction** proposed by the EC broadly falls into three categories.

- i) **Transformation** of the education system so as to **relate it to life, needs and aspirations** of the nation;

- ii) **Qualitative improvements** of education so that the standards achieved are adequate, keep continually rising and, at least, in a few sectors, become internationally comparable;
- iii) **Expansion of education facilities** broadly on the basis of manpower needs and with an accent on **equalization** of educational opportunities.

The Education Commission felt that the affiliation system, in trying to enforce same programmes and rules in all colleges, was holding back desirable changes even from those colleges which had the will and competence to undertake the much needed reforms. It advocated autonomy for selected colleges, and even for highly innovative departments in the universities.

The fundamental principles for the provisions of facilities at different stages and sectors of education as suggested may be stated as follows:

- provision of effective and compulsory general education to all children;
- higher secondary and university education to those who are willing and qualified to receive such education, consistent with the demands for trained manpower and the need to maintain essential standards;
- emphasise the development of professional, technical and vocational education and to prepare the skilled personnel needed for the development of agriculture education and the industry.
- to identify talent and to help it grow to its full potential.

As a result of the recommendations of the Education Commission, corrective measures to check the malignancy were taken up. Research for excellence in higher education led firstly, to the establishment of Centres of Advanced Studies as well as Departments of Special Assistance within the university system and secondly, to some augmentation of research funding to universities, as compared to the national laboratories etc. The **seventies** thus was the **period of consolidation** of higher education in India. The growth rates of enrolments fell to about 4% per annum. Although, the switching over to 10+2+3 pattern of schooling is partly responsible for this, other factors, like large-scale unemployment among the educated, also had an affect on the enrolment patterns.

Realising the special significance of highly qualified manpower for socio-economic development, the Commission with the assistance of other experts, undertook a very elaborate study on the manpower requirements and proposed a plan of action to suitably adjust the enrolment patterns so that there was no shortage of skilled manpower. The manpower projections related to a time span of 15-20 years. The Commission also suggested that the Planning Commission should have the responsibility for preparing the estimates of manpower requirements in all sectors of development and revising them continuously. The EC also observed that the implementation of these policies should be taken up seriously '... as the stakes are too big to be taken lightly'.

Self-assessment

1. *What was the proposal of the EC with respect to national education system in the country?*

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2. *What were the main areas in higher education impacted by the recommendations of the EC?*

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Based on the recommendations of the Education Commission, a resolution on National Policy on Education was formally adopted by the Parliament in 1968. The principles enunciated in the National Policy on Education aimed to promote **national progress**, a sense of **common citizenship** and **culture**, and strengthen **national integration**. The policy laid considerable emphasis on the **reorganization of courses** at the first degree level.

The following aspects of higher education were specifically highlighted in the policy statement:

- The number of full-time students to be admitted to a college or university department should be determined with reference to the laboratory, library and other facilities and the strength of the staff. Since the demand for higher education will be much larger than the provision that can be made for it or is needed on the basis of manpower requirements, a system of selective admissions will have to be adopted;
- Considerable care is needed in establishing new universities. These should be started only after the adequate provision of funds has been made for the purpose and due care has been taken to ensure proper standards;
- Special attention should be given to the organization of post-graduate courses and to the improvement of standards of training and research at this level;
- Centres of Advanced Studies should be strengthened and a small number of 'clusters of centres' aimed at the highest possible standards in research and training should be established;
- There is a need to give increased support to research in universities generally. The institutions for research should, as far as possible, function within the fold of universities or in intimate association with them;
- Facilities for part-time education and correspondence courses should be developed on a large scale at the university stage.

Many reforms proposed by the Education Commission (1964-66) and the National Policy on Education (1968) were included as an integral part of the Fourth Five-Year Plan and were carried further in the subsequent Plans also. The post-graduate and research sectors were given high priority. A number of 'Centres for Advanced Studies' in different disciplines were set up in the universities. The Indian Council for Social Science Research (ICSSR), was also set up 'to promote research in Social Sciences'. Specialized institutions of research, extension and training were also set up in many parts of the country. Despite the recommendations of the EC, the following situation has arisen:

- i) Admissions according to infrastructure and capacity has not been possible. Good institutions have bloated a lot;
- ii) Universities are being rather freely set up, without ensuring adequate financial support;
- iii) Post-graduate education and research have received some augmented support.
- iv) Institutions for research have all been up outside the universities, and interaction with the universities is quite inadequate.

Development of Higher Education: A Policy Framework (1978)

The NPE (1968) had proposed certain reforms in higher education, which were either implemented slowly, or there was some resistance to their implementation. The problem of raising standards in higher education defied all solutions that were

tried. In the face of these and many more critical problems, the University Grants Commission prepared a policy framework for the development of higher education. The document analysed the following important problems. It was considered that policy planners should evolve measures to tackle them on a priority basis. The issues identified by the UGC were:

- Role of the university system in national development;
- Guidelines for restricting access to higher education:
- Measures for improvement of standards;
- Restructuring of courses;
- Post-graduate and research priorities;
- Diversification of courses;
- Decentralization of control;
- Autonomous colleges;
- Academic freedom;
- Medium of instruction

Self-assessment

3. *Identify four important causes of low standards in higher education as enunciated in the University Education Commission (1948).*

.....

4. *Outline, in brief, the recommendations of the Education Commission (1964-66) with respect to problems of affiliated colleges which found articulation in the National Policy of Education in 1968.*

.....

National Commission on Teachers (higher education) (1984)

The National Policy on Education (1968) envisaged a periodic review of the progress, and working out of new policies and programmes of education. It was suggested in the policy that a comprehensive review of the implementation should be undertaken every five years. The first step in this direction was the setting up of two National Teachers Commissions on Teachers, one dealing with schools, and the other with higher education. The National Commission on Teachers for Higher Education (NCT-II) was set up under the Chairmanship of Prof. Rais Ahmed to look into the various facets of higher education, especially concerning the teaching profession.

The Commission resolved to base its work on large-scale interactions with the university and college teachers. With a view to arriving at its findings, the Commission had extensive discussions with teachers, received memoranda from teacher organizations and carried out a survey of about 6000 university and college teachers on various aspects of the teaching profession.

The recommendations of the Commission are significant in the sense that for the first time in the history of Independent India, attention was given to the **role of teachers in education** and an in depth analysis was undertaken about their **status, work ethos, recruitment procedures** and other associated conditions. It was expected that the findings and the recommendations of the Commission would provide the necessary inputs for the professionalisation of higher education.

The process initiated by the NCT was carried further in 1985 and a comprehensive overview of the state of education in the country was carried out by the then Ministry of Education. The review document entitled 'Challenge of Education: A Policy Perspective' represented an important stage in the process of evaluating the past performance and pointing out explicitly the various inadequacies and constraints operating on the education system to meet the aspirations of the masses, and the stated objectives and goals of higher education. It also highlighted the new directions in which immediate action was needed so as to enable higher education to meet the future challenges, improve the quality and increase the efficiency of the system. This type of critical evaluation and spelling out of a policy perspective was not only unique but was of its own type in the history of Independent India. Although the document was not intended to be a policy statement, its essential purpose was to generate a nation-wide debate which was absolutely necessary to understand the perception of scholars, teachers, students, employers and the general public at large. The ensuing debates and discussions provided the necessary policy inputs and facilitated the formulation of the new education policy in 1986.

The **critical analysis** of past developments continued to show similar findings as before:

- i) an **overwhelming expansion** of enrolment at various stages;
- ii) performance with respect to **equality** was **less than satisfactory**;
- iii) the relevance of higher education and the growing unemployment particularly among the highly education continued to be an Achilles' heel;
- iv) the declining standards of teaching, examination and research;
- v) identification of factors, which have inhibited the implementation of strategic reforms, suggested by the earlier Commissions and found in the policy statements.

It was explicitly recognized that at the undergraduate level, the problem is not merely of access and equity but that of preventing excessive waste of scarce resources due to very high failure rates. At the post graduate level, the need for encouraging students with good academic record is equally important. Many scholars have attributed this malaise to the inadequacy of financial resources especially in the case of programmes related to the development of technical and vocational education.

National Policy on Education (1986)

Based on the findings of the NCT and the critical assessment through Challenge of Education on the one hand, and the feedback obtained through the nationwide debates, seminars and conferences on the other hand, the Parliament in 1986 adopted a policy resolution called the National Policy on Education, 1986. It is noteworthy that the new education policy has particularly **reiterated** some important **recommendations** of the **Education Commission, 1964**, which could not be implemented fully earlier because of a variety of reasons. The policy has not only restated some of the earlier objectives which are quite pertinent even today and need immediate implementation but also cautioned that although implementing these reforms is going to cost the nation some money, the cost of non-implementation would be much greater in every respect.

The major objective of the NPE, 1986, is to prepare the Indian people and the nation to face the challenge of the twenty-first century. Taking note of the major technological changes and the critical role of human resources, both as producers as well as users of technological innovations, for raising the quality of life, it

emphasized that investment in the overall **development of human resources** is non-negotiable. It is development of human resources. It is in this context that a new Ministry, called the Ministry of Human Resource Development, was created by enlarging the scope of the then Ministry of Education.

In the newly created Ministry of Human Resource Development, education is now one of the departments. The NPE 1986, reiterates and suggests new initiatives in areas of **autonomy** in universities and colleges and **decentralized planning and management**. The policy has also emphasized the role of **open learning systems** in **enlarging opportunities** for higher education.

It is undoubtedly true that the new dimensions of education make it an integral part of national development and call for a greater responsibility on the part of the teacher. Due to the explosion of knowledge and the accompanying technological changes, the role of teachers has undergone significant changes in the last few decades. Teachers have to be more innovative, and have to be trained to exploit various teaching methodologies and explore all possible sources of knowledge.

An important part of the policy statement is the emphasis on making the system work. If education is to meet the future challenges, the phrase 'all teachers should teach and all students learn' becomes highly important. The strategy in this regard consists of:

- a **better deal to teachers** and greater **accountability**;
- provision of **improved student services** and insistence on **observance of accepted norms** of behavior;
- provision of **better facilities** to the institutions;
- creating a system of **performance appraisal** of institutions according to standards and norms set up at the national level.

Achieving **excellence** in higher education involves the **strengthening of infrastructure, modernization and changes in curricula** and raising the **quality and performance of teachers**. All these reforms cannot be carried out without adequate provision of resources. The goals and objectives of education can only be realized if sufficient investment in education, of the order commensurate with the nature and dimensions of the task, is made. A perusal of the university finances in India reveals the extent of inadequacy of financial resources. It has been found that the government funds are the major source of funding. The EC (1964) had raised three major issues related to the **financing of education** in India:

- What should be the total **level** of financial support for education?
- What **guidelines** can be formulated about the distribution of funds between different levels of education?
- What **proportion of total resources** should be broadly devoted to improvement of quality and consolidation and the expansion of education?

The analysis of educational expenditure showed that education got 1.2% of the total analysis of education national income in 1951 and 1.9% by the end of the first Plan and 2.9% by the end of the Third Plan. Based on the likely developments in the field of education, the EC, 1964 had recommended that a minimum level (6%) of the national income should be spent on education. This figure has been accepted by the Parliament in its educational policy resolution of 1968,

In line with the recommendations of the Education Commission, the NPE, 1986, specifically highlighted the need for appropriate level of investment in education, and assured the nation that adequate resources will be made available for the

purpose. The policy had also cautioned about the serious consequences of inadequate investments in education and neglect of vocational and technical education and research. In view of these imperatives, education has to be treated as a crucial area of investment for national development and survival. So, as far as policy goes, the idea that “expenditure” on education is an investment on the future, bringing returns of many kinds, including financial returns, has been clearly accepted. What happens in practice has to be watched.

Programme of Action (1986)

The experience of last six decades has shown that the implementation in many cases became very tardy because a comprehensive and co-ordinated effort was lacking. Therefore, this time around, Parliament approved a detailed document called the “Programme of Action”. The newly constituted Ministry of Human Resource Development took a bold step in preparing a sector-wise detailed plan of implementation for this purpose. Realizing the significance of policy implementation, actions to avoid various bottlenecks were initiated. A preliminary review indicated that progress in many areas had been significant, but there is no scope for complacency.

In spite of some progress, which has been achieved so far, many reforms have been found to be proceeding at snail’s pace. Issues like reforms in examinations and restructuring of degree courses, don’t need either action of the entire community or a great deal of money. The community of teachers is also sometimes responsible for narrow traditionalism. Other issues like the relationship of education with employment, or linkages of educational institutions with research and productive activity are indeed more complex.

As discussed in the earlier unit, the All India Council of Technical Education (AICTE) was set up in 1945 as a national expert body to advise the Central government and the State governments on the development of technical education. Since, the AICTE did not have statutory powers, its authority relating to the maintenance of standards and coordinated development of technical education could not be fully exercised. During 1987-88, a Bill was passed by the Parliament vesting statutory powers to the AICTE in the following areas:

- proper planning and coordinated development of technical education throughout the country
- promotion of qualitative improvement of technical education in relation to planned quantitative growth
- regulation of the system and proper implementation of norms and standards.

Some progress of implementation of NPE, 1986, is as under:

- **guidelines** for granting **affiliation** to new colleges were finalized;
- proposals from a number of colleges for the grant of **autonomy** were considered by the UGC and accorded autonomy;
- the **qualifying examination** for the **recruitment** of university teachers called the **NET** (National Eligibility Test) has been initiated;
- the University Grants Commission has put in practice **Academic Staff Colleges** for the orientation of the newly appointed university and college lectures. Academic Staff Colleges are functioning in many universities.
- Performance appraisal and **code of professional ethics** for teachers has been finalized and awaiting formal implementation.

- The revised guidelines for setting up **State Councils of Higher Education** have been formulated and circulated to the State Governments. In some States the SCHEs are functional.

Self-assessment

5. *We have discussed in the above section the idea "challenge of changes in education lies in policy implementation".*
 - a) *What were the areas of successful implementation in quality improvement as a result of POA, 1986?*
 - b) *In which areas are challenges still being faced?*

.....

.....
6. *What did the POA (1986) suggest for developing human resources for the 21st century?*

.....
7. *List down the major points of departure in National Policy of Education from the Education Policy of 1968.*

.....

Programme of Action POA (1992)

The implementation of the NPE (1986) and POA (1986) was constrained by lack of consensus on some important measures such as non-proliferation of institutions of higher learning; development of autonomous colleges; establishment of State Councils of Higher Education (SCHEs); redesigning of courses; promotion of student and teacher mobility. Resource insufficiencies and absence of effective monitoring and review mechanisms were also constraints.

In the light of the experience of the implementation of NPE (1986) and POA (1986) the Programme of Action (POA) 1992 proposed the following actions:

- the establishment of State Councils of Higher Education as statutory bodies in all States during the Eighth Five-Year Plan to ensure proper planning and coordination of the development of higher education;
- pending the establishment of SCHEs, every State government should in partnership with UGC, undertake a survey of the existing facilities for higher education in the State and its projected needs up to the year 2000;
- minimize the establishment costs of universities and colleges by establishing them where infrastructural facilities are easily available; usage of present institutions should be optimized by introducing extra shifts;
- entrance tests for admission to institutions of higher learning will be encouraged and promoted by UGC and the State Governments.
- Development of Autonomous Colleges and departments through:
 - the implementation of the recommendations of the UGC;
 - the establishment of a Council for Autonomous Colleges in every State to review progress and resolve implementation difficulties;
 - establishment of a separate mechanism to evaluate the performance of autonomous colleges;

- initiation of a review of autonomous departments by UGC;
- granting autonomy in a phased manner to departments receiving financial assistance from the commission by 1997.
- Redesign of courses:
 - UGC should ensure updating of the model curricula at least once in five years;
 - revision of UGC's existing guidelines for restructuring of undergraduate courses;
 - in future the emphasis should be on development of integrated honours courses in vocational subjects rather than optional vocational courses, which do not enhance job prospects sufficiently;
 - a concerted effort should be made by the conventional universities to develop courses on a modular basis in the Eighth Plan to encourage mobility between conventional and open universities;
 - teachers in autonomous colleges and departments should be given incentives and training to equip them for designing vocational courses and revising curricula.
- Teacher's training in academic staff colleges should be done in a planned manner and courses be offered regularly. These colleges should be monitored quantitatively and qualitatively. A network of them should be set up to share and coordinate their activities in close collaboration with National Institute of Educational Planning and Administration (NIEPA). Efforts should be made to initiate training and orientation of teachers in engineering and technical subjects. Suitable distance education programmes should be designed for upgrading knowledge and skills of teachers in institutions of higher learning. The efforts by UGC and IGNOU should be integrated;
- Research in universities :
 - university – industry linkages should be made on a priority basis with incentives made available for such linkages;
 - increase flow of research funds to universities;
 - facilitate basic research in priority areas through inter-institutional links between Indian universities and state-of-the-art research institutions abroad;
 - constitution of a committee with representatives of DOS, CSIR, ICSSR, ICHR etc. to assess the quality of research in our universities;
 - new inter-university centers for research should be established in humanities and social sciences.
- Promotion of Science education in Universities:
 - equipping at least one Science college in every district with a modern laboratory during the Eighth Plan by the UGC;
 - a strategy in collaboration with the department of Science and Technology, for meeting training needs of science teachers on a priority basis should be worked out the UGC.
- Improving efficiency of universities:
 - augmentation of training facilities for university and college administrators;

- establishment of autonomous departments and units to decentralize administrative, academic, financial powers in universities; and
- setting up of effective grievance redressal machinery.
- Mobility of students and teachers:
 - 10% of seats on a supernumerary basis should be made available in post-graduate departments for children of employees with all India transfer liability and non-residents.
 - teachers from one state university / college should be permitted to carry forward benefits of past services to another.
- Finances:
 - institutions of higher learning should consider measures for raising internal resources and improving their cost efficiency without compromising measures such as financial support to students from weaker sections of society;
 - efforts should be made to evolve rational norms (e.g. per capita cost, teacher- student ratio etc.) for providing grants to universities.
- Review and monitoring:
 - one major scheme of the POA should be reviewed in every meeting by the UGC and recommendations for improvements should be reviewed by CABE (Central Advisory Board for Education) at the national level. At the state levels SCHEs and SABEs (State Advisory Board for Education) would play the roles of UGC and CABE. At the institutional level affiliating universities should be entrusted with the task of review and monitoring.

