CHAPTER - 1

INTRODUCTION
1.0 INTRODUCTION TO HIGHER EDUCATION

Human capacity development is enhanced through education at many levels including primary, secondary, technical and vocational, and higher education. Given the growing complexity of contemporary contexts, higher education is an increasingly more critical piece of human capacity development. Higher education enhances people’s abilities to make informed decisions, produce technology, adopt and adapt technology, sustain livelihoods, cope with shocks, be healthier, be responsible citizens, and be more effective stewards of natural resources. Given the importance of human capacity in development, economic growth and social stability, it is no surprise that higher education policy occupies an increasingly important place on national policy agendas. The widespread recognition that higher education is a major driver of economic competitiveness in an increasingly knowledge-driven global economy has made high-quality higher education more important than ever before in both industrialized and developing countries.¹

Next, Higher education is the backbone of any society. It is the quality of higher education that decides the quality of human resources in a country. Higher education, as we see today, is a complex system facilitating teaching, research, extension and international cooperation and understanding. In a society full of diversity, ideologies and opinions, higher education means different things to different people. The pluralism of views is quite inevitable and some would opine it should be like that only. However, as we intend to discuss and learn more about quality in higher education, we should ask ourselves, what is higher in higher education? You, as a teacher/stake holder of higher education, will agree
that it is not just about the higher level of education structure in the country. There is more to it. In terms of the level, higher education includes college and university teaching-leaning towards which the students progress to attain higher education qualification. Higher education imparts in-depth knowledge and understanding so as to advance the students to new frontiers of knowledge in different walks of life. It is about knowing more and more about less and less. It develops students’ ability to question and seek truth and make him/her competent to critique on contemporary issues. It broadens the intellectual powers of the individual within a narrow specialization but also gives him/her a wider perspective of the world around.

Oxford dictionary defines Higher Education, “Education and training at college and university, especially to degree level” Higher education, post-secondary education, tertiary education or third level education is an optional final stage of formal learning that occurs after secondary education. Often delivered at universities, colleges, seminars, and institutes of technology, higher education is also available through certain college-level institutions, including vocational schools, trade schools, and other career colleges that award academic degrees or professional certifications. Tertiary education at non-degree level is sometimes referred to as further education or continuing education as distinct from higher education. In the days when few pupils progressed beyond primary education, the term "higher education" was often used to refer to secondary education, which can create some confusion.

Higher education includes teaching, research, exacting applied work and social services activities of universities. Within the realm of teaching, it includes both the undergraduate level and beyond that graduate level or post graduate level. The latter level of education is often referred to as graduate school, especially in North America. Since World War-II, developed and many developing countries have increased the participation
of the age group who mostly studies higher education from the elite rate, of up to 15 percent, to the mass rate of 16 to 50 percent. Higher education is important to national economies both as an industry, in its own right, and as a source of trained and educated personnel for the rest of the economy. College educated workers have commanded a measurable wage premium and are much less likely to become unemployed than less educated workers.

1.1. EVOLUTION OF HIGHER EDUCATION IN INDIA

1.1.1. Pre-Independence

India has a very rich history dating back several millennia. Knowledge was preserved and propagated through an oral tradition. In this context, the teachers set up residential schools in their own homes. Students were to live with the teacher and his family and were expected to share the daily chores of the family. Sanskrit was the language of the educated and the texts were composed in this language. Most of the major modern languages in India are derived from Sanskrit. During the rules of Buddhist kings belonging to the Mauryan dynasty in the third and second century BC, India flourished with the establishment of institutions of learning. Taxila, now in Pakistan, became the seat of learning where scholars journeyed to learn and to be educated. Nalanda in eastern India became famous for the Buddhist University where several religious conclaves were held. Nalanda, Taxila and Vikramasila universities were renowned seats of higher learning, attracting students not only from all over the country but from far off countries like Korea, China, Burma, Ceylon (now Sri Lanka), Tibet and Nepal.

In the 10th century, India was invaded from the northwest and many rulers founded their dynastic rule in India. Persian became the court language and the educated elites became conversant in Farsi and Arabic. The dual traditions of Sanskrit and Farsi education were kept alive till the colonization of India by the British.
During the British rule, social reformers and intellectuals like Raja Ram Mohan Roy felt that a reform in the Indian Education system was an integral part of the social reform which they were spearheading at that time. They wanted the traditional education system to be replaced by a ‘more liberal and enlightened system of instruction embracing natural philosophy and the sciences’. In fact, in 1823, Raja Ram Mohan Roy requested the Governor General, Lord Amherst to establish a college in Calcutta for this new and liberal education and education in the sciences, instead of Sanskrit College as proposed.

But, the present system of higher education dates back to Mountstuart Elphinstone’s minutes of 1823, which stressed on the need for establishing schools for teaching English and the European sciences. Later, Lord Macaulay, in his minutes of 1835, advocated ‘efforts to make natives of the country thoroughly good English scholars’. Lord Macaulay’s minute was adopted in passing English Education Act under the British Governor General in India, William Bentick. Sir Charles Woods’s Dispatch of 1854, famously known as ‘Magna Carta of English Education in India’, recommended creating a properly articulated scheme of education from the primary school to the university. It sought to encourage indigenous education and planned the formulation of a coherent policy of education. He recommended the establishment of a department of education to coordinate the system of education in those geographical parts of India under their rule. Further, Wood also recommended the establishment of universities in the Presidency towns, namely, Calcutta, Bombay and Madras. It should be noted that the East India Company or the subsequent British Government in India was interested in training Indians in their administrative system through English to utilize their services as subordinates to their Government of India. In other words their objective in introducing English education was not so much to impart liberal education and science education to Indians as to give training to Indians to serve as
their servants and subordinates in their administrative machinery. This resulted, naturally, in selective higher education offered at the University of Calcutta, Bombay, Madras, Lahore and Allahabad University which were established during the period from 1857 to 1887.8

While the three universities were established in three metropolitan cities, Bombay (now Mumbai), Calcutta (now Kolkata) and Madras (now Chennai) following Oxford or Cambridge as models in 1857, university at Allahabad was established in 1887. The need for technical education was also felt by the British, who established the first industrial school attached to the Gun Carriage Factory in Guindy, Chennai, in 1842.9 Subsequently, a number of changes were introduced in Higher Education in India during Pre-independence era. Some important instruments of these changes were as below:

(a) Indian Education Commission: It was established in 1882 with Hunter as the Chairman. The commission is popularly known as Hunter Commission. The main recommendations were: (i) Withdrawal of Government from direct enterprise in the field of Higher Education. (ii) Special grants for establishment of furnished libraries, reading rooms, science rooms, scientific apparatus and other educational equipments, building and furniture. (iii) Establishment of university for North Eastern Frontier Province and (iv) Meritorious and promising students should be sent to foreign countries for higher education on government scholarship.

(b) Indian University Commission: Indian University Commission was appointed by Lord Curzon on Jan 27, 1902 to inquire into the conditions and prospects of Indian universities and to suggest reforms. Two Indians, Gurdas Banerjee and Syed Husan Bilgram were included in the commissions. The recommendations were:

1. No new university will be established.
2. Existing universities (Calcutta, Bombay, Madras, Allahabad and
Punjab) should be reorganized as teaching bodies.

3. There should be proper representation of teachers and college lecturers in the university senate.

4. The university should strictly enforce rules and ensure systematic supervision of the affiliated colleges.

5. The commission suggested that there should be a managing committee for every college.

6. B.A. Course should be extended to three years and intermediate should be abolished.

(c) Indian University Act of 1904: The recommendations of India University Commission appeared after slight amendment in the shape of Indian Universities Act, 1904. It recommended the following provisions:

1. University functions were enlarged by giving power to appoint their own staff and to provide facilities for research work.

2. The principle of election was introduced. The older universities were to have 20 and new ones 15 elected members.

3. Statutory recognition was granted to the syndicate with proper representation of university teachers.

4. Strict rules for affiliation of colleges were introduced.

(d) Calcutta University Commission: On September 14, 1917 Calcutta university commission, also known as Sadler commission was appointed by the Government of India under the Chairmanship of Sir Michael Sadler, the Vice-Chancellor of the Leeds University. Its recommendations were:

1. Admission to the university should take place after intermediate stage in place of matriculation.

2. Intermediate classes should be separated from the university. A new
type of institution to be known as Intermediate College should be created.

