CHAPTER - I

GROWTH AND WORKING OF UNIVERSITIES IN INDIA

The kind of higher education, a university in a developing country provides to its alumni today, will play a vital role in determining the shape of social, economic, political, and industrial development of the country in the years ahead. The university is the key knowledge institution of the modern society. In 1930, Abraham Flexner in his influential book "Universities: American English German" called the university 'an expression of the age'. Certainly, it is the product of the successive scientific, technological, and social revolutions of the twentieth century that the modern university is naturally regarded.

In 1947, Jawaharlal Nehru, the first Prime Minister of India, while addressing the graduates of the Allahabad University said, "a University stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search of the truth. It stands for the onward march of the human race towards even higher objectives. If the universities discharge their duties adequately, then, it is well with the nation and the people". This statement very eloquently describes the essential purpose or goal of university education.

The function of a university today is not only to enable the students to attain excellence in knowledge, but also to contribute directly to national development, to furnish intellectual and moral leadership to the community at large. Today when our nation is struggling to march towards the establishment of an egalitarian society, based on political and economic justice and social equality, university education can no longer remain a passive spectator. The task of creating a new social order which has assumed paramount importance today cannot be overlooked by the university community. Thus the goal of
university education has a dual character; firstly the pursuit of knowledge and the attainment of excellence in different disciplines, and secondly the development of a sense of ethos which makes the university community conscious of its obligations to the community at large of which it is an important segment. As the report of the Education Commission (1964-66) so aptly points out, the university education should have a three-fold emphasis:

-internal transformation so as to relate it to the life needs and aspirations of the nation;
-qualitative improvement so that the standards achieved are adequate, keep continually rising and at least in a few sectors, become internationally comparable; and
-expansion of educational facilities broadly on the basis of manpower needs and with an accent on equalisation of educational opportunities.

**IMPORTANCE AND FUNCTIONS OF UNIVERSITIES:**

Universities are important means for exploring, generating, conserving and transmitting knowledge. Today, universities and other institutions responsible for higher education have a specially critical role to play. After careful consideration of all aspects, the University Education Commission headed by Dr. S. Radhakrishnan in its report entrusted universities with wide responsibilities. "They have to provide leadership in politics and administration, the professions, industry and commerce. They have to meet the increasing demand for every type of higher education - literacy and scientific, technical and professional. They must enable the country to attain, in as short a time as possible, freedom from want, disease and ignorance, by the application and development of scientific and technical knowledge. India is rich in natural resources and her people have intelligence and energy and are throbbing with renewed life and vigour. It is for the universities to create knowledge and train minds who bring together the two
material resources and human energies. The importance of universities for progress and prosperity is thus unquestionable.

The university system has important responsibilities to the society as a whole as well as to the educational system itself. The significance of the traditional functions of acquisition, preservation, dissemination and extension of the frontiers of knowledge, the balanced education of individuals, and the training of high level personnel for all walks of life is obvious. But a modern university, especially in a developing country has to undertake several other functions as well. It must, for instance:

- serve as the conscience of the nation and from this point of view, they should encourage individuality, variety and dissent within a climate of tolerance;
- inculcate and promote basic human values and the capacity to choose between alternate value systems;
- preserve and foster our great cultural traditions and blend them with essential elements from other cultures and peoples;
- promote a rational outlook and scientific temper;
- enrich the national language(s) and promote their views as important means of communication and for national development and unity;
- promote the development of the total personality of students and inculcate a commitment of society through involvement in national service programmes;
- act as an objective critic of society and assist in the formulation of national objectives and programmes for their realisation;
- promote commitment to the pursuit of excellence;
- promote the development of science and technology and of an indigenous capability to apply it effectively with special emphasis on national problems;
- contribute to the improvement of the entire educational system so as to subserve the community;
- shake off the heavy load of their early tradition which gives a prominent place to examinations and strive to improve standards allround by a symbiotic development of teaching and research;
-create at least a few centres which would be comparable to those of their type in any other part of the world and thus help to bring back the 'centre of gravity' of the academic life within the country itself.