The Ambani - Birla Report (2000)

A special subject group on policy framework for private investment in education and health and rural development under the convenorship of Mukesh Ambani submitted its report to the Prime Minister's Office in April 2000. The report has not been approved in the Parliament yet but throws considerable light on the direction which higher education is likely to take in the near future. The Report discussed a number of issues including constraints in higher education and offered suggestions to overcome them:

- There is a **need to evaluate the utility** of current Arts and Science courses in the prevailing scenario. This evaluation should not restrict to the curriculum alone but also to the linkage to employment opportunities.
 - The private institutions should be encouraged to establish science and technology institutions. There should be no funding from Government to these institutions. The linkages between industry and academic institutions, especially in research and development, should be institutionalized.
 - All courses from the UG level should have a module on entrepreneurship.
- Continuous learning should be made mandatory for all teachers in higher education on a periodic basis. This should be at least 6 weeks of training for every two years of teaching.
- The institutions should be rated by independent agencies, as is done in the financial market: The process should be analogous to the credit rating for financial instruments. All institutions failing the minimal quality tests to be given a pre-specified time to improve, failing which these are de-recognized. All institutions should obtain this rating each year. This should be prominently

displayed in all communication and application forms. This would strengthen the accreditation process.

- The University governance structure should be compact and effective. In view of global participation of the Universities, the issue concerning their jurisdiction of geographical territory needs a review. Also the University should be allowed to establish their centers of studies at various locations in India and abroad.
- The University administration should be effectively decentralized and based on the latest information technology techniques. The courses of studies should be flexible to encourage the students to choose the variety of subjects in tune with their strengths and the market demands.

The Report also discussed the following aspects:

Government controls

According to the Report, the education sector in India is probably the most controlled sector in India. The whole mindset is on grants and aids. Arising out of this mindset is a plethora of rules and regulations. There are far too many bodies managing education. Rules and regulations govern virtually everything from location, student intake, course content, fees and fee structure, appointments, compensation for faculty and so on.

The whole system needs to be overhauled. Institutions that do not depend on the government for funding or have low levels of funding must have operational freedom and the flexibility to innovate. Management of education must be decentralized.

Foreign direct investment

The Report recommended, for the first time perhaps foreign, direct investment in education which it stated will improve standards and quality of education. It can facilitate global integration of the Indian education which, even to date, is not accepted in many professional disciplines such as medicine and accounting, the report suggested.

Financing

Privatization of higher and professional education can relieve government funding from these areas which can be used for primary education and improving literacy. Subsidies for higher education should be gradually withdrawn through higher fees and changes in fee structure.

Concurrently, a credit market for education needs to be developed to support financing the higher costs. Financial institutions should be encouraged to offer assistance in the form of loans to students in higher education and professional streams. Introducing loans improves resource allocation since students will enroll in courses with better returns. It will also attract resources to the education sector as it is linked to graduates future earnings. Since sufficient collateral cannot be provided by students, a scheme for government guarantees coupled with an independence recovery authority needs to be institutionalized.

Marketing Indian education abroad

There is a good market for Indian education in Asia, Africa, South America and East Europe. Our cost levels will easily be less than one fourth of those in the developed world with comparable quality.

The Indian education system, once reformed, will have the ability to attract a large number of foreign students. This will have to be encouraged in order to generate additional finances and earn goodwill. To begin with the establishment of international

schools in all our existing centers of excellence, which have international reputation, can be started.

The Ambani – Birla report, for the first time, explicitly treated the sector of education like a business enterprise recommending, accordingly, measures to overcome the shortcomings. The Report was met with considerably opposition on account of both its perception of higher education and solution to the problems.

Policies and their salient features

Policies	Salient features
University Education Commission (1948-49)	✓ Improvement and extension for nation's requirements ✓ Reforms in secondary education suggested ✓ Need to improve standards emphasized ✓ No. of working days to be increased ✓ Role of research ✓ Recommended Indian language as medium of instruction ✓ Suggested vocational courses
The Education Commission (1964-66)	✓ Structured the degree courses ✓ Stressed the importance of education in national development ✓ Quality and relevance of higher education questioned by critics. ✓ Increase in enrolment in higher education ✓ Setting up of the Education Commission ✓ System of selective admissions to be adopted. ✓ Ensuring adequate funding before establishing new universities ✓ Improvement of standards of training and research at Post Graduate level. ✓ Support of research in universities ✓ Facilities for correspondence and part-time education
National Policy of Education, 1968	✓ Set up 2 Commissions on Teachers. ✓ Focused on economic, social status and various other aspects of the working life of teachers by interviewing more than 6000 teachers. ✓ Evidence showed teachers were poorly placed.
National Commission on Teachers (higher education), 1984	✓ Recommended career development of teachers

National Policy of Education (1986)	✓ Development of Human Resources ✓ Education came under the purview of the Ministry of Human Resource Development ✓ Responsibility on teachers to be more innovative and up to date with the latest information on their subjects ✓ Perusal of university funds revealed inadequacy of financial resources ✓ Need for investment in education
Programme of Action (1986)	✓ Guidelines given to new colleges for affiliation ✓ Committee set up to look into management patterns of universities ✓ Steps initiated to conduct qualifying exam to recruit univ teachers. ✓ UGC approved scheme for Academic Staff Colleges. ✓ Performance Appraisal for teachers finalized ✓ State Councils for higher education finalised
Programme of Action (1992)	✓ Establishment of SCHEs ✓ Development of autonomous colleges. ✓ Establishment of State Councils of Higher Education (SCHEs) ✓ Redesigning of courses. ✓ Measures for improvement of the quality of research ✓ Promotion of student and teacher mobility ✓ Resource recommendations ✓ Setting up monitoring and review mechanisms.

Summary

When the issues described above are put together, one gets an idea about the diverse manner in which the development of education in general, and, that of higher education, in particular, is constrained. Even after 55 years of Independence the access to higher education remains very limited. According to the UNESCO, World Education Report for 2000, only 6.9 per cent of the youth in the age group of 17 to 23 are enrolled for higher education in India, in the U.S. the figure is 80.9 percent, in the United Kingdom 52.3 per cent, Australia 79.8 percent and New Zealand 62.6 per cent. An overwhelming section of the population is deprived of higher education. The problems discussed above are only illustrative of the issues. There are hardly any signs to imply that the system is likely to either correct itself or the policy statements would provide dependable remedy. For the policy reforms to be implemented, one would require a decisive and strong leadership at the national and institutional level as well as a committed and professionalised teaching community.

Unit-end activities

1. Estimate the number of working days in your college / university. Is it close to the minimum of 180, as recommended by the University Education Commission? Discuss the reasons for this.
2. What are the major problems commonly experienced by affiliated colleges?
3. What are the various activities that you perform as a teacher and you would like to be assessed on as part of the appraisal of teachers proposed in the NPE (1986). Make an appraisal form in this context.

Points for discussion

1. Initiate a debate among your colleagues at your college / university on the implications National Eligibility Test (NET) for teachers in higher education as a measure to improve standards in education.
2. From the University Education Commission (1948) to the Programme of Action (1986), we have come a long way in framing policies for higher education, yet there is a lot that has remained unaffected. Discuss the major implementation bottlenecks that stand. the way of education reforms.
3. Academic Staff Colleges have been established as part of recommendations of the NPE (1986). Write your own experience of the importance of Academic Staff College in enriching teachers knowledge?

Suggested readings

In addition to the policy documents and the material referred to in the text, the following supplementary readings are suggested:

Aggarwal, Yash (1988), *Education and Human Resources Development: Emerging Challenges in the Regional Context*. New Delhi: Commonwealth.

Azad, J. L. (1984), *Government Support for Higher Education and Research*. New Delhi: NIEPA Concept.

Biteille, Andre (1995), *Universities as Centres of Learning*. Journal of Higher Education, 18 (3): 358-406.

Naik, J. P. (1982), *Education Commission and After*. New Delhi: Allied.

Prakash, B. and Yash Aggarwal (1986), Selected Issues for Implementing New Education Policy. Indian Journal of Public Administration, Vol. 32(3), 476-498.

Tilak, J.B.G. (1993), *Financing Higher Education in India: Principles, Practice and Policy Issues*. Higher Education. 26, No.1 (July) 43-67.

UGC (1981), Report of the Review Committee on UGC Programmes, New Delhi: UGC.

Veeraraghvan, J.(1984), *Higher Education in the Eighties: Opportunities and Objectives*. New Delhi: Lancer.

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Higher Education through the Five Year Plans-I

7

Introduction

In the previous units of the earlier Block, we discussed how education can best be used as an instrument of change, particularly in the context of economic and social development. We discussed the notion of development in a much larger sense and described how education is related to it. From our discussions, it is clear that, from the economic and social standpoint, a country's educational system is its main means, both of perpetuating the values and skills of its population, and of preparing it for the changes which progress requires. At the same time, educational systems are the by-products of the societies in which they operate. They depend on the prevailing social structure and the cultural goals of different sections of the society, the demands for and status accorded to different occupations, the aspirations of people for personal and professional development, the size of the nation's budget and its fiscal capacity, and on its general political and administrative system.

Educational planners usually find themselves confronted by an existing educational edifice combining elements of both the old and the new. An archaic educational system cannot be scrapped, and rebuilt in a year or two. Changes in educational systems have to be brought about by a set of policies spread over time with careful regard being paid both to the priority needs of individual sectors and the evolution of the system as a whole.

The unit opens the discussion of the need to integrate educational plans with economic and social development. This is followed by an appraisal of the objectives of planning in education through the Five-Year Plans. A final section, discusses the progress and development of higher education, both in quantitative and in qualitative terms.

Learning outcomes

By the end of this unit, you should be able to

- appreciate the need of planning in general, and in education in particular, in the context of the vital role it plays in the overall development of any society;
- describe the major objectives and thrust areas of planning for general higher education and technical and other professional education;
- evaluate, critically, the achievements and failures with regard to planning in higher education; and
- explain the main features of university development in quantitative and qualitative terms.

Why plan?

As resources are limited, different sectors of development including education compete for the scarce resources, which should be effectively utilized to obtain optimum results. In this context, planning refers to the process of efficient deployment of physical and financial resources for realizing the set targets. It is concerned with the arrangements made for utilizing resources to realize the set goals and to serve given ends. These ends, which are political, social, cultural, humanistic and moral, are given to the planner by the statesmen and politicians whom they serve, and are not the planner's own creation. It is important to point out here that each country has its own type of planning depending on its political system and ideology. For instance, educational planning in all centrally planned economies is an integral part of overall economic planning. All long-term development plans in these countries invariably include targets for education and culture, which are closely linked up with other economic and social targets. However, the need for planning arises from the fact that the material and physical means at our disposal, are always limited and cannot match our needs and fulfill our aspirations. In the context of education, as Coombs has pointed out, "educational planning in its broadest generic sense, is the application of rational, systematic analysis to the process of educational development with the aim of making education more effective and efficient in responding to the needs and goals of its students and society" (1970:4). What are the kinds of questions that an educational planner is confronted with? The main questions are: What is the physical target for raising students' participation in education? What measures should be taken for quality assurance? What is the level of investment to be made in education? What is the optimum relation between the different levels and sectors of the educational system? How can the productivity of educational systems be improved? How can education best be financed? and What are the returns on investment in education? It can be said that planning is an exercise in attempting to answer all these questions and many more.

In India, planning exercises are undertaken at the levels of both the Center and the States governments, which have the mandate to establish and manage the institutions of higher education, such as, the Central and the State universities, deemed to be universities and institutions of national importance - IIMs / IITs, etc. The private (self-financing) universities/colleges accordingly fall under the jurisdiction of the Center or State governments.

There are many approaches and techniques of relating educational planning to development planning. We will just mention some of the methods in use, these are:

i) the social method, ii) the manpower approach, iii) education - output ratio method, iv) the aggregate method, v) the human resources assessment method. It is not within the purview of this unit to discuss each of these individually, but we are sure, you would, on your own, try to find more about these techniques.

Role of education in development reemphasized

The crucial role of education in accelerating the pace of socio-economic development through the development of human resources of the requisite caliber has been recognized all through the plans. The **First Five-Year Plan (1951-56)** emphasized the basic importance of education in the planned development of the nation. It was also stated that for the successful implementation of the Plan, the educational programmes should "help to train the people to place responsibilities before rights and to keep the self-regarding outlook and the force of acquisitive instinct within legitimate bounds. The educational system should also satisfy the "cultural needs..." and "stimulate the growth of creative faculties, increase the capacity for enjoyment and develop a spirit of critical appreciation of arts, literature and other creative activities". (1951:525). In the context of **higher education**, the Plan laid emphasis

on building up of a new system (or systems) more suited to national needs and working out of the relationship of the various systems.

The **Second Five Year Plan** (1956-61) noted that 'the rapid increase in the number of students in universities and colleges has affected the standards of education'. The plan therefore stressed on **improvements of standards** of college and university education.

The **Third Plan** (1961-66) recognized **education** as the most important single factor in achieving rapid **economic development** and **technological progress** and in creating a social order founded on the values of freedom, social justice and equal opportunity. It also emphasized that 'programmes of education lie at the base of the effort to forge the bonds of common citizenship, to harness the energies of the people and to develop the natural and human resources of every part of the country' (1961; 573)

The **Seventh Plan** (1985-90) has also emphasized the importance of human resource development in the development strategy, particularly in a country with a large population. It pointed out that 'trained and educated on sound lines, a large population can itself become an asset in accelerating economic growth and in ensuring social change in desired directions. Education develops basic skills and abilities and fosters a value system conducive to, and in support of, national development goals, both long term and immediate'. The Plan stressed on **removal of obsolescence** and **modernization of technical education** as well as forging of beneficial **linkages with industry** and **development agencies**.

The **Eighth Plan** stated that the goal of Plan efforts is human development, of which human resource development is a necessary pre-requisite. Education is a catalytic factor, which leads to human resource development. In the context of higher education, it was noted that the higher education system at present suffers from several weaknesses such as proliferation of sub-standard institutions, failure to maintain academic calendar, outdated curriculum, disparities in the quality of education and lack of adequate support for research. In this backdrop, the following **thrust areas** were identified:

- integrated approach to higher education;
- excellence in higher education;
- expansion of education in an equitable and cost effective manner, in the process, making the higher education system financially self-supporting;
- making higher education relevant in the context of changing socio-economic scenario;
- promotion of value education; and
- strengthening of management system in the universities.(para 11.7.1)"

It was also stressed that **adequate resources** should be **mobilized** and provided to support higher education sector, so that the nation is fully equipped to face the challenges of the future, which is increasingly becoming information and knowledge intensive (para 11.8.2)

The **Ninth Plan** observed that the deterioration in quality, resource crunch leading to poor infrastructure and the serious problems of governance are the main problems affecting the development of higher education. The Plan stressed the fact that the country is going through major economic and technological changes, the system of higher education has to prepare its products for participation in the emerging social, economical and cultural environment. Universities are witnessing a sea change in their outlook and perspective. Information technology is leading to fundamental

changes in structure, management and mode of delivery of the entire educational system (para 3.3.80).

In the action plan it was indicated that 'teaching in post-graduate and doctoral programmes and research will be oriented towards applied fields so as to establish relevance, need based specialization and technology driven skill generation'(para 3.3.82.i(b)).

Broadly, the Ninth Plan emphasized on the following strategies to improve the higher education system:

- consolidation and expansion of institutions;
- development of autonomous colleges and departments;
- redesigning of courses;
- training of teachers;
- strengthening of research;
- improvements in efficiency;
- review and monitoring etc.

All the Plan documents have duly emphasized the need for promotion of **non-formal education** to ensure life **long learning**. **Open and distance education** have been accorded high priority, as evident from growth of distance education institutions and enrolment particularly since the early sixties. There are as many as eleven open universities - Central (one) and State (10) and over hundred centers of distance education established by the conventional universities, which enroll about 2 million students for various types and levels of programmes. They have established study centers in almost every part of the country and adopt multi-media approaches for teaching and learning. They offer a wide range of programmes and courses to cater for education and training needs of various clientele group.