3. Three year degree course.

4. Provisions of tutorial classes and seminars in higher education.

5. Vernacular should be the medium of instruction through the higher schools except for the teaching of English and Mathematics.

6. Less rigid government control over the universities.

7. Education should be made a subject of study at the intermediate and BA examination.

8. To strengthen vocational education, university course should include applied science and technology.

(e) Government of India Act, 1935: Government of India Act, 1935 provided more provincial autonomy in education and made local bodies responsible for education. It divided all educational activities into two categories: (a) Federal and (b) State.

(f) Indian Education Committee, 1944: To review the condition of education in India, a committee headed by Sir John Sergeant was appointed. Main recommendations of the committee are:

1. University education should be given only to a few deserving dynamic students.

2. University Grant Commission should be appointed.

3. Research methods should be encouraged.

4. Free training should be imparted in the training colleges.

5. Establishment of Employment Bureaus of educational departments and University employment Bureaus. They would ensure smooth placement of students in various jobs according to their interests and abilities.
6. Refresher courses, research facilities, free training, good salary and service conditions were among the chief recommendations of the report.

1.1.2. Post Independence

After independence, many commissions and committees were appointed by the Government to look into the present condition of higher education and to suggest ways and means to raise the status of Higher Education in India. Some important commissions and committees are discussed below:

1.1.2.1. Indian Education Commission, 1949.

After India became independent, the first governmental act to organize the education system in the light of independence was the setting up of the University Education Commission, headed by Prof. S. Radhakrishnan, former Vice-Chancellor of Benaras Hindu University and second President of India. The commission was inaugurated by Abdul Kalam Azad, the then education minister on 6 Dec 1948. It submitted its report in Aug, 1949. The main recommendations were:

1. It recommended 18 periods a week, but research students should have between twelve to fifteen periods.

2. Teaching of M.A. and M.Sc. degree students should be properly organized by means of regular lectures, seminars and laboratory work.

3. PhD degree should be two years and the students’ examination should include a thesis and a viva-voce to test the general knowledge in the whole field of the subject.

4. Research training should be encouraged by giving fellowships and scholarships to the competent students.

5. Viva-voce examinations for post graduate and professional degrees.

6. Agriculture research should be supported.
7. Number of admissions to a medical college within a year should be 100 and not more than 10 patients should be kept under a student.

8. Medical colleges should be well equipped and research should be promoted.

9. More weightage should be given to practice of teaching.

10. Students should be encouraged to proceed to the Master’s degree in education after some experience.

11. President of India should be visitor, and the Governor of the state should be the chancellor of all the universities in his state.

1.1.2.2. University Education Commission, 1964-66

Indian Education Commission (1964-1966), popularly known as Kothari Commission, was an ad-hoc commission set up by the Government to examine all aspects of the educational sector in India, to evolve a general pattern of education and to advise guidelines and policies for the development of education in India.10 It was formed on 14 July 1964 under the chairmanship of Daulat Singh Kothari, then chairman of the University Grant Commission. The terms of reference of the commission was to formulate the general principles and guidelines for the development of education from primary level to the highest and advise the government on a standardized national pattern of education in India. However, the medical and legal studies were excluded from the purview of the commission. Considering its terms of references and recommendations, it is one of the landmarks in Education history of India in general and Higher education, in particular.

The main front line activities were handled by nineteen task forces or working groups, each handling specific area of activity. Some of the important various task forces and Working Groups were: (a) Task Force on Adult Education (b) Task Force on Educational Administration (c)
Educational Finance (d) Higher Education (e) Techniques and Methods in Education (f) Professional, Vocational and Technical Education (g) Science Education (h) Teacher Education and Teacher Status (i) Student Welfare (j) Educational Statistics (k) School Curriculum (l) Women’s Education.

Nine thousand individuals covering educators, scholars and scientists were interviewed and 2400 memorandums were examined by the commission, during a period spanning 21 months. The commission submitted its 287 page report on 29 June 1966 to M.C. Chagla, the then minister of education. The report had four sub sections:

Section I : General issues

- Section II : Stages of Education
- Section III : Recommendations and programmes
- Section IV : Additional papers

The four main themes of the commission were:

1. Increase in Productivity
2. Promoting social and National Integration
3. Education and Modernization
4. Developing social, moral and spiritual values

Main Recommendations

One of the main recommendations of the commission was the standardization of educational system on 10+2+3 pattern, across the country. It advised that the pre-primary education which had different names such as Kindergarten, Montessori and pre-basic should be renamed as pre-primary and the primary education (renamed as lower primary) to be up to the 4th standard. It further classified the schooling as upper primary or higher primary and high school (up to standard X). The under graduate
education was identified as XI and XII standards under the name, higher secondary or pre-university. The graduate studies were recommended to be standardized as a three year course. The educational system up to master's degree was categorized as first (primary education), second (secondary education up to XII) and third levels of education (higher studies).

The commission recommended that a common public education system should be introduced and it should be vocationalized in general and special streams by introducing work experience as a part of education. It further stressed on the need to make work experience and social/national service as an integral part of education. Specializations of subjects were advised to be started from higher secondary levels.

The days of instruction were recommended to be increased to 234 for schools and 216 for colleges and the working hours to be fixed at not less than 1000 hours per academic year, preferably higher at 1100 or 1200 hours. It also advised for reduction of national holidays. Linking of colleges to a number of schools in the neighborhood, utilization of school facilities, 8 hours a day all through the year, establishment of book banks, identification of talents and provision of scholarships, setting up of day study and residential facilities, and opportunities for students to earn while studying were some of the other recommendations of the commission. It also emphasized on free education up to and including lower secondary level of education.\textsuperscript{12}

Commission laid stress on women education and advised setting up of state and central level committees for overseeing women education. It suggested establishing schools and hostels for women and urged to identify ways to find job opportunities for women in the educational sector. Focusing on equalization of opportunities to all, irrespective of caste, religion and gender and to achieve social and national integration, the schools were advised to provide education to backward classes on a
priority basis and the minimum level of enrollment at a secondary school were advised to be not less than 360 every year. Two sets of curricula were prescribed, one at state level and one at the national level and the schools were recommended to experiment with the curriculum. It also proposed that three or four text books to be prescribed for each subject and moral and religious education be made a part of the curriculum.\textsuperscript{13}

It also recommended the establishment of guidance and counseling centers and a new approach in the evaluation of student performances. The commission suggested the neighbourhood school system without social or religious segregation and a school complex system integrating primary and secondary levels of education. It put forward the suggestion that state and national boards of examination need to be set up and state level evaluation machinery be put in place.

The commission recommended the establishment of Indian Education Service, along the lines of Indian Administrative Service, to bring in professional management to education sector. It proposed standardization and revision of the pay scales of the teaching, non teaching and administrative staff and prescribed minimum pay levels based on their locations. It also advised standardization of pay scales working under different managements such as government, private and local bodies. The minimum scale was suggested to be in the ratio of 1:2:3 for teachers in the primary, secondary and higher levels of educational sector. Another proposal was for the establishment of machinery for continuous on job training of the teaching staff and for efforts to raise the status of the teachers to attract talents into the profession. It urged laws to be passed to legalize the educational standards and the educational expenditure to be raised from the then level of 2.9 percent of the GDP to 6 percent, to be achieved by the fiscal year, 1985-86. A significant suggestion was the issuance of a National Policy on Education by the Government of India which should serve as a guideline for the state and local bodies in the design and implementation of their educational plans.\textsuperscript{14}
Aftermath

Formulation of a National Policy on Education was one of the important recommendations of the commission and in 1968, the fourth Lok Sabha elected to office in 1967 under the leadership of Mrs. Indira Gandhi, passed the bill. The policy covered many recommendations of the Kothari Commission such as free and compulsory education, pay scale revision of teachers, equalization of educational opportunity and science education.\(^{15}\)

Another recommendation of the commission for the alignment of the educational system on 10+2+3 pattern has been achieved by the government on a national level. The education has been modeled as per commission's recommendation to stratify the sector with state and national bodies and a central board; Board of Higher Secondary Education was set up in 1986.\(^ {16}\)

Kothari commission, fourth education commission in independent India, and its recommendations are also reported to have influenced the 1986 revision of the National Policy on Education by the Rajiv Gandhi Ministry. The guidelines laid out by the commission were revisited by the National Knowledge Commission headed by Sam Pitroda in 2005.