To achieve these objectives, a well conceived plan for the development of higher education should be drawn up which should include, among others, the following programmes on a high priority basis:

i. A radical improvement in the quality and standards of higher education and research;

ii. Expansion of higher education to meet the manpower needs of national development and to some extent, the rising social ambitions and expectations of the people; and

iii. Improvement of university organisation and administration.

THE PRESENT STATE OF UNIVERSITIES:

Higher education in India, especially the university system is in a deep crisis. Towards the end of 1986, more than 50 universities were closed for one reason or the other. Not a day passes without hearing of the troubles on some university campus or the other. These troubles vary in magnitude and intensity from a simple and peaceful boycott of classes to widespread violence, assault, and even to murder on the other. It has almost become strange and uncommon for universities to remain unclosed and work normally. The situation has been deteriorating rapidly and everyone is at a loss to explain and much worse to deal with the problem.

Madhuri Shah's Committee on the working of Central Universities stated that hardly a week passes in the country when the news papers do not carry some news or the other about disturbances in the universities including Central Universities. Strikes, gheraos, and closures of the universities are the usual headlines. J.D. Sethi, the former Planning Commission Member, in his book 'The crisis and Collapse of Higher Education in India' stated
"It is not possible to go into all the cases of all colleges and universities signalling the collapse. It is well known that about one third of the colleges and even universities remain closed at one time or another because of disturbances. Arson and violence have become a common occurrence in most universities. The police continue to exercise a presence in several universities but the moment they are withdrawn the trouble flares up again. The university administrations are unable to function both due to internal dissensions and perversion of the role of teachers, students, Vice-Chancellors and karmacharis, and to the intervention of the external political and coercive factors. The teachers do not want to teach and the students do want to study."

The administrators heave a sigh of relief by the evening if no problem crops up during the day and they are not gheroed by any group on that day. The students, staff, teaching and non-teaching, and the administrators are unhappy over the functioning and the problems in universities; while government and public are equally disappointed on the future of university education in India.

Students' agitations have now becoming a gesture of common occurrence in all the universities. The prestigious universities like Jawaharlal Nehru, Benaras, Aligarh, Allahabad, Osmania, Andhra, Calcutta, Viswa Bharathi etc., all are rocked and paralysed because of student agitations of one form or another. The students have become verbal, vehement and at times violent in their demands. The atmosphere in colleges and universities is more of violence than of peace. Some universities have now become notorious for delaying examination results. This is often the consequence of delay in holding the examinations, but this is not only the reason. There are innumerable cases where the question papers, answer books and even degrees are bought and publicly sold. There were even cases where there was mass copying and even teachers helped copying by students.
Justice Jaganmohan Reddy in his book 'The Universities I Served' stated "I was told that there was wholesale mass copying, group copying, answer books being written by outsiders and subsequent substitution of these answer books. In view of this no invigilator would actually have the courage to invigilate properly and did not in fact invigilate at all. The persons in charge of the examination would distribute the examination papers and thereafter they and the invigilators would withdraw. The students then had the freedom to do whatever they liked. Answer books were returned that day or the next day and all these were sent for evaluation. There were also cases in which teachers were forced to help them and, as I said, answer books written and later submitted. All kinds of malpractices which could be imagined existed. Challans were forged, hall tickets were forged, and centres were changed without authority, or permission. Impersonation also had taken place. The office of the Controller of Examinations was raided and the personnel were beaten. Names of persons who were not students, who had not taken the examination, and who had not been issued hall tickets were inserted in the registers and they obtained certificates".

The whole university system has become a business proposition with the administration, the teachers and the students, all engaged in deals by means of which degrees are bought and sold, question papers are traded and answer books are manipulated. The universities are crowded with activists of political parties who threaten and blackmail ordinary teachers and students. An honest student's life in University has become risky. Caste considerations dominate the whole structure of administration. Appointments to the teaching community are largely decided on caste or graft or both these considerations. The same also determine who will pass or fail and with what class or degree. Examinations assume proportions of a battle in which those responsible for conducting examinations face all kinds of threats, even to their lives if
they try to stop or even interfere with the malpractices which are well organised between students and the outside anti-social elements and even the teachers. During the rest of the period, it seems that the teachers, the students and the administrators are busy in politics or graft. Of late, the honour of the female students and teachers has become difficult to protect.