In the beginning of the **Tenth Plan** (2002-2007), there was "massive institutional infrastructure for promotion of higher education and research in the country". The **Tenth Plan** identified its major objectives, key issues and focus as under:

*"The main objective in the Tenth Plan is to **raise the enrolment in higher education** of the 18-23 year age group from the present 6 per cent to 10 per cent by the end of the Plan period. The strategies would focus on **increasing access, quality, adoption of state-specific strategies and the liberalization of the higher education system**. Emphasis would also be laid on the **relevance of the curriculum, vocationalisation, and networking**, on the use of **information technology**. The plan would focus on **distance education, convergence of formal, non-formal, distance and IT education institutions, increased private participation in the management of colleges and deemed to be universities; research in frontier areas of knowledge and meeting challenges in the area of internationalization of Indian education**"*

The Plan has stressed on the need: (i) to promote **centers of excellence** with the triangular **partnership of academia, industry and government**, which is considered essential to make India a knowledge super power and competitive in the global economy; (ii) to make **accreditation process** more **transparent**, time-bound and free from the regime of controls. There is need to enforce quality assurance measures.

In the following sections, we shall discuss the planning approaches that were adopted to realized the goals stated above.

Objectives of planning for higher education

In this section, we will discuss some of the principles that have influenced planning with regard to higher education in India. This will also give us an idea of the various methods and techniques that have been adopted by our planners in our context.

General education

From the First Plan, it was recognized that university education needs to be reorganized. The constituents of the reorganization of higher education as delineated in the First Plan were three-fold:

- the reform of the existing system to enable it to yield the best results it is capable of yielding;
- the building up of a new system (or new systems) suited to our national needs; and
- working out of the relationship of the various systems, while they exist side by side.

These guiding principles of reforming the system of higher education have been reiterated in the successive Five-Year Plans as also in the reports of the University Grants Commission from time to time. The **basic policy objectives** of the development of higher education, as set out in the **Tenth Plan** are:

General objective: To achieve a profound transformation of higher education in order that it becomes an effective promoter of sustainable human development and, at the same time, improve the relevance with closer links with world of work and achieve quality in its teaching, research and business and community extension functions including life long learning.

Specific objective: To contribute to the transformation and improvement of the conceptions, methodology and practices related to:

- the relevance of higher education;
- quality, evaluation and accreditation;
- research and development;
- outreach activities in business & community and life long learning;
- the knowledge and use of the new information and communication technologies;
- management and financing;
- export of higher education, and reorientation of international co-operation.

The Plan also provides the **agenda** for **higher education** in **21st century**, as under:

"The scope and demand for higher education is increasing and the new paradigm, in higher education, involves creation of intellects (and that means promotion of global standards in institutions of higher education) of world standards and also training of skilled human power at a mass level without compromising on quality (and that means making quality as an integral part of working of institutions of higher education)."

(Source: Xth Plan Profile of Higher Education Institutions, UGC, 2001, pages 14-15.)

Technical and management education

In the Tenth Five-Year Plan (2002-07), the main emphasis has been placed on the following aspects of technical and management education:

The key issues in technical and management education during the Tenth Plan would be a continuing focus on **increasing intake, quality of education**, including **research in technology**. Other issues include: faculty development; optimal utilization of resources through networking; development of information technology education; modernization of the curriculum; international benchmarking; developing capacity in new and emerging technology areas; strategic planning and management of the technical education system and developing the informal sector.

Technical/management education is provided through a large number of institutions in the Central and State sectors as well as self-financing institutions under the private management. There has been a phenomenal increase in number of institutions, which have made significant contributions to the growth of technical and professional manpower in the country. The technical/management education sector is however beset with several problems which include lack of highly qualified faculty for the knowledge in institutions, shortage of funds, inadequate linkages between the institutions and industries. The Tenth Plan has therefore stipulated that 'the thrust of knowledge based industries calls for strengthening the existing infrastructure, modernization of laboratories, workshops, libraries, computer facilities and research and development'. (Para 2.5.29)

In order to upgrade the quality of technical education, several new institutions have been proposed in the Tenth Plan. To make the system flexible and to enable the students to learn at their own time and space, **distance and web-based learning** is planned in the various engineering and management institutions. **Education Technology Centres** are being established/strengthened at select institutions. These centers are responsible for preparation of course materials and multi-media software to put them on-line.

In the area of bio-technology full-fledged department are being established at the various institutions of national importance for undertaking teaching and research programmes. The advances in bio-technology would provide a competitive edge to the country in the long term development of bio-technology potential.

Medical education

Over the Plans, the emphasis in medical education has shifted from expansion of facilities to the improvement of the system of education. As stated in the **Sixth Five-Year Plan** 'The policy of the Government is not to increase the number of medical colleges or their intake capacity. The emphasis would be on bringing about **qualitative improvement** in medical education and training' (1980: 371).

This position was reiterated in the **Seventh Plan** which, besides laying emphasis on improving the quality of training in medical education, laid stress on making it 'need-based and community centered' (1985: 276)

The **Tenth Plan** merely noted that pharmaceutical institutions would be supported for starting advance level courses, R&D and continuing education programmes.

Agricultural education and veterinary sciences

The priority areas are to make agricultural education and research useful to farmers and to give priority to human resource development, with special emphasis on weaker sections of the society.

You would have noticed that all through the Plans, the **basic objectives** of development of higher education have been:

- i) **Consolidation and improvement** of the system of higher education so as to make it more relevant to the national needs and aspirations;

- ii) Provision of due **access** in higher education to weaker and hitherto deprived sections through promotion of open and distance learning;
- iii) Promotion of **post-graduate education** and **research** programmes of an inter-disciplinary character;
- iv) **Restructuring** and **modernization** of courses at the undergraduate and post-graduate stages;
- v) Selective **expansion of facilities** for professional education in order to meet the needs of professionally trained manpower in crucial areas of development;
- vi) **Accelerating** the pace of **research** and **development** so as to give a spurt to the process of scientific and technological development; and
- vii) **Inculcating social** and **cultural values** among the recipients of higher education, so that they could become useful, productive and democratic members of the Indian society.

Self-assessment

1. *Discuss the main objectives in planning with regard to general and education in the Five Year Plans.*

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Progress of higher education

The objectives of Plans will remain mere platitudes if an assessment is not made of how higher education has progressed and performed during the last five decades. The focus of this section is to appraise the development of higher education particularly, in the context of overall educational efforts made during the Plan periods.

In pursuance of the national goal of 'education for all', concerted efforts have been made to expand school infrastructure. As a result, the bases of elementary and secondary education have widened. The number of aspirants for post-secondary education has therefore risen considerably. Consequently, pressure of enrolment in higher education has been increasing, as evident from Table 1, which shows the quantitative expansion of secondary education. The number of institutions, students and teachers has increased manifold.

Table 1: Number of high/higher sec. schools, students and teachers (1950-2000)

Year	High/Higher Secondary Schools/Inter/Pre-degree/Junior Colleges	Students (in lakh)	Teachers (in lakh)
1950-51	7416	15.0	1.27
1990-91	79796	191.0	13.34
1995-96	90134	249.0	14.93
1998-99	112438	277.6	17.47
1999-2000	116820	282.1	17.20

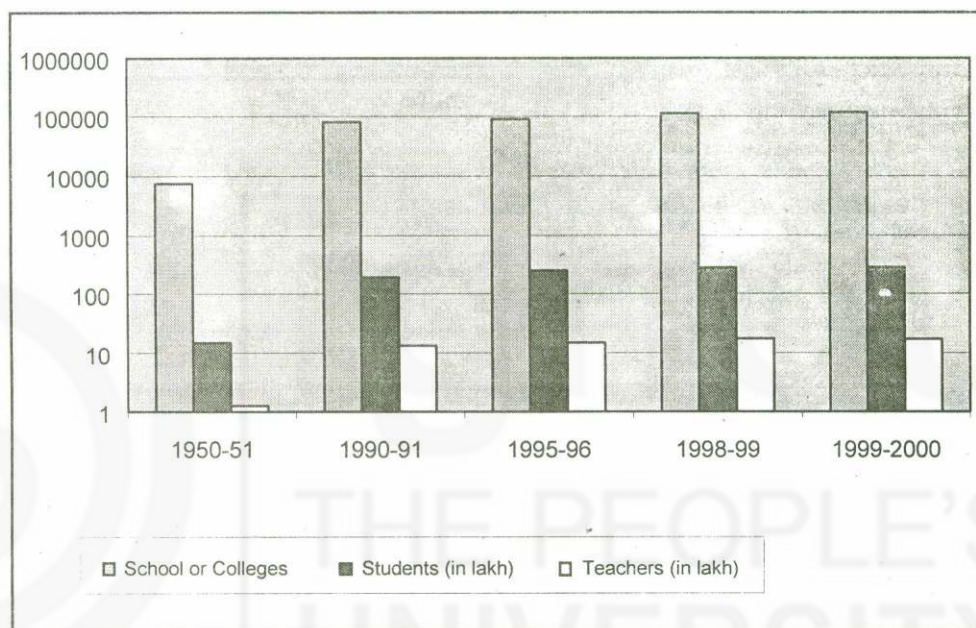


Figure 1 Number of high/higher sec. schools, students and teachers (1950-2000)

(Source: Selected Educational Statistics, MHRD, 1999-2000, as quoted in Approach Paper on Education, Deptt. of education, Govt. of India, 2001.)

In response to the growing social demand for education of all types and levels, allocation of financial resources during the Plan periods has also increased considerably, as may be seen in Table 2. It shows that the policy on investment in education is consistent with the increasing demand for education.

Table 2: Expenditure on education in the Five Year Plans

Five Year Plans	Elementary (%)	Secondary (%)	Higher (%)	Total Expenditure (Rs.lakh)
I	85 (56)	20 (13)	14 (9)	15300
II	95 (35)	51(19)	48 (18)	27300
III	201 (34)	103 (18)	87 (15)	58900
IV	239 (30)	140 (18)	195 (25)	78600
V	317 (35)	156 (17)	205 (22)	91200

VI	803 (30)	736 (25)	530 (18)	204300
VII	2849 (34)	1829 (22)	1201 (14)	850000
VIII	4006.6 (47)	1538 (18)	1055.8(12.4)	852190
IX	16364.88 (65.7)	2603.5(10.5)	2500.0(10.0)	2490850
X			7095.0()	

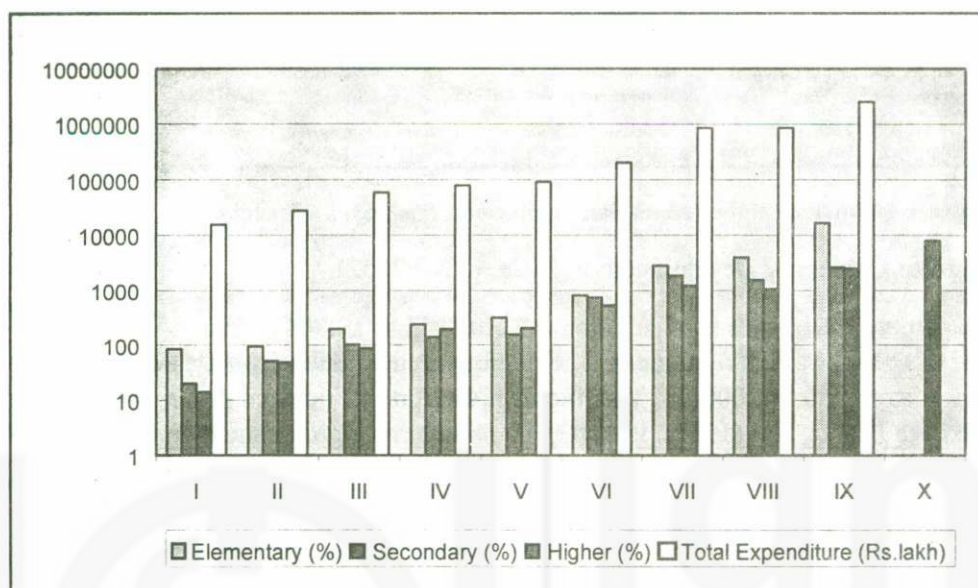


Figure 2 Expenditure on education in the Five Year Plans

(Source: Selected Educational Statistics, MHRD, 1999-2000, as quoted in Approach Paper on Education, Deptt. of Education, Govt. of India, 2001.)

In the backdrop of quantitative expansion of the school and secondary education as well as the Plan expenditure, the developments in different sectors of higher education are reviewed and assessed below:

Quantitative growth

General education: The system of higher education received a great fillip on account of the enthusiastic policies pursued by the Central and State governments since the beginning of Five Year Plans. As a consequence, there has been a spectacular progress in higher education, as is evident from growth of institutions and enrolment. From about 2.6 lakh students in 1950-51, the enrolment (excluding intermediate and P.U.C.) rose to about 88 lakhs in 2001-02. The number of institutions has also increased considerably (Table 3).

Table 3 Growth of higher education institutions, students and teachers

Year	Number of Colleges	Number of universities/university level institutions	Students (in lakh)	Teachers (in lakh)
1950-51	695	32	1.74	0.24
1970-71	3604	102	19.54	1.15
1990-91	7346	190	49.25	2.72
2000-01	12806	256	83.99	4.12

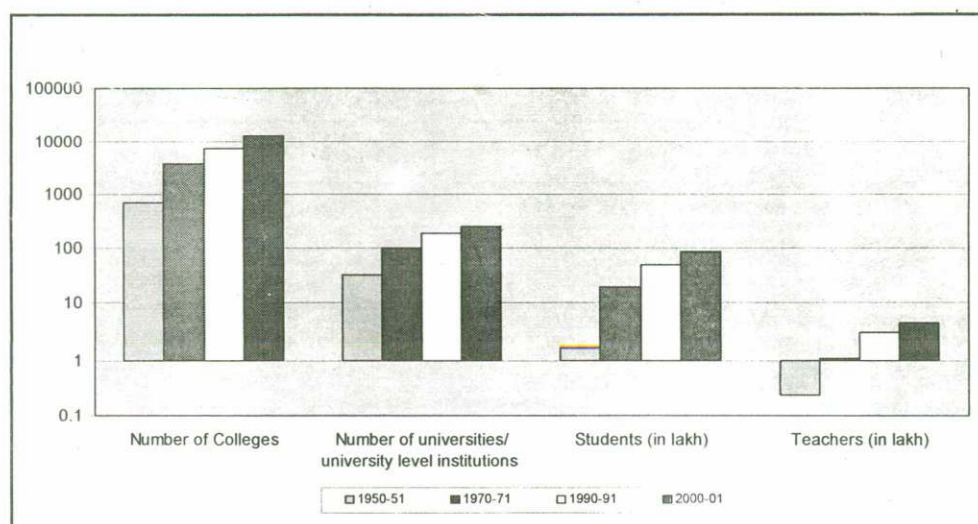


Figure 3 Growth of higher education institutions, students and teachers

(Source: University Development in India, UGC, 2002).

The number of colleges has risen from 695 in 1951 to 12,806 in 2001. At least one-third of colleges are in rural areas. The number of universities, which stood at 32 in 1951 rose to 256 in 2000-01. This includes institutions deemed to be universities under the U.G.C. Act (1956). In 2002, the number of higher education institutions increased to 265, the break up of which is as under: Central University (18), State Universities (178), Institutes deemed to be universities (52). Institutions established under state legislature Act (5) and institutions of national importance (12).

Table 4 shows type-wise number of colleges in the country. Nearly three-fourths of the institutes cater for students in Arts, Science and Commerce.

Table 4 Type-wise number of colleges in the country (2000-01)

Sl. No.	Type	Number of Colleges
1.	Arts, Science, Commerce & Oriental Learning Colleges@	9466
2.	Teachers Training	694
3.	Engineering/Technology/Architecture	678
4.	Medical	1069
	Break-up of Medical Colleges:	
	Allopathy	:245
	Ayurveda	:169
	Homeopathy	:127
	Unani/Tibbia	:23
	Dental	:116
	Nursing	:105
	Pharmacy	:189
	Physiotherapy/Naturotherapy	:95
5.	Agriculture	102
6.	Veterinary Science/Animal Science	50
7.	Law	335
8.	Others*	412
	Total	12806

(Source: University Development in India, UGC, 2002, Table 1.6, p: 9.)

@ These colleges are not necessarily be exclusive for Art/Science/Commerce courses. Some of the colleges are also offering professional courses like Teacher's training, Journalism, Law etc. in addition to the Arts/Science/Commerce courses.

It is interesting to note that the participation of female students in higher education has increased considerably from 11 percent in 1950-51 to 39 per cent in 2001.

Table 5 indicates faculty-wise break up of enrolment, including female students. The relative shares of students in different faculties show that participation of students in technical and professional disciplines is lower than the arts and social science programmes.

