An attempt has been made in this chapter to review the literature related to the subject-matter of the present study. Most of the studies relating to higher education have been undertaken in our country by a host of special Commissions and Committees appointed by competent authorities from time to time, both before and after the attainment of independence in 1947. A few studies have been made also by researchers interested in the field. In the former case, the experts did make an in-depth study of the problems in respect of higher education and offered solutions to them. An analysis of the recommendations put forward in this regard reveals the interesting fact that most of the findings are similar. Literature made available by independent researchers is sparse and scanty, compared to what is available in the reports of the several Commissions and Committees. The present researcher has depended for her work mostly on the studies made by these Commissions and Committees.

In presenting a detailed review of these studies on the following pages, the subject-matter has been divided
into three parts: those relating to (i) observations and recommendations made by the Commissions and Committees referred to earlier, by the U.G.C., by the Central Government and by other agencies and applicable to the field of higher education in the country as a whole, (ii) the ones made by the small number of agencies appointed for the purpose in the State of Kerala and (iii) the observations made by researchers and individuals interested in this topic.

The first part is again sub-divided into two sections: (1) Reports of the Commissions and the Committees relating to the pre-independence period and (2) those relating to the post-independence period.

PRE-INDEPENDENCE PERIOD

Wood's Despatch, July 9, 1854

In view of its importance in the evolution of a good system of education in India, Wood's Despatch was called 'The Magna Carta (Charta) of Indian Education'. This document dealt with the objectives of educational policy, medium of instruction, creation of a department of public instruction, in each of the provinces of the country, establishment of universities, evolving a sound
system of grant-in-aid, encouragement to educated Indians to take up employment in the Government and spreading of education among women. This document of immense historical importance was known as 'Wood's Education Despatch' because it was written at the instance of Charles Wood, the then President of the Board of Control.

The object of education as stated in the document was to extend European knowledge throughout all classes of the people. This had to be effected by means of the English language in the higher branches of institution and by that of vernacular languages of India to the great mass of the people. It proposed that the universities were to provide the highest test and encouragement of liberal education.

Wood's Despatch gave proposals for the establishment of universities in the country in order to encourage a regular and liberal course of education in the different branches of arts and science. The universities proposed to be started were to be modelled like the London University consisting of a Chancellor, Vice-Chancellor and Fellows who constituted a Senate. The functions of the Senate were the management of funds, framing of regulations
and conduct of examinations periodically in the different branches of art and science, by examiners selected from their own body or nominated by them. The function of the universities was to confer degrees upon candidates according to the rules fixed in this respect.

The Despatch proposed to establish universities at Calcutta and Bombay upon the general principles and procedures given in the Despatch.

Indian Education Commission 1882-83

The first Indian Education Commission was appointed by Lord Ripon on February 3, 1882 with Sir William Hunter (Member of Viceroy's Executive Council) as Chairman and twenty one others as members. The report of this Commission made a thorough survey of the entire field of education in India and made certain fundamental recommendations concerning the type of education to be given at various stages.

Terms of Reference of the Commission

The duty of the Commission was to enquire into the manner in which the principles of the Despatch of 1854 had been effected and to suggest measures to carry out the policies laid down in the Despatch.
The major recommendations of the Commission were on collegiate education. The Commission recommended that the local governments might provide the means of collegiate education in the province of Sindh and at Ahmedabad in Bombay, at Bhagalpur in Bengal and at Jabalpur in the Central Provinces and also to establish an aided college at Delhi under native management.

The Commission also recommended the making of provisions for special grants to aided colleges for the supply and renewal of buildings, furniture, libraries and apparatus of instruction.

Detailed recommendations regarding the levying of fees in the government and aided colleges, establishment of scholarships in colleges for bright as well as poor students etc., were given in the report.

Indian Universities Commission (1902)³

After the Indian Education Commission's report (1882) many universities were established with substantial extension of collegiate education and westernisation of the content of education. It was generally felt that the development of liberal education was lop-sided, leading to
the neglect of professional, industrial and technical education. On January 27, 1902, Lord Curzon appointed the Indian Universities Commission with Thomas Raleigh as its Chairman.

The Commission enquired into the conditions of the universities in British India and made valuable proposals for improving the standard of university teaching and advancement of learning.

The Commission recommended that the universities should make better provisions for advanced courses of study. Teaching of English language was to be regarded as the most important item in the curriculum of high schools and universities. It was recommended that a systematic and scholarly study of vernacular languages should be included in M.A. degree classes.

The Commission expressed the need for university examinations for the award of degrees and for uniformity in the nomenclature of the degrees in Arts and Sciences at the different universities. It was therefore suggested that the three examinations should be called the Matriculation
Examination, the Intermediate Examination and the examination for the award of the B.A or B.Sc. degree.

The Commission also recommended that the number of members in the Senate should be reduced and the number of members in the Syndicate should be between nine and fifteen. It was proposed that there should be proper representation of the teachers of the affiliated colleges in the Senate and the universities should themselves appoint teachers to impart higher education.

Indian Universities Act (1904)\textsuperscript{4}

The Indian Universities Act passed on March 21, 1904 in the Imperial Legislative Council embodied the main recommendations of the Indian Universities Commission (1902).

By this Act, the scope of the universities was enlarged. The universities were given the right of teaching as well as the right of conducting examinations. The universities were also given the right to conduct research.
According to this Act, the minimum number of members in the Senate was fixed as fifty and the maximum as hundred and their term was fixed as five years.

The Act provided for the election of members to the Senate. The Syndicate was accorded legal status. Also the government secured the right to give approval and to make amendments to the rules framed by the Senate of the university. The government also obtained the right to make laws in this regard.

Again, the Act provided for the fixing of territorial jurisdiction for the universities.

Calcutta University Commission or Sadler Commission (1917-1919)\(^5\)

The Sadler Commission under the chairmanship of Dr. Michael Sadler, the Vice-Chancellor of Leeds University submitted its report in 1919. This comprehensive report greatly influenced the subsequent course of secondary and higher education in the country.