Another source of disturbance on the campuses of the universities is the teaching community. There are complaints against teachers regarding the performance of their duties. It has been pointed out by a number of witnesses and students that quite a few teachers do not take classes regularly, do not supervise the research scholars and continue to teach out-dated syllabi. Some of the teachers of the universities have developed vested interests and were at the back of most of the students' problems. They hoped that if these problems created a situation whereby the university would be closed due to the ensuing trouble they would be spared of teaching work. At the same time they were keen on getting outside assignments, missing classes on some pretext or other.

The appointment of many teachers and even professors in the varsities have been manipulated with the result that the varsities have been stuffed with sub-standard professors in wilful violation of the provisions of the University Acts. Further high academic degree (i.e. Ph.D. and even D.litt.) are also some times conferred on un-deserving persons by manipulation.

The disturbances created by the non-teaching staff associations in the universities are no less in their intensity than those which originate from the students. There were many instances where the work of the central universities has been corrupted by the non-teaching staff. Most of the members of the non-teaching staff come late to the office, will not do their work during office hours and want over-time to do work that they should have done during office hours.
It is well known that the financial position of many universities in India is very unsatisfactory. They are operating with heavy deficits and some of them have obtained overdrafts from banks worth lakhs of rupees to meet their current expenditure. Sometimes, it is even becoming difficult to pay salaries to the staff and meet other day-to-day expenses. To a great extent, financial problems of universities are due to mismanagement. There is often considerable delay or even failure to realise the amounts due to the university from various sources. New courses and departments are started without a frank and careful examination of the financial implications. Amounts ear-marked for one item of expenditure are diverted for other purposes. Sudden and unforeseen commitments are made; and in many cases, these are accepted under pressure or for buying peace or for gaining cheap popularity. There has been gross financial mismanagement, wasteful expenditure and losses on the one hand and development schemes have been cut to meet the deficit on the other.

Thus, the problem of university management is becoming acute and unmanageable every day. Whether it is the examinations or the teaching load, or the karmacharis' demands, the whole system is ridden with internal conflicts. In fact, it is becoming increasingly difficult to speak of any system of higher education what-so-ever. There is complete break-down of relationship between the teacher and the student; between the university authorities and the teachers on the one hand and the students on the other; and between academic and administrative authorities and the karmacharis. Considerable outside political pressure is felt in the institutions of higher learning.

GROWTH OF HIGHER EDUCATION IN INDIA:

The roots of Indian higher education lie deep in antiquity. In its early stages, it appeared in the form of Gurukulas. Later, some famous seats of higher-learning such as those at Takshasila and Nalanda in Bihar and
Nagarjunakonda in Andhra Pradesh were established. Other centres of learning included Vallabhi in Kathaiwad, Kanchi in the South and Nadia in West Bengal, to name just a few. But Nalanda and other famous places of learning all over the country declined or perished either as a consequence of invasions and political upheavals or through internal decay. With the establishment of Muslim rule in India first by the Sultans of Delhi and later by the Mogul rulers, the old systems of higher education had more or less ceased to exist in any significant sense, though some Hindu centres of learning continued into British times. The Muslim rulers did not attempt to provide anything like a national system of education. They had their own institutions of learning known as Madrasas and set them up at places like Lahore, Delhi, Rampur, Jaunpur, Lucknow, Ajmer, and Allahabad. The organisation structure of these institutions is believed to have been simple, and informal, with the head of the institutions being the most vulnerable and learned masters.

