

AIU - UGC SPONSORED ROUNDTABLE

ON

'UNIVERSITY MANAGEMENT' FOR VICE CHANCELLORS

**POLICIES IN HIGHER EDUCATION
IN INDIA**

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POLICIES IN HIGHER EDUCATION IN INDIA *

It is a great pleasure to be with Vice-Chancellor colleagues at this inaugural session of the "Round Table on University Management", held by the AIU, in this historic city of Mysore. I thank the AIU for inviting me to this very important activity. I must appreciate the efforts of AIU to hold such meetings and sharing responsibility for the same constituency as the UGC - the Universities of the country. I also thank Prof.Madaiah, Vice-Chancellor, University of Mysore, for hosting this meeting.

1.0 Education as a means to Development and Social Change

The role of higher education in national development is well-established. Higher education in India has expanded very rapidly in the last four decades after independence. Therefore, unlike most developing countries, India can be proud of having developed a system which is capable of meeting most of the human resource needs of the country in all disciplines and professions. However, the issues which are of paramount concern today, for all of us, are the quality and the relevance of education with specific reference to the incessantly changing socio-economic milieu. This forum of Vice Chancellors would afford me an opportunity to interact with you to know about your views, share our concerns and experiences and to discuss ways and means for upgrading the quality and the relevance of education to our country's requirements.

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As you already know, the road to the development of a nation is through the education system and if we compromise on education at any level, we will jeopardise the socio-economic development of the country. There is no denying the fact that tremendous increase in scientific and technical manpower has provided India an adequate substratum to enter the field of globalisation and to have become self-sufficient. But, if we want to maintain high moral standards and ethical values in our public life, in the professions, in business and in the development of our rural economy, as well as prepare our students to enter the world of work as productive and responsible citizens, and as parents rearing our future generations, we need to do considerable rethinking in respect of the education system and its relevance to the rapidly changing socio-economic environment. Education should be an instrumentality for developing not only an economically prosperous society, but one which can live comfortably in the context of pluralism and democracy. The major problem which we are faced with today, therefore, is to increase the relevance of education to the developmental needs of our country as it enters a very competitive global environment, a country of largely the poor in an agrarian economy, facing a more prosperous global industrial community, and fast approaching the 21st century.

20 The University Grants Commission

The U.G.C. was established as early as 1953, although, the Act was passed by Parliament in 1956. It is the apex body for university education in India and carries the major responsibility under Section 12 of the Act, for the promotion and coordination of university education. It is also charged with the determination and maintenance of standards in teaching, examination and research. While teaching and research have been seen, traditionally, as the responsibilities of academic bodies, in recent years, the UGC has added extension as the third dimension of the higher education system, although, there has been no amendment to that effect in the preamble to Section 12.

Under the specific functions outlined, in Section 12, are the assessment of the needs of universities and the disbursement of funds; recommending measures to be taken by a university for improvement; advising the Central and State Governments on questions referred to it; only giving advice, if

asked for, on the establishment of a university or expansion of the activities of the university; collecting information on university education for universities and also requiring universities to furnish information. Recently, clause 12 ccc) was added for empowering the UGC to establish institutions for providing common facilities, services and programmes for a group of universities, or for universities in general.

The UGC, today, is a large institution of about 800 employees and 6 regional offices in Gaziabad (North), Bhopal (Central), Calcutta (East), Guwahati (North-East), Pune (West) and Hyderabad (South). The U.G.C. functions are divided into Bureaus which carry out the mandate. For instance, there are Bureaus which are responsible for Policy, Non-formal Education (Adult/Continuing Education and Population Education), Central, State and Deemed Universities, International Cooperation, College Development, Technology and Computer Education, Vocational Education, Academic Staff College, Special Assistance in Science and Technology and also Research Projects. The Regional Offices are mainly responsible for College Development grants and all grants related to teachers for the VIIIth Plan.

In the first place, a university receives recognition from the Commission under Section 2(f) if it is established under a Central, Provincial/State Act, while a Deemed to be University is recognised under Section 3. The U.G.C. is empowered to give grants to a university, established after 1972, only if it meets the criteria for receiving such grants. In all, we have 214 universities. Out of 165 universities and 36 deemed to be universities, the number recognised under 12B are 149 of them. The number in each category of universities includes all 13 Central Universities, 106 State Universities out of 122, and 30 Deemed Universities out of 36. The UGC is not providing development assistance to 27 Agricultural and 3 Medical Universities.

A college must also meet the minimum criteria for receiving grants besides being affiliated to a University recognised under 12 B. There are 8210 colleges, of which, only about 4500 have been recognised for development grants.

3.C Quality And Relevance of Education

3.1 Expansion of the university system

There has been a very rapid increase in education since India's Independence. From only 25 institutions in 1947, we have gone up to 214 institutions, as on date with 50.47 lakh students and 2.86 lakh teachers (See Table 1 and 2). There has been a substantial increase in the state universities from only 24 in 1951 to 149, registering a growth of over 6 times, whereas, central universities have grown by about four times as shown in Table 2.