Though the Commission was appointed to go into the problems of only the Calcutta University, the problems that
it studied were more or less common to the other Indian universities too.

The Commission offered the following recommenda-

tions.

The Government should start a new type of institution called the Intermediate college to provide for instruction in Arts, Science, Engineering, Medicine etc. These colleges should be attached to selected high schools or run as independent institutions. For the administration and control of secondary education, a Board of Secondary Education, should be constituted with representatives of the Government, University, High Schools and Intermediate Colleges.

Honours courses for bright students should be started together with pass courses.

After the intermediate stage, the degree course should have a duration of three years.

Special Committees including external experts should be constituted for making appointments to the posts of professors and readers in the universities.
Other Recommendations

1. A special Board of Women's Education should be established in the Calcutta University for running special courses of study suited for women.

2. Training of teachers should be encouraged and education should be included as a subject at all the stages of university study.

3. The university should make provision for vocational training of the personnel needed for industries.

4. Serious and systematic study of vernacular languages should be promoted at all stages of study.

Hartog Committee (1928-29)\textsuperscript{6}

An Indian statutory commission for enquiring into the social, political and economic progress of India namely the Simon Commission appointed an auxiliary committee known as the Hartog Committee under the chairmanship of Sir Philip Hartog, Vice-Chancellor of Dacca University. This Committee submitted its report in September 1929.

The Commission stated that the Universities were overcrowded by students who were not fit for university
education and expansion in the field of university education had been gained at the cost of quality. The Committee recommended that universities should consider that the training of bright and self-reliant citizens was their primary function.

Sargent Report or the Report on the Post-war Educational Development in India (1944)

The Central Advisory Board of Education (CABE) is the oldest and the most important advisory body of the Government of India. It was first established in 1920, dissolved in 1923 and revived in 1935. The Sargent Report, known after the name of John Sargent, Educational Advisor to the Government of India was the first comprehensive educational plan formulated by the CABE.

According to the Report, university education in India did not fully satisfy the requirements of a national system of education. In order to raise the standard of higher education, the conditions of admission should be revised. Reorganisation of the university system should include the abolition of the two-year intermediate course, with the transfer of the first year to the high schools,
retaining the second year in the universities. The minimum length of a university course should be three years. The Report emphasised the importance of establishing a high standard in postgraduate studies and research in pure and applied aspects of subjects.

The Report recommended the establishment of technical schools and technological departments in universities for the training of chief executives and research workers of the future. Admission to these courses would be controlled by a very strict process of selection.

Post-independence Period
Committee on Secondary Education in India (1948)\(^8\)

This Committee appointed by the Government of India, headed by Dr. Tara Chand, Joint Educational Adviser in its report put forward some valuable recommendations on higher education.

1) Admission to the degree courses should be preceded by a course of primary and secondary education for a period of 12 years.

2) The public examination should be at the end of the secondary stage.
3) The pay-scales of the teachers should be revised.

4) Education should be one of the subjects in the university course.

5) There should be refresher courses for teachers after every five years.

University Education Commission (1948-49)

The Commission headed by Dr. S. Radhakrishnan, the distinguished scholar and educationist who became the second President of India, was to make recommendations with regard to:

1) aims and objectives of university education and research in India

2) reforms to be brought about in the constitution, control and jurisdiction of universities and their relations with government

3) maintenance of highest standards in teaching and evaluation

4) courses of study in the universities and their various aspects
5) finance

6) procedures of admission to university courses

7) medium of instruction in the universities

8) organisation of research in all branches of knowledge in the universities and research institutions in a co-ordinated fashion

9) religious instruction in the universities

10) special problems of some institutions of an all-India character

11) privileges, duties, functions, service conditions and salaries of university teachers and

12) discipline and welfare of students.

The comprehensive report spread out in eighteen chapters described in detail the aims of university education and put forward valuable recommendations on all aspects of university education in India.

The Commission recommended that

1) a large number of well-equipped and well-staffed intermediate colleges be established together with a
good number of vocational institutes for students who do not go to the universities,

2) the maximum number in the Arts and Science Faculties of a university be fixed at 3000 and 1500 in an affiliated college, to avoid overcrowding in universities and colleges,

3) the lectures in university classes be supplemented by library work and tutorials which should stimulate the mental development of students,

4) the quality of teaching should be substantially improved, and

5) the libraries and laboratories should be improved in all respects.

With regard to the courses of study, the Commission gave equal importance to general education and special education for the students. The Commission recommended that the students be admitted to the universities after 12 years of schooling and the master's
degree be given to honours students, after one year of study beyond bachelor's degree. Admission to post-graduate and Ph.D degree courses have to be on an all-India basis. It was recommended that the universities should develop post-graduate and research departments in as many branches of knowledge as they could. The universities should make special efforts to train scientific manpower with generous capital and maintenance grants sanctioned to them. It was suggested that agricultural education and research be recognised as a major national issue. Special emphasis was to be given to subjects like commerce, education, engineering and technology, law and medicine.

The Commission gave importance to religious education, student welfare activities, and student discipline.

The Commission made valuable recommendations regarding the examination system of the universities.

1) A university degree should not be required for government administrative services. Special examinations for recruitment should be conducted by the States.
2) The system of credit for class work should be adopted for degree and post-graduate degree courses of the universities.

3) Periodical assessment and examinations should be conducted for degree students instead of terminal examination at the end of three years.

4) The standards for success at the examination which should be raised should be uniform in the various universities.

The three-language formula for higher secondary and university stages was recommended by the Commission. It was also proposed that English be replaced by regional languages as the medium of instruction.

A good number of recommendations were given also on general matters regarding women's education and co-education.

The Commission recommended that the university education should be placed on the "concurrent list" and
financing of higher education should be the responsibility of the State government concerned.

Secondary Education Commission (1952-53)\textsuperscript{10}

The Government of India appointed the Secondary Education Commission with Dr. A. Lakshmanaswami Mudaliar, Vice-Chancellor of Madras University as its Chairman. The Commission made certain important recommendations on higher education.