Then came the British Raj, which slowly replaced the Muslim Rulers. Because of their bitter experience in America, the Britishers were initially reluctant to provide educational facilities to the "natives" in India. However, in 1772 the question of providing higher education to the people of British India was debated in the British Parliament. Then the Britishers felt the need to educate the "natives" to provide qualified subordinates to assist them in governance of the country. To achieve this goal, the British Government, towards the end of the 18th century, began to take some interest in providing education to Indians and as a result, established Hindu College in Calcutta in 1817. Some other schools and colleges were established by missionaries and others in different parts of the country. The man who has primarily instrumental in the laying of the first milestone of higher education was the newly added Legal Member of the Governor-General's Council,
Lord Macaulay. In 1836 colleges were established at Hooghly, Dacca and Patna; and Calcutta Hindu College was transferred to the Government; later it became the Presidency College. In 1840 two more colleges were established, the Wilson College in Bombay and Madras Christian College. In 1841 Robert Nobel founded a college at Masulipatnam and soon after in 1844 Stephen Hislop opened a college at Nagpur, and St. John's college at Agra was established in 1883.

The years between 1845 and 1852 saw the establishment of medical colleges in Bombay, Calcutta and Madras. Engineering education also began at this time with an engineering institution in Bombay affiliated to Elphinstone College. In Bengal a chair of engineering was established at the Hindu College in 1844. In 1848 the Earl of Dalhousie suggested the establishment of an engineering college in each of three presidencies, Calcutta, Madras and Bombay, as well as the Thompson Engineering College at Roorkee.15

The decision to establish universities was contained in the Despatch of Sir Charles Wood, 1854, which proposes the establishment of universities in Calcutta and Bombay, and if necessary, in Madras or any other part of India where a sufficient number of institutions were there.16 The proposal was accepted to set up 'affiliating universities' on the model of London University. Calcutta University was established in 1857, followed by the universities at Bombay and Madras. Sir Charles Wood recommended that the Indian universities should be governed by a Chancellor, a Vice-Chancellor, and Senate; that they should provide detailed examinations regulations; that they should send official inspectors to visit the affiliated institutions; and should institute professorship "for the purpose of the delivery of lectures in various branches of learning, for the acquisition of which, at any rate in an advanced degree, facilities do not exist in other institutions of India."17
The three universities, viz., Calcutta, Bombay and Madras, established in 1857 were basically affiliating type charged with the responsibility of holding examinations and conferring degrees and diplomas. They were said to be more administration-oriented than teaching-oriented until university departments were established almost half a century ago. The concept of "administration-oriented" may be clear from the fact that in many universities, under the Indian Universities Act, 1904, it was the Registrar and not a member of the academic community who acted in the absence of the Vice-Chancellor. The pattern of the administrative organisation of these universities was very simple. Their enrolment was very small. The curriculum, by and large, was standardised. The faculty consisted of a small body of teachers who were free to teach what they wanted to teach and provide directions in which the university should move. These universities had a few part-time executive officers with small supporting staff.

After the establishment of the three universities at the presidency headquarters in 1857, the number of colleges steadily increased and this was resulted in the establishment of another university in 1882 at Lahore (University of Punjab, which was now in Pakistan). The next university i.e., University of Allahabad was established in 1887 to relieve the responsibility of Calcutta University to some extent. With the passage of time the areas of education expanded steadily and the size of the institutions grew manifold; this necessitated a more complex structure of university organisation. Thus, problems which were once handled by a small body of scholars began to be handled by an elaborate body of academic and administrative network.

In 1902 Lord Curzon, the then Governor General of India, appointed an Indian University Commission to enquire into the conditions and prospects
of universities established in British India; to report on any proposals for improving their constitution and working and to recommend 'some measures as may tend to elevate the standard of the university teaching and to promote the advancement of learning'. The main recommendations of the Commission which are of some interest for this study were:

(a) The legal powers of the older universities should be enlarged so that all the universities may be recognised as teaching bodies but the local limits of each university should be more accurately defined.

(b) The Senate, the Syndicate, and the Faculties have to be reorganised and made more representative than before.

(c) There should be a properly constituted Governing Body for each college.

On the basis of this Commission's report the Universities Act, 1904 was passed enabling the existing five universities to consolidate and improve their organisation, supervise the affiliated colleges more effectively and encourage research.