The expansion of higher education in India has been poorly planned and has remained somewhat erratic. There exist a number of subviable institutions and as many as almost 40 per cent of the 8210 affiliated colleges are not eligible for UGC assistance as they do not fulfil the minimum conditions that have been provided for infrastructural facilities and teachers. Similarly, enrolment of students has grown at an exponential rate, particularly during the last decade, against a marginal increase in the strength of teachers. From 21.68 lakh students in 1972-73, we have 50.07 lakhs in 1994. The growth rate was 7.2 per cent in 1981-82 but it has come down to 4.2 per cent in recent years (See tables 1 and 3).

The obvious consequence has been a general decline in the academic standards, serious reflection on the possible quality of teaching and the breakdown of the teacher-student relationship. No doubt, there are several excellent centres of teaching and research, like the IITs, IIMs, some universities and departments of universities, deemed universities and some colleges. They make a very valuable contribution, but standards are not uniform in our vast education system. Further, it may be noticed that though there has been an increase in professional institutions in our country, which is mainly agrarian, the lead is taken by the engineering discipline, followed by medical education, while the growth of agricultural colleges and universities has been the lowest (See tables 4 and 5). This factor should be of major concern with respect to our policies in the development of higher education.

Another disturbing feature has been the proliferation of universities and colleges, especially for general education, which do not prepare for a career while a majority terminate at the bachelor's degree level. The major enrolment, 88 per cent, is of undergraduate students in the affiliated colleges. Out of 9 per cent in post-graduate education, 56.5 per cent are in affiliated colleges. Yet, our focus in higher education has been mainly on nurturing university departments. Moreover, the enrolment at the under-graduate level is mainly in Arts and Humanities (38%), followed by Commerce (22%), and Natural Sciences (21%) (See Table 7). The question is how this bulk of 81 per cent of the students can be facilitated to achieve at least a minimum level of competencies for moving into the employment market or in self-employment.

3.2 Increasing the Relevance of Courses

On the one hand, we do not want such a large number of educated unemployed and, on the other, we have jobs for which suitable candidates are not available. Hence, the greatest impact on the relevance of education will have to be made at the under-graduate level. A beginning has been made by the U.G.C. through developing vocational courses, 35 of which have been identified. The scheme commenced in 1994-95 and, to date, with additional courses in 1995-96, 26 universities and 381 colleges have been given these courses such as in Computer Applications, Sales and Advertising, and Secretarial Practice.

The present coverage is less than 5 per cent of such institutions. The total amount allocated, by the Ministry of Human Resource Development, is Rs. 26 crores. Since the vocational course is integrated with the bachelor's degree programme, it is carried through the three years. Hence, Rs. 26 crores must cover existing institutions while adding new ones. Thus, the impact will remain marginal while the demand for such courses is growing by leaps and bounds. This shows the need to provide relevant education at the bachelor's level which would develop skills for the world of work. Most of the current courses are designed for an industrial environment. We need to focus on and design courses which are more appropriate for our colleges in semi-rural and rural areas, backward districts and those located in hilly areas and remote areas of the country.

Since vocational education in India has been a dead-end programme in India, it has never been well patronised. The advantage of the strategy of incorporating it at the degree level, is that it leaves options for students to continue with degree work, or further their competence in the chosen profession, or to take a job at the level of competencies completed in the selected vocation at the undergraduate level. Hence, such vocational education, integrated in university education, has more potential for success.

We need not only introduce new courses, but modify our existing areas to include an application orientation along with the theoretical base. Thus, science courses can develop industrial and agricultural related applications in physics, chemistry, botany, or zoology. Environmental sciences, food technology, biotechnology, horticulture or floriculture, tissue culture, industrial chemistry and many others can be developed. Today, the attraction to science courses is dwindling and the brightest students do not come to the B.Sc. course for the degree but as an avenue to other options, and only those who do not get their vocational choices continue to do M.Sc. The reason is that they have few avenues after they graduate.

We need to bring in a revolution in science education through such application oriented subject matter. This can be similarly done in humanities and the social sciences. I will link it up with the next section on application to the field.

3.3 Parallel Field Placements of Students

It is not adequate to modify the courses only but also provide for 'hands on' experience. It is too expensive to provide equipment to the universities, as obsolescence occurs in a very short span of time. It is necessary, therefore, to place students for field experience in organisations and industries which can provide the requisite training to the students. Even the existing courses can be made parallel to field placements such as commerce courses. They can be placed in banking and insurance industries, and a host of business organisations. Political science students can be attached to administrative and political bodies in the Government. Sociology students can be placed with urban or rural cooperatives and other development

agencies. Psychology students can be placed in schools, colleges and industrial organisations. The possibilities are endless. The communication field is growing at an exponential rate. Besides the hardware technicians, it needs researchers and script-writers who could be from the humanities and social sciences. Language students can be given experience in proof reading, publishing and journalism, both print and in the media. The possibilities are endless.

Such field placements can be concurrent with classroom learning and, therefore, students can be in their organisations for two days a week and in classes four days a week. Some organisations, which value the students' performance, may even, thereafter, ask the students to work in their vacations on a stipend. Moreover, teachers should supervise these students and provide field instruction, based on a sequential plan of work, which would result in bringing the teachers close to the field realities, thus improving the quality of their teaching. Such field placements have been successfully implemented by the departments of social work in universities and colleges. The model, therefore, already exists in our educational system. There are no monetary costs whatever except to reimburse the travel costs of the teachers. The Vice Chancellors can play a major role in redirecting the system of education through this process. For equipment, or visiting teachers they may require, surely, industry, business and public trusts would be interested in sponsoring such meaningful programmes.