It was the recommendation of this Commission that the two-year intermediate stage in the college be replaced by a one-year Pre-University course with the other year being shifted to the higher secondary stage, making it of 4 years of duration. The degree course in colleges was to continue as a three-year course.

Committee on Model Act for Universities\textsuperscript{11}

In order to make an evaluation of the organisational structure of the universities in India and to prepare an outline of a model act for the universities, the Ministry of Education appointed a committee in December 1961, under the chairmanship of Dr. D. S. Kothari. The main recommendations of the Committee are summarised as follows:
(1) For the right development of universities, autonomy of universities from external control and internally democratic administration and effective participation of the academic communities in the implementation of university programmes should be ensured.

(2) The President of India in the case of central universities and the Governor of the State in the case of state universities should be the Visitor of the universities. He should not be included in the list of officers of the university, but should have an independent position with well-defined powers. There should be a Chancellor elected by the Court. The Vice-Chancellor should be elected by the Court from among three persons recommended by a majority of the members of the Executive Council. There should also be a Pro-Vice-Chancellor chosen by the Vice-Chancellor.

The Court should be the policy-making body of the university, consisting of representatives of alumni donors, learned professions, industry and nominees of the Executive Council, and the Visitor.
The Academic Council should be the sole authority for determining the courses of study and their decisions should not need the approval of any other authority in the university.

For meeting the increasing demand for admission, evening and correspondence courses and types of courses other than arts and science courses should be started in the universities.

The universities should have the power of appointing teachers and other employees of the university on the recommendations of selection committees.

Every university should have a Dean of Students to devote special attention to students' welfare.

Education Commission (1964–66)\textsuperscript{12}

For the overall survey of the entire field of educational development in the country and for advising the Government on the national pattern of education and on the general policies for the development of education at all stages, the Government of India appointed an education
commission in October 1964, again with Dr. D. S. Kothari, Chairman, University Grants Commission as its Chairman. The report of the Commission submitted on June 29, 1966 guided the policies, programmes and development of education for many decades.

Summary of Recommendations on Higher Education

The functions of the universities in the modern world are to seek and cultivate new knowledge, to engage vigorously and fearlessly in the pursuit of truth and to interpret old knowledge and beliefs in the light of new needs and discoveries, to provide the right kind of leadership in all walks of life and to identify gifted youth and help them develop their potential to the full by cultivating physical fitness, developing the powers of the mind and cultivating right interests, attitudes and moral and intellectual values.¹³

For the realisation of these objectives, a comprehensive plan, spread over a period of twenty years and including the following three programmes was recommended.

1) A radical improvement in the quality and standard of higher education and research.
2) Expansion of higher education to meet the manpower needs of national development.

3) Improvement of university organisation and administration.

An important reform in higher education is the development of about six universities into 'major universities' where outstanding post-graduate work and research comparable to the best such institutions of the world, would be possible. The major universities should establish centres or clusters of centres of advanced study for promoting inter-disciplinary research. The centres of advanced study should help other university departments and affiliated colleges to develop into centres of excellence. Affiliated colleges which show the capacity to improve remarkably should be granted autonomous status under the general supervision of universities.

A variety of suggestions and recommendations were made by the Commission for the improvement of teaching and evaluation, including internal assessment, system of internal and continuous assessment, improved techniques of evaluation through seminars, discussions and workshops.
It was recommended that the expansion of facilities in higher education should be planned broadly in relation to manpower needs and therefore a system of selective admission was to be adopted.

The Commission recommended the starting of new universities for many states as a major measure for spearheading social and economic development.

With regard to reorganisation of courses, the Commission recommended general, special and honours courses at the undergraduate level and flexible and innovative organisation of courses at the post-graduate level.

Promotion of inter-disciplinary studies, area studies, strengthening of the study of social science and humanities etc., were also important recommendations of the Commission.

With regard to the governance of universities, the Commission recommended autonomy for the university for the departments within the university, as well as for selected colleges.
Many valuable recommendations were made by the Commission on the role and appointment of Vice-Chancellor, university legislation, affiliated colleges, private and government colleges, and the Inter-University Board for developing advisory, research and service functions of all the universities of the state.

Committee on Governance of Universities\textsuperscript{14}

The above Committee was appointed by the University Grants Commission in June 1969 under the chairmanship of Dr. P.B. Gajendragadkar.

The Committee made recommendations on the structure of universities, functions and powers of the statutory bodies, service conditions of the staff of the universities and similar connected matters.

The Committee stressed the importance of social commitment on the part of universities, for which there should be greater participation of academicians, administrators and students in the affairs of the university. Its recommendations included the establishment of a joint consultative machinery at the faculty and
departmental levels in the universities and in colleges. The Committee gave greater importance to the U.G.C. which, in its opinion, should assist and advise the universities in all matters.

It was proposed that at least one university in a state should be a "city university" set up by the Union Government with the concurrence of the State Government for making the process of modernisation of courses and upgrading of research much easier.15

The Committee suggested that post-graduate education should be limited to university departments and if extended to colleges, should be on a carefully planned and selective basis.

The Committee recommended that the three principal authorities of the university already in existence in most universities, the Senate, the Syndicate and the Academic Council be continued. It also recommended the introduction of two new authorities, viz., the Faculties and the Student Council. The Committee was of the opinion that the Academic Council should be the principal academic body of the university with power to coordinate and exercise
general supervision over the academic policies of the university. The Committee recommended that the powers of the university should be shared equally among the various authorities.

Challenge of Education: A Policy Perspective (1985)\textsuperscript{16}

This document was prepared by the Government of India in order to review the educational situations in India and to frame new policies for the further development of education in the country. The four main chapters included in the document are: (1) Education, society and development; (2) An overview of education; (3) Development, a critical appraisal and (4) An approach to educational reorientation. This document became the basis of the National Policy of Education (NPE) of 1986.

The document brought to light the problem of wastage of resources in producing a very large number of educated unemployed in the country. It recommended that degrees be de-linked from jobs for minimising heavy enrolment in the field of higher education, especially at the undergraduate level. The document emphasised the need for encouraging only those students who have the right academic aptitude for taking up studies at the post-graduate level.
National Policy of Education (NPE), 1986

The National Policy of Education contains 12 parts and 157 paragraphs dealing with different facets of education.