The 1913 Educational Policy proposed the establishment of new teaching and residential universities within each of the province and thus the universities at Banaras (1916), Mysore (1916), Patna (1917), and Osmania (1918) were founded. Before the end of the war, the Government of India in 1917 appointed a Commission to study the problems of Calcutta University. The Calcutta University Commission with Sir Michael Sadler as Chairman reported in 1919 stated categorically that the "present system of university education is wholly inadequate to the modern needs of the presidency." It recommended two basic changes in the structure of the university. One was that the university should no longer provide the two-year pre-secondary course called "intermediate certificate course", but should concentrate on higher learning. The other was that the university should be residential.
and unitary rather than affiliating. Though Calcutta University did not act on the recommendations of the Commission, some of the other universities adopted some of the recommendations of the Commission, and some new universities were established as residential, teaching and unitary ones. The Aligarh Muslim University (1921), Lucknow University (1921), Dacca University, Delhi University (1922) and Nagpur Universities (1923) were established on the basis of the recommendations of Sadler Commission. Later, Andhra (1925) and Agra (1927) were established as affiliating ones, and Annamalai (1929) as a unitary one. The slump of 1929 was a major watershed in the social and economic development of the country. For a whole decade after that, hardly anyone talked of founding new universities, though one was established in 1937. It was University of Travancore (now Kerala University). Before the transfer of power in 1947, three more universities were set-up. One was Utkal University (1943), another was Saugar University (1946), and the third one was University of Rajasthan (1947).

Post-Independence Growth of Universities:

The first two or three years after independence in 1947 were taken up with the freedom of resetting several million refugees from Pakistan and setting up the new state. With the beginning of fifties attention turned to the establishment of new institutions. Within the first few years a large number of new colleges were created. By the middle of the fifties a boon started in the founding of universities.

Some of the new universities established after independence did not correspond to any traditional pattern of university. For instance, the Gujarat Ayurvedic University (1966) at Jamnagar is, as the name implies, limited to the study of Ayurveda; the Indira Kala Sangeet Viswavidyalaya (1956) at Khairagar in Madhya Pradesh teaches only music and dance; the
Kameswar Singh Darbhanga Sanskrit Viswavidyalaya (1961) at Dharbhanga in Bihar provides courses only in traditional sanskrit learning; Rabindra Bharati University (1962) in Calcutta seeks to perpetuate the memory of the poet Rabindranath Tagore and make use of his home as a national institution, and provide courses in dance, drama and music and 'humanities, Tagore Literature and Music'. But some of the other new universities were based on new concepts of higher education and were to some extent patterned on the Land Grant Colleges of America or the Technical Universities of Germany or Massachusetts Institute of Technology. The University of Roorkee and the University of Jadavpur were primarily established as technical universities. On the other hand, the five Indian Institutes of Technology (I.I.Ts.) though not called universities but have the power to grant degrees.

Types of Universities:

At present the following four types of institutions of higher learning are existing in India.

(1) Affiliating Universities
(2) Unitary Universities
(3) Federative Universities
(4) Deemed Universities

Affiliated Universities: The affiliating type of universities are one which exercises control in varying measures over the large number of affiliated colleges, which are scattered over a particular specified area to secure certain minimum conditions, but this main service it renders is still that of providing syllabi and holding examination. These universities will also have their own post-graduate teaching departments as well as research centres. Several of the universities in India are established as affiliating universities. For example, Andhra, Kerala, Mysore are some of the universities that come under this category.
Unitary Universities: In a unitary university almost the entire teaching is done by the university in its own departments and as far as possible students reside on the campus. This type of universities generally are restricted to a single town or its immediate neighbourhood. Jawaharlal Nehru University and Benaras Hindu University are examples of this type of universities.

Federative Universities: The federative university is a variation from the above. While that is also restricted to a town, there are a number of colleges which generally work under the direction of, and in cooperation with, the university. The University of Delhi, and agricultural universities are examples of this type.

Deemed Universities: Some of the prestigious institutions were established in India as separate institutions with private as well as government management. They include Tata Institute of Social Science Research, Bombay, Institute of Higher Learning, Andhra Pradesh, Indian Institute of Science, Bangalore. These institutes are full-fledged ones and they provide teaching as well as research facilities. Since they satisfied some of the conditions laid down for the recognition of a university, the UGC recognised them as institutions deemed to be universities.