3.4 Increasing Options- A Cafeteria Approach For Undergraduates

While specialisations have had their day, it is increasingly getting recognised that knowledge cannot be contained within various subject boundaries. A student studying the sociology of development may need to also understand the economics of development or the new liberalisation policy to understand the effects on society. A student in literature may take a course in women's studies. Thus, we need to free our students to build specialisations of interest in a problem area. Instead of specialisation in a discipline, they will evolve problem based specialisations of concern and interest to them. No doubt, time table development will be a great problem but, in the end, students will take what is available within its constraints. We need to provide an openness in learning. Greater attention should be given to such

changes by the Boards of Studies in the Universities and the UGC Curriculum Development Centres for each subject as also the UGC Panels in each of the subject areas.

3.5 Interdisciplinary Courses at the Post-graduate Levels

At the post-graduate level, Master's, M.Phil. and Ph.D., we need to shift to an interdisciplinary orientation in our programmes. To encourage it, the U.G.C. has a scheme to sponsor Interdisciplinary Forums in universities. However, we need to go beyond these. Here again, problem areas are more likely to lead to an interdisciplinary approach than discipline oriented learning.

3.6 Emerging Areas

There are several emerging areas which require to be given as concepts in foundation courses at the under-graduate level. Environment education has been required by a Supreme Court Judgement. The Human Rights Commission is urging us to include it as a topic. Gender issues have been recognised as another area and so are value education and population education. It would be well nigh impossible to give each subject separately as a foundation course. It is the Commission's thinking that it would be best to give a foundation course on development issues which cover all aspects in an integrated manner such as environment, population, human rights, gender issues and values related to sustainable development in a pluralistic and democratic social order. Such a course is as required for science and technology students as those in the humanities and social sciences. It is needed because science and technology are taught today without adequate reference to and understanding of their impact on society and social issues.

4.0 Qualitative Development of Education

4.1 Thrust Towards Improvement

Since the U.G.C. has been entrusted with the qualitative development of higher education, it has taken several policy decisions towards that end. In the first place, Section 26 empowers it to make regulations. For instance, the **U.G.C. Regulations, 1985**, are on the "**Minimum Standards of Instruction**

for the Grant of the First Degree Through Formal Education". These regulations provide for working days, working hours, attendance requirements, supplementation of lectures by tutorials and/or problem-solving sessions, term paper, nature of evaluation, work-load of teachers and several related matters. Similarly, there are **Regulations for the Non-formal/Distance Education mode**. (All the Regulations are compiled in one booklet which contains the Act under which the UGC has been established.)

The introduction of the **National Eligibility Test (NET)** is in keeping with the attempt to establish higher standards of teaching by testing minimum capability through a nation-wide test. The NET has come in for many and various criticisms. The Commission is reviewing the Test with a view to improving the same.

Academic Staff Colleges (ASC) are another unique experiment, possibly not tried in any other university system in the world. Whenever a Vice-Chancellor has shown interest and given support, the ASC has been thriving. This is an area in which Vice Chancellors can make a unique contribution as the institutions have been selected in the areas of their strength for orientation and refresher courses. Selection of the Director of the ASC is a key factor in the proper direction of the programme. There are 45 ASCs and 52 other universities and institutions which offer only refresher courses. It is through these programmes that it is possible to reorient our educational system, as outlined in the previous section on the relevance of education. Before the IXth Plan, the U.G.C. will need to review and take decisions on the continuance and discontinuance of some of these centres.

Curriculum Development Centres, UGC Panels on subject areas (27 of them) and **examination reforms**, are other areas through which the U.G.C. is trying to enhance the quality of education. However, a great deal needs to be achieved. Many Universities have not cared to implement the suggestions emanating from the reports of the CDCs. Some Vice Chancellors possibly do not even know of their existence. Lakhs of rupees, and time investment of hundreds of persons, are wasted and no impact of the effort is seen on the Universities, the Panels meet twice a year but their suggestions are not adequately processed in the U.G.C. When processed and circulated to the universities, they are not implemented by the universities. Some of

these result in leaving the curricula of many universities fossilised leading to the disillusionment felt by the students today.

Autonomy for colleges and university departments was to be conferred on those institutions with a track record of qualitative performance to permit them flexibility for creativity, ability to bring in change in relatively shorter period, and control over their own needs. However, the scheme has not found favour due to the opposition from teachers. Recently, the Commission has taken some decisions which we hope would relieve their fears of victimisation by management and by students. Some modifications have been made in respect of protecting their service conditions from any manipulation by the management, and in the examination system which can be a combination of internal and external instead, or, only internal, because teachers fear victimisation from students.

4.2 Enriching the Quality of Education

It is increasingly realised that there is a need to provide world class facilities to our scientists if they are to compete in a global environment. For qualitative inputs in science education and research, three inter- university centres have been set up - the Nuclear Science Centre in Delhi (1984), the Inter-University Centre in Astronomy and Astrophysics in Pune (1988), and the Inter-University Centre utilising the facilities of the Department of Atomic Energy at Indore (1989). To strengthen specific departments in universities and individual teachers, several schemes are available for science, technology, humanities and social sciences.