**1.1.2.3. National Policy on Education, 1968**

In the post independence period, a major concern of the government of India and the states has been to give increasing attention to education as a factor vital to national progress and security. Problems of educational reconstruction were reviewed by various commissions and committees, notably the University Grant Commission (1948-49) and the Secondary Education Commission (1952-53). Some steps to implement the recommendations of these commissions were taken; and with the passing of the resolution on scientific policy under the leadership of Jawaharlal Nehru, the development of scientific resolution technology and scientific research received special emphasis. Towards the end of the third Five Year
Plan, a need was felt to hold a comprehensive review of the Educational system with a view to initiating a fresh and more determined effort at educational reconstruction and Education Commission (1964-66) was appointed to advise Government on “the national pattern of Education and on the general principles and policies for the development of education at all stages and in all aspects.” The Report of Education Commission has since been widely discussed and commented upon. Government is happy to note that a consensus on the national Policy on Education has emerged in the course of these discussions. 

In its policy declaration, the Government of India stated that the Government is convinced that a radical reconstruction of education on the broad lines recommended by the education commission is essential for economic and cultural development of the country for national integration and for realizing the ideal of a socialistic pattern of society. The educational system must produce young man and women of character and ability committed to national service and development. Only then education will be able to play it vital role in promoting national progress, creating a sense of common citizenship and culture and strengthening national integration.

Thus, the National Policy of Education, 1968 was formed on the basis of the recommendations of the Kothari Education Commission 1964-66. We have already discussed the recommendation of the Kothari Education Commission in the previous unit. The Commission recommended that the Government of India should issue a statement on the National Policy on Education which should provide guidance to the state Governments and the local authorities in preparing and implementing educational plans. In 1967, the Government of India constituted a committee of Members of parliament on Education to prepare the draft of a statement on the National Policy of Education. The Committee brought together the leading members of almost all the political parties in the
country and prepared a draft which was considered by the Central Advisory Board of Education. A general consensus on the National Policy on Education emerged in the course of the Board’s deliberations; Following are the main features of the National Policy of Education, 1968, thus emerged:–

(a) **Free and compulsory education**

Strenuous efforts should be made for the early fulfillment of the Directive Principle under Article 45 of the constitution seeking to provide free and compulsory education for all children up to the age of 14. Suitable programmes should be developed to reduce the prevailing wastage and stagnation in schools and to ensure that every child who is enrolled in school successfully completes the prescribed course.

(b) **Status, Emoluments and Education of Teachers**

Of all the factors which determine the quality of education and its contribution to national development, the teacher is undoubtedly the most important. Teachers should be accorded an honoured place in the society. Their emoluments and other service conditions should be adequate and satisfactory having regard to their qualifications and responsibilities. The academic freedom of teachers to pursue and publish independent studies and researches and to speak and write about significant national and international issues should be protected.

(c) **Development of Languages**

**Regional Languages:** The energetic development of Indian Languages and literature is a sine qua non for educational and cultural development. Unless this is done, the creative energies of the people will not be released, standards of education will not improve, knowledge will not spread to the people, and the gulf between the intelligentsia and the masses will remain static if not widen further. The use of regional languages should not be only at the primary and secondary stages, but
urgent steps should be taken to adopt them as media of education at the university stage.

**Three Language formula:** At the secondary stage the state Governments should adopt and vigorously implement, the three language formula which includes the study of a modern Indian language, preferably one of the southern languages, along with regional languages, Hindi and English.

**Hindi:** Every effort should be made to promote the development of Hindi as the link language. Due care should be taken to ensure that it will serve as provided for in the Article 351 of the constitution, as a medium of expression for all the elements of the composite culture of India.

(d) **Spread of Literacy and Adult Education**

Literacy is necessary not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development in general. Employees in large commercial, industrial and other concerns should be made functionally literate as early as possible. A lead in this direction should come from the industrial undertakings in the public sector. Teachers and students should be actively involved in organizing literacy programmes.

(e) **Equalization of Educational Opportunities**

Strenuous efforts should be made to equalize educational opportunity.

- Regional imbalances in the provision of educational facilities should be corrected and good educational facilities should be provided in rural and other backward areas.
- Effort should be made to improve the standard of education in general schools.
- All special schools like Public schools should be required to admit students on the basis of merit and also to provide free studentships to
prevent segregation of social classes.

- The education of girls should receive emphasis, not only on grounds of social justice but also because it accelerates social transformation.
- More intensive efforts are needed to develop education among the backward classes and especially among the tribal people.
- Educational facilities for the physically and mentally handicapped children should be expanded and attempts should be made to develop integrated programmes enabling the handicapped children to study in regular schools.

(f) **Identification of Talent**

For the cultivation of excellence, it is necessary that talent in diverse fields should be identified as early as possible, and every stimulus and opportunity should be given for its full development.

(g) **Work Experience and National Service**

The school and the community should be brought closer through suitable programmes of mutual service and support. Work experience and national service including participation in meaningful and challenging programmes of community service and national reconstruction should accordingly become an integral part of education. Emphasis in these programmes should be on self-help, character formation and on developing a sense of social commitment.

(h) **Science Education and Research**

With a view to accelerating growth of the national economy, science education and research should receive high priority. Science and mathematics should be an integral part of general education till the end of the school stage.

(i) **Education for Agriculture and Industry**

Special emphasis should be placed on the development of education for agriculture and industry. There should be at least one agricultural
university in every state. These should be single campus universities and they may have constituent college on different campuses. Other universities may also be assisted to develop strong departments for the study of one or more aspects of agriculture. Technical education and research should be related closely to industry. There should be provision for continuous cooperation between the two.

(j) Examinations

A major goal of examination reforms should be to improve the reliability and validity of examinations and to make evaluation a continuous process, it should aim at helping the student to improve his level of achievement rather than at ‘certifying’ the quality of his performance at a given moment of time.

(k) Production of Books

The quality of books should be improved by attracting the best writing talent. Immediate steps should be taken for the production of high quality text books for schools and universities. Frequent changes of textbooks should be avoided and their prices should be low enough for all to buy them. The possibility of establishing autonomous books corporations on commercial lines should be examined and efforts should be made to have a few basic text books common throughout the country.

(l) Secondary Education

Educational opportunity at the secondary (and higher) level is a major instrument of social change and transformation. Facilities for secondary education should accordingly be extended to areas and classes which have been denied these in the past. There is need to increase facilities for technical and vocational education at this stage. Provision of facilities for secondary and vocational education should conform broadly to requirements of the developing economy and real employment opportunities. Facilities for technical and vocational education should be suitably diversified to cover a large number of fields, such as agriculture,
industry, trade and commerce, medicine and public health, home management, arts and crafts, secretarial training, etc.

(m) **University Education**

- The number of whole-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.
- 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.
- Considerable care is needed in establishing new universities. They should be started only after an adequate provision of funds and due care should be taken to ensure proper standards.
- Centres of advanced study should be strengthened and a small number of ‘Clusters of centers’ aiming at the highest possible standard in research and training should be established.
- There is need to give increased support to research in the universities. The institutions for research should as far as possible, function within the fold of universities or in intimate association with them.