The major recommendations in the field of higher education, contained in the document are given below:

In order to make higher education more dynamic, the existing higher educational institutions—the universities and colleges of the country—will be provided with more facilities for their all-round improvement.

The system of affiliated colleges will be gradually replaced by a more creative system of association between the universities and the colleges and autonomous colleges will be helped to develop in great numbers. Similarly the system of autonomous departments within universities will also be encouraged.

Academic programmes and courses will be redesigned to meet the demands of specialisation. Flexibility in the combination of courses will be encouraged. Linguistic competence will be given greater emphasis in future programmes.
State councils of higher education will be established for state level planning and coordination of programmes and projects in the field of higher education. These councils will function in a coordinative manner with the U.G.C.

Emphasis will be laid on selective admission to higher education. The areas which will receive greater attention will be transformation of teaching methods like using audio-visual aids and electronic equipments, development of science and technology, curriculum development and teacher's training and orientation programmes.

High quality research in the universities will be given enhanced financial support. Setting up of national research centres within the university systems will be encouraged. Support will be provided for the development of facilities for the intensive study of Sanskrit and other classical languages and for research in indology, humanities and social sciences.

For greater coordination in policies, sharing of facilities and developing inter-disciplinary research, a
national apex body covering higher education in general, agricultural, medical, technical, legal and other professional fields will be set up.

The document recommended that a beginning be made in de-linking degrees from jobs in selected areas. It was suggested that de-linking can be applied to services for which university degrees need not be a necessary qualification. This will encourage the development of a series of job-oriented courses. It was also suggested that a National Testing Service to conduct tests—voluntary tests for determining the suitability of candidates for specified jobs—should be established.

The document also proposed the establishment of rural universities in the pattern envisaged by Mahatma Gandhi for the development of rural areas.

Programme of Action on NPE (1986)¹⁸

The Ministry of Human Resource Development, Department of Education, Government of India prepared a programme of action for implementing the NPE. The recommendations on the policies to be undertaken in the
field of higher education given in chapter 5 of the
document are as follows:

In order to improve the facilities in the
universities and colleges a great number of effective steps
will be taken such as providing adequate funds for courses
and research, establishing institutions having close ties
with national laboratories and agencies, within the
universities, reviewing the management patterns of
universities and their statutory bodies, regulating
admissions on the basis of facilities and merit and also
setting up of State councils of higher education in each
state for the consolidation and coordination of programmes
in the area of higher education.

It was been envisaged that about 500 colleges
should be developed as autonomous colleges in the seventh
plan period, gradually replacing the existing affiliating
system.

The area of designing and re-designing of courses
has received an important position in this document. The
objectives of designing of courses as envisaged in the
document are to meet the growing demands of specialisation,
to provide flexibility in the combination of courses, to facilitate mobility among courses, programmes and institutions, to update and modernise curricula, to integrate work experience with learning process and to facilitate reforms in the evaluation procedures. In order to achieve these objectives, it is proposed (a) to secure full involvement of the universities in designing the courses in higher learning (b) to incorporate new concepts in designing content and structure of courses (c) to design foundation course as proposed by the U.G.C., as important elements of the general undergraduate programmes (d) to re-organise the Boards of Studies in the universities to facilitate re-designing of courses and to promote inter-disciplinary programmes (e) to reorient the work of the curriculum development centres, set up by U.G.C. during the Seventh Plan period towards re-designing of courses (f) to coordinate and develop curricula in the field of science and technology by utilising the international centres of science and technology education (g) to promote autonomous university departments and autonomous colleges to function as instruments for re-designing of courses and (h) to set up College Development Councils to encourage designing of courses especially application-oriented ones pertaining to the needs of the region and locality.
Together with the development of State Councils of higher education, the policy envisages the establishment of a national apex body covering higher education in general, agriculture, technical, medical, legal and other professional areas for greater coordination of policy, sharing of facilities and developing inter-disciplinary research. This body is to deal with policy aspects of higher education, planning and implementation of programmes of post-graduate education and inter-disciplinary research.

The policy also envisages the setting up of an autonomous body named Accreditation and Assessment Council under the auspices of the U.G.C. for maintaining and raising the quality of institutions of higher education.

New Education Policy
AIU's Recommendations on Higher Education, 1986

The document on "New Educational Policy" was prepared in April 1985 and at a special meeting of the Association of Indian Universities on January 8 and 9, 1986, attended by over 50 Vice-Chancellors of various universities, the important issues were discussed in detail. Based on the consensus that emerged at the meeting, the document "AIU's Recommendations on Higher Education"
was prepared by a committee consisting of Prof. S.V. Chitti Babu, Vice-Chancellor, Annamalai University, Prof. G. Ram Reddy, Vice-Chancellor, Indira Gandhi National Open University and Prof. Shah Manzoor Alam, Vice-Chancellor, University of Kashmir.

The AIU's document on higher education reiterates the importance of fresh thinking on the part of Government and the universities in preparing agenda for action in the field of higher education incorporating strategy for planning and management, autonomy and accountability, quality and content and course structure.

It is proposed that education up to the first degree level should be the responsibility of the State while post-graduate and professional education should be entrusted to the Centre. The U.G.C. has to be more powerful in its functions so as to be able to exercise its authority to review and assess periodically the functioning of the universities and their programmes.

Autonomous colleges should be established systematically and extensively as a network of educational centres of excellence at district level. Depoliticisation
of education in colleges and universities is imperative so as to create a healthy climate for learning. In order to safeguard university autonomy in all respects, particularly from political interference, University Acts need to be reviewed and amended.

Paragraph 6 of the document gives in detail the recommendations on content and structure of courses. The structure of courses should be so designed as to help in realising the societal needs. Undergraduate courses should be restructured in response to the manpower needs of the nation. Suitable guidelines for core curricula (foundation courses, professional orientation courses, work-based training) should be laid down by the U.G.C. in consultation with teachers and experts in various fields and professions. The re-designing and re-structuring of courses should be done in such a way as to incorporate flexibility in the combination of courses.