Table 5 Faculty-wise student, including women enrolment (2000-01)
(University Teaching Departments/University Colleges & Affiliated Colleges)

Faculty	Total Enrolment	Women Enrolment	Percentage of Women	% of Faculty Enrolment out of Total Enrolment
Arts	3875102	1712010	44.2	46.1
Science	1670263	658769	39.4	19.9
Commerce/Mgt.	1500609	547342	36.5	17.8
Education	109196	55923	51.2	1.3
Engg./Tech.	576649	123992	21.5	6.9
Medicine	262753	115557	44.0	3.1
Agriculture	50308	8773	17.4	0.6
Vet. Science	13588	2838	20.9	0.2
Law	267043	53337	20.0	3.2
Others	73932	27869	37.7	0.9
Total	8399443	3306410	39.4	100.0

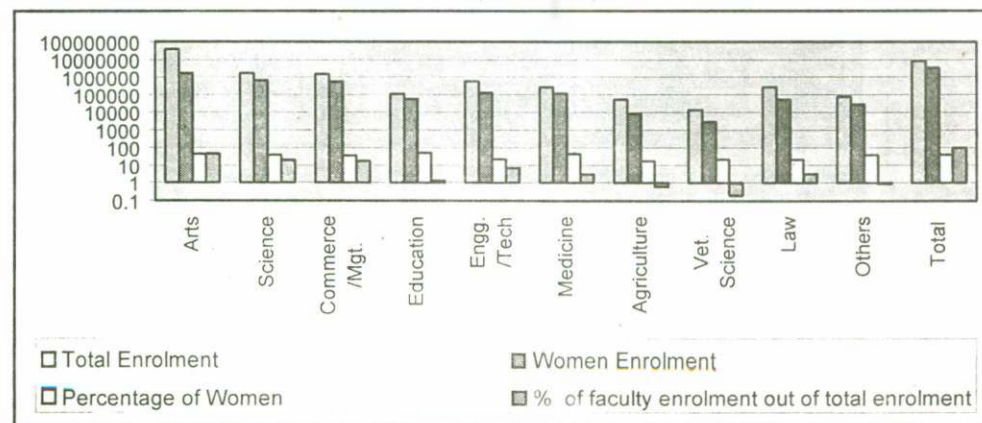


Figure 5 Faculty wise student, including women enrolment: 2000-01

(Source: University Development in India, UGC, 2002, Table 2.4, p: 20.)

Arts includes Oriental Learning

Science includes Home Science, Computer Application, Computer Science etc.

Commerce includes Management

Education includes Teachers Training, Shastrī

Engineering & Technology includes Agricultural Engineering & Technology, Dairy Technology and Architecture

Medicine includes Homeopathy, Ayurveda, Unani, Tibbia, Dentistry, Physiotherapy, Naturotherapy, Nursing, etc.

Agriculture includes Horticulture, Sericulture & Forestry.

Veterinary Science includes Fisheries, Dairy Science, Animal Science.

Law

Others includes Music/Pine Arts, Drawing & Painting, Library Science, Physical Education, Journalism & Social Work, etc.

Level-wise enrolment shows that 89 and 9 percent students are studying at graduate and postgraduate levels respectively. The share of research students is less than one per cent (Table-6). Over 80 per cent of students join courses in colleges.

Table 6 Level-wise student, including women, enrolment (2000-2001)
(University Teaching Department/University Colleges & Affiliated Colleges)

Level	Total Enrolment	Women Enrolment	Percentage of Women	% of level enrolment out of total enrolment
Graduate	74,88,736	29,43,807	39.31	89.16
Postgraduate	7,75,303	3,15,236	40.66	9.23
M. Phil.	11,964	5,359	44.79	0.14
Ph.D.	45,447	15,277	33.61	0.54
Diploma/Certificate	77,993	26,731	34.27	0.93
Total	83,99,443	33,06,410	39.36	100.00

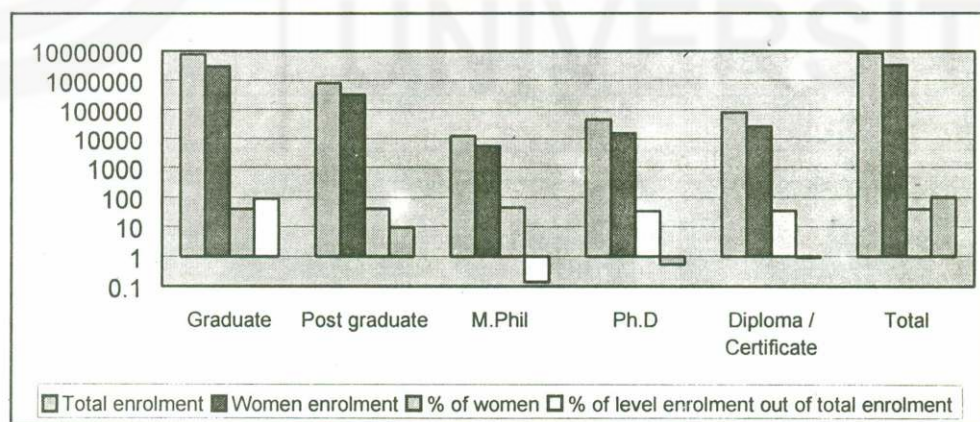


Figure 6 Level-wise student, women enrolment (2000-2001)

(Source: University Development in India, UGC, 2002, Table 2.16.)

Technical education: There was considerable progress in the expansion of technical education, the need for which was realized in the years following the Second World War. In 1945, the All India Council for Technical Education was set up for advising the Central and State governments on the schemes of development of technical and vocational education. Early in 1947, the Scientific Manpower Committee was given the task of assessing the requirements of scientific and technical personnel in relation to the post-war development programmes, which were then under consideration. A number of steps were taken to increase the facilities for technical

education before the First Five-Year Plan was launched. These included the establishment of the Indian Institute of Technology at Kharagpur, selection of 14 technical training institutions for further development, the provision of research training scholarships, and stipends for practical training, and other schemes for the promotion of scientific and technical education and research.

As a consequence of various programmes initiated under the Five Year Plans, there has been a considerable expansion in the number of institutions of engineering and technology, their intake capacity and output. In 1950-51, there were 53 degree level institutions of engineering and technology with an intake capacity of 26,702. The number of colleges has increased to 678 in 2001, which have augmented opportunities for technical education. Of late, due to initiatives taken during successive plan periods, and particularly because of large-scale private sector participation, the number of AICTE approved technical and management institutions has risen to 4791 in 2001-02 with an annual intake of 6.7 million students (para 2.5.22 of the Xth Plan).

Medical education: There has been a sizeable increase in the number of medical colleges in the country. From 42 medical colleges in 1951-52, the number of medical colleges and enrolment increased to 1069 and 2.63 lakhs, respectively, in 2001. There are 18 medical universities. Besides, the institutions imparting education in the indigenous system of medicine namely, Ayurveda, Unani, Siddha, Yoga and Naturopathy as also Homeopathy continued to grow and enroll large number of students.

Agricultural education and veterinary sciences: There has been a considerable expansion in the enrolment and institutions catering for agriculture and veterinary sciences. The number of colleges rose from 26 in 1950-51 to 152 in 2001. The corresponding increase in student enrolment was from 4,408 to 63,896 in 2001. Besides, there are 40 agricultural universities catering mainly to agricultural and veterinary sciences.

Stage-wise enrolment

It has been reckoned that the bulk of enrolment, about 89 per cent, is constituted by the undergraduate stage, the postgraduate and research students account for about 10 per cent of the total student enrolment. Less than one per cent students take up the diploma/certificate courses.

Faculty-wise enrolment

The bulk of university enrolment (about 84 per cent) is composed of students pursuing the general education courses like Arts, Science, Commerce, etc. The professional courses like Engineering and Technology, Medicine, Agriculture etc. account for only 16 per cent of the total university enrolment.

Sex-wise enrolment

There has been a considerable improvement in the proportion of women students in institutions of higher education. From a mere 11.5 per cent of the total enrolment in 1950-51, the proportion of women students increased to 39 per cent in 2001. However, it has been observed that in 2001 at the higher education level, the bulk of women's enrolment was in Arts subjects in comparison to Science (22.5%) and Commerce (18.3%). In case of professional courses, women's enrolment in teaching profession is high (51.2%) in comparison to Engineering (21.5%) and Medicine (44%) during 2001.

Institutional break-up

It has also been found that, by far the largest enrolment (87 per cent) is in the affiliated colleges (Table 7). The university departments including university

constituent colleges account for a little less than 13 per cent of the total enrolment. At the postgraduate level college enrolment is about 66% and in research 9%. The point that emerges is that the colleges are the repositories of the largest enrolment. Hence, any improvement in higher education has to take this reality into account.

Table 7 Stage-wise enrolment*: University Teaching Departments/ University Colleges & Affiliated Colleges (2001-2002)

S.No.	Stage	University Deptts/ University Colleges	Affiliated Colleges	Total (%age to Grand Total)	%age in affiliated colleges
1.	Graduate.	7,90,182	70,72,406	78,62,588 (89.13)	89.95
2.	Post-Graduate	2,77,42	5,38,908	8,16,335(9.25)	66.02
3.	Research	55,158	5,358	60,516(0.69)	8.86
4.	Diploma/Certificate	43,381	38,275	81,656(0.93)	46.87
	Grand Total	11,66,148	76,54,947	88,21,095	86.78

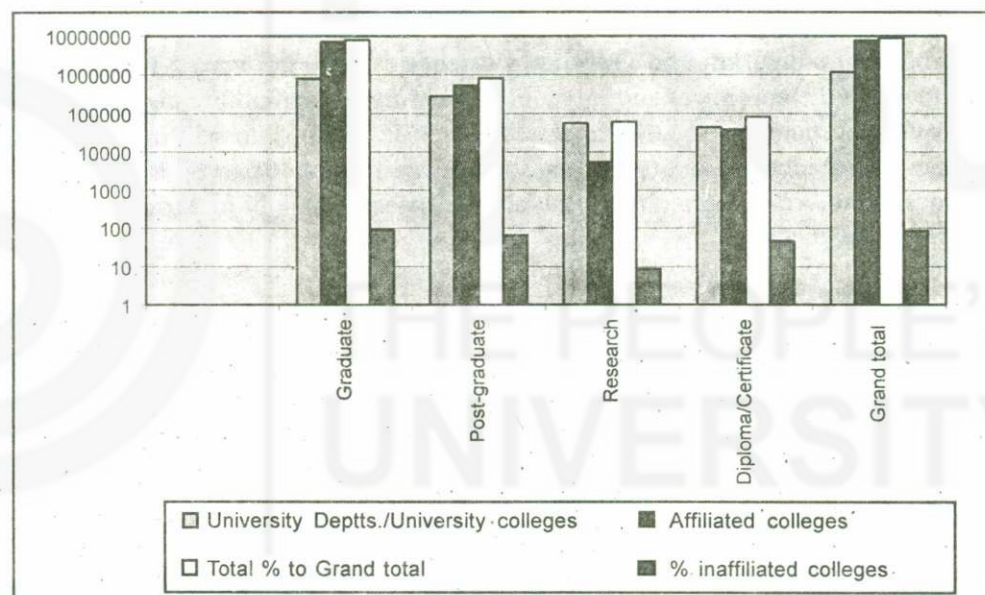


Figure 7 Stage-wise enrolment: University teaching departments/ University Colleges & Affiliated Colleges: 2001-2002

(Source: UGC Annual Report, 2001-02.)

Self-assessment

- What were the reasons for the decline in enrolment in higher education in the early '70s?

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3. *In terms of enrolment in higher education among girls and boys, what is the noticeable discrepancy? Can you think of the reasons for this?*

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Qualitative improvement

Implicitly and explicitly, there have been references to a decline in the quality of education, as a whole, and also in higher education. To counteract the erosion in the quality of higher education, various suggestions have been made in the plans as also by the University Grants Commission and other specialized bodies set up by the central government in the field of higher education.

In the First Plan, some suggestions were made like raising the age limit for admissions to universities, the encouragement of an atmosphere of discussion and free thinking in the universities, increasing the number of working days to at least 180 and so on. A number of other measures were also undertaken during the subsequent plans. For example, it has been suggested that the affiliated colleges, which have been responsible for the bulk of university enrolment, should be given financial assistance for their general improvement. It has also been accepted that a few colleges, selected on the basis of their achievements, existing facilities and potentialities would be provided assistance for their fuller development. Promising university departments were also developed as Centres of Advanced Study (C.A.S.). The scheme is intended to encourage the pursuit of 'excellence' and team work in study and research and to accelerate the realization of international standards in specific fields.

All the Five Year Plans have stressed the need for improvements in quality of teaching and research. In the Tenth Plan, for instance, the issue of **quality improvement** would be addressed through "the modernization of syllabi, increased research, networking of universities and departments and increased allocation of funds" (para 2.5.10). Initiatives are taken to encourage the institutions to adapt to modern methods of teaching and learning, develop learner friendly teaching materials, and change their evaluation method. The universities and colleges are encouraged to establish **Internal Quality Assurance Cells** and go through the **assessment and accreditation process**.

In the area of **distance education**, the overall progress with regard to **expansion** and **diversification** of activities is noteworthy. Since the inception of the planning era, efforts have been made to take advantage of **educational technologies** so as not only to improve **access** and **equity** in provision of educational services but also to enhance **quality** of education. The development of open and distance education system which cater for nearly one-fifth of the total students in higher education has been very significant in augmenting opportunities for learning, especially for the deprived groups like rural communities and women, and for those working population who wish to pursue higher studies. Table-8, presents the enrolment with regard to open universities and centers of distance education established by conventional universities. The distance education institutions offer all types and levels of programmes in general higher education and professional/technical and vocational disciplines. The use of information and communication technologies and the support of conventional system have provided necessary impetus for growth of distance education. The growing convergence between the open learning system and the conventional system, particularly with respect to sharing of resources, augurs well for revolutionising the development of higher education.

Table 8 Growth of open and distance learning system (2000-01)

Sl. No.	Indicator	Open Universities	Correspondence Course Institutes	Total
1.	Enrolment (of which Female)	632214 (-)	1123344 (404105)	1755558 (404105)
2.	Teachers/academics (of which female)	730 (134)	1120 (241)	1850 (375)
3.	Programmes on offer	325	702	1027
4.	Courses on offer	2102	3082	5184
5.	No. of study centres	3449	573	4022

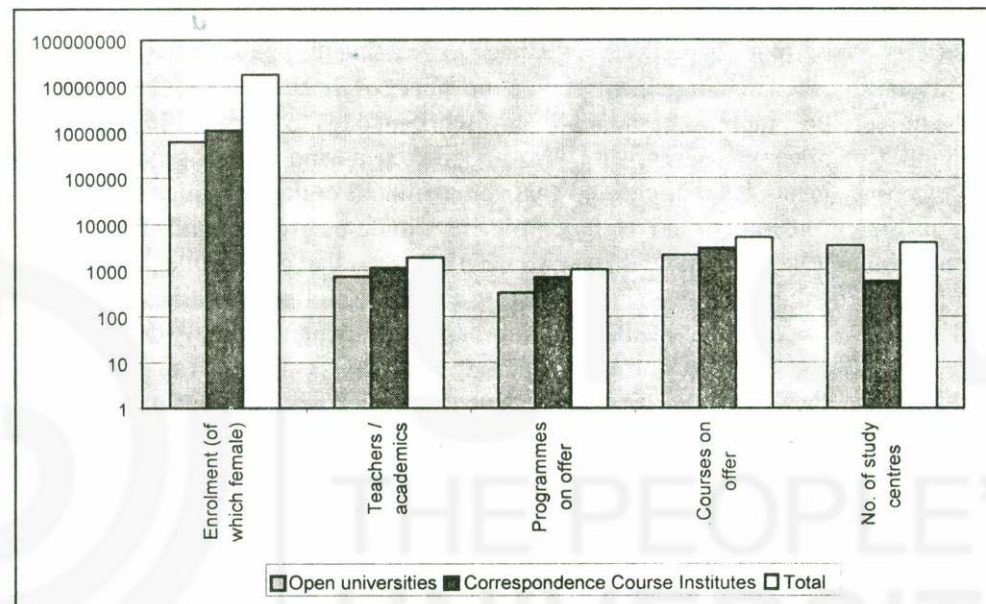


Figure 8 Growth of open and distance learning system

(Source: Distance Education Council, 2002.)

All these measures are intended to bring about a qualitative improvement in the system of higher education and to make the system more responsive to the emerging requirements of the society.

Post-graduate education and research

It has been recognized that post-graduate courses occupy a key position in the university system. Schemes have, therefore, been launched to increase facilities for post-graduate courses and research. Selected university departments have been developed as centers of excellence, inter-disciplinary research facilities have been given special encouragement. Besides, more departments are proposed to be brought within the fold of Special Assistance Programmes initiated by the UGC in order to allow certain promising departments in the universities to operate their post-graduate programmes and research facilities at standards approaching international levels.

Specifically, the UGC has been providing development grants to improve the **infrastructure** and basic **facilities** in the universities so as to achieve at least the threshold level and to **promote excellence** of education. Special grants are provided to the institutions in backward regions and for replacement of outdated and old equipments, and modernization of facilities. Support is also provided for **inter-disciplinary and multi-disciplinary** research studies.

Top priority has been given to strengthening infrastructure of existing post-graduate departments. This involves provision of **adequate academic** as well as **technical** and other **support staff, removal of obsolescence, modernization of laboratories**, provision/strengthening of **workshops** and **enrichment of library** as well as reprographic facilities. Universities have been advised to ensure the creation of adequate faculties before the launch of new programmes in existing departments or starting of new departments. It has also been suggested that the culture of sharing of the available facilities should be inculcated among the users and expensive equipment may be pooled together as central facilities.

In the case of developed universities, new specialization/courses/departments could be opened with an inter-disciplinary approach. Teaching and research in such emerging areas should be undertaken, which could be sustained by existing facilities within the university with a minimal support. In the case of other universities, opening of new departments should be conditioned by overall needs of such departments, within the state or region as a whole. Courses, which have no relevance or are outdated should be dispensed with.