1.1.2.4. **National Policy on Education and Plan of Action (NPE and PoA) of 1986 which is known as New Education Policy**

In a democratic country, there is need of democratization of education. In order to achieve education for all, so many initiatives and attempts have been made by the Government of India. Through policy formulation, the government lays down directives for the future course of action towards realizing some perceived goals. In a democratic society, the goal lies in the various aspects of the welfare of the people. For the wellbeing of the Indian nation and the Indian society at the national and local level, definite thrust has been laid down on education. Even in early Indian history, education figured in the administrative policies of the
government. The modern trend of development can be fruitfully traced to the British colonial government about which we have already discussed in the previous units. We have already come to know that such efforts and measures are being continued in the post independence time in India. In this unit, we shall focus on one of the important initiatives of the government of India towards democratizing education. This is reflected in the National Policy of Education, 1986 and its Modified Policy, 1992 which is known as Programme of Action.  

In 1968, when the National Policy of Education was formulated for improving the educational scenario in our country, then it was envisaged that it would be followed by a ‘five yearly review to progress and working out of new policies and programmes.’ It is through making the policies and programmes that every country seeks to develop its system of education to express and promote its unique socio-cultural identity and also to meet the challenges of the times. The National Policy of Education of 1986 is the result of the reviews which were discussed and adopted during the budget session of 1985 when Rajiv Gandhi was the prime minister of India. Again, a committee was set up under the chairmanship of Acharaya Rammurti in May 1990 to review National Policy of Education (NPE) and to make recommendations for its modifications. The Central Advisory Board of Education, a committee set up in July 1991 under the chairmanship of Shri N. Janadhana Reddy, Chief Minister of Andhra Pradesh; considered some modifications in NPE taking into considerations the report of the Rammurti Committee and other relevant development having a bearing on the policy. This Committee submitted its report in January 1992, which is known as National Programme of Action of 1992. It laid stress on the need for a radical reconstruction of the education system, to improve its quality at all stages and, therefore, gave much greater attention to science and technology, the cultivation of moral values and a closer relation between education and the life of the people.
The National Policy of Education of 1986 and its revised policy which is known as Programme of Action of 1992 had laid importance on higher education, particularly on graduate, post-graduate and research work.

Followings were stressed upon in the PoA, 1992:

(i) Consolidation and expansion of institutions.
(ii) Development of autonomous colleges and departments.
(iii) Redesigning the courses.
(iv) Training of Teachers.
(v) Strengthening Research.
(vi) Improvement in efficiency.
(vii) Creation of structures for cooperation at the state and national levels.
(viii) Mobility.

1.1.2.5. National Knowledge Commission, 2005

National Knowledge Commission is an Indian think-tank charged with considering possible policies that might sharpen India's comparative advantage in the knowledge-intensive service sectors. It was constituted on 13 June, 2005 by the then Prime Minister of India, Dr. Manmohan Singh. In particular, the Commission was to advise the Prime Minister's Office on policy related to education, research institutes and reforms needed to make India competitive in the knowledge economy. The Commission was to recommend reform of the education sector, research labs, and intellectual property legislation as well as to consider whether the government could itself upgrade its use of the latest techniques to make its workings more transparent. The National Knowledge Commission (NKC) consisted of one Chairman, Shri Sam Pitroda and seven members.
In December 2006, the Commission brought out a 'Report to the Nation 2006'. It includes the following recommendations submitted to the Prime Minister:

1. Presently, India has about 350 universities. Around 1,500 universities should be opened nationwide so that India is able to attain a gross enrolment ratio of at least 15% by 2015.

2. Existing universities should be reformed through revision of curricula at least once in three years, supplementing annual examination with internal assessment, transition to a course credit system, attract talented faculty by improving working conditions and incentives.

3. A Central Board of Undergraduate Education should be established, along with State Boards of Undergraduate Education, which would set curricula and conduct examinations for undergraduate colleges that choose to be affiliated with them.

4. An Independent Regulatory Authority for Higher Education (IRAHE) should be formed. IRAHE should be independent of all stakeholders and be established by an Act of Parliament.

5. The UGC would focus on disbursement of grants and maintaining public institutions of higher learning. The regulatory function of the AICTE, MCI, and BCI would be performed by IRAHE.

6. The IRAHE shall have the power to set and monitor standards, accord degree-granting power to institutions of higher education, license accreditation agencies, and settle disputes. Same norms shall apply to all institutions irrespective of whether they are public or private, domestic or international.

7. Quality of education can be enhanced by stringent information disclosure norms, evaluation of courses by teachers and students, rethinking the issue of salary differentials within and between universities to retain talented faculty, formulating policies for entry of
foreign institutions in India and the promotion of Indian institutions abroad.

Many of the recommendations of the NKC are already in the implementation stage by different ministries of the Government. This includes areas such as libraries, e-governance and translation. Some of the major areas under work are higher education, vocational education, entrepreneurship, school education etc. As many of the components of the education sector remains state subjects in India, NKC representatives visited various state governments and conducted deliberations with secretaries of education departments for reforming the education. Majority of Vice-Chancellors had rejected the policy direction given in NKC report to nation 2006 on the Higher Education during the discussion on the NKC report in the 82nd Annual meeting of the Association of Indian Universities. However, some of the former and present vice-chancellors of various leading universities accepted major directions like structural reform, augmentation of university number, freeing appointment of Vice-Chancellors from direct or indirect intervention on the part of government, etc. It is a major setback to the NKC.

1.1.2.6. Yashpal Committee on Higher Education

Professor Yashpal and his committee members have, in their report to the Ministry of Human Resource Development, suggested the scrapping of all higher education regulatory/monitoring bodies and creation of a super regulator: a seven-member Commission for Higher Education and Research (CHER). The committee in its final Report submitted to the Ministry of Human Resource Development (MHRD) on June 24, recommended that the deemed university status be abandoned and that all deserving deemed varsities be either converted full-fledged universities or scrapped and a GRE like test be evolved for university education. The committee said a plethora of regulatory bodies like UGC, AICTE, NCTE et
al be replaced by a seven-member Commission for Higher Education and Research (CHER) under an Act of Parliament. It has also recommended, obviously buffering the new regulator against political pressures, that the position of chairperson of the proposed commission be analogous to that of election commissioners. Of the seven members of the proposed CHER, one should be an eminent professional from the world of industry. Chairperson and members should be selected by a committee headed by the PM, Leader of Opposition and the Chief Justice of India. Commission will have five divisions dealing with future directions, accreditation management, funding and development and new institutions. An eminent individual should head each division for five years, the committee suggested.

The proposed CHER, the report said, should first identify India's 1,500 top colleges to upgrade them as universities and then create clusters of potentially good colleges to evolve as universities. Also, all levels of teacher education should be brought under the purview of higher education. Expressing concern on the mushrooming of engineering and management colleges, that had "largely become business entities dispensing very poor quality education", Yashpal committee lamented the growth of deemed universities and called for a complete ban on further grant of such status. Raising doubts about the source of funding of private education providers, the committee said mostly it was either "unaccounted wealth from business and political enterprises or from capitation fees". It said the system of conferring academic designations as chancellors and vice-chancellors to members of the promoter's family should be done away with. They should submit to a national accreditation system. However, the committee underlined the need for private investment in higher education.

The committee found that many private educational institutes in the country deny full salaries to their teachers and indulged in “unethical practices” of impounding certificates and passports of its faculty. With respect to the fee structure, the committee said many private institutions
charged exorbitant fees, beyond the prescribed norms and were unable to provide even minimum competent faculty strength. An institution working with the motive of profit did not have the right to be called a university, the committee felt.

It also said that the jurisdiction of other regulators like Medical Council of India, Bar Council of India and others be confined to administrative matters, with universities taking up their academic responsibilities. The report also said that IITs and IIMs should be encouraged to diversify and expand their scope to work as full-fledged universities.

Recommending curricular reform, the committee said teachers should have the freedom to design courses and students should be able to study subjects outside their courses.