De-linking of degrees from jobs is not recommended. Instead it is proposed that the courses should be so designed as to strengthen the nexus between degrees and jobs.
The recommendations include the setting up of a manpower forecasting cell in the Ministry of Human Resource Development to forecast manpower requirements in the various sectors of development.

University Level Seminars on Educational Policy, 1986

The National Institute of Educational Planning and Administration has brought out an analysis of the summary of proceedings of seminars on the new educational policy of the Government of India held in eleven universities of the country.

The analysis is divided into six parts. The first part deals with the general aspect covering all stages of education; the other parts deal with each of the stages of education, viz., elementary, secondary, higher, technical and adult education. Several aspects of higher education have been discussed at the seminars.

Autonomy for the functioning of universities is advocated by all the seminars. De-linking of degrees from jobs is not generally favoured though there is conditional support from a few. Most of the seminars agree that
delinking of degrees from jobs can help in reducing the pressure on higher education. Most are of opinion that de-linking is possible only in the case of general types of jobs. It will not be desirable to de-link degrees from jobs in the technical and professional manpower markets.

Regarding access to higher education, restriction of admission on the basis of merit has been widely acclaimed.

With regard to content and curriculum, most of the universities suggest that in the development of new curriculum, problems of rural development and modernisation should receive importance. Post-graduate studies and research must be linked with various sectors of productivity and employment. Most of them express the view that the courses run by the universities should be relevant to the developmental needs of the society.

Vocationalisation has been strongly advocated by all the seminars. It has been proposed that vocational education should be linked with employment. Academic education should be restricted and a variety of vocational studies should be implemented. It has been proposed at
some seminars that before starting any course in vocational stream, the requirements of manpower at different levels should be identified and a continuous relationship between skilled manpower and job opportunities should be established. A proper survey of the job markets is advocated so that projections of manpower planning can be made more realistic.

Another aspect of higher education which has found wide support at the seminars relates to the strengthening of adult education programmes. Employing trained teachers at all stages of education and improving their service conditions are other important issues dealt with at the seminars.


The Ministry of Human Resource Development, Government of India and the National Institute of Educational Planning and Administration, New Delhi jointly organised a conference from April 15 to 17, 1989 for reviewing the developmental programmes in the field of education in India implemented by U.G.C. over a period of forty years. A report on the conference published by the
U.G.C. explains in detail the plan programmes, and developments brought out by the intensive efforts of the Commission during four decades of development.

The Commission has stressed the importance of restructuring of courses by bringing about a scheme based on the following lines:

1) Academic components of courses at the first degree level should be combined with applied components suited to local/regional needs;

2) New courses to be developed and introduced should involve development of appropriate skills and competencies;

3) Re-structured courses are to promote skills and values.

The three essential components of a re-structured course are:

1) Foundation courses
2) Core courses
3) Courses of an applied nature.
The report reviews the various programmes the Commission had been embarking upon during the review period pertaining to research development, faculty improvement, distance education, women's education, scheduled castes and scheduled tribes, minority communities etc.

Gnanam Committee: Towards New Educational Management (1987-90)

A committee, popularly known as Gnanam Committee, after its Chairman, Prof.A.Gnanam, Vice-Chancellor, Bharathidasan University, Tiruchirapalli, was appointed in January 1987 and its report was submitted in January 1990. It made an in-depth study of the various issues relating to university management.

Broad Terms of Reference

1) To review the management patterns including the structure, roles and responsibilities of various university bodies in the light of the new demands on the university system to develop effective alternate models and

2) To set criteria for assessment of performance of educational institutions.
In the report the main emphasis is to provide a sound scientific framework for governance of universities which will make them efficient, result-oriented and averse to politicisation.

Recommendations

The students, teachers and the society's representatives must be involved in the management of universities in achieving their goals and objectives. The management of universities is different from that of other organisations and hence should be based on the principles of participation, decentralisation, autonomy and accountability. The managerial patterns of a university system should adapt themselves to the changing needs of the society and the region it serves. Therefore, the government, both central and state, the U.G.C., the universities and the colleges have to set in motion strategies to be implemented by the university system for playing its role for academic pursuit and augmenting knowledge.

1. Central Government

A. (1) The parliament may enact a law (model act) formulating the basic structure of the university
governance and ensuring that all related legislations by the state governments conform to the provisions of this law,

(2) To review the Acts of central universities to effect changes in the size and composition of their governing bodies and in their modes of appointment of members,

(3) To make a statutory stipulation in the Acts of universities that the universities have to follow the regulations issued by the U.G.C. from time to time,

(4) To require that new legislations in respect of state universities be referred to the U.G.C. before their enactment; and

(5) To provide for a council of central universities.

B. (1) U.G.C. Act be revised (a) to make prior concurrence of the Commission obligatory for opening new universities and (b) to give more powers to the U.G.C. for promoting the overall development of
higher education.

(2) The University Grants Commission is required to start regional centres for reviewing the Commission's programmes and for monitoring its funding to universities and colleges.

(3) The State Government is to start a State council for higher education for co-ordinating the functioning of universities and to have effective liaison with the government and the U.G.C. and to review and recommend amendments to Acts of the universities, if necessary, with regard to the size and composition of various university bodies in accordance with the recommendations made by the U.G.C.

(4) Universities are to review periodically the functioning of the various university bodies, namely, the Executive Council renamed as the Board of Management, the Senate or the Societal Consultative Committee (S.C.C) and the Academic Council and to recommend to the State Council for Higher Education or the state government changes that are considered useful for the better management and governance of the universities as visualised by the U.G.C.
(5) The colleges are to constitute a Planning and Evaluation Committee to formulate the specific objectives of the institutions, to periodically review its various functions and to suggest changes and developments for improvement to qualify for autonomous status.

The report was brought out in the hope that the recommendations made therein would improve the efficiency of university management.