For the development of collegiate institutions, the UGC has introduced, among others, the College Humanities and Social Science Improvement Programme (COHSSIP) and College Science Improvement Programme (COSIP). The intention is to accelerate the capabilities of students undergoing these courses and to initiate a process of self-renewal. This is brought about through an integrated approach comprising simultaneous improvements in subject matter, methods of instruction, syllabi, curriculum, laboratory exercise, workshop, library and teaching aids. The programmes have been introduced in a large number of colleges.

The UGC has planned to promote quality and relevance in higher education in the Tenth Plan by initiating complementary skill oriented courses. The career development of students is promoted through courses with a professional focus. A major programme of vocationalisation of education has already been initiated in 35 subjects at undergraduate level. New programmes in such areas as Information Technology, Bio-Technology, Biomedicine, Genetic Engineering, etc. are proposed to be introduced in a large number of universities. Initiatives for teachers' training and staff development would be supported.

Self-assessment

4. *Write a small note in about 100 words on the steps undertaken to bring about qualitative changes in technical education after Independence.*

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5. *List the important programmes that have been undertaken to improve the quality of post-graduate education and research.*

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Summary

Planning in the context of education arises from two important needs: (i) to be able to state clearly the aims to be achieved and define the educational objectives of development policy and (ii) to optimally and rationally utilize the time, material and the human resources available, which are, in any case scarce.

An appraisal of the Five-Year Plans in India reveals that the objectives of planning for higher education are related to access and equity, improvement in standards, relevance to national needs and encouragement of research and critical studies. These commensurate well with the socio-economic goals that we've set before us as an independent nation. A further examination of the development of higher education (qualitative and quantitative) points out the impressive expansion and diversification of education. It also highlights the lopsided growth in certain areas. Moreover, amongst other problems, growth has not kept up with the principle of equity of access. Realising this, several measures have been suggested and various bodies set up to fill up this gap and to make education more responsive to the needs of national development and people.

In the unit that follows, we will discuss at length, the problems related to university development.

Unit-end activities

1. Procure a copy of the Five-Year Plans, read the section(s) relating to education. All the Plan documents are available on-line at the Web page of the Planning Commission. Now that the Plans have already been implemented, answer the following:
 - a) Which of the objectives in higher education have been achieved? Can you see any particular circumstances which favoured the realization of these objective(s)?
 - b) Which objectives have been realized in part? What could be the possible explanations for this?
 - c) Which objectives have fallen by the wayside? Do you have an opinion as to whether time, money or other resources had been misjudged?

Points for discussion

1. Discuss the importance of planning in a developing country. Is a similar exercise done in your College/University?
2. "Plans are not arbitrary but are based on a series of negotiations between social actors". In what way do these "social actors" intervene in Planning? How are they important?
3. Do you think that the political manifesto of any party at the Centre has influenced planning in education at any point? Discuss with your colleagues.

Suggested readings

For a comprehensive list of readings on "Higher Education and Five-Year Plans", see the last section of unit 8.

Higher Education through the Five Year Plans-II

Introduction

This unit is an extension of the earlier unit on 'Higher Education through the Five-Year Plans-I' where we discussed plan objectives and achievements in the context of higher education in India. The task of appraising the system of higher education is carried further in this unit. Exercises such as educational appraisals, a balance sheet of our success and failure, should be made in order to identify the strengths and weaknesses in the system, so as to construct realistic long-term targets for planning as well as to prepare a road map for progress of higher education. The first section of this unit highlights the major issues and problems that have been faced in the course of development of higher education. The section that follows concerns itself with the financing of higher education and the constraints in this area. The ways and measures for resource mobilization, as outlined by various expert committees, are discussed in detail.

Learning outcomes

By the end of this unit, you will be able to

- know the major problems confronting the system of higher education;
- suggest measures to effectively deal with some of these problems;
- explain the magnitude and complexity of financial inputs in higher education;
- discuss major problems of financing higher education; and
- think of measures for raising additional resources for higher education.

Problems of university development

The development of higher education is accorded a high priority throughout the world since society is increasingly becoming knowledge-based. Progress of higher education is essential to create and advance knowledge, and to educate and train responsible, enlightened citizens and qualified specialists to ensure overall progress of the society. A renewal of higher education is critical to face the challenges of the twenty first century, mainly those arising from global competitiveness and knowledge intensive socio-economic activities. This is imperative because Indian education system suffers from limitations such as lack of access and equity, lack of quality and relevance of programme and resource crunch. We shall discuss these problems in detail in the following paragraphs.

In spite of the tremendous increase in the facilities for higher education, the system of higher education has developed a number of incongruities. These incongruities are ultimately responsible for the dysfunctional nature of the system and act as

constraints in the socio-economic development of the country. What are these “incongruities” and in what way do they impinge upon the system? Some of these have already been addressed in the previous unit, we will, however, undertake a detailed examination here.

Unabated expansion

The expansion of facilities for higher education, training and research should be commensurate with the requirements for ensuring high quality of relevant programmes and for meeting the manpower needs of different sectors of the society and economy. The developments in this regard are however lopsided. The student enrolment at the higher education stage has gone up considerably, since the beginning of the Plans from a mere two lakhs in 1951, the student enrolment stands at about 88 lakhs in 2002. It is observed that there is a net addition of about 4 lakhs students every year. Besides, a large number of students, about 20 lakhs, join non-formal i.e. open and distance education stream for post-secondary education of all types and levels. This expansion, without a proportionate increase in the physical and academic facilities, has led to a deterioration in the quality of higher education in some faculties. This fact has been recognized and articulated in the Plans and in various other bodies. Even in the First Plan, it was pointed out that the pressure for expanding college education, without making adequate provision for ensuring the quality of teaching has been wide-spread and persisting. This conflict between the urge for expansion and the need for quality has rendered more complex the task of reorganisation of university education. (1951: 256).

The University Grants Commission also felt concerned about “explosion in numbers” at the higher education stage. The Commission, however attempted to explain the causation of this phenomenon thus: “In the context of the growth of higher education in India, three important facts need to be emphasised. First, enrolment at the level of higher education as a proportion of the relevant age cohort is hardly adequate in spite of the unprecedented growth that has taken place. Second, in spite of the fact that there is a need to regulate expansion in view of the limitation of resources, it is not easy to deny expansion altogether. The weaker sections of the society have looked upon higher education, as the only means of their vertical, social and economic mobility and to deny them access to higher education would be against all canons of social justice and equity. Third, it would not be proper to determine the demand for education from the point of view of labour market alone, without due consideration to the social, cultural and humanistic aspects of education’ (1987:2).

The dichotomy emerging from the creation of extensive facilities for higher education has been recognized in the Plans. The **sub-optimal utilization** leading to imbalances in the development of universities among themselves as well as in relation to colleges has also been pointed out. For example, the Sixth Five-Year Plan (1980-85) has referred to the problem of **non-viable institutions**, with **low enrolment** and **inadequate provision of facilities**, as well as proliferation of such institutions, offering general academic courses, which would need to be tackled with determination, both in order to avoid increasing unemployment among the graduates as well as to make better use of the available economic resources for educational development. At the same time, the Planning Commission reports that, the problems of first generation learners, particularly the socially disadvantaged sections, for whom higher education provides a transition opportunity and challenge in terms of life perspectives and socio-economic aspirations of the community would need to be harmonised into the academic pattern. Personalised guidance and higher education would be required for them keeping in view their emphasis on human resource development as well as in order to enable them to avail of employment opportunities, specifically earmarked in the service sectors (1980:347).

There are thus valid reasons based on socio-economic considerations for expansion and diversification of higher education, the details of which are provided in the

previous unit. Yet, the share of **age-specific population** (18-23 years) in **higher education** is merely **7 per cent** for India in 2002, which compares unfavourably with other fast developing countries in Asia. Thus, while growth of higher education in absolute terms is impressive, the overall achievements in relative terms are lower, on account of both quantitative expansion as well as qualitative improvements. This is attributable to the fact that the public universities are facing several severe constraints and many of these constraints are manmade. They emerged because of extreme unwillingness of all the players in higher education to change with time and adopt new ways and methods to address various issues that emerged over a period of time. (UGC: 2).

The problems of higher education should not be viewed in isolation from the emerging socio-economic and political scenario in the country. Keeping these factors in view, any control on establishment of new institutions or the entry of students to such institutions do not appear to be a feasible proposition. We shall have to adopt a policy of: (i) selective discrimination in favour of socially disadvantaged groups, women and other backward sections of the society, and (ii) augment opportunities for life long learning, particularly through adoption of multi-media approaches employed under open and distance education system. The development of facilities for higher education and research should however be commensurate with the requirements for ensuring high quality of relevant programmes that matches the manpower needs the world of work.

Uneven growth

It has also been found that the State-wise expansion of higher education has been uneven. This has been brought out in the Table 1, which shows the number of different types of institutions in each State. These institutions are established by both the levels of government – the Center and the States as well as the private sector. While the States widely differ in terms of the total population and geo-economic conditions, the establishment of higher education institutions bear no relationship with either the eligible group of population for higher education or any other socio-economic characteristics of the states. The social demand for education and political considerations largely influence the decision making process for establishment of institutions under both public and private sectors. The State-wise participation rates also vary across the States, as may be seen in Table 2, which indicates enrolment of boys and girls in higher education institutions. The extent of variations in availability of institutions of different type and levels and the perceived need for education and training can be worked out, keeping in view the aspects that are sought to be examined. It hardly needs to be mentioned that about three-fourths of the institutions are located in urban areas, the population share of which is about 30 per cent. These dimensions indicate unevenness in expansion of facilities for higher education and training.

Table 1 Higher education institutions by State (2001-2002)

S. No.	States/UTS	Institutions					
		University	Deemed University	Institutions of National importance	Research Institutions	Arts, Science & Commerce College	Engg. Tech & Arch. Colleges
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	18	4	0	5	1080	164
2.	Arunachal Pradesh	1	0	0	0	7	1
3.	Assam	5	0	1	0	298	3
4.	Bihar	11	1	0	11	742	9

5.	Chattisgarh	4	0	0	0	213	2
6.	Goa	1	0	0	0	22	3
7.	Gujarat	10	2	0	16	422	29
8.	Haryana	4	1	0	0	154	28
9.	Himachal Pradesh	3	0	0	3	65	2
10.	Jammu Kashmir	4	0	0	0	73	4
11.	Jharkhand	4	2	0	0	-	-
12.	Karnataka	13	3	1	1	916	112
13.	Kerala	7	0	0	1	186	43
14.	Madhya Pradesh	14	2	0	0	513	30
15.	Maharashtra	19	9	1	19	1208	167
16.	Manipur	2	0	0	0	50	0
17.	Meghalaya	1	0	0	0	46	0
18.	Mizoram	1	0	0	0	30	0
19.	Nagaland	1	0	0	0	34	0
20.	Orissa	8	0	0	0	567	19
21.	Punjab	5	1	1	0	205	15
22.	Rajasthan	9	4	0	0	267	7
23.	Sikkim	1	0	0	0	2	1
24.	Tamil Nadu	15	8	2	1	426	96
25.	Tripura	1	0	0	0	14	1
26.	Uttar Pradesh	19	8	1	10	758	34
27.	Uttaranchal	6	0	0	-	-	-
28.	West Bengal	14	1	2	11	354	43
29.	A&N Islands	0	0	0	0	2	0
30.	Chandigarh	1	0	1	0	12	2
31.	D&N Haveli	0	0	0	0	0	0
32.	Daman & Diu	0	0	0	0	1	0
33.	Delhi	5	6	2	1	59	18
34.	Lakshadweep	0	0	0	0	0	0
35.	Pondicherry	1	0	0	0	11	5
	INDIA	208	52	12	79	8737	838

Note: Data in respect of higher education of Jharkhand state are included in for Col. 7 to 12 and Faculty-wise institutions in respect of Uttaranchal are available, the total institutions are shown in total in Col.12.

Table 2 (Continued) Higher education institutions by State: (2001-2002)

Higher Education through the
Five Year Plans-II

S. No.	States/UTS	Institutions						
		Medical Colleges (Allo/Ayur/ Homeo/ Unani/Nurs. / Pharm. etc.)	Teacher Training Colleges	Others (includes Law, Management, MCA/ IT, Agriculture etc.)	Total Higher Education Institutions (Col 7 to 11)	Teacher Training Schools	Poly-Tech Institutes	Technical/ Industrial Arts & Craft Schools
1	2	9	10	11	12	13	14	15
1.	Andhra Pradesh	29	87	93	1453	25	103	563
2.	Arunachal Pradesh	0	0	0	8	0	1	2
3.	Assam	7	32	27	367	1	8	32
4.	Bihar	23	15	63	852	50	15	23
5.	Chattisgarh	2	1	32	250	4	-	-
6.	Goa	9	2	7	43	1	4	14
7.	Gujarat	41	51	107	650	78	47	260
8.	Haryana	8	20	35	245	29	40	67
9.	Himachal Pradesh	7	2	24	100	12	6	41
10.	Jammu Kashmir	6	8	34	125	14	12	37
11.	Jharkhand	-	-	-	0	29	6	14
12.	Karnataka	172	66	214	1480	134	186	117
13.	Kerala	23	21	82	355	102	54	501
14.	Madhya Pradesh	28	20	209	800	27	49	45
15.	Maharashtra	116	242	128	1861	279	250	1901
16.	Manipur	1	3	1	55	1	1	6
17.	Meghalaya	0	2	0	48	7	1	3
18.	Mizoram	0	1	0	31	2	2	4
19.	Nagaland	0	2	0	36	1	2	3
20.	Orissa	16	13	153	768	69	5	26
21.	Punjab	34	23	51	328	27	19	111
22.	Rajasthan	24	45	96	439	46	24	128
23.	Sikkim	1	1	2	7	1	2	1
24.	Tamil Nadu	97	22	184	825	82	165	157
25.	Tripura	1	1	5	22	2	1	4
26.	Uttar Pradesh	34	121	273	1220	56	81	118
27.	Uttaranchal	-	-	-	78	9	0	0
28.	West Bengal	19	26	46	488	58	40	100
29.	A&N Islands	0	1	1	4	1	2	1
30.	Chandigarh	4	3	3	24	1	2	2
31.	D&N Haveli	0	0	0	0	0	1	0
32.	Daman & Diu	0	1	0	2	1	1	2
33.	Delhi	18	9	56	160	23	25	18
34.	Lakshadweep	0	0	0	0	0	0	0
35.	Pondicherry	5	5	0	26	3	5	1
	INDIA	725	846	1926	13150	1175	1160	4302

Note: Institutions in respect of columns. 14 & 15 of Chattisgarh are not available separately and are shown in the respective columns. of M.P. State.

Enrolment ratios

The share of students in higher education to the total age-specific population (18-23 years) is an important indicator of the extent to which people in a state have access to higher education. The overall higher education enrolment ratio for India is 7 per cent, which, of course hides considerable differences between the States, which are at different levels of educational development. The literacy rates for States differ. Likewise, participation rates of secondary and higher education levels also vary for different reasons attributable to both economic and educational factors.

The wide disparities among the States in terms of the availability of facilities for higher education are clearly discernible. It is recognized that the university enrolment is the resultant of a number of diverse academic, social and political factors. Economically better off States are more likely to have adequate facilities for promotion of higher education and research. Likewise, the rich, largely from urban areas, who are highly resilient are more likely to benefit from the provisions for higher education. In fact, they do, as well known. Special schemes for equalization of educational opportunities for rural and deprived groups are therefore critical components of planning.

The enrolment data for deprived groups like socially backward, women and rural communities are compiled by the government. An analysis would reveal that the participation of these groups is lower than their overall share in the population. For instance, participation of women in higher education is merely 39 per cent though it has improved very fast overtime. Inter-state and intra-community variations are very wide.

Table 3 State-wise student enrolment* in universities & colleges (2001-02)

S. No.	State	Total enrolment	Women enrolment	Women Percentage
1.	Andhra Pradesh	7,04,075	2,75,276	39.1
2.	Arunachal Pradesh	5,832	1,732	29.7
3.	Assam	1,94,245	78,602	40.5
4.	Bihar	4,79,035	1,10,178	23.0
5.	Chhattisgarh	1,43,906	52,526	36.5
6.	Delhi	1,66,039	76,046	45.8
7.	Goa	19,245	11,278	58.6
8.	Gujarat/Daman & Diu	4,88,129	2,16,241	44.3
9.	Haryana	2,39,217	96,882	40.5
10.	Himachal Pradesh	86,319	36,858	42.7
11.	Jammu & Kashmir	55,603	26,133	47.0
12.	Jharkhand	1,91,413	58,381	30.5
13.	Karnataka	5,37,025	2,14,272	39.9
14.	Kerala	2,40,038	1,44,023	60.0
15.	Madhya Pradesh	4,50,745	1,66,776	37.0

16.	Maharashtra	12,20,167	4,99,048	40.9
17.	Manipur	35,424	15,705	44.3
18.	Meghalaya	27,271	13,063	47.9
19.	Mizoram	10,345	4,836	46.7
20.	Nagaland	11,460	4,431	38.7
21.	Orissa	3,41,761	1,18,249	34.6
22.	Punjab	2,33,745	1,23,651	52.9
23.	Rajasthan	3,41,198	1,11,230	32.6
24.	Sikkim	3,808	1,534	40.3
25.	Tamil Nadu	6,97,343	3,13,107	44.9
26.	Tripura	19,215	7,840	40.8
27.	Uttar Pradesh	11,00,887	4,22,758	35.4
28.	Uttaranchal	1,08,594	43,437	40.0
29.	West Bengal	6,20,372	2,43,806	39.3
30.	A&N Islands	1,943	1,123	57.8
31.	Chandigarh	30,882	17,140	55.5
32.	Daman & Diu	536	252	47.0
33.	Pondicherry	15,278	8,036	52.6
Total	88,21,095	35,14,450	39.84	

(Source: UGC Annual Report, 2001-2002.)