Aside from these programmes and schemes, there is a growing realisation that the technological explosion in the field of mass communication has resulted in opening vast opportunities for education in a non-formal mode. Distance education has been established with the Indira Gandhi National Open University and several State Universities. By 1997, it is hoped that the traditional Correspondence Courses will also begin shifting to the distance mode and will be administered by IGNOU and not the U.G.C. Both the U.G.C. and IGNOU have commenced dialogue and planning, in order to work out the best means of promoting the shift. The Country-wide Classroom is another means of reaching students and non-students through the English

and Hindi transmissions. It supplements but does not parallel classroom courses. However, 15 courses have been put on video cassettes and are available for Rs.2000/- each. They can improve the quality of teaching in the Colleges. The **Consortium for Educational Communication** coordinates 7 Educational Media and Research Centres and 10 Audio-Visual Research Centres situated in Universities. Thus, the electronic revolution is bringing the classroom to the home and opening access to education to those who never entered or are unable to enter the portals of a university. Access and equity are important issues in education and need to be addressed by policy makers.

A further means of enriching higher education, both teaching and research, is through the **electronic networking of libraries**. We hope that, through **INBLIBNET**, we will be able to achieve the goal of bringing information and documentation to researchers and teachers in the remotest corners of our country.

5C Monitoring Quality and Relevance

While Sections 13, 14 and 25 (g) of the U.G.C. Act provide for the inspection of universities, and even withholding of funds if recommendations are not followed (Section 14), in fact, such inspection has been done only for the recognition of universities under 12B. Increasingly, a need has been felt for the **performance appraisal of teachers** and the assessment and accreditation of universities. Performance appraisal was part of the pay package of 1986. However, it is doubtful if universities have taken it seriously. Similarly, there are universities which have flouted various regulations of the U.G.C. The quality of education and performance of educational institutions has remained uneven. The recent establishment of the National Assessment and Accreditation Council should be a step in the direction of establishing norms and measuring the performance of Universities. Though such assessment and accreditation will be voluntary, we expect universities to come forward so that they can rate their performance and work towards excellence. We have not promoted excellence through rewards nor provided censure for non-performance. These policies have left much to be desired in the functioning of the institutions for higher education.

Access and Equity

The UGC is concerned with the principles of access and equity with respect to the economically disadvantaged groups, and the increasing trend towards privatisation; with respect to women and the scheduled castes and tribes.

Increasing trends towards privatisation, or charging fees beyond the capacity of even the middle classes, may head us for a future of greater privatisation in education than even exists today. Education has been a means for disadvantaged groups to move out of their unfavourable economic position. We cannot have social development if we have privatisation in opportunities. Today, women remain only one-third of the total enrolment, although, their enrolment is increasing in some of the States at a faster rate. However, with the increase in fees in some of the prestigious institutions, which have the more desirable courses of management, medicine and engineering, there is a likely possibility that women will not have access if families have to make choices between male and female education, and the persistence of the system of dowry. Vice-Chancellors need to be gender sensitive and vigilant to this situation.

There is also a need to make women's studies a part of the university mandate. If universities wait till the UGC provides the scheme, it may not happen even for a whole generation of students. Women's studies cannot be relegated to one Unit. That should not be the policy, the philosophy or the approach to women's studies. It is the work of every department of the university. The departments of humanities and social sciences can take the lead by identifying faculty who have interest. There are umpteen women's organisations which could help, besides the Indian Association of Women's studies, which can assist in identifying persons and groups who could give such help. Teaching and research on gender issues must find a place in the curricula of all departments and not only in some departments called women's studies. It is my sincere hope that Vice-Chancellors will take the lead in this very important area of studies in universities involving teaching, research and action. If at all a separate department is desirable, to act as a catalytic agent in the university system, it could be built into their IXth Plan proposals by the universities.

Moreover, the Government of India has made reservation a requirement in the admission of students and recruitment to teaching and non-teaching staff posts. In teaching posts, Central Universities and Deemed Universities, getting Central/UGC assistance, follow the 22 1/2 per cent at the level of Lecturer's post only. There is no reservation required in the higher posts. However, with respect to State Universities and State supported institutions they must follow the requirements of their respective State Governments. There are many Parliament Questions being raised. If Universities do not respond to a national policy, measures may be taken which will not be in the interest of the Universities. It is, therefore, necessary that we take very clear steps towards fulfilling the requirements. It is also incumbent on the university to provide the data to the UGC annually, as it is required by the Government of India to monitor the progress of reservations.

7.0 Continuing Education and Extension

The time has also come to go beyond the narrow limits of schemes and start offering continuing education courses for various professional groups. This should be an activity of every department and not confined to a specific department. In these days of quick obsolescence, there is a great demand for continuing education programmes. Since such courses will be attracting working persons, these can be fully self-financing.

The UGC has been promoting non-formal education through the scheme of Adult and Continuing Education. In fact, the Government of India has been having a policy and scheme of adult education for the last few decades. There is a need to break out of the confines of the University and take education to the people. I wonder how many of the universities are fully involved in the National Literacy Mission, not only through the NSS, but as a mission of the total institution. We have remained so isolated from society that it is difficult to attract sympathy for higher education. Besides, literacy, we can start mass movement on bringing science to the people, removing superstition, working on issues of environment, participating in developing communal harmony, and taking up a host of local issues, and being involved in emergencies such as natural or man-made disasters. Are we capable of taking up such challenges which are an obligation in return for financial support to universities which comes through a host of direct and

indirect taxes, paid by our citizens, many of whom never hoped to enter the portals of a University ? Can we afford isolationism and pseudo-intellectualism behind closed walls and doors? Such pseudo-intellectualism does not any more cut ice even with intellectuals and professionals in the community.