Decentralisation of Higher Education System (1991)\textsuperscript{23}

A national seminar on "Decentralisation of Higher Education System" was organised on October 8, 1991 at the 66th annual meeting of the Association of Indian Universities, at the University of Kerala, Thiruvananthapuram. The seminar attended by Vice-Chancellors of universities and Heads of other institutions of higher education made many recommendations on decentralisation at different levels—within the university system, in the University Grants Commission, and in the relationship of universities with colleges.

Of the various types of decentralisation suggested at the national level, academic decentralisation assumes
great importance. In order to minimise the pressure of enrolment on the higher education system, vocational streams have to be developed. To this end, manpower planning should be initiated, keeping in view the requirements at the various areas at the regional and national levels.

The Seminar put forward various measures to be adopted in the university system to achieve academic decentralisation within it. It included the establishment of a faculty council for each faculty with the representation of all the concerned departments for functioning as a coordinating and supervisory body for formulating policies for teaching and research.

Each academic department should have a departmental council for framing the syllabi for the courses of study formulated by it, examination schemes, research and extension work under the broad guidelines of the Faculty Council and the Academic Council. This will help the departments to maintain academic programmes free from bureaucratic controls.

The seminar had made the above recommendations anticipating that a decentralised system of higher
education will be able to better address the specific requirements of the society for promoting a balanced development.

Kerala

The Government of Kerala at different times have constituted various Commissions and Committees to study the problems in the field of higher education. A brief review of the reports of these Commissions and Committees is given in the following pages.

The Padmakumar Commission\(^2\) was appointed by the Government in the year 1970 in order to study the feasibility of introducing "direct payment system" in the State. By this system, the State Government was to meet the expenditure towards the salary of teaching and non-teaching staff of the private colleges in the State. The following defects of the system of higher education were pointed out by the Commission:

(1) In Kerala, there had been an increasing demand for higher education. Trying to cope with this demand, the State had to ignore its resource constraints. (2) The expenditure on education had not been linked to manpower
growth. (3) Enrolment had not been restricted to availability of resources which led to the lowering of standards in the field of higher education.

High Level Committees

Five high level committees were constituted by the Government on different subjects in the year 1982 in order to help the State Planning Board to study the different aspects of the State's economy and development. A report on higher education was presented by a sub-committee on education and employment. The observations of the committee on higher education are the following:

1) Without the required physical infrastructure, laboratories or library facilities, a large number of new colleges have been started in the state.

2) For the selection of staff to the higher educational institutions, criteria other than merit have been resorted to which led to the lowering of standards in this field.

3) The system of capitation fee is prevailing in the State.

4) In many colleges, the standard of teaching is very poor and there are frequent strikes for various causes including the tendency to support political parties.
5) Private managements accept huge amounts as donations for appointment to teaching posts as well as for students' admissions.

6) No control is exercised by the Director of Collegiate Education.

7) Service seniority is the only criterion for promotion of teaching staff.

Commission for University of Kerala

To fulfil the requirement of Sub-section (1) of Section 71 of the Kerala University Act, 1974, which provides that "the Government may at any time and shall at the expiration of ten years from the commencement of the Act and thereafter at the expiration of every ten years, constitute a commission to enquire into the working of the university", a commission was constituted in March 1984 to enquire into the working of the University of Kerala from 19-8-1974 (the date of coming into force of the Act) and to make recommendations to Government.

The Commission constituted under the Chairmanship of Dr. Malcolm S. Adiseshiah, was to enquire into and report
on: (i) working of the university during the period to which the enquiry relates; (ii) the financial position of the university including the financial position of its colleges and departments; (iii) any changes to be made in the provisions of the Act or Statutes, Ordinances, Rules and Bye-laws with a view to bringing about improvements for the better performance of the University and (iv) such other matters as may be referred to the Commission by the Government.

The Commission sent copies of a questionnaire to 1975 respondents selected from four groups—(1) Ministers/M.Ps/M.L.As; (2) University authorities/Members of University bodies; (3) Teachers of University departments and of affiliated colleges and (4) others. The Commission received only 244 replies. The Commission also visited the University departments and a number of colleges under the University. Self-assessment and peer-assessment reports of the teaching departments of the University were considered by the Commission.

The recommendations of the study were as follows:

(1) For better performance of the departments, efforts should be made by all of them to establish and maintain
live contacts with national research-funding agencies, nationally recognised institutes and research centres for making full use of their facilities and resources.

(2) University departments with necessary facilities and competent staff should be given the freedom to design and vary the courses and examination procedures in the interest of academic progress.

(3) There should be only one Board of Studies for one discipline, for co-ordination and development of courses at the undergraduate and post-graduate levels, with the head of the department as ex-officio Chairman of the concerned Board and two or three eminent experts from outside the University. The term of the Board was to be 3 years with rotation of one-third of the members who would retire every year. The Board of studies be appointed by the Syndicate on the basis of proposals made by the Vice-Chancellor as per rules.

(4) The office of the Dean might be invested with greater responsibilities. The Dean was to be the executive officer of the faculty and he could be delegated some of
the responsibilities of the Vice-Chancellor and the Registrar for the administration of routine matters.

(5) The headships of departments might be rotated on the basis of seniority for a three-year period among the professors in the department.

The Commission visited 4 government colleges and eight private colleges affiliated to the University of Kerala and gave in detail the problems prevalent in the functioning of these colleges.

The peculiar system of affiliation prevailing in this State forces the universities to do a vast array of functions which no human system can from one central point do satisfactorily. The communal rotation and reservation quota system for the recruitment of staff in the affiliated colleges is one of the causes for the deterioration of standards.

Ascertaining a few criteria for a viable college like adequate finance, dedicated staff, limited enrolment, effective leadership of the Principal, adequate facilities and excellent management, the Commission observed that a
good number of colleges under the University of Kerala were not viable and were to be closed.

The Commission observed that there was political interference in the affairs of the university to such an extent that it had lost its autonomy and sunk to the level of a government department.

**Commission for University of Calicut**

The Commission enquired into the working of the University of Calicut under a similar provision in the Calicut University Act, 1975. The same tools were used for collection of data and the Commission visited 2 government colleges and 6 private colleges selected at random.