Growth of Universities and Colleges:

The increase in the field of higher education in terms of increase in the number of colleges, universities, deemed universities, and student enrolment can be observed from Table-I.1. The number of universities, which were 27 in 1950 increased substantially to 68 during 1965, 108 during 1979-80, 120 during 1981-82 and further to 125 during 1984-85. Besides the universities, the institutions deemed to be universities also increased from
### TABLE I.1
GROWTH OF UNIVERSITIES, DEEMD UNIVERSITIES, COLLEGES AND STUDENT ENROLMENT IN INDIA

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Universities</th>
<th>Number of Deemed Universities</th>
<th>Number of Colleges</th>
<th>Number of Students*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>27</td>
<td>--</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>1955</td>
<td>33</td>
<td>--</td>
<td>N.A.</td>
<td>2,94,815</td>
</tr>
<tr>
<td>1960</td>
<td>45</td>
<td>2</td>
<td>1,783</td>
<td>5,39,625</td>
</tr>
<tr>
<td>1965</td>
<td>68</td>
<td>7</td>
<td>2,572</td>
<td>10,58,251</td>
</tr>
<tr>
<td>1970-71</td>
<td>84</td>
<td>9</td>
<td>3,604</td>
<td>19,53,700</td>
</tr>
<tr>
<td>1971-72</td>
<td>86</td>
<td>9</td>
<td>3,896</td>
<td>20,65,041</td>
</tr>
<tr>
<td>1972-73</td>
<td>90</td>
<td>9</td>
<td>4,158</td>
<td>21,68,107</td>
</tr>
<tr>
<td>1973-74</td>
<td>95</td>
<td>9</td>
<td>4,308</td>
<td>22,34,385</td>
</tr>
<tr>
<td>1974-75</td>
<td>102</td>
<td>9</td>
<td>4,170</td>
<td>23,66,541</td>
</tr>
<tr>
<td>1975-76</td>
<td>102</td>
<td>9</td>
<td>4,272</td>
<td>24,26,109</td>
</tr>
<tr>
<td>1976-77</td>
<td>105</td>
<td>10</td>
<td>4,317</td>
<td>24,31,563</td>
</tr>
<tr>
<td>1977-78</td>
<td>105</td>
<td>10</td>
<td>4,375</td>
<td>25,64,972</td>
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<tr>
<td>1978-79</td>
<td>108</td>
<td>10</td>
<td>4,460</td>
<td>26,18,228</td>
</tr>
<tr>
<td>1979-80</td>
<td>108</td>
<td>11</td>
<td>4,558</td>
<td>26,48,579</td>
</tr>
<tr>
<td>1980-81</td>
<td>112</td>
<td>11</td>
<td>4,722</td>
<td>27,52,437</td>
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<tr>
<td>1981-82</td>
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<td>1982-83</td>
<td>120</td>
<td>13</td>
<td>5,012</td>
<td>31,33,096</td>
</tr>
<tr>
<td>1983-84</td>
<td>124</td>
<td>15</td>
<td>5,246</td>
<td>33,59,323</td>
</tr>
<tr>
<td>1984-85</td>
<td>125</td>
<td>15</td>
<td>5,482</td>
<td>35,38,980</td>
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</tbody>
</table>

*Includes Graduates, Post-Graduate, Research, Diploma and Certificate Students

SOURCE: Various Annual Reports of University Grants Commission
2 in 1960 to 10 during 1976-77 and further to 15 during 1984-85. On the other hand, the number of colleges which were only 1,783 during 1960s increased tremendously to 5,832 during 1984-85. The number of students, which includes graduate, post-graduate, research, diploma and certificate courses, increased from around 3 lakhs to 35.4 lakhs during the same period. Out of the 150 institutions of higher learning, 125 are traditional universities, 15 are deemed universities, and the remaining 10 are institutions of national importance. Of the 125 traditional universities, 7 are central universities and rest are state universities, which includes 21 agricultural universities, 3 universities which are providing education exclusively for women candidates, and 2 open universities. Out of the 10 institutions of national importance, 5 are Indian Institutes of Technology, one provides education in Statistical Techniques, three in Medical Sciences and one in Hindi Language. Besides there are four Indian Institutes of Management at Ahmedabad, Bangalore, Calcutta, and Lucknow which are providing education in advanced management.