Institutional diversities

It has also been observed that the enrolment at the higher education stage varies substantially in universities, which is attributable to both institutional capacity i.e. infrastructure and the range of higher education programmes offered by the institutions. Such variations are even more pronounced when data are examined for different types of universities – unitary and/or affiliating. The affiliating universities like Delhi University generally enroll large number of students whereas unitary universities like JNU have much fewer students. Similarly, university-wise and programme-wise enrolment are available in the publications brought out by the UGC (*See Fiscal Policy for University Development, Concept 1994*). You would notice that the enrolment per university varies from university to university. The characteristics of the universities, as pointed above, explain the causes of variations in enrolment.

Unplanned establishment of colleges

The problem of higher education has been accentuated by the unplanned growth of collegiate institutions catering to Arts, Science and Commerce courses. As pointed out by the UGC in 1986, a particular mention should be made here of the country's nearly 5,500 affiliated colleges, in which the vast majority of our university level students study, having been created more for political and regional considerations rather than to meet the higher educational needs of their respective states. Many of these institutions are extremely small in size, lack the minimum facilities needed

to develop viable instructional programmes, and pose a constant threat to the quality and standards of higher education. Unfortunately the Commission has no say in the establishment of new colleges or in their affiliation to a university....(1986 : 2). The States which seem to be in a disadvantageous position with regard to the number of universities or enrolment, are sufferers because they have Arts and Commerce colleges in very large numbers since it is the cheapest way to satisfy the thirst for higher education. Of the total number of 13,150 colleges in 2001-02, two-thirds cater for general higher education in the area of Arts, Science and Commerce. Due to deficiency in infrastructure, over fifty of these colleges are termed as 'non-viable colleges' as they also enroll less than 500 students. Of late, a large number of self-financing institutions have been established, after obtaining administrative approvals from AICTE, for offer of technical and programmes, as already mentioned in unit-7. Many of such institutions do not have adequate facilities to ensure quality of education.

Quality of higher education

It is difficult to measure the quality of higher education in an objective manner. The extent of satisfaction derived from university education, as reflected from students' success in securing employment or admission to higher degrees, provide indication of quality of education. The Plan documents have obliquely referred to the deteriorating standards of higher education and emphasized the need for consolidation and improvement of university standards.

The Review Committee on UGC Programmes (1981) referred to the **quality of higher education** in these words:

"The picture that emerges from the assessment made by the Committee is one of lights and shades; of achievements as well as failures. The general impression is that the best students are as good as ever, if not better, and the contents of courses are generally of a high level. It is also a fact that outstanding work is being done by some of the university departments and a number of teachers have been receiving recognition from well-known centers of learning...On the other hand, instruction in some universities has not kept pace with modern developments. There is a resistance to change and innovation on the part of teachers and an atmosphere of growing violence and intimidation on the part of students, teachers and in some cases even employees. There is also a lack of trust between the students and teachers. It is not surprising that, under the present conditions, the potentialities of the students are not fully utilized and developed by our universities and colleges. The prevailing situation is also considered unsatisfactory from the point of view of the growing expectations; the demand on the system being far greater as compared to the inputs and availability of resources" (1981, 97)

Even in case of professional education, for instance, the quality of education imparted leaves much to be desired. Continuous efforts have to be made to improve the quality of professional education. For example, in order to achieve the objective of improving **quality of medical education**, the scheme for reorientation of medical education (ROME) was introduced with the objectives of:

- introducing **community bias** in the training of undergraduate medical students with emphasis on preventive and promotive services;
- **reorientation** of the **role** of medical colleges, so that they become an integral part of the **health-care system** and do not continue to function in isolation;
- **reorientation** of all **faculty** members so that hospital based and disease-oriented training was progressively complemented by **community-based** and **health-oriented training** for providing comprehensive e primary health care; and
- the **development** of effective **referral linkages** between **primary health centers**, **district hospitals** and **medical colleges**.

It may, however, be mentioned that the **objectives** of the schemes **could not be achieved** to the desired extent. According to the Seventh Plan, the reasons were: “i) lack of commitment to the programme at all levels. ii) slow progress in the utilization of central funds, and iii) absence of efforts in the restructuring of teaching and training programmes at the college levels” (1985 : 272).

All the Five Year Plans have therefore stressed on the need for quality improvement, mainly through various schemes of UGC. In the Tenth Plan, it has been asserted as under:

The UGC is fully aware of the need for doing the things in quality way. The globalisation of education has forced comparison between various educational institutions. The institutions will have to adapt to modern method of teaching and learning, develop learner friendly teaching material, change their evaluation methods and strive for excellence to sustain themselves in this competitive world. They will have to re-train their teachers and equip them with skills that will enhance the quality of teaching and research. Quality and excellence do not happen accidentally. Organised and focused efforts are needed to achieve them and that is what UGC intends to do in this Plan (Tenth Plan: 52)

In accordance with this stipulation, a number of initiatives have been taken to strengthen infrastructure and to modernize teaching and learning processes. It has also been asserted that “to ensure quality of education, it is necessary to make our accreditation process more transparent, time-bound and free from regime of control. The accrediting institutions should make public the benchmarks as well as other normative standards, which are absolute minimum requirements for quality assurance (*Higher and Technical Education, Xth Plan* para 2.5.64). Evidently, the Plans have not only diagnosed the problems that impinge upon the quality of distance education but also envisaged various schemes for quality assurance, which are being implemented through the UGC.

Examination results

Results of various university examinations are a very crude way of measuring the relative position of various institutions of higher education in terms of standards. The standards of teaching and examination vary substantially in universities and it is difficult to arrive at commonly acceptable norms of achievement. In the absence of any other scientifically valid criterion, some reliance could, however, be placed on the following variables:

- overall ‘apparent wastage’ in higher education; and
- the quality of those who graduate from various university institutions as revealed in the examination results.

The data on examination results for different programmes are published in the Annual Report of Universities, which are also compiled by the UGC. The results of a research study revealed that:

- of the total number of students who appeared in the final year examinations for various degree level courses, 59.3 passed out and 12.9 per cent students of those who passed scored first division (i.e. 60 per cent and above marks);
- undergraduate students i.e. BA/B.Sc./B.Com. comprised 64.1 per cent of the total appeared students. Of those who appeared, merely 53.6 per cent passed and merely 10.5 per cent could score first division and above marks;
- the proportion of undergraduate honours i.e. B.A./B.Sc./B.Com. (Hons.) was estimated to be 5 percent. Of the total number of appeared students, 71.9 per cent passed and the share of students who scored more than 60 per cent marks stood at 13 per cent.

- this proportion of students in M.A./M.Sc./M.com. together, constituted 13.9 per cent of the total appeared students. Of those who passed (66.7 per cent), merely 13.4 per cent scored first division marks;
- in professional disciplines, namely B.E./B.Tech. and M.B.B.S., the pass-out rates were 81.4 and 61.7 per cent respectively; and
- for the rest of the degree courses, the performance rates varied greatly

It emerges from the foregoing that:

- i) the overall performance of higher education system is very low which may also be construed to mean that wastages as measured in terms of failures are very high;
- ii) the endeavours to promote professional development, as measured by the proportion of students in technical/vocational disciplines, are much less than desired, especially in the context of modernization of economy; and
- iii) the achievements, with respect to 'academic excellence' as denoted by the proportion of students passed out with first division (60 per cent and above) marks, are awfully low. (Ansari:138)

Further more, even in important disciplines like Economics, Political Science and Sociology, for instance, the proportion of students passing with more than 60 per cent marks has varied between 2 to 10 per cent of the total pass-out students, which indicate low standards of higher education in these disciplines. The picture is no different for language subjects either, particularly, Hindi and English. In Science disciplines, pass-out rates are generally very high, though there are university to university differences. A significant majority of students in sciences pass with over 60 per cent marks, which, unlike the subjects in arts and social sciences, show encouraging results." (Ansari:157).

The situation becomes all the more serious, when it is reckoned that, even among those who pass, third division accounts for more than half. The overall failure/drop-out rate is nearly 40 per cent. This reflects the extent of wastage in higher education. The share of those who excel or score high marks, over 60 per cent, is very low. Obviously, productivity of higher education institutions is much less than expected, which would affect adversely the sectors that employ such graduates.

Escalating unemployment

It has also been noted that due to mis-match in education and jobs, the incidence of unemployment among the university educated personnel has been on the increase. According to an assessment made by the Planning Commission, a very important feature of the unemployment problem is that the rate of unemployment is typically much higher among the educated than among those with lower levels of education. Table -3, presents unemployment rates for the labour force classified according to education level. It may be observed that for the category of educated labour (i.e. education level of secondary education and above) the rate was 7.1 per cent in 2000. For the graduates and above, the rate was as high as 8.8 per cent.

Table 4 Unemployment* by level of education
(Percent of Labour Force)

Education Level	Unemployment Rate		
	1987-88	1993-94	1999-2000
Not Literate	1.1	0.2	0.2
Literate up to primary	1.9	0.9	1.2

Middle	5.3	3.4	3.3
Secondary	8.7	6.2	5.5
Higher Secondary	—	8.7	7.8
Secondary + Higher Secondary	—	7.1	—
Graduate & Above	9.9	9.3	8.8
Educated (Secondary & Above)	9.0	7.7	7.1
All	2.7	1.9	2.2

- Unemployment rates on usual principal and subsidiary status basis.

(Source: NSSO Surveys, 43rd Round (1987-88), 50th Round (1993-94) and 55th Round (1999-00).)

The mis-match between education and job is most evident when the criterion of education is combined with age. Unemployment rates for educated youth (age group 15-29 years) in 2000 was very high 14.8 per cent for secondary and above and 23.7 per cent for all types of technical education (Table-4).

Table 5 Unemployment rates * (%) amongst educated youth

Year	Secondary Education & above			All types of Technical Education		
	Rural	Urban	Combined	Rural	Urban	Combined
1983	20.4 (2.5)	30.0 (10.7)	20.7 (4.2)	25.0	23.9	24.4
1987-88	15.9 (3.8)	16.6 (12.1)	16.2 (5.4)	24.0	20.7	22.1
1993-94	17.0 (2.9)	20.8 (10.8)	18.5 (4.6)	29.0	25.9	27.3
1999-2000	12.5 (3.7)	18.3 (11.2)	14.8 (5.4)	22.8	24.5	23.7

(Source: NSSO Surveys, 43rd Round (1987-88), 50th Round (1993-94) and 55th Round (1999-00).)

*On Usual Status Basis

- Note:**
- Technical Education comprises of Additional diplomas or certificates in Agriculture, Engineering/Technology, medicine, crafts and other subjects
 - Youth means age group 15-29
 - Figures in the parentheses show the unemployment rate among youth as a whole.

The high rate of unemployment among educated youth is in many ways the core of the problem because it creates a sense of despair across the wide section of the population including not only the educated youth but their parents and families.

It is recognised that the employment situation depends largely on the level and pattern of economic development in the country at any given point of time. Education is, in any case, one of the factors affecting unemployment. It is this aspect of education i.e., preparing students for gainful employment, which has received inadequate attention in implementation during the plans.

It also needs to be emphasized that the aspirations of educated youth cannot be met just by creating any employment opportunities. The aspirations of educated persons are high and they do not just want to take up any employment that may be available. The problem of educated category can only be solved if high quality employment is created.

It is, therefore, necessary that concerted efforts be made to forge beneficial links between **education, employment and economic development**. According to Planning Commission, it is necessary that educational programmes are related to **manpower profiles**, existing and needed, in the development and occupational areas/sectors and provide adequate levels and scope for pre-employment knowledge and skills, also for educating those who are already employed. But, alas, "manpower profiles, existing and needed" have to be compiled by perhaps the Planning Commission itself, and they are not available. The fact is that these links between education and productive or service sector must be fostered from both sides, or by the government creating a suitable mechanism for it.

Not that the planners are unaware of the magnitude and dimensions of the above mentioned problems. These have been referred to time and again in the various plans and in the reports of the UGC and the Ministry of Human Resource Development. The question is of implementing the various suggestions made from time to time. For example, the suggestions relating to regulating admissions to the universities and colleges and providing adequate support for development of infrastructure of universities and colleges has been emphasized ad-infinitum without any tangible action being taken to improve the quality of education. As already mentioned, there are quite a few considerations which militate against a drastic measure for regulating university admissions ensuring institutional autonomy and accountability, promoting institution-industry interface, etc. The Plans have also underscored the need for introducing a process of manpower planning, at least in the professional disciplines. There is also a national consensus on the need for nurturing talent and promoting meritocracy. The ultimate question revolves around creating the necessary political will and strong academic opinion to implement these suggestions. The urge to implement these programmes, so vital for the integrated development of higher education, has not so far become conspicuous in adequate measure.

Self-assessment

1. *How has the unabated expansion of higher education deteriorated the quality of higher education?*

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2. *What are the significant indicators of the regional and institutional disparities in the growth of higher education?*

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3. *Why has higher education in India not been commensurate with the opportunities for employment?*

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4. *What measures are envisaged by the UGC for quality assurance in higher education?*

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Financing of higher education

Education in India, as in other countries, is mostly a State-sponsored activity. This has come to be accepted because of the welfare and socialist character of the State right from the time of Independence. Education is taken, in equal measure, for individual benefit and for social advancement as a whole. So, the pattern of educational development depends, largely on the availability of the public resources for education. In this sense, the resource-allocation policy of the government reflects the relative priorities accorded to different levels and types of education. In this section, we will discuss the pattern of plan expenditure on higher education. Inter-State differences in utilization of funds will also be examined. Some limitations experienced in the process of resource allocation and mobilization of additional revenues will also be discussed. In the last part, the ways and measures for raising funds from diverse sources are discussed.

Overall magnitudes

There has been a substantial increase in the overall expenditure on education as well as on higher education since the beginning of the First Five Year Plan. In absolute terms, the expenditure on education has increased manifold, as may be observed in Table 5, which presents plan-wise allocation for different sectors of education, including higher education. In terms of proportion to the Gross National Product, (G.N.P.) the increase has been from about one per cent to about four per cent. While it indicates significant increase in allocation for educational development, the overall expenditure is much below the oft-repeated target of 6 per cent (of G.N.P.) allocation for education sector.

Table 6 Plan expenditure on different sectors of education (Rs. in million)

Plan Sector	First Plan	Second Plan	Third Plan	Plan Holiday	Fourth Plan	Fifth Plan	Sixth Plan	Seventh Plan	Plan Holiday	Eighth Plan	Ninth Plan
	1951-56	1956-61	1961-66	1966-69	1969-74	1974-89	1980-85	1985-90	1990-92	1992-97	1997-2002
Elementary Education (per cent)	850 (56)	950 (35)	2010 (34)	750 (24)	2390 (30)	3170 (35)	8360 (33)	28490 (37)	17290 (37)	92010 (47)	11848 (58)
Secondary Education (per cent)	200 (13)	510 (19)	1030 (18)	530 (16)	1400 (18)	1560 (17)	5300 (21)	18320 (24)	10530 (22)	34980 (18)	26035 (13)
Adult Education (per cent)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	2240 (9)	4700 (6)	4160 (9)	18480 (9)	6304 (3)
Higher Education (per cent)	140 (9) 140	480 (18)	870 (15)	770 (24)	1950 (25)	2050 (22)	5590 (22)	12010 (16)	5880 (12)	15160 (8)	25000 (12)

Other (per cent)	140 (9)	300 (10)	730 (12)	370 (11)	1060 (14)	1060 (14)	1080 (4)	1980 (3)	1180 (2)	7510 (4)	4314 (2)
Technical education* (per cent)	200 (13)	490 (18)	1250 (21)	810 (25)	1060 (13)	1070 (12)	2730 (11)	10830 (14)	8230 (17)	27860 (14)	23735 (12)
Total (per cent)	1530 (100)	2730 (100)	5890 (100)	3230 (100)	7860 (100)	8910 (100)	25300 (100)	76330 (100)	42270 (100)	196000 (100)	203636 (100)

(Source: Government of India, Plan Document and Union Budget Documents, various years figures in parenthesis indicate percentage to the total allocation.)

The expenditure on higher education also registered a considerable increase, as may be seen in the Table mentioned above. The relative share of higher education has increased till the Fourth Plan and thereafter it shows a decline due mainly to the emphasis on realization of the goal of universal elementary education. Table 6 shows the detailed break up of allocation during Ninth and Tenth Plan for higher education. Clearly, the focus of these plans has been on improvement of infrastructure, quality and relevance of programmes, access and equity, sharing of resources and use of information technologies (IT) for promotion of quality and excellence through R&D activities.