The major recommendations were common to those given in the report on the University of Kerala. However, more emphasis had been given on some issues in the report on the University of Calicut.

The Commission observed that there was more political interference in the affairs of this University. As an immediate step in the direction of depoliticisation of academic life and activities, the Commission recommended
that election to the governing bodies of the University should be replaced to a large extent by rotation on the basis of seniority or on the basis of nomination by the Chancellor.

It was recommended that the University departments should conduct their own specialised post-graduate courses adopting the semester system, internal assessment and the modern methods of evaluation like internal examination and the system of cumulative records.

To prevent overcrowding in the pre-degree classes, the pre-degree course could be shifted to the secondary school system or to junior colleges and an inter-university board could be entrusted with the job of holding pre-degree examination in the state.

The office of the Pro-Chancellor should be abolished and the Vice-Chancellor and the Deans should be vested with more powers and functions.

A centre for research on higher education in Kerala should be started under the auspices of the universities in the State but academically independent of them to study the problems of higher education.
Report of the Expert Committee for Autonomous Colleges

The Government of Kerala set up an expert committee under the Chairmanship of Dr. K. Gopalan, Vice-Chancellor, Cochin University of Science and Technology, to study the various aspects of the proposal to have autonomous colleges in the State. The report was submitted in April 1985. The respondents were university employees, teachers, students, educational administrators, representatives of private managements and the public.

The respondents expressed the following apprehensions on the introduction of the system of autonomous colleges.

1) Autonomous colleges will be considered elitist, enjoying special privileges, with ordinary colleges classified as second rate.

2) The teachers and the private managements may misuse the powers they get in the system, leading to corruption and victimisation of staff and students.

3) In conferring autonomous status, politicians and communal leaders will exercise an unholy influence.
The Expert Committee recommended to the government to establish autonomous colleges in the State on the following grounds.

The teachers will become more responsible. The colleges will not enjoy any special privilege. The regulations regarding the admission, appointments etc., will be applicable to these colleges also. A properly functioning control mechanism will check the misuse of power. As a first step, the Committee recommended that pre-degree courses be de-linked from colleges.

Research Studies

Victor Baldridge and others\textsuperscript{29} undertook a project study of the governance of institutions of higher education in the United States. The study was conducted on a sample of colleges and universities in U.S.A.

Findings of the study:

There are major organisational differences among colleges and universities and governance varies greatly in different types of institutions. More autonomy and control over curriculum is given to their departments by larger institutions. Faculty unionisation adds strong interest
groups in campus politics further complicating the decision-making process. Increasing centralisation of administrative decisions and the role of the Court (Senate) on the governance shows a rather pervasive decline in faculty influence.

Victor Baldridge in his study of the Universities in New York observed that although universities possessed many features of bureaucratic model, the model itself had limitations. Universities possessed characteristics which differentiated them from other complex bureaucracies.

Gordon H. Bell and Winnie Wade in their study on "Modular Course design in Britain" gave in detail the factors which influenced the development of a new wave of thinking in course design. According to them, the ruling principle in the 1980's and 90's became that of the market place. Students acting as consumers and controlling producers became the dominant feature. In 1989, public sector higher educational institutions were restructured as independent corporations and organised as businesses. This system became client-centred rather than provider-centred as in traditional British educational system. In the
present system, the process of customising courses to suit the projected needs of students as clients was most prevalent. The key characteristic of the modular debate was flexibility in organisational structure. The need for flexible learning was based on the following rationale:

1. providing the skills and competence needed to cope with rapid change

2. preparing students for the world in which they live and work

3. increasing motivation amongst students.

The major criticism against modular course design was that it ignored the broader educational values of intrinsically worthwhile teaching and learning activities.

D.P. Sinha\textsuperscript{32} in his study identified four major areas of educational management. (1) Management of financial resources; (2) Academic management; (3) Development of organisational structure and (4) Management of human resources. He considered the management of human resources as the most important area.
A.H.Hommadi in his research study on university administration gave an account of the many drawbacks of university administration in developing countries.

The five major objectives of the study were: (1) to give a better picture of educational administration in third world countries; (2) to study and analyse the nature of university administration; (3) to study the role of administrators, professors, students, government, society and community in educational administration; (4) to frame effective rules for better administration of universities and (5) to set novel educational practices in universities.

The study revealed the following facts: (1) In developing countries, universities were institutionalised to such an extent as to lead to the introduction of important reforms deviating from tradition; (2) their faculty position was low compared to international standards and their salary was also much less; (3) Evaluation of the work of teachers was not done systematically; (4) There was a high degree of correlation between the political and social attitudes of students and socio-economic variables and their political ideology.
The findings of the study regarding administrative practices and the structure of organisation were:

1) The universities in developing countries had grown in an unplanned manner so that the lines of authority and responsibility were not clearly demarked.

2) Administrative effectiveness in the areas of finance, budget, purchase etc., was low owing to the lack of effective rules and policies.

3) The various governing bodies and committees of the universities functioned less effectively owing to a variety of reasons such as their size and the scope of their functions.

4) Ineffective communication among the various organisational strata of the university was one of the many reasons for these problems.

The major recommendation among the many put forward by Dr. Hommadi for the improvement of the system of higher education was that the organisational set-up at the top level should be completely overhauled.
G.D. Sharma\textsuperscript{34} studied the cost and efficiency in the university system in India. Cost was analysed in terms of teaching inputs, student services, administrative services of the universities and some colleges, selected for the study. The study revealed that the expenditure on administrative and supporting services accounted for more than the expenditure on teaching input.

Y.S. Kiranmayi\textsuperscript{35} in an article "Need for scientific management of universities in India" pointed out many drawbacks of the present system of university management.

(1) Lack of farsighted planning in our universities, (2) The head of the university being burdened with routine administrative matters to the neglect of academic affairs, (3) The authorities at the top level being autocratic and ignoring the contributions of the lower levels, (4) Power being concentrated at the very top level of the organisation and therefore delegation of decentralisation not being seen in the universities, (5) Lack of effective control mechanism.