As mentioned earlier, extension has been included as the third dimension of education by the UGC. It involves not only extension lectures but reaching out for action in the community. It is an area in which Universities can play a major role, whether it is issues of literacy or environment or development. We cannot remain as islands of prosperity in the midst of poverty. It is necessary for every University to explore its public and social mission and to draw up an agenda which involves a broad spectrum of its students, faculty and non-teaching staff.

8.0 Report of the Committee on "Alternative Models of Management" (Gnanam Committee)

This is a major report, in recent times, which makes far reaching suggestions on the administrative structures and functions of the University as a system. Since the Commission has accepted a substantial portion of the report, it is recommended that Vice-Chancellors take the initiative to implement some of the recommendations. Some of these relate to :

- 1) Developing a participatory style of management involving the teachers at all levels.
- 2) Promoting women's participation in the planning and management bodies of the departments/faculties/universities.
- 3) More involvement of user groups in curriculum development and planning.
- 4) Increasing accountability of all groups in the University.
- 5) Decentralisation of responsibilities and authority.
- 6) Planning : long range and continuous monitoring and evaluation.

- 7) Boards for research and extension.
- 8) Grievance redressal mechanism.
- 9) Alternative models of University management.
- 10) Assessment of performance of Universities.
- 11) Separating the functions related to the management of affiliating Colleges by setting up a non-teaching university. The Commission has recommended that this suggestion needs further examination.

Recently, a committee was constituted by the Ministry of Human Resource Development, under the Chairmanship of Prof. Amrik Singh, to review the status of existing training facilities, to identify the training needs, and to suggest measures to augment the facilities for professional development of university/college administrators. The Committee has since submitted its report.

While action has not been taken on the report, the major issue is to see how the administration of an educational system can be professionalised. It has become large and cumbersome. It is neither efficient nor effective. Persons move from lower division clerks up a promotional ladder without the necessary training. We need persons as Assistant Registrars upwards who are major players in administration. Presently, most of them have neither the vision of education in the context of social development nor the skills required for their job. Industries have far fewer staff or workers than many of our Universities but recruit professional managers. It is essential, therefore, that the UGC develops university based programmes in educational administration for university and college administration. This matter will require considerable further thinking and planning to make the education system both efficient and effective.

9.0 State Councils of Higher Education

Establishment of State Councils of Education has been high on the agenda of the UGC but very few States have taken necessary action. Their

role is to plan, coordinate and monitor the functioning of universities and other institutions of higher education in the State.

10.0 Financing Universities

In recent years, universities are facing a major financial crunch. UGC has been getting less and less funds with the result that it can no longer meet its commitments to the University. In the initial years, while the Government funds accounted for about 57 per cent of the total income of these institutions, this has gone up to 81.5 per cent in 1983-84 and the percentage is probably even much higher today (see Table 8). On the other hand, the funds provided for education by local bodies have gone down from 10.9 percent to 5.6 per cent. The share of fees has also declined tremendously from 20.4 per cent to 7.5 percent, and the share of endowments and other sources has decreased from 11.6 per cent to 3.8 per cent. The situation is likely to have deteriorated further in the subsequent period. The obvious inference is that the educational system and educational institutions have, over the last nearly five decades, increased their dependence on Government funds and reduced their own resource mobilization compromising, to an extent, their autonomy.

While the Government must continue to provide grants, the method of computing the quantum has never been worked out. As a result, the manner of computing the grant has been very ad hoc. **The process of working out a grant formula has been initiated** now by the UGC based on a recommendation of the Punnayya Committee. The brunt of the work has been taken by the AIU. The aim is to work out unit costs which reflect the basic requirements of recurring expenditure of universities - central, state and deemed. We also need to consider the common requirements of all universities as also the unique differences resulting from their specific character, such as residential or non-residential, unitary or affiliating, those in backward, hilly or remote areas, those at the initial threshold of establishment, those with a higher emphasis on research and or extension, and such others. We believe that by July of this year, with the help of four Central, four State and four Deemed to be Universities, all with different characteristics, UGC will be able to evolve the formulae. The Commission will deliberate on the same and then share the information with Vice-Chancellors and the Secretaries of

the State Departments of Education and, on incorporating all the suggestions, bring these to the Government of India, in time for their consideration and implementation by the financial year commencing in April 1997.

On the plan side, the distribution of funds has been given in Table 9. The allocations to State Universities are double those to Colleges which handle 88 per cent student population in higher education (see Table 9). The distribution seems to be skewed and needs some correction. Moreover, the allocation for plans show that they were one quarter to a fifth in the 1966-69 plan holiday period, the IVth, Vth and VIth Plans. In the VIIth Plan, they came down to 16 per cent and, in the VIIIth Plan to 8 per cent, a sudden plummeting, which was lower than even 9 per cent in the 1st Plan. (see Table 10). It is very clear why all development activities have been drastically curtailed in the higher education system.