Table 7 Ninth and Tenth Plan allocations for higher education

Sl. No.	Schemes/Sectors	Ninth Plan allocation	Tenth Plan allocation
1	2	3	4
1.	Developing of Universities/colleges infrastructure		
	Enabling Colleges and Universities for Multiple use of infrastructure		300
	Office space for teaching in colleges and universities		400
	Programmes and scheme as continued from the 9 th plan	1134	2200
2.	Promotion of Relevance		
	Curricular reforms, Diversification, Modularization, Material Development and Community Colleges		100
	Strengthening of Vocational courses		90
	Programmes and scheme as continued from the 9 th Plan	204	350
3.	Promotion of Excellence and Quality		
	IT orientation to higher education		670
	National qualification framework		30
	Internationalisation of higher education		120
	IT training to teachers in universities and colleges		100
	Programmes and scheme as continued from the 9 th plan	166	330
4.	Inter-university Resources for Promotion of Quality		
	Establishment of 3 new centres		30
	Programmes and scheme as continued from the 9 th Plan	146	285

5.	Enhancing Access and Equity		
	Establishment of rural universities and college in priority areas		150
	Distance and open learning mode including virtual universities		80
	Programs and scheme as continued from the 9 th plan	78	155
6.	Improvement in Management of Education		
	Infrastructure development for academic and administrative staff development		100
	Training and development of non-teaching staff		20
	IT training to non-teaching staff		20
	Establishing center for research in higher education		30
	Programs and scheme as continued from the 9 th Plan	18	30
7.	Strengthening of UGC Administration		
	Infrastructure Development (New Campus)		10
	Programs and scheme as continued from the 9 th plan	7	15
8.	Programs to Strengthen Scientific Research	141	—
9.	Engineering and Technology	148	—
10.	Total	2042	
11.	Others	8	
12.	Total through UGC	2050	
13.	Other Higher Educational Institution	450	
14.	Grand Total	2500	5615

(Source: Higher Education During 10th Five Year Plan – A Proposal, NIEPA, 2001.)

States' expenditures

The Centre and the States share the responsibility of financing higher education. For historical reasons, the burden of financing education largely devolves on the States. In the area of general higher education, the States meet over 80 per cent of the total expenditure whereas the corresponding figure for technical and management education is merely 40 per cent. The remaining shares are met by the Centre. (Fiscal Policy for University Development: 175-76)

The State-wise allocations for higher education widely differ across the States, as may be seen in Table 7. The share of budgetary expenditure on higher education for the country as a whole was 11 per cent of the total expenditure in 1996-97. Against this national average, the major States which incurred lower amount of expenditure were: Bihar, Gujarat, Maharashtra, Rajasthan and U.P. The priority accorded by different States for development of higher education is clearly reflected from the comparisons of both absolute level of expenditure as well as relative share of each sector of education.

Table 8 Percentage of expenditure on education to total State budget, 1996-97

	State/Union Territory	Total State Budget (Million)	Expenditure on Edu. & Training by Edu. & Other Departments (Million)	Percentage of Exp. on Edu to the Total Budget	Percentage of total Budgeted Educational Expenditure on					
					Elementary Education	Secondary Education	University & Higher Education	Technical Education	Others	Total
1.	Andhra Pradesh	120561.8	26379.7	21.88	39.80	30.57	19.84	2.87	6.92	100.0
2.	Arunachal Pradesh	6136.8	1022.5	16.66	54.40	24.67	4.97	---	15.96	100.0
3.	Assam	42267.1	12524.8	29.63	59.65	24.93	10.25	1.81	3.36	100.0
4.	Bihar	91497.4	24594.4	26.88	65.53	22.86	8.34	1.18	2.09	100.0
5.	Delhi	21268.1	6619.0	31.12	23.17	64.54	2.28	6.41	3.60	100.0
6.	Goa	8519.1	1435.4	16.85	25.96	47.30	11.92	12.10	2.72	100.0
7.	Gujarat	91381.8	22207.8	24.30	56.78	29.82	8.40	3.27	1.73	100.0
8.	Haryana	49764.0	7913.2	15.90	44.96	35.44	13.82	4.69	1.09	100.0
9.	Himachal Pradesh	21617.8	4520.9	20.91	52.58	35.72	7.86	1.59	2.25	100.0
10.	Jammu & Kashmir	27060.6	4618.4	17.07	49.76	35.93	9.84	2.56	1.91	100.0
11.	Karnataka	106389.7	21470.3	20.18	51.93	30.33	12.81	2.62	2.31	100.0
12.	Kerala	71466.9	19727.3	27.60	49.41	30.11	15.25	4.24	0.99	100.0
13.	Madhya Pradesh	108425.9	24723.3	22.80	63.84	17.91	11.10	5.59	1.56	100.0
14.	Maharashtra	199508.3	40933.8	20.52	45.03	39.19	9.48	3.68	2.62	100.0
15.	Manipur	6636.9	1834.5	27.64	50.60	28.49	15.25	0.71	4.95	100.0
16.	Meghalaya	6502.1	1462.9	22.50	59.89	25.07	8.83	0.92	5.29	100.0
17.	Mizoram	4839.3	906.7	18.74	52.91	26.04	9.96	1.16	9.93	100.0
18.	Nagaland	7534.3	1165.3	15.47	72.56	17.22	5.47	1.41	3.34	100.0
19.	Orissa	55409.6	13165.4	23.76	54.23	25.97	14.70	3.06	2.04	100.0
20.	Punjab	56183.3	11382.9	20.26	31.56	49.17	13.32	4.16	1.79	100.0
21.	Rajasthan	78770.0	20133.9	25.56	54.69	33.29	7.25	1.36	3.41	100.0
22.	Sikkim	11198.3	622.0	5.55	56.55	38.53	2.52	0.52	1.88	100.0
23.	Tamil Nadu	121067.0	28220.4	23.31	49.90	33.35	11.23	3.57	1.95	100.0
24.	Triupura	9830.9	2442.3	24.84	47.42	37.92	4.21	0.96	9.49	100.0
25.	Uttar Pradesh	194040.0	42961.9	22.14	55.83	33.11	7.30	2.41	1.35	100.0
26.	West Bengal	102560.3	25173.9	24.55	29.28	42.07	12.84	2.47	13.34	100.0
Union Territories										
1.	Andaman & Nicobar Islands	3406.9	412.2	12.10	57.44	27.35	6.95	3.70	4.56	100.0
2.	Chandigarh	3887.2	892.6	22.96	22.28	17.34	46.24	11.27	2.87	100.0

3.	Dadra and Nagar Haveli	919.7	88.3	9.60	59.02	25.65	0.49	8.17	6.67	100.0
4.	Daman and Diu	700.8	89.8	12.81	41.15	33.46	8.36	9.45	7.58	100.0
5.	Lakshadweep	1252.2	117.6	9.39	47.86	31.84	13.42	—	6.88	100.0
6.	Pondicherry	4234.3	757.4	17.89	40.40	35.99	15.21	5.14	3.26	100.0
	INDIA	1634838.4	370520.7	22.66	49.99	32.73	10.89	3.05	3.34	100.0

* Includes Adult Education, Physical Education, Language Development and other General Educational Programmes.

(Source: Ministry of Human Resource Development: Analysis of Budgeted Expenditure on Education 1994-95 to 1996-97.)

A word of caution

It would seem apparent from the preceding analysis that the amounts allocated for education, both for maintenance and development, are quite substantial for a country like India, where at least one-third of the population is not only illiterate but also lives below the poverty line. It would therefore be important to evaluate the quantitative increase in allocation of funds in relation to the growing financial requirements due to both high social demand for education as well as the need for improvement in quality of relevant education. It is necessary to sound a word of caution lest the impressive record of (quantitative progress) should introduce a sense of complacency. It would be necessary to mention the following areas of concern, particularly in the case of financing of higher education.

Inadequacy of expenditure

The National Policy on Education, 1986, has referred to the seriousness of the "deleterious consequences of non-investment or inadequate investment in education" (1986:28). The studies on university finances reveal that a large number of the universities consistently suffer from deficit budgets (AIU: 1992). Such universities have to borrow in order to meet their committed expenditure. In effect, development activities suffer due to inadequate investment on infrastructure. Besides, the faculty positions are not filled, which adversely affect teaching and research. The position of colleges, where most of the higher education takes place, is such that about 50% are academically non-viable due to deficiency in facilities. They are therefore not eligible for UGC assistance. They are the worse hit.

Impact of inflation

It has been reckoned that because of the spiraling inflation, the real expenditure per student, at the higher education stage has got eroded, notwithstanding the substantial increase in the quantum of apparent inputs in higher education. This means that the actual size of the goods and services available for the development of higher education has not kept pace with the over all increase in costs and prices of critical inputs. Whatever additional allocations are made, a major chunk of it is absorbed by the inflation induced increase in salaries of staff. The point simply is that adequate allocations are not being made for education in our planning and budgeting. In the long run, education is crucial for economic progress and social development, but in the short run governments invest money for meeting immediate needs, and often, according to considerations of political expediency.

Rising expenditure on staff salaries

It has been noted that the share of expenditure on staff salaries has been rising over the years. In 1950-51, the proportion of expenditure on staff salaries was about 44 per cent of the total expenditure on higher education. In 2001, the

Table 8 Percentage of expenditure on education to total State budget, 1996-97

corresponding figure rose to about 70 per cent. This means that the provision of money for activities, which play a key role in determining quality is not commensurate with the rising needs of higher education. As the payment of salaries is linked to the index of prices, the share of salaries has increased over time while the corresponding share of material costs of running labs, libraries, etc, has declined. Moreover, over 50 per cent of salaries is accounted for by the non-teaching staff, which indicate lower priority for faculty recruitment and development of staff. In effect, much of expenditure on higher education is accounted for by non-academic activities.

Declining developmental expenditure

In view of the competing claims from other sectors of education, like elementary and adult education, higher education has to be content with a dwindling proportion of plan funds. Of the total allocations for education, the share of higher education reached the zenith in the Fourth Plan, accounting for 25 per cent of the plan allocations. Thereafter, it has consistently declined to 12 per cent in the Ninth Plan. The Tenth Plan allocation for higher education does not show discernable improvement in government support. But, the emergence of a large number of self-financing institutions in the private sector indicate both augmentation of opportunities for higher education as well as increased level of non-governmental investment, which are not reflected in plan allocation. The implications of such developments from the view point of access and equity however remains to be examined and evaluated.

Incongruities in financing of higher education

The preceding analysis has shown that there are quite a few incongruities in the financing of higher education. In spite of the apparent escalation in the amount of expenditure, the reality is different. Further, while both the universities and colleges are faced with the problem of inadequacy of financial inputs, the colleges are the worst affected. It may be noted that there has been a perceptible decline in the development outlays allocated for higher education under the successive five-year plans. It may be stated that, given the present socio-political scenario, higher education is unlikely to be accorded a high priority. The ways and measures for mobilizing resources from non-conventional sources, mainly through participation of private sector and other beneficiary groups such as industry and business have to be explored.

Mobilizing additional resources

There is a need for mobilizing additional resources for higher education in order to meet the ever growing maintenance and developmental needs.

The NPE (1986) has generally made the following suggestions about raising resources:

“Resources to the extent possible will be raised by mobilizing donations, asking the beneficiary communities to maintain school buildings and supplies of some consumables, raising fees at the higher levels of education and effecting some savings by efficient use of facilities. Institutions involved in research and development of technical and scientific manpower should also mobilize some funds by levying a cess or charge on the user agencies, including government departments, and entrepreneurs. All these measures will be taken not only to reduce the burden on State resources but also for creating a greater sense of responsibility within the educational system” (1986:28).

Allocation of resources for development of education should be made commensurate with the requirements of raising the quality and relevance of programmes. Due to paucity of funds, the governments – the Centre and the States – are unable to meet the growing needs of education sector. There is therefore an urgent need to raise resources from the alternative sources, such as, fees, donations and contributions from beneficiary groups, particularly industry and business. (Ansari: 1997).

There is a general perception among the educational planners and policy makers that fees from students as charged by the universities and colleges are extremely low in relation to the costs of education. This perception gets credence as the share of fees in the total income of universities and colleges has declined overtime. Higher education institutes are heavily dependent upon the government for financing their programmes. As the Centre and the State governments and UGC are constrained to enhance the level of funding to the institutions of higher education, it is imperative for the system of higher education to explore the possibilities of resource generation. **Cost recovery** from the students in the form of **fees** and other **user charges** is one of the important sources of income, which should be tapped to the extent possible. But, the issue of raising of fees has serious repercussions due mainly to students' resentments. **Fees** chargeable from the students or parents will have to be well within their **capacity to pay**. Increased cost recovery from students should not affect **access** to higher education by meritorious students belonging to the **socially** and **economically deprived** sections of the society. In view of this, UGC has constituted from time to time a number of high powered committees to examine the entire gamut of issues pertaining to resource mobilisation by the higher education institutions. The important among them are as under:

- Punnayya Committee Report on UGC funding of institutions of higher education, 1992-93;
- Anandkrishnan Committee to review the maintenance grants norms for Delhi Colleges, 1999; and
- Mahmood-ur Rahman Committee to formulate revised fees structure in the Central and deemed universities, 2000.
- Swaminathan Committee on resource mobilisation by technical and professional institutions, AICTE, 1991

All these committees focused on evolving **norms** for the **State funding** of higher education and identifying **potential sources** of **funds**. Due to the perceived linkages between the question of state support and cost recovery from students, all the committees have paid due attention to the issue of rationalization of fees chargeable from students by the universities and colleges. The salient features of the **major recommendations** are presented below:

Maintenance grants to universities and colleges

The present mechanism of funding of higher education, mainly on the basis of past trend perpetuates inefficiency in the institutions of higher education. The grants-in-aid system must be suitably modified to consciously reward quality, efficiency and innovativeness by the institutions of higher education. To this end, it has been recommended that the practice of block maintenance grants, which is inherently incremental in nature, must be replaced by the unit cost system of calculation of eligibility for grants.

Colleges of Delhi University, however, are different as they are supported by UGC. In the context of maintenance grants to the colleges of Delhi University, it has been recommended that the UGC in consultation with Delhi University should fix intake of each college keeping in view the infrastructure available and that the maintenance grants for each year should be based on the faculty strength determined on the basis of guidelines for student-teacher ratio and minimum work load of teachers prescribed by the UGC. Further, the salaries and allowances and other benefits to staff shall be provided by the UGC entirely or to the tune of 95% in case of the colleges while the rest of the items of expenditure should be shared between the colleges and the UGC.

corresponding figure rose to about 70 per cent. This means that the provision of money for activities, which play a key role in determining quality is not commensurate with the rising needs of higher education. As the payment of salaries is linked to the index of prices, the share of salaries has increased over time while the corresponding share of material costs of running labs, libraries, etc, has declined. Moreover, over 50 per cent of salaries is accounted for by the non-teaching staff, which indicate lower priority for faculty recruitment and development of staff. In effect, much of expenditure

Resource generation by universities and colleges

Currently, the UGC and the States provide overwhelming support to universities. Consequently, their incomes from fees and other sources are very limited, less than 10 per cent. While government may continue to be the major funding agency, the **universities must generate internal resources** which should be raised to a sizeable proportion in due course of time. It has been suggested that the resources generated by the universities should constitute at least 15% of the total recurring expenditure. Further, the universities must strive to raise the level of resource generation to the extent of at least 25% by the end of 10th year.

The practice of funding of higher education, in which additional revenue generated by the universities is adjusted against their maintenance grants was considered as a deterrent in generating additional resources by the universities. It was therefore suggested that the universities must be allowed to retain the additional earnings and savings raised by their own efforts and these should not be adjusted against their maintenance grants. The income so generated must be kept in a separate fund and utilized by the universities for furtherance of objectives of the universities. A mechanism of providing appropriate incentive grant, in the nature of matching grant, to encourage universities to explore and mobilize additional resources, should also be developed. This recommendation has been implemented by the UGC.

Revision of fees

There is a consensus that the level of fees charged by the universities and colleges is very low, as it has not kept pace with the increase in cost of education. In most universities and colleges, the fees in general and, more importantly, the tuition fees have not been revised for several years. The committees have expressed the view that the **affluent sections** of the society should bear a **reasonable cost of higher education**. It is also felt that higher fees would not only render sobriety to higher education but also help in maintaining seriousness on the campuses.

All the committees are of the view that the tuition fees must not only be revised but a **mechanism** must also be put in place by universities whereby these **fees are regularly and periodically adjusted** to the **rise in the cost**. The revision in the fees structure must not however, amount to a uniform fees structure for all courses within the same university. In relation to costs of education, the tuition and other fees may be different for different courses within the same university.

Fees for admission, examination, etc., should be so charged as to recover the full cost of these operations. However, fees for library, laboratory, sports and similar other facilities must be revised upward to recover a significant part of the recurring cost. Hostel and mess fees should be revised to meet the actual recurring cost and in due course of time effort should be made to recover a part of the capital cost as well. Similarly, universities should recover the full cost of the municipal services like electricity and water provided to their students and staff. Specific formula for working out the fees chargeable by each university for the courses that it offers has also been suggested. Accordingly to which, the universities should, to begin with, charge 3% of the unit cost. More importantly, it has been indicated that certain mandatory provisions be made to ensure that the revised fee structure as suggested by the committee is implemented by all the central universities.