Moonis Raza, Y.P. Aggarwal and Mabud Hasan\textsuperscript{36} have made an in-depth study of the area of higher education in
India since independence. The following attributes of the higher education sector were examined with the help of data collected through surveys.

1) phases of expansion of enrolment
2) share of science and technology in enrolment
3) share of postgraduation and research in enrolment
4) inequities in higher education
   a) scheduled caste--non-scheduled caste differentials
   b) male-female differentials
   c) regional disparities.
5) some aspects of financing of higher education
6) some aspects of education—manpower mismatches.

Some crucial problems facing higher education in India were also studied and the possible approaches towards their resolution suggested. The problems studied were grouped into three broad sets as follows:

1) problems of orientation
2) problems of content, and
3) problems of management.
The study revealed that while there had been a massive expansion in enrolment in higher education in the sixties and during the seventies and eighties, the emphasis shifted from rapid expansion to consolidation and quality improvement. But the process of transformation was too slow and too weak to bring about a decisive change in the character of higher educational development in the country. The study pointed to the fact that there has been a steady increase in enrolment in the arts and commerce faculties at the cost of science, engineering and medicine faculties.

Regarding inequities in higher education, it was revealed that inequities between scheduled castes and others and also between males and females continued to be of a high order.

The study revealed the fact that in our country, there was lack of perspective planning of education based on manpower requirements in almost all the sectors of development.

The authors put forward valuable suggestions for the betterment of the higher education system in India. It was proposed that the higher education system had to be
utilitarian as well as value-oriented. The country had to
give emphasis to both generation of new knowledge and its
transmission. The education system in our country
according to the authors should have elements of
specialisation as well as general streams.

Dr. M.V. Pylee, an eminent educationist in his
paper on "Governance of Universities" has stated that the
universities in our country are going through a crisis
today. Instead of becoming centres of excellence, they are
becoming centres of mediocrity, partisan politics and
conflict. In order to reform and revitalise the
universities, Dr. Pylee puts forward a series of suggestions
for the reorganisation of the present system of governance.
The first suggestion is that instead of the Governor of the
state assuming the Chancellorship by virtue of his office,
an eminent educationist or a well-known professional or
public servant should be appointed as the
Chancellor/Visitor. In his opinion, there is no need for a
minister Pro-Chancellor in the university system. Dr. Pylee
puts forth a novel idea of a National Education Commission
to be constituted by the Central Government. This
Commission should prepare a panel of well-qualified persons
from all over the country suitable for appointment as
Vice-Chancellors. The Pro-Vice-Chancellor, according to Dr. Pylee, should be a well-known educational administrator, who should be appointed in consultation with the Vice-Chancellor.

As regards the constitution of the governing bodies of the universities, in Dr. Pylee's opinion, the Senate should be abolished and the Syndicate should be a compact, homogeneous body with representatives from different segments of the university, the Government and the public. No elected members, politicians or political representatives, should be included in the Syndicate. Deans, Professors and Principals of colleges should be chosen by rotation. Outside experts from professional bodies, research institutions and industries and student representatives should be included. The Faculties and the Boards of Studies also should be constituted as in the case of the Academic Council. Dr. Pylee advocates the abolition of the affiliating system and the introduction of the system of autonomous colleges.

R. Gangadharan Nair studied the management of higher educational institutions in Kerala. The objectives of his study were
1) to study the cultural and social environment of higher educational institutions in Kerala and assess the impact of such environmental factors in the total management process of these institutions,

2) to examine the rate of growth in enrolment and expenditure of arts and science colleges in Kerala and the role of government and private agencies in running them,

3) to ascertain how far these institutions were successful in exploring and utilising finances and to compare their effectiveness in government and private colleges in Kerala,

4) to identify the peculiarities in the organisational structure of higher educational institutions,

5) to measure the leadership style of the Principals of the Arts and Science colleges and to ascertain the level of academic participation in decision-making,

6) to examine whether there was motivation of any kind among teachers to acquire higher skills and
7) to develop a functional model for the effective management of higher educational institutions.

Findings of the Study

The problem of numbers was the most crucial problem faced by the system of higher education in the State. This had been due to the adherence to the 'social demand approach' to educational planning which provided for education to as many as possible.

More than half of the financial resources placed at the disposal of the colleges in the State remained unutilised during the period of study. Private colleges were better than government colleges in utilising financial resources.

The practice of setting up of objectives in the management of the institutions was totally absent.

Principals of colleges functioned in a benevolent autocratic style. No effective delegation of power existed in the colleges.
Suggestions

A functional model for the better management of the higher educational institutions had been suggested in the study. This model included four managerial functions, (1) Planning, (2) Delegation, (3) Participative decision-making and (4) Effective use of information system.

The structural changes in the institutions suggested were as follows:

1) Posts of Principals should be made selective.

2) Orientation programmes should be conducted for the Principals.

3) Pay scales of the Principals should be made equivalent to those of senior professors of universities.

4) A separate cell for ensuring interpersonal relationship among students under the guidance of a teacher should be set up in each college.

5) Teachers should be properly motivated for acquiring higher qualifications.
The Kerala Educational Research Centre sponsored a commission to carry out a study of the Christian colleges in Kerala under the chairmanship of the well-known educationist Prof. Samuel Mathai in 1980. The main objective of the study was to have an appraisal of the work of Christian colleges in Kerala. The data were collected through questionnaires and discussions with the Principals, members of the managements, staff and students.

Findings

Private colleges under the control of government and the universities lacked academic and financial freedom. Student indiscipline and violence affected smooth functioning of colleges. Heavy enrolment of students created problems for proper management of the colleges. Library and laboratory facilities were not properly used. Teachers were not dedicated to their work and most of them were antagonistic towards management. They were not involved in decision-making.

A review of the existing literature shows that there is scarcely any detailed work probing into the study of academic matters in the universities and their importance. An attempt has therefore been made in the
present study to fill this gap by utilising the available reports of various Committees and Commissions. This work is an endeavour to examine the problems in as much detail as possible and to offer suitable recommendations.
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