**Analysis of the Report**

On the whole, we can see that ‘The Yash Pal Report’ argues for autonomy in higher education, both from the state and from private commercial interests. It is only appropriate that the report of the Yash Pal Committee on higher education is being discussed by the Central Advisory Board on education (CABE) before being implemented. The Yash Pal Committee makes a very bold appeal for the revival of the state universities and asks the planners to bridge the huge gap that exists between them and the centrally created universities. One can only hope that the state ministers are not daunted by the report’s call to grant real and substantive autonomy to the centres of higher learning. Such autonomy would effectively mean leaving educational matters to academics and cessation of interference by the ruling party or ideology of the day, not only in matters like selection of vice-chancellors and faculty but also curriculum and syllabi. Autonomy is the fulcrum of the Yash Pal committee report. Perhaps this partly fuels the skepticism with which Left
intellectuals have received the report. They suspect that autonomy would lead to privatization, and therefore they see it as part of a large conspiracy of the proponents of market forces to take over higher education. What is to be noted is that the report welcomes the participation of non-government or private players who are serious in their intent and are not here to earn profit. Surplus generated should be ploughed back into the institutions rather than being siphoned off for other purposes. The contribution of TIFR, IISc, and TISS to higher education of India cannot be overemphasized. One should not forget that many of our leading universities are the result of private initiatives. The role of individuals and communities cannot be ignored and the state cannot be the sole source of all educational endeavors. Non-state initiatives bring colour, diversity and vitality to higher education.  

1.2 HIGHER EDUCATION IN INDIA: PRESENT SCENARIO

India’s higher education system is the third largest in the world, next to the United States and China. The main governing body at the tertiary level is the University Grant Commission, which enforces its standards, advises the government, and helps coordinate between the centre and the state. Accreditation for higher learning is overseen by 12 autonomous institutions established by the University Grant Commission. Indian higher education system has expanded at a fast pace by adding nearly 20,000 colleges and more than 8 million students in a decade from 2000-01 to 2010-11. As of 2011, India has 42 central universities, 275 state universities, 130 deemed universities, 90 private universities, 5 institutions established and functioning under the State Act, and 33 Institutes of National Importance. Other institutions include 33,000 colleges as Government Degree Colleges and Private Degree Colleges, including 1800 exclusive women's colleges, functioning under these universities and institutions as reported by the UGC in 2012. The emphasis in the tertiary level of education lies on science and technology. Indian educational
institutions by 2004 consisted of a large number of technology institutes. Distance learning and open education is also a feature of the Indian higher education system, and is looked after by the Distance Education Council. Indira Gandhi National Open University is the largest university in the world by number of students, having approximately 3.5 million students across the globe. 23

Some institutions of India, such as the Indian Institutes of Technology (IITs), National Institute of Technology (NITs), Indian Institutes of Information Technology (IIITs), Indian Institutes of Management (IIMs), International Institute of Information Technology (IIIT-H), University of Mumbai and Jawaharlal Nehru University have been globally acclaimed for their standard of education. The IITs enroll about 8000 students annually and the alumni have contributed to both the growth of the private sector and the public sectors of India. However, India still lacks internationally prestigious universities such as Harvard, Cambridge, and Oxford.

Apart from the several hundred state universities, there is a network of research institutions that provide opportunities for advanced learning and research leading up to a PhD in branches of science, technology and agriculture. Several have won international recognition. 25 of these institutions come under the umbrella of the CSIR - Council of Scientific and Industrial Research and over 60 fall under the ICAR - Indian Council of Agricultural Research. In addition, the DAE - Department of Atomic Energy, and other ministries support various research laboratories.

Technical education has grown rapidly in recent years. With recent capacity additions, it now appears that the nation has the capability to graduate over 500,000 engineers (with 4-yr undergraduate degrees) annually, and there is also a corresponding increase in the graduation of computer scientists (roughly 50,000 with post-graduate degree). In
addition, the nation graduates over 1.2 million scientists. Furthermore, each year, the nation is enrolling at least 350,000 in its engineering diploma programs (with plans to increase this by about 50,000). Thus, India's annual enrollment of scientists, engineers and technicians now exceeds 2 million. Across the country, tertiary enrollment rates have been increasing at a rate between 5-10% in the last decade, which has led to a doubling of the tertiary enrolment rate to near 20%. (However, outdated government data does not yet capture this trend, which can be seen from analysing individual state data.)

International league tables produced in 2006 by the London-based Times Higher Education Supplement (THES) confirmed Jawaharlal Nehru University (JNU)'s place among the world's top 200 universities. Likewise, THES 2006 ranked JNU’s School of Social Sciences at the 57th position among the world's top 100 institutes for social sciences.

The University of Calcutta was the first multi-disciplinary university of modern India. According to The Times Higher Education Supplement's survey of the world's top arts and humanities universities, dated November 10, 2005, this university, ranked 39, was the only Indian university to make it to the top 50 list in that year. Other research institutes are the Saha Institute of Nuclear Physics, the Asiatic Society, and the Indian Statistical Institute. Indian Institutes of Management (IIMs) are the top management institutes in India. The private sector is strong in Indian higher education. This has been partly as a result of the decision by the Government to divert spending to the goal of universalisation of elementary education. Within a decade different state assemblies has passed bills for private universities, including Birla Institute of Technology and Science, Amity University, Xavier Labour Relations Institute, O. P. Jindal Global University and many more.
MAJOR STRIDES

India’s higher educational institutions have been continuously providing corporate leaders to pioneering companies world over. The latest name to shine is Sunder Pichai, who has been appointed the Chief Executive Officer of Google. He studied metallurgical and material engineering from Indian Institute of Technology, Kharagpur. Last year Satya Nadella, a graduate of Manipal Institute of Technology became the CEO of Microsoft.27

The government’s budgetary allocation for 2015-16 has increased the funds for Higher Education by nearly 13 percent. The Finance Minister proposed to set aside Rs 69,074.76 crore for education and out of this amount Rs 26,855.26 crore has been pegged for higher education. Though there has been a marginal drop in overall funds provided towards education, a measure criticized by some sections, but the government justifies its decision by providing more funding for higher educational institutions. The present government aims at creating more institutions of higher learning and reduce the regional disparities as far as elite institutions of advanced are concerned. With this objective, the government has announced new institutions of excellence including two Indian Institute of Management (IIMs), two Indian Institute of Technology (IITs), along with five new AIIMS. The focus is to make development more regionally balanced with states such as Jammu and Kashmir, Bihar, Himachal Pradesh, Tamil Nadu and Assam getting IIMS. The two proposed IIMs will come up in Jammu and Kashmir and Andhra Pradesh. While one IIT will come up in Karnataka, the second will be formed by upgrading the Indian Institute of Mines, Dhanbad in Jharkhand to an IIT. Another step that the government has taken to give international exposure to the Indian students is to launch a new programme under which experts from abroad would be invited at government’s expenses to teach at Indian Institutes. Global
Initiative of Academic Network (GIAN) has been initiated to invite eminent faculty, scientists, and entrepreneurs from premier educational and scientific institutions across the world to teach at the higher educational institutions in the country during summer and winter breaks with a view to introduce Indian students to the level of international research in a given subject and to get lessons from the best teachers of the world’s premier institutions. The Union HRD ministry has initiated the Swayam Programme, a Massive Open Online Course (MOOC) platform to provide access to online education to the citizens of the country. On this platform, the professors of centrally-funded institutions like IITs, IIMs, central universities, among other elite institutions, could offer online courses that will be accessible to all Indians free of cost.\textsuperscript{28}

The government is also in the process of implementing a choice based credit system in varsities. JNU is also participating in the new ranking system. Another landmark initiative is a scheme called Unnat Bharat Abhiyan to promote the transfer of technologies from the laboratory to the land. Under the scheme, institutions of higher education would connect with villages in their neighbourhood and address various problems faced by them. The scheme would particularly focus on offering solutions for water management, organic farming, renewable energy, infrastructure and livelihood. IIT, Delhi has been made the coordinating institute for the same. About 130 villages have so far been adopted by IITs, NITs and IISERs across the country under this scheme.\textsuperscript{29}

\textbf{1.3. REVIEW OF LITERATURE}

The literature available on the subject of present study has been reviewed as follows:

Ravi F. H., (1960) had examined the pattern of expenditure on higher education against the backdrop of economic development and opined that the proportion for total expenditure allocated to higher
education was much below the expected level of investment and concluded that under Financing create burden to the government and higher education beneficiary groups.\textsuperscript{30}