Along with the revision of fees, universities should award freeship or admit students at concessional rate to ensure access of students belonging to socially and economically weaker sections of the society. The extent of such concession be limited to 10% of the entire strengths of students in the university.

Any discussion on resource generation inevitably leads us to the debate on privatization in higher education. In the following section we reproduce an extract on this aspect from the writings of a leading education economist of in the country.

Privatization: Effects and associated outcomes

The trend toward privatization is already producing serious effects on various aspects of the higher education system and the society at large. Quantifiable effects have occurred in higher education in terms of quantity, equity, and quality.

Since excess demand for higher education exists, it is reasonable to assume that demand for higher education in India is rather inelastic to changes in fees. But the coefficient of elasticity is not zero; and demand is not in fact in elastic for all levels and types of higher education. For example, it has already been noted that steep increases in fees at graduate and research levels in the IITs have been counterproductive, leading to a steep decline in enrollments of more than 37 percent. Latest indications are that the IITs are having second thoughts on fee structure at the graduate and research levels.

With the stress on cost-recovery measures, many areas of study, including the humanities and social sciences and even the natural and physical sciences, have come under great pressure. Only the marketable areas of study may survive. With the universities emphasizing revenue-generating programs, Darwin's law might come into operation, and other areas of study, however important they may be, could fade away. A significant increase in fees for general education might shift enrollments from general education to professional education.

The trend toward privatization has also created serious problems concerning equity in higher education. While the government is to a great extent able to ensure that protective discrimination policies are followed in government colleges and private aided colleges, resistance to such policies is much higher in the case of self-financing institutions. While the overall elasticity of demand may not be high, such elasticity may certainly be high for the economically weaker sections. In other words, under privatization even if the size of total enrollments does not change, the composition might change in favor of the better-off sections of society.

The government's inability to control the quality of education in private colleges is also being increasingly felt. The first choice of parents and students in general is the government colleges, and when they fail in that endeavor they seek admission in private colleges, where admissions criteria are relaxed for those who can pay the high fees. Unfortunately, even strong proponents of private higher education call for government to take responsibility for regulating quality in the system. But given social, political, and economic factors, the government seems to feel severely handicapped in regulating quality in private institutions. Generally, once recognition is granted to a private institution, which is not a very difficult process, the government is unable to enforce any of its conditions. This is true to some extent even in the case of state-aided private colleges. State grants are rarely delayed for any reason. Massive erosion of quality in private colleges might lower the overall quality of higher education.

State governments have sought to reduce corruption and ensure fair practices are maintained in the recruitment of teachers at private aided institutions. While some states have introduced reasonably good reforms, these have not been highly effective. Many state governments find it difficult to introduce such reforms.

Conflicts that arise between national manpower needs and the short-term market signals that influence private higher education institutions have had serious impacts. The long-term consequences can include manpower imbalances — both shortages and gluts.

All of these problems involve recognized private institutions. The emergence of “fake” universities and ghost institutions imparting higher education and awarding obviously fake degrees is yet another serious problem that is coming to the surface. As these institutions are not even recognized, the role of the government is practically nil concerning any aspect of these colleges. Occasionally, the UGC or the Association of Indian Universities makes public announcements listing the fake universities and ghost institutions and warning students and parents to be cautious.

The most important fears, which are being proved true to a great extent, concern the vulgar commercialization of higher education, and exploiting the vulnerability of “gullible parents” and charging exorbitant fees, ranging from application fees, to examination fees, and fees for grade sheets. The unparalleled greed of private enterprise in higher education in India has been unveiled. The “carnal lust” (Neave 1996, 20) has become highly visible. Higher education is viewed by private enterprise as a very attractive investment, yielding huge, quick profits. Further, students paying exorbitantly high fees are unlikely to feel any dedication to national interests such as public service, service in rural areas, or service to the poor.

Many legal battles have been fought in the high courts and before the Supreme Court concerning issues of higher education. Along with the frequent occasions on which the courts have had to issue detailed instructions to public bodies, these developments suggest a kind of serious malaise. Private higher education institutions in the country appear to have little concern for equity criteria, principles of efficiency, norms of educational excellence, and most importantly the cherished national goals and ideals.

Cost-recovery measures introduced in public institutions also have similar effects on quantity and quality dimensions of higher education. All cost-recovery measures are necessarily regressive, and scholarships and loan programs have not proved to be an effective antidote to the regressive effects of cost-recovery measures.

In the whole process of privatization, universities might well become more and more efficient, but the important question, as Neave (1996) stated, is: “efficient to do what?” They become financially efficient, generating more and more resources, but in the process lose sight of their main academic goals and objectives. Activities hitherto peripheral to universities tend to become the dominant ones. Universities tend to undertake increasingly more commercial and quasicommercial activities—such as, consultancy, sale of physical products and services, publication of books, training, and so on. Herein lies the great danger of privatization and to the very development of higher education in India.

Table 9 Trends in Policy, Planning, and Financing of Higher Education in Developing Countries

Conventional System	Emerging System
Welfare approach	Market approach
Public higher education	Mixed and private higher education
Public financing	Private financing
Private state-financed institutions	Private self-financing institutions
Private state-recognized institutions	Private institutions requiring no state recognition
Private degree-awarding institutions	Private non-degree - awarding institutions
Private institutions based on philanthropy and educational considerations	Private institutions based on commercial and profit motives

No fees	Introduction of fees
Low levels of fees	High levels of fees
No student loans	Introduction of student loan programs
Commercially ineffective loan programs — high default rates, but based on criteria of educational qualifications and economic needs	Commercially effective and viable loan programs — high recovery rates, based more on commercial considerations
Scholarly/academic disciplines of study	Self-financing, commercially viable/profitable disciplines of study
Emphasis on formal/full-time education	Open/distance/part-time education
Heads of institutions selected for academic background	Heads of institutions selected for expertise in financial/money management and resource generation.

Relevant portions of the recommendations of various committees

1. Punnayya Committee

- While universities should be encouraged to augment their resources for covering a larger proportion of costs of education than what prevails now, the increased burden must be borne mainly by those who can afford.
- State or Government funding must continue to be an essential and mandatory requirement for support to higher education. The Government/State must continue to accept the major responsibility for funding the essential maintenance and development requirements of the universities.
- In regard to student funding, consideration of merit as well as social and economic backwardness should be taken into account.
- Quality, efficiency and innovativeness must be consciously rewarded and institutions failing to improve financial and academic discipline should face disincentives.
- Heavy subsidies in many of the activities covered under maintenance grants, such as supply of electricity, transport, water supply etc. and in many other items have to be reviewed and reduced to a substantial extent so that the maintenance grant can be stabilized at a certain acceptable level.
- An optimum division between academic and non-academic costs should be arrived at to help in stabilizing the maintenance expenditure.
- While the Government/UGC may continue to be the major funding agency, the universities must generate internal resources which should be sizeable in course of time.
- The tuition fees may be revised upwards with immediate effect and may be periodically adjusted, keeping in view the rate of inflation. The tuition fee may have to be different within a university, for different courses of study. The revised fee should be made applicable to the new entrants.
- Fees for library, laboratory, sports should be revised upwards to recover a significant part of the recurring cost.
- Hostel fees should be revised with immediate effect to meet all the actual recurring cost and in due course of time, a part of capital cost as well. The student community should be involved in the discussions to raise resources where their interests are affected.

- The income derived from enhancement of fees should be utilized to augment fellowship and scholarship programmes for ensuring access to weaker sections.
- The resources generated by the universities should constitute at least 15 % of the total recurring expenditure at the end of the first five years and at least 25% at the end of 10 years.
- A significant proportion of the internally generated resources and incentive grant from UGC for the purpose be put in a corpus fund. UGC may also provide corpus fund grant to institutions in addition to maintenance and development grant.
- The income from the corpus fund be utilized for infrastructural development of the university.
- UGC may comprehensively look into expanding and/or appropriately targeting the existing schemes for providing fellowships, scholarships, freships and student concessions.
- The existing scheme of the Department of Welfare to provide tuition and living expenses to SC/ST students needs streamlining.
- UGC may introduce broad-based student scholarship schemes for postgraduate students studying in central universities; this may be extended to 20% of the total student enrolment at postgraduate level.
- Central universities should award freships or admit students at concessional rate of fee to meritorious students belonging to socially and economically weaker sections of the society.
- UGC may explore the possibilities of introducing soft loan scheme in collaboration with the nationalized banks.
- Recommendation made for resource generation in respect of Central Universities should be applicable to Delhi colleges.

2. Anandkrishnan Committee

- College fees which relates to essential academic functions and services such as tuition fees, library fees, laboratory fees etc. The rates of fees for each item has been recommended based on the existing pattern of fees in various parts of the country, the escalating cost of education and the paying capacity of students. This group of fees will be included as income in computing the maintenance grants.
- Special fees relate to such extra-curricular activities as annual day, identity card, college magazine etc. which may be prescribed and collected by each college. This group of fees will not be included in the computation of maintenance grants.
- Recommended fees structure:

1. College fees

1. Application form/prospectus fee	Rs.50/- or more
2. Tuition fee for U.G. Courses	Rs.1200/- p.a.
3. Tuition Fee for P.G. Courses	Rs.1500/- p.a.
4. Admission Fees	Rs.50/-
5. Home Examination Fee	Rs.25/- or more

6. Library and Reading Room Fee	Rs.350/- per session & above		
7. Electricity and Water for College	Rs.120/- p.a. & above		
8. Garden Fee for College	Rs.100/- p.a. & above		
9. Lab Fee for U.G.	Rs.150/p.a. & above		
Lab fee for P.G.	Rs.250/p.a.		
10. Hostel Room Rent & other charges			
	Room Rent	Electricity &	Maintenance Charges
Single occupancy	Rs.100/-	Rs.50/-	Rs.50/-
Double occupancy	Rs.75/-	Rs.50/-	Rs.50/-
Triple occupancy	Rs.50/-	Rs.50/-	Rs.50/-

1. Hostel fees

The hostels are not only heavily subsidized but some of the items of subsidy such as use of electricity, water, crockery & cutlery cooking utensils, furniture, common room items, amenities like geyser, fans and vehicle parking arrangements should be charged from the students for which a consolidated fee named as hostel fee in the range of Rs.500/- to Rs.1000/- per annum may be charged.

2. Special fees

Each college may levy reasonable fee for activities listed in this category.

3. University fee

This will be determined from time to time by the Regulations of the university.

4. Development fee

It has been mentioned in the Punayya Committee report on Delhi colleges that a monthly fee of Rs.5/ per student is being charged since 1984 (except from S.C./ S.T. and poor students) be continued to improve students facilities but the quantum of the fee to be charged be left to each college to decide.

The present committee endorses the above view but would like to add further that the amount being charged is very small and it should be in the range of Rs.100/- to 300/- p.a. subject to the following conditions:

- The amount collected will be kept in a Revolving Fund and rules for its utilization will be got approved from the UGC.
- It will in no case be utilized for payment of salaries or other related expenditure.
- S.C./S.T. students and poor students on proper authentication be continued to be exempted from payment of development fee.

3. Mahmood-ur-Rahman Committee

- Level of fee charged by different universities for various courses being extremely low, the fee needed upward revision.
- Higher education system throughout the world is presently under severe financial constraints due to mounting costs of higher education reduction of philanthropic activities by society and slowly withdrawal of support from the field of education.

3. Faced with fiscal crisis educational institutions are looking for alternate sources of revenue and finding ways and means of reducing costs and analysis of expenditure on unit cost method.
4. Affluent section of the society should pay reasonable cost of the higher education
5. Institutions be encouraged for augmentation of resources but access to higher education must, in fact, be made wider than now for the poorer students through tuition fee waivers, scholarships.
6. The higher fee gives sobriety to the system and to the institutions and is also helpful in maintaining the law and order.
7. Powers of the Govt. and the UGC to increase the level of fee: Certain mandatory provisions be made to ensure that the revised fee structure being suggested by the committee is implemented by all the universities concerned.
8. The fee structure cannot be indexed to rate of inflation in view of non-availability of data in each University.
9. A fee structure in order to be just, has to be fair to all concerned, namely, the students and their guardians, the management, faculty members and employees. The bedrock of such a policy has to be avoidance of commercialization and profit-making while simultaneously ensuring maintenance of standards and upkeep of facilities and assets.
10. Tuition fee will seek to recover the actual cost of imparting education.
11. Modified unit cost method i.e. 3% of the unit cost worked out by Punneya committee should be the basis of fee structure which may be increased every year to the extent of 2%.
12. Subsidies for educational and excursion tours.
13. Levels of development fee increased resources to be utilized for development purposes and monitored through a committee. VC may be authorized to give exemption from payment of development fee.
14. Utilization of enhanced fee, formation of a corpus fund, award of scholarship, fellowships revival of students Aid Fund establishment of students Welfare Fund, replacement of equipment.
15. Exemption from payment of Income Tax by the universities due to abolition of Section.
16. The target of increasing resources to the extent of 25% of the budget by the end of 10 years as recommended by Punneya Committee can not possibly be achieved.
17. All fees to be charged for 12 months.
18. Yearly upward revisions be made at 2% of the suggested rate and after five years, the Commission may consider the entire issue again.
19. The additional amount generated by way of increases in fee will not be utilized for payment of salaries as recommended by the Punneya Committee vide para 5.10 (iii) and will be borne by the U.G.C. on 100% basis.

We conclude this discussion by emphasizing that no amount of additional resources mobilization would make a dent on the system of higher education unless certain

basic structural changes are brought about to improve planning and management of the system. There is a need to encourage the institutions of higher education to improve their responsiveness to socio-economic needs of the society and economy. In view of the academic, sociological and equity considerations, they should be provided financial and administrative support. As a corollary to this, the ever-increasing proliferation of institutions of higher education, without adequate facilities, will need to be contained. Another essential pre-requisite is to expand technical and professional education strictly in relation to the assessed manpower requirements on a long-term basis. And, quality of education should not be sacrificed at any cost.

Lastly, equal emphasis has to be laid on the introduction of non-monetary inputs like **restructuring** and **modernization of curriculum**, introducing **better methods of teaching**; **improving** procedures of **evaluation** etc. Reliance on monetary inputs, whose availability is strictly limited, would still not make higher education either functional or the mainstay of future development.

Self-assessment

5. *What are the incongruities in the system of financing higher education?*

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6. *Suggest at least two important measures the country should undertake for mobilizing additional resources for higher education.*

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7. *What are the major constraints in mobilization of resources by the universities and colleges?*

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Summary

You would have seen that in spite of tremendous increase in the facilities for higher education, the system suffers from a number of difficulties. These include the uneven and, in some cases, unplanned expansion of facilities, the mismatch between the production of university educated persons and the absorptive capacity of the economy leading to unemployment among the educated and a decline in the quality of higher education. Discontent arising from this has serious socio-political consequences. We also discussed the financing and funding of higher education in India. Higher education being on the Concurrent List, both Central and State Governments are responsible for its development. There has been a substantial increase in the overall expenditure on higher education since Independence, although per student

expenditure in real terms has not shown the same trend. Moreover, the proportion of allocation for higher education has perceptibly declined in the successive Plans. The trend seems unabated and is unlikely to change unless broader changes in the socio-political scenario are made. Suggestions have also been made about how to mobilize additional resources in order to meet the ever growing maintenance and developmental needs of higher education, even though this has to be accompanied by internal academic changes in the system so as to improve efficiency in management of institutions.

Unit-end activities

1. How many regions/districts does your State comprise? Select at least two districts/regions within your State and study the distribution of expenditure on higher education in each. Are there significant differences? What are the explanations for these differences?
2. Social and economic equity is presumably achieved by providing larger number of freeship, scholarships, and other financial concessions to socially and economically backward students. Make a list of the SC and ST students in your class who are receiving such benefits. Find out which section among such groups utilizes these concessions. Are they backward among their own socio-economic groups?
3. For the year 2002-03, make a table for the following:
 - i) availability of resources for various sectors of the economy;
 - ii) allocation under the different sub-heads of the higher education. What are your findings?

Points for discussion

1. If the employer has to provide special training to the persons with a basic level of general training, after employing them, why should the country spend on their professional education at all? What do you think of this view?
2. Discuss the possibility of limiting the role of the government in the financing of higher education to the minimum, i.e., to the extent of helping the underprivileged with financial assistance.
3. There have been instances of the community organising funds for facilities like libraries/canteens or buildings in some colleges and universities. What do your peers and colleagues think of such practices? Share their experiences and explore the possibility of such ventures in your colleges.

Suggested readings

Ansari, M. M. (1997) *'Cost-Effectiveness of Higher Education'*. New Delhi: Concept Publishing.

Ansari, M. M. (1997) *'Resource Mobilization by Universities'*. Rohtak: Spellbound Publications.

Ansari, M. M. (1994) *'Fiscal Policy for University Development'*. New Delhi: Concept Publishing Co.

AIU (1992) *Financial Deficits in Universities*.

Azad, J.L. (1975). *Financing of Higher Education in India*. New Delhi: Sterling Publishers.

It would be of interest for you to know that, for the purposes of career advancement, the UGC has recognized the PGDHE as being equivalent to one orientation programme for teachers from all disciplines except education and equivalent to two refresher courses for teachers from the discipline of education.