There has also been much talk of enabling institutions to raise their own resources. Actually, funding requirement for day to day maintenance and salaries will have to remain with the Government (Central or State), as recommended by the Punnayya Committee and accepted by the University Grants Commission. However, there are many things which educational institutions want to do and for which they need resources. For this, the most relevant question raised here is whether the universities can raise adequate resources. Many needed a lead time to do so, but it has not been given. Changing gears mid-stream is a most difficult task.

With a view to encourage universities to mobilise resources from the community, the Union Finance Minister extended certain concessions in his budget speech for 1993-94. The income tax deduction, given to contributions made to approved universities, institutions of technology, institutions of management and equivalent institutions, has been raised from 50 per cent to 100 per cent. It has not yet been extended to Colleges. This mechanism can be used by the universities to mobilise resources from business houses, philanthropists and alumni. Efforts have to be made, therefore, to associate these groups to participate. It is a difficult process in the context of our society where no such culture exists for giving to university institutions but needs to be created. If we want to attract funds, both quality and relevance of education need to be improved and education has to be made more

responsive to the needs of industry and the community. Some universities have been raising funds in 1993-94 and 1994-95.

With the intention of providing another incentive towards resource mobilization, the Union Finance Minister, in his budget speech for 1994-95, has provided a weighted deduction of **125 per cent on the contributions made to universities and deemed universities to encourage research.** (See appendix-iii for all income tax deductions available.)

In a recent decision in October, 1994, the Commission has decided to give further impetus to the effort of resource mobilization by providing **25 per cent** of the resources, so mobilised by the universities, **to be kept in a corpus fund**, the interest on which could be used annually for development purposes.

Apart from these efforts, as suggested by the Punnayya Committee, initiative needs to be taken to **gradually increase the fees** of various kinds which are levied and have been stagnant, so far, for decades. Further, efforts also need to be made to **exercise utmost economy in expenditure** through specific application of norms and by reducing excess non-teaching staff, who go beyond such norms by not filling posts which are vacated by resignation or by retirement.

11.0 Vice-Chancellor : Administrative Leadership Role

Changes are inevitable in the educational system, particularly at the university level, to meet the challenges arising both from the complexities of the educational process and the changing demands of the society. My effort, therefore, would be incomplete if I do not dwell upon certain important aspects of the Vice-Chancellor's leadership in university administration.

In today's world, with the fast changing socio-economic conditions, the role of Vice-Chancellors has become extremely complex and a very demanding one. Not only are they required to possess administrative skills, a working knowledge in widely divergent areas ranging from finance to the various academic disciplines, to sports and culture, but also require an ability to be innovative in dealing with new and complex situations which perpetually emerge.

The first and foremost task of a university is to re-examine its role and responsibilities in the context of a fast changing socio-economic milieu. It is expected to ensure the quality and relevance of education to meet the emerging needs of the society. To some extent, it can be achieved by ensuring :

i) Admission to various courses to take place on time; ii) Classes to start on schedule ; iii) Course syllabi to be covered as laid down by the university; iv) Examinations to be held on due dates, and v) Evaluation to take place as scheduled and results compiled and declared on time.

While giving due emphasis to these qualitative aspects, decisions about many important matters, such as course offerings, variety of credit and non-credit programmes especially when developing many options and allowing a cafeteria approach to selection of courses, preparing a timetable, drawing up of an examination schedule and adhering to it, have become highly challenging and complex and no longer merely of a clerical nature. Similarly, preparing admission tests, examination papers, internal assesment, and final evaluation, require considerable knowledge of the continuously changing techniques of testing. Revamping an evaluation system would be the only way to remove our parallel teaching shops. Now-a-days, academicians are talking of student oriented teaching, with emphasis on learning and not only teaching, it is what the learner does in the context of the educational situation which is important. This envisages that the teacher would regularly assess the attainments, the strengths and weakness of every student, and impart the course, keeping these and the final objectives of the course in view, utilising a range of methodologies and aids in teaching. As technologies are changing very quickly, Universities need to organise themselves to keep abreast with technological, managerial and other environmental changes, which leave an impact on the learner and the educational system.

Another important aspect of the university administration is the management of its three components, namely, students, faculty and staff. Each component of the university demands openness of the system. There is a

general tendency for every component of the university to want to either evade its responsibility or attempt to gain at the expense of the system as a whole. But, if the Universities can create certain pre-conditions, it may not be difficult to instil a sense of accountability among the participants of the system. Among other things, these preconditions include fair admission of students, meritorious appointment of teachers, system of rewards and their withdrawal for non-performance, strengthening of infrastructure in the university to make it desirable for faculty and students to remain for the full day, revamping of the entire evaluation system, decentralization of powers to the departments and teachers, promotion of welfare activities for the teaching, non-teaching staff and students, openness and flexibility in administration and management. The teachers must be made accountable to the students and through them to the society. Every organ of the university should work towards the common goal of the university, suppressing its individual pursuit of objectives which may, sometimes, conflict with the overall objectives of the system.

To make things more meaningful and effective, the relevance of Total Quality Management (TQM) in the university administration cannot be underestimated. This basically means that even small matters become important. This may cover provision of proper sanitation and other facilities taking up each and every job, howsoever small it is, with proper attention and care. This will provide a conducive atmosphere in the campus for various constituents and would help improve efficiency and efficacy of the entire university system.