State-Wise Distribution of the Institutions:

The state-wise distribution of universities, deemed universities, colleges and student enrolment can be observed from Table-I.2. It can be observed from the table that in the number of universities, Uttar Pradesh stood first with 19 universities, while Manipur and Meghalaya stood last with only one university each. In the case of deemed universities also, Uttar Pradesh has the highest number (3 out of 15), Andhra Pradesh and Rajasthan have 2 each, while some states like Bihar, Gujarat, Karnataka, Maharashtra and Tamil Nadu has one deemed university each. While coming to the number of colleges, Maharashtra stood first with 802 colleges, while Manipur stands last 23 colleges. Uttar Pradesh occupied prime place.
STATE-WISE DISTRIBUTION OF UNIVERSITIES, DEEMED UNIVERSITIES, COLLEGES AND STUDENT ENROLMENT FOR THE YEAR 1984-85

<table>
<thead>
<tr>
<th>Name of the State</th>
<th>Number of Universities</th>
<th>Number of Deemed Universities</th>
<th>Number of Colleges</th>
<th>Student Enrolment*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>11</td>
<td>3</td>
<td>429</td>
<td>2,75,359</td>
</tr>
<tr>
<td>Assam</td>
<td>3</td>
<td>—</td>
<td>163</td>
<td>78,714</td>
</tr>
<tr>
<td>Bihar</td>
<td>9</td>
<td>1</td>
<td>493</td>
<td>2,90,015</td>
</tr>
<tr>
<td>Gujarat</td>
<td>8</td>
<td>1</td>
<td>288</td>
<td>2,04,151</td>
</tr>
<tr>
<td>Haryana</td>
<td>3</td>
<td>—</td>
<td>143</td>
<td>74,689</td>
</tr>
<tr>
<td>Himachal Pradesh</td>
<td>2</td>
<td>—</td>
<td>27</td>
<td>18,358</td>
</tr>
<tr>
<td>Jammu and Kashmir</td>
<td>3</td>
<td>—</td>
<td>39</td>
<td>26,217</td>
</tr>
<tr>
<td>Karnataka</td>
<td>6</td>
<td>1</td>
<td>533</td>
<td>2,53,206</td>
</tr>
<tr>
<td>Kerala</td>
<td>5</td>
<td>—</td>
<td>184</td>
<td>1,35,197</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>11</td>
<td>—</td>
<td>410</td>
<td>2,73,318</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>11</td>
<td>1</td>
<td>802</td>
<td>4,27,844</td>
</tr>
<tr>
<td>Manipur</td>
<td>1</td>
<td>—</td>
<td>23</td>
<td>11,439</td>
</tr>
<tr>
<td>Meghalaya</td>
<td>1</td>
<td>—</td>
<td>34</td>
<td>6,118</td>
</tr>
<tr>
<td>Meghaland</td>
<td>1</td>
<td>—</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Orissa</td>
<td>5</td>
<td>—</td>
<td>214</td>
<td>70,330</td>
</tr>
<tr>
<td>Punjab (including Chandigarh)</td>
<td>4</td>
<td>—</td>
<td>229</td>
<td>1,23,708</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>3</td>
<td>2</td>
<td>222</td>
<td>1,70,294</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>9</td>
<td>1</td>
<td>285</td>
<td>2,50,498</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>19</td>
<td>3</td>
<td>561</td>
<td>4,78,597</td>
</tr>
<tr>
<td>Tripura, West Bengal &amp; Sikkim</td>
<td>9</td>
<td>—</td>
<td>348</td>
<td>2,74,927</td>
</tr>
</tbody>
</table>

Union Territory:

| Delhi             | 2                      | 3                              | 55                 | 93,951            |

TOTAL (States and Union Territory) | 125 | 15 | 5,482 | 35,38,930

*Includes Graduates, Post-Graduates, Research, Diploma and Certificate Students

in the case of student enrolment also, with around 5 lakhs students enrolled for different graduate, post-graduate, research, certificate, and diploma courses. On the other hand, in this aspect Meghalaya occupied the last place with only 8,118 students enrolled for different courses. While coming to the Union Territories, data is available only for Delhi, which has 2 universities, 3 deemed universities, and 55 colleges with a total enrolment of 93,951.