Kulkarni 's study (1969) estimated the unit cost of education from the period 1962-66 at current prices. It showed that the change in pupil-teacher ratio affects the unit cost of education. The decline in pupil-teacher ratio increases the workload of the teachers in turn leads to higher teacher turnover ratio.\textsuperscript{31}

Dutt (1969) measured the source of financing of 28 colleges of Haryana which includes four state colleges and 24 private colleges categorized under three headings as the state colleges, private women colleges and other private colleges. The various sources of financing of higher education was found to be: (i) fee income; (ii) government grants (State, UGC, and local bodies); (iii) other sources (fines, sale of prospectus, etc.); and (iv) funds given by the governing bodies. In all colleges, sources of income were very much different. In the state colleges, the main contributor was the state government. The private women colleges depend mainly upon state grants-in-aids, and other private colleges depend upon the fees and funds and the UGC grants, if any. After the government grants, among the private sources, the major contributor was fees and funds paid by the students. \textsuperscript{32}

Nigam (1975)\textsuperscript{12} examined the main source of finance of University of Rajasthan and their relative importance. The study also dealt with adequacy of finance, expenditure incurred under different heads , and difficulties faced by the university due to lack of finance. The study found that per capita availability of educational facilities, in real terms, does not fall either due to rise in enrollment ratio or inflation, which affects the facilities of the supply of laboratories or libraries. It recommended the creation of state level body like the UGC to settle financial issues in order to stabilize per capita educational facilities in real terms.\textsuperscript{33}
Mathew (1991) analyzed, in detail, the source of funds of private colleges in Kerala for the period 1972-86. The analysis was made on the basis of sample data collected from 25 arts and science colleges spread over the state. The study found that, among the institutional sources of finance, grants from the state constituted more than 90 per cent. However, of the non-institutional sources of finance, donations emerged as the most important component of finance of private colleges in Kerala. The study called for strengthening of the finances of colleges in the private sector.\textsuperscript{34}

Varghese (1991), in his research work illustrated that the cost-recovery from beneficiaries implies a reduction in the public subsidies to higher education sector. This could be done by shifting the incidence of financial burden either to the beneficiaries (students) or to their users (employers). Student loans, graduate tax and enhancing fees were other suggestions in this regard.\textsuperscript{35}

N.D. Kamble (1998) in his book entitled, “Structure and Determination of Manpower Resources” is in real sense an outcome of a research study intended to analyze the spatial variation in population, population densities and manpower utilization in various economic activities and to locate and measure the degree of influences of an industrial complex of immigrated region on the structure of immigration and their absorption in various economic activities. It states that during the second five years plan, planners realized the importance of high skilled manpower resources necessary for speedy industrialization of country because it was in their mind that economic planning without manpower planning is, in fact, incomplete and out of little consequence. This study suggests that the utilization of manpower resources depends on the availability and exploitation of natural resources, land utilization. Particularly for agricultural and non-regional purposes and the technique of production both in agricultural and industry are essential for minimizing inter-regional and intra-regional disparities of development.\textsuperscript{36}
M.A. Siddiqi (1999) in his book entitled, “In-service Teacher Education” deals comprehensively with the subject of in-service training and education of school teachers with special reference to India. In its introductory chapter, the author has developed succinctly a perspective of qualitative improvement in standards of education and vital significance of teacher’s training and life-long education. He argues that for a vast country like India and its ever increasing manpower needs of teachers, only some systematic planned effort and strategy of In-service Teachers Education (INSET) will be able to meet the requirements of in-service education of teachers. Meaning, purposes and strategies of INSET have been discussed with several academic and analytic arguments in favour of INSET, supported by the recommendation of latest documents such as National Policy on Education, 1986 and its review by Acharya Ramamurti Committee (1990). The author also discussed the purpose of INSET in the light of school and individual needs of teachers and the legitimate need for providing initial professional training to the untrained working teachers. Various strategies of INSET such as individual focused, school focused and system focused have been discussed at length. An account of historical development of in-service education and training, (both in the pre and post-independence period) has also been discussed. The author also discussed practical steps in designing and implementing a programme of in-service education and training of school teachers. But, it would have been more appreciable if the author could have developed and presented a functional model for in-service education of teachers in the country networking of teacher training institutions at various levels.37

Jones (2002) concludes that Higher education administrators have a critical role to play in creating an institutional culture that welcomes change. Strong institutional leadership recognizes the need to create a culture of trust within the organization. Administration must also dedicate institutional resources to the curricular change effort during both the
development phase and the implementation phase. Administrators must also be active participants and leaders in the process by showing support for the change agents and the change process.\(^{38}\)

Walkinton (2002) studied a lot on campus community. He is of the view that for change to occur, the educational organization must involve the people in the process. Although faculty expertise is the key at the design stage in the curriculum change process, involvement by the entire staff encourages a holistic approach to curriculum development. The leadership team must take time to hear all sides and opinions. When individuals are able to contribute to the process throughout the change effort, their level of ownership increases which leads to successful and sustainable implementation in curriculum change process. When members of the organization are involved in the decision-making process, they feel empowered and often will be more committed to the change proposal. An organization’s culture also affects curriculum development and the change process.\(^{39}\)

Cerych (2002), in his article on the impact of foreign aid in the Czech Republic, considered that foreign influence “played an important role in launching of educational reform in the country”. At the same time, the work of foreign advisors was limited in education, which, more than other sectors, was deeply rooted in national traditions and history. He concluded that foreign expertise was valuable when experts really understood the local environment and the language and that local elites caught up quite fast and adapt Western terminology and methods used in reforming Higher Education\(^{40}\)

Geetha Rani P. (2002) studied the recent policy direction in India to recover the full cost from student including hike in fees. The study concluded that indeed, there seems to be a nexus between the present student loan scheme and full cost recovery.\(^{41}\)
B.C. Mathur (2003) in his book “HRD, The New Horizons” discussed HRD as an indicator for country’s development. According to him, the developmental process of a country should result in specific strategies and action for moving towards a culture of excellence, with an emphasis on citizen satisfaction as well as profitable growth. He states that it can be achieved by inculcating proper value systems everywhere. Positive thinking towards development and continuous improvement in quality paves the way for more meaningful employment and above all reducing the gap between the rich and the poor. According to him, the HRD is a challenge and one of the ways of eradicating poverty, making people dedicated especially the women folk.

Innes (2004) is of the view that in addition to the external influences, a higher education institution must address the organizational influences that affect the educational change process and the degree of collaboration. Some of the structural barriers to change result from the typical design of higher education institutions, which includes separation by disciplines with many units making decisions within the larger institution.

Udai Pareek (ed) (2005) in his book “Evaluating Human Resources Development” states that HRD is recognized as subject of greater significance both in private as well as public sector. Owing to the compulsions of competitions, there has a paramount syndrome of “produce more for profits or parish” and this is affected business and public enterprises more sharply that the government. The author opines that the personnel have acquired centre stage as the most critical input in the production process of an enterprise. However, in our country, HRD function is being pursued to some extent in corporate sector and its perception in government hardly goes beyond training. Despite this, evaluation of HRD has remained a patently neglected area in both private and public sectors in India not only in India, even in the developed west.
the situation seems to be qualitatively no better till the first conference on Measuring Human Resource Contribution to Business Performance took place in London in October, 1995. The book has emerged from a two-day convention on the subject held in Jaipur. It incorporates 26 elaborate papers about approaches, methods of HRD evaluation, various subsystems and components of HRD evaluation in social development sector. However, experiences narrated in the book are mostly confined to corporate sector. Therefore, the author suggests that the information contained in this volume will inspire the concerned experts and functionaries involved in personnel management function in government to initiate necessary steps, however, elementary, towards operationalising a proper HRD system gradually. 44

Dunkin (2005) suggests an outline for a basic strategic to deal with management of Higher education staff which comprises the following measures: determining how many people are needed; identifying shortfalls and skills needed; attracting and retaining people; managing performances; developing a system of rewards; creating professional development possibilities for the staff. Regardless of whether the development of strategies for managing higher education staff is the task of central or institutional authorities or is a combined effort, there needs to be a reflection on the best use of resources. 45