Conclusion

Both the UGC and the universities have a major challenge before them. We need to work together, in joint partnership, if we have to achieve our goal of taking education into the 21st Century fully shedding the encumbrances of the 19th Century British oriented education, which has haunted the 20th Century. "Liberal" education, as conceived by the British, is no longer liberal. It is leaving our graduates on the doorsteps of unemployment. Moreover, the affiliating system of London University, on which our universities were patterned, is no longer functional. Unless we are willing to examine these realities and move towards change, the university will no longer be effective

in the new scenario where India has to be a global player while moving the large masses in poverty towards sharing the fruits of development and change. Unless we gear up to face the challenges, we would have failed, not only our students, but also our country.

June 23, 1995.

Mysore.

Table 1

GROWTH OF HIGHER EDUCATION SINCE INDEPENDENCE

	1947	1994	No. under Section 2(f) of UGC Act	Grants (1993-94) (Rs. in Lakhs)
1. No. of Universities	25	214*	200	36,007.16
2. No. of Colleges	700	8210	4660	10,876.99
3. Student enrolment	1.05 lakhs	50.07 lakhs		
4. No. of teachers	N.A.	2.86 lakhs		

*includes institutions of National Importance.

Table 2

NUMBER OF UNIVERSITIES/INSTITUTIONS

	CENTRAL UNIV.	STATE UNIV.	DEEMED UNIV.	INSTTS. OF NATIONAL IMPORTANCE	TOTAL NO.	PERCENTAGE INCREASE
1950-51	3	24	-	-	27	-
1960-61	4	41	2	2	49	81.48%
1970-71	5	79	9	9	102	108.16%
1980-81	7	105	11	9	132	29.40%
1990-91	10	137	29	9	185	28.65%
TODAY (1994)	13	151	36	14*	214	15.67%

* This includes 4 institutions established under State
Legislative Act, viz.,

- Sanjay Gandhi PG Institute of Medical Science, Lucknow.

- Nizam Instt. of Medical Science, Hyderabad.

- Indira Gandhi Instt. of Medical Science, Patna.

- Sher-e-Kashmir Instt. of Medical Science.

Table 3

ALL INDIA GROWTH OF STUDENT ENROLMENT

YEAR	TOTAL ENROLMENT	INCREASE FROM THE PRECEDING YEAR	PERCENTAGE INCREASE
1972-73	21,68,107	1,03,066	5
1981-82	29,52,066	1,99,629	7.3
1991-92	46,11,107	1,85,860	4.2

Table 4

INCREASE IN INSTITUTIONS IN FIVE DECADES 1950 - 1992-93

YEAR	UNIVERSITY	COLLEGE	PERCENTAGE INCREASE
1950-51	27	578	-
1960-61	45	1819	214.70%
1970-71	82	3277	80.15%
1980-81	110	4738	44.50%
1990-91P	184**	5748*	21.31%
1991-92P	196**	6008*	4.52%
1992-93P	207**	6323*	5.24%

Provisional

* Includes professional Education Colleges for Medicine, Engineering and Teachers Training Institutions only.

** Includes deemed to be universities and Institutions of National Importance.

Table 5

**GROWTH OF UNIVERSITIES/INSTITUTIONS CONCERNED
WITH PROFESSIONAL EDUCATION IN AGRICULTURAL, ENGINEERING,
MEDICAL AND SCIENCES FROM 1950-1993.**

YEAR	UNIVERSITIES	AGRICULTURAL	ENGINEERING	MEDICAL
1950	37	33	58	33
1955	44	49	80	46
1960	65	77	118	66
1965	89	96	151	94
1970	109	102	163	110
1975	129	111	179	118
1980	140	117	226	125
1985	165	130	358	144
1990*	179	136	424	175
1993*	206	141	440	213

** Includes universities awarding degrees in arts and humanities.

* Estimated

Table 6

STATE-WISE ENROLMENT 1991-92

(FIGURES IN LAKHS)

STAGE	UNIVERSITY DEPTTS/ UNIVERSITY COLLEGES	AFFILIATED COLLEGES	IN AFFILIATED COLLEGES	TOTAL	PERCENTAGE EACH STAGE
Graduate	4,95,611	35,66,774	87.8	40,62,385	88
Postgraduate	1,90,554	2,47,501	56.5	4,38,055	9
Research	43,115	7,608	15.0	50,723	1
Diploma/ Certificate	33,929	26,015	43.4	59,944	1
Total	7,63,209	38,47,898	83.4	46,11,107	99

Table 7

**TOTAL NUMBER OF PERSONS WHO OBTAINED TERTIARY
LEVEL EDUCATION FROM 1950 TO 1993**

(IN LAKHS)

FIELDS	QUALIFICATIONS				
	BACHELOR'S DEGREE		POSTGRADUATE DIPLOMA	POSTGRADUATE DEGREE	DOCTORATE DEGREE
Arts and Humanities	63.93	38	-	28.02	0.55
Commerce	36.47	22	-	5.11	0.08
Natural Sciences	34.52	21	-	6.67	0.64
Education	18.66	11	-	5.98	0.04
Engineering Sciences	7.71	5	0.09	0.89	0.07
Medical Sciences	3.77	2	0.63	1.00	0.01
Agricultural Sciences	2.38	1	-	0.65	0.11
Total	167.44	100	0.72	48.32	1.50

Sources : CURIE (Birla Institute of Technology & Science (BITS),
Pilnai) Vol.1(1), April, 1994, Pp 25-26.

Table 8

EDUCATIONAL EXPENDITURE BY SOURCE

(In Percentages)

Yrs	Government Funds	Local Body Funds	University Funds	Fees	Endowment & Other sources	Total
1950-51	57.1	10.9	-	20.4	11.6	100
1960-61	68.0	06.5	-	17.1	08.4	100
1970-71	76.2	03.6	1.4	12.9	05.9	100
1980-81	81.7	04.7	1.4	08.2	04.0	100
1983-84	81.5	05.6	1.6	07.5	03.8	100

TABLE 2

PLAN GRANTS RELEASED DURING 1993-94

S.No.	Type of Institution	Rs.in crores	of total plan
1.	Central Universities	30.06	18.7
2.	Institutions Deemed to be Universities	8.91	5.5
3.	State Universities	66.25	41.2
4.	Inter-University Centre	17.91	11.1
5.	College of State Universities	30.03	20.5
6.	Colleges of Central Universities	1.63	1.0
7.	Miscellaneous	3.14	2.0
	Total (Plan)	160.93	100.0

TABLE 10

**PERCENTAGE OF PLAN EXPENDITURE ON
HIGHER EDUCATION TO TOTAL EDUCATION**

Plan	Expenditure (Percentage)
1st	9%
2nd	18%
3rd	15%
1966-69 (Plan Holiday)	24%
4th	25%
5th	22%
6th	22%
7th	16%
8th	8%

References:

1. Association of Indian Universities, University Administration and Management (New Delhi : AIU Publications), 1994.
2. Association of Indian Universities, Accountability in Higher Education (New Delhi : AIU Publications), 1995.
3. Nanjundappa, D.M., Finance and Management of Higher Education (New Delhi, Deep & Deep Publications), 1994.

Acknowledgement

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3. 10(21) Any income of a scientific research association for the time being approved u/s 35(1)(ii) of the I.T. Act is fully exempt subject to certain conditions on the application of the funds, mode of investment of unutilised funds etc.
4. 10(22) Any income of a University or other educational institution, existing solely for educational purposes and not for purposes of profit is fully exempt.
5. 10(23C)(iv)& 10(23C)(v) Any income of a notified fund or institution established for charitable purposes (which purpose, inter alia, includes educational purpose also) is fully exempt subject to certain condition on utilisation in the funds etc.
6. 11 Income from property held under Trust inter alia wholly or partly for charitable purposes (which purpose includes educational purpose also) is exempt subject to certain conditions on utilisation of funds, modes of investment etc.
7. 35(1)(ii) Under the provisions of this section a deduction is available in the computation of income under the head 'Business' in respect of any sum paid to a scientific research association whose object is the undertaking of scientific research or to a university, college, or other institution to be used for scientific research, subject to specific approval by the prescribed authority granted under this section. For this purpose scientific research means any activities for the extension of knowledge in the field of natural or applied science.

8. 35(1)(iii) Under this section a deduction is available in the computation of income under the head business in respect of any sum paid to a university, college or other institution to be used for research in social science or statistical research subject to specific approval granted by the prescribed authority.
9. 35(2AA) Under this section a weighted deduction at the rate of 125% is available in the computation of income under the head Business in respect of any sum paid to a National Laboratory or a University or a Indian Institute of Technology with a direction that the said sum shall be used for scientific research undertaken under a programme approved by the prescribed authority.
10. 80-E Under this section, in the computation of income of any person a deduction will be available in respect of any amount paid by him in the previous year out of his income chargeable to tax by way of repayment of loan taken by him from any financial institution or any approved charitable institution for the purpose of pursuing higher education or interest on such loan. The deduction is admissible from the asstt. year relevant to the previous year in which the assessee starts repaying the loan or interest thereon and for 7 subsequent assessment years. The amount deducted in any one year shall not exceed Rs.25,000.
11. 80GGA A deduction is available under this section similar to the one discussed at Sl.No.7 and 8 above.The only difference is that this deduc-

tion is admissible in the computation of income of any person whose total income does not include income under the head business

12. 80QQA

Under this section a deduction is admissible in respect of the professional income of authors of text books in Indian languages. Where any income is derived by an assessee in exercise of his profession as an author or account of any lump sum consideration by the assignment of any of his interest in the copy right of a book or of royalties, 25% of such income shall be allowed as a deduction

13. 80-R

Under this section a deduction is available in respect of remuneration received from certain foreign sources in the case of Professors Teachers, etc. Where the gross total income includes remuneration received by him outside India from any University or other educational institution established outside India for any service rendered during his stay outside India in his capacity as a Professor or a Teacher in any University, institution or association, a deduction is admissible from his remuneration of an amount equal to 50 per cent of the remuneration or 75 per cent of such remuneration as is brought into India whichever is higher.

14. 80-G

Under this section a deduction is available in the computation of total income of the donor in respect of any amount paid to a University or any educational institution of national eminence approved by the prescribed authority.

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