G. Narayana Reddy (2005) in his paper “Human Resource Development for Rural Development: A Practical Approach” discusses about the two components of change, that is, one from external means (technological and material) and other one is from internal means. He opines that HRD may be brought at two levels in rural areas by re-orienting and transforming the development administrators, programme implementators and social workers and by improving the knowledge skill and participation levels of beneficiaries of various rural development programmes. The author quoted several instances of some successful
efforts of some voluntary organizations in this regard to prove this proposition. According to author, the effective implementation of any developmental programme in rural areas requires small continuous analysis as it reveals about the field problems, interference of elite in implementation process, lack of interest and motivation among villagers, lack of coordination among department of government administration, lack of interest among government employees, non-availability of programmes, lack of committed social workers that disturb the process of effective delivery of services to the poor etc. Further, discussions and exchange of information between personnel and beneficiaries of various projects must be there as it would help to identify problem areas and successful strategies for rural development.\textsuperscript{46}

R.D’ Souza (2005) in his article, “HRD Through Training in the Changing Perspective”, highlights the implication of the impact of new technology and the globalization of economy on the training programmes to maximize the potential of each person and for the effective organization of human resources particularly workers in the organization for achieving greater commitment and increased productivity. It is to be noted that HRD efforts as are being practiced in most organizations, should not be limited to the programmes for executives and managers, it must be extended to workers too. It is not only important for organizations in micro sense but it is a crucial issue for the development of the nation. The challenges of developing those precious resources pose unique opportunities for all who want to make our industry more productive and in human.\textsuperscript{47}

Rupali Bhardwaj & P. Khandelwal (2006) in his article, “HRD: Key to organizational effectiveness” discusses about the HRD concepts emerged in India at the corporate level. The authors emphasize that appraisal system, career system, training system, work system, cultural system, self renewal system are the components of HRD system. They caution that no doubt HRD is being introduced in a systematic way in
many organizations, but the challenge before us is to retain the spontaneity and flexibility while ensuring uniformity, systematic work and effective monitoring. They suggested in the paper that the problems relating to HRD can be tackled by classifying an distinguishing the role of HRD at designing and monitoring level on the one hand and operationalising and implementing level on the other hand.48

Mortimer and Sathre (2007) conducted extensive research on Curriculum planning and implementation in Higher Education Institutions. They also suggested models on shared governance in Higher Education Institutions. According to Mortimer and Sathre (2007) shared governance means formulating and implementing meaningful ways to engage large numbers of people in the sharing process.” Faculty, administrators, and boards are “the major governance partners who bear the burden for sharing and making shared governance work”. Mortimer and Sathre did not advocate for the elimination of professional control for these various groups but recommended a modification that would allow for more flexibility as institutions are consistently pressed by external influences to be engaged with more constituencies and be held more accountable. Shared governance requires mutual respect and submission, effective communication, and the recognition of the corporate responsibility for curriculum. Curriculum is a corporate responsibility that must be shared by the collective faculty of the educational institution.49

According to Tandon (2007), “Post colonial governments opened up new possibilities of support for Higher Education Institutions. Public funding of Higher Education became more common in many post colonial countries. Gradually, private support (largely from rulers, kings and chieftains) declined and Higher Education Institutions (especially universities) became publicly funded institutions. In countries where national public resources were scarce and multiple development agendas were competing for them, public funds for Higher Education remained limited.”50
European Commission Report (2008) concludes that a funding formula based on the number of students enrolled in an institution may act as an incentive to rationalize the use of resources. This is particularly the case if the unit costs per student are based on average costs at national level or on normative costs established by considering different parameters, which are used to calculate what the cost of studies should be in an ideal situation and not what they are in reality, according to Salmi and Hauptman (13). In contrast, if the unit cost per student reflects the real costs incurred by the institution, the need to rationalize the use of resources is not as strong.\textsuperscript{51}

Saleem Badat is the Vice Chancellor of South Africa’s Rhodes University. According to Badat (2009), higher education must play 5 key roles: cultivation of highly educated people; democracy and democratic citizenship; development needs and challenges; engagement with the intellectual and cultural life of societies; and research and scholarship. Both Kotecha and Badat share the view of many scholars in the field that the higher education institution plays an important role in development. It is also evident that the discussion also centres around other key roles such as democracy and democratic citizen.\textsuperscript{52}

In the following quote Raghunadhan (2009) clearly outlines the importance of partnerships and how the higher education institution plays a role: “Universities have the means to teach tomorrow’s decision makers as to how the interrelationships among society, economy, and the environment determine our destiny, our success or failure to achieve long term prosperity for all human beings on the earth. While universities have to prepare their students to cope with the problems arising in hundreds of diverse and highly specialized professional fields, they also have to show the way toward cooperation, understanding, and more specifically the benefits and tools of collective problem solving”\textsuperscript{53}
Anca Gabriela Ilie, Dan Dunitriu, Rodica Milena Zaharia, Oana Artonia and Colibasaru (2009) had studied about the public expenditure on higher education in Romanian Universities. Then compared both quantitative and qualitative indicators assessing their position on the Romanian education market and finally concluded that setting up of a framework for the resource allocation priorities helps to the quality indicators and for improvement of higher Education. 54

Satraj S. Mathur (2009) in his paper entitled, “Human Resource Development” discusses about the importance of human resources for sustainable development. He discussed about the comprehensive Indian Education system and quality of education. The author suggested the need of human resource development programmes because it can become and additional resource for educational institutions of the country. If it happens then our Indian scholars instead of immigrating to foreign countries work within our own country. It will certainly contributes to the national development.55

Inferences drawn from Review of Literature

The foregoing review of available literature reveals that the most of the studies revolve around the estimation of recurring cost of higher education, grants in aids received from the government, revenue estimation, budgetary provisions, status of Higher Education institutions, quality of education, role of higher education in HRD, expenditure pattern, sources of revenues of Higher Education Institutions etc. We hardly find enough literature on Education Reforms in India and none is available on education reforms in Haryana. Most of the literature abounds in concern for lack of financial resources and the problems being faced by the higher education institutions. Thus, there is a need to focus the research on educational reforms which are the need of the hour. As more and more population is demanding access to higher education not only for their
career build up but also for knowledge and prestige, there is an urgent need to provide quality education to everyone who is desirous of it. And to achieve this aim, there is a need to bring about reforms in present education system so that all the sections of population have access to quality higher education.

1.4. STATEMENT OF PROBLEM

Telecommunications icon and entrepreneur Sam Pitroda, who is the chairman of National Knowledge Commission, tasked with building excellence in India's education system to meet the challenges of the 21st century, has said India faces serious problems in its higher education system and that unless it is alleviated expeditiously, the Indian march to become a major global player could be adversely impacted.

Pitroda, keynoting a major seminar on Higher Education Policies in India, China and the United States organized by the Bridging Nations Foundation in Washington, DC, pointed out that, "Higher education has been key to India's growth in the last couple of decades," and it was all thanks to the country's founding fathers, who recognized the role higher education would play." Thus, immediately after independence in 1947, he said, they had put in "a great deal of effort on building new institutions like the Indian Institutes of Technology, Indian Institutes of Management, building universities and at the same time investing lots of money on research and development for agriculture, medical research, scientific laboratories, atomic energy, space and so forth. And, the result of all these investments and continuing investments thereon, we have been able to provide the kind of manpower in India for 8-9 percent of the growth we have had in the last several years," he said.

But now, Pitroda lamented, just when India is poised for take-off as a major global power, "We have serious problems and we do have skill shortages. Serious problems that have come out of the fact that we really
don't have enough capacity in our higher education to meet the needs of
today as well as tomorrow."

He said that dealing with some of the serious issues of higher
education was a major priority of the Knowledge Commission, which was
set up four years ago by Prime Minister Manmohan Singh. Pitroda said that
as much as expanding higher education one hand, "on the other hand, the
quality of education needs to be improved substantially." "Leaving aside
cost savings of 5-10 percent or even less, the overall quality of education
needs to be improved substantially," he reiterated, while acknowledging
that the third issue that has to be addressed "is really the access to
education. We have to make sure that the poorest of the poor do get an
opportunity to education." Pitroda said that these were the three broad
categories "under which the Knowledge Commission started looking at
recommendations for higher education."

Pitroda said in this regard, "The overall expansion requires not only
participation from government, but also participation from the private
sector and we thought the need as a result to create a regulatory framework
for the higher education," which meant moving beyond the current
University Grant Commission and the All-India Technical Education
board.56

There is, indeed, a multitude of interconnected problems that India
faces in its higher education system. Higher education in India suffers from
several systemic deficiencies. As a result, it continues to provide graduates
that are unemployable despite emerging shortages of skilled manpower in
an increasing number of sectors. The standards of academic research are
low and declining. Some of the problems of the Indian higher education,
such as-an unwieldy affiliating system, inflexible academic structure,
uneven capacity across various subjects, eroding autonomy of academic
institutions, and the low level of public funding are well known. Many
other concerns relating to the dysfunctional regulatory environment, the accreditation system that has low coverage and no consequences, absence of incentives for performing well and the unjust public funding policies are not well recognized.\textsuperscript{57}

Driven by market opportunities and entrepreneurial zeal, many institutions are taking advantage of the lax regulatory environment to offer ‘degrees’ not approved by Indian Authorities. And many institutions are functioning as pseudo non-profit organisations, developing sophisticated financial methods to siphon off the ‘profits’.\textsuperscript{30} Educational Regulatory authorities like UGC and AICTE have been trying hard to extirpate the menace of private universities which are running courses without any affiliation or recognition. Students from rural and semi-urban background often fall prey to these institutes and colleges.\textsuperscript{58}

Development of human resources is essential for any organization that likes to be dynamic and growth oriented, and educational institutes are no exception to it. But development of education in general and Higher Education in particular, depends much upon the quality of its human resources. In modern times knowledge is increasing at a very rapid rate both horizontally and vertically. Therefore, a high degree of qualitative knowledge is basic requirement for the success of a teacher and students.

As discussed above, the literature review clearly shows that no specific study has been conducted recently to examine various facets of higher education in Haryana. Therefore, the present study is expected to fill the gap.

1.5. OBJECTIVES OF THE STUDY

The main objectives of the present study were:-

1. To study the organizational and administrative structure of Higher Education in Haryana with a view to streamline the delivery of higher education in the state.
2. To evaluate and analyze the present higher education policies and programmes in Haryana.

3. To assess the satisfaction of various stakeholders with regard to higher education reforms.

4. To examine the overall functioning of selected universities in terms of reformatory initiatives of the state universities.

5. To suggest ways and means to strengthen Higher Education System and state universities in Haryana.

1.6. HYPOTHESES

The following hypotheses were formulated for the present study:

1. The organizational and administrative structure of higher education in Haryana is conducive for efficient and hassle free delivery of Higher Education.

2. The higher education policies and programmes in Haryana are adequate for imparting quality education.

3. Various decision making bodies in state universities of Haryana enjoys the necessary autonomy to formulate policies/programmes and to take adequate steps to meet the academic and co-curricular needs of the students.

4. The state universities in Haryana have sufficient academic infrastructural facilities to impart quality and value based education.

5. The role of the state has been continuously diminishing in financing the expansion of Higher Education in Haryana.

1.7. RESEARCH METHODOLOGY

The methodology employed in the research program is multidimensional. In the study not only the analytical method of research has been used but empirical method of research has also been employed to
make the investigation more meaningful and realistic.

The research work is based on both, the primary and the secondary data. The primary data has been collected through well structured questionnaire which was administered to the selected respondents. The type of information gathered through the questionnaires include, demographic, relating to scholarship, higher education, teaching methods, internal assessment system, students’ grievances, computerization in the examination system, students’ active participation in the class, attendance system and use of biometric machines for marking the attendance, semester system, smart classroom, grading system, online admissions, pupil teacher ratio (PTR), semester system, scholarships, conduct and discipline, assessment of the teachers, examinations and evaluations, introduction of the Ombudsman concept in the Higher Education Institutions etc.

The secondary sources which have been utilized for the investigation includes census publications, Haryana Statistical Abstracts, UNDP Reports, text books, research journals, periodicals, magazines, research articles, news items and write-ups that appeared in the print media.

Observation method has been used extensively while visiting teaching and non-teaching departments where a lot of time is spent both by the teachers, students and non-teaching staff. The conditions of the places where a teacher and non-teaching staff work and where students undergo study have a lot of bearings on their behaviour pattern, thinking and their overall personality. Their grievances have roots in their workplace conditions.

1.7.1. SELECTION OF SAMPLE

Covering the whole of the population becomes impracticable for any study due to restriction of time and money. To overcome this difficulty, the sampling technique has been used in the present study.
To select the sample, a three stage proportionate random sampling technique has been used with University as the Primary Unit. Two universities, namely, Kurukshetra University, Kurukshetra and Maharishi Dayanand University, Rohtak have been selected for the study. From each university, three categories of respondents have been taken for study as only these two universities have gone through the transitional phase of reforms. These categories are:

1) **Teaching staff**: Teaching staff include Professors, Associate Professors and Assistant Professors. These categories of people are directly involved in imparting higher education to the students who get admissions in the departments of higher education learning. So their views are highly valuable as they are involved almost in every aspect of higher education. The teaching staff has been categorized into three: (1) Professors (2) Associate Professors and (3) Assistant Professors.

2) **Non-Teaching Staff**: Non-teaching staff is also very much concerned with many aspects of higher education. They administer admission process, valuation and the result of the students of higher learning. They are also involved in their accommodation, security and movement. So, non-teaching staff also has a lot of bearings on the students of higher education and indeed affect many policies and programmes of higher education learning. The four categories of non-teaching staff selected for the survey are: (1) Deputy Registrar (2) Assistant Registrar and (3) Superintendent (4) Other staff.

3) **Students**: Students are at the receiving end of the Higher Education system. They are directly affected by each and every change in the structure and environment of Higher Education. Their views contain a lot of value. Indeed every policy and programme of Higher Education is meant for them only. The students have been categorized into the
following two categories for the investigation purpose: (1) Science Stream (2) Social Science Stream

Finally, the sample of both the universities is as depicted in the following tables:

Table 1
Distribution of Sample (Kurukshetra University Kurukshetra) : Category-wise

<table>
<thead>
<tr>
<th>Employment Strata</th>
<th>Sub Strata</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Teaching</td>
<td>Deputy Registrar</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Assistant Registrar</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td>Superintendents</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>Others</td>
<td>75</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td>125</td>
</tr>
<tr>
<td>Teaching</td>
<td>Professors/Deans</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Associate Professors</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>Assistant Professors</td>
<td>65</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td>125</td>
</tr>
<tr>
<td>Students</td>
<td>Science Streams</td>
<td>200</td>
</tr>
<tr>
<td></td>
<td>Social Sciences</td>
<td>200</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td>400</td>
</tr>
<tr>
<td></td>
<td>G. Total</td>
<td>650</td>
</tr>
</tbody>
</table>
As reflected above, a total of 650 respondents have been selected from each of the universities. This includes, a total of 125 respondent teachers each from both the universities, an equal number of non-teaching staff from both the universities and a total of 400 students each from both the universities, taking 200 each from the science and the social sciences streams. The sample has been taken taking into consideration the strength of the each category of the respondents. The respondents have been selected randomly.

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1.8. CHAPTERISATION

Chapter-I: Introduction

This chapter introduces the problem of study and gives an overview of the Research Design of the study.

Chapter-II: Organizational and Administrative Set-up for Higher Education.

This chapter provides details regarding organizational and administrative machinery of higher education in Centre as well in the state of Haryana. It also discusses the structure of the executive councils of both the universities under study.

Chapter-III: Policies and Programmes of Higher Education.

This chapter gives an overview of various policies and programmes run by the centre as well as by the state of Haryana.

Chapter-IV: Perception of Respondents

This chapter analyses the perceptions of the respondents of three categories from the two universities selected under the study.

Chapter-V: Conclusions and Suggestions

This chapter summarizes the conclusions drawn from the study and suggestions are made for improvement in Indian Higher Education system.
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