**Student Enrolment:**

Table-1.3 provides information regarding the number of students enrolled in different stages like graduate, post-graduate, research, and diploma and certificate courses from 1975-76 onwards. It can be observed from the table that the total enrolment of the students increased steeply from 24.26 lakhs during 1975-76 to 35.38 lakhs during 1984-85. While coming to the enrolment for different courses, the graduate enrolment though declined continuously from 88.5 per cent during 1975-76 to 87.1 per cent during 1979-80, increased in the later years, and stood at 88.0 per cent during the last three years (1982-83 to 1984-85). On the other hand, the post-graduate enrolment increased continuously (except during 1976-77) and reached a maximum of 10 per cent during 1979-80. But then onwards it showed a declining trend and stood at 9.4 per cent during 1982-83. In the later two years it stood at 9.5 per cent which shows a slight increase.

The enrolment of research students increased from 18,381 during 1975-76 to 32,171 during 1980-81 and further to 38,928 during 1984-85. There were fluctuations in the diploma/certificate course students and the enrolment of the students in these courses stood at 1.4 per cent during 1984-85.

On the whole it can be concluded that the majority of the students in India are terminating their education after graduation. Even those who are studying post-graduate courses, only few are entering for research degrees.
### TABLE - I.3

STUDENT ENROLMENT IN THE UNIVERSITIES - STAGE-WISE (1975-85)

<table>
<thead>
<tr>
<th>Year</th>
<th>Graduate Enrolment</th>
<th>%age of Total</th>
<th>Post-Graduate Enrolment</th>
<th>%age of Total</th>
<th>Research Enrolment</th>
<th>%age of Total</th>
<th>Diploma/Certificate Enrolment</th>
<th>%age of Total</th>
<th>Total Enrolment</th>
<th>%age of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1975-76</td>
<td>21,46,919</td>
<td>88.5</td>
<td>2,19,826</td>
<td>9.1</td>
<td>18,381</td>
<td>0.7</td>
<td>40,983</td>
<td>1.7</td>
<td>24,26,109</td>
<td>100</td>
</tr>
<tr>
<td>1976-77</td>
<td>21,41,542</td>
<td>88.1</td>
<td>2,18,128</td>
<td>9.0</td>
<td>21,910</td>
<td>0.9</td>
<td>49,983</td>
<td>2.0</td>
<td>24,31,563</td>
<td>100</td>
</tr>
<tr>
<td>1977-78</td>
<td>22,55,306</td>
<td>87.9</td>
<td>2,33,644</td>
<td>9.1</td>
<td>26,659</td>
<td>1.1</td>
<td>49,363</td>
<td>1.9</td>
<td>25,65,972</td>
<td>100</td>
</tr>
<tr>
<td>1978-79</td>
<td>22,94,785</td>
<td>87.7</td>
<td>2,49,528</td>
<td>9.5</td>
<td>30,078</td>
<td>1.1</td>
<td>43,837</td>
<td>1.7</td>
<td>26,18,228</td>
<td>100</td>
</tr>
<tr>
<td>1979-80</td>
<td>23,07,924</td>
<td>87.1</td>
<td>2,65,251</td>
<td>10.0</td>
<td>29,570</td>
<td>1.1</td>
<td>45,834</td>
<td>1.8</td>
<td>26,48,579</td>
<td>100</td>
</tr>
<tr>
<td>1980-81</td>
<td>24,01,485</td>
<td>87.2</td>
<td>2,73,337</td>
<td>9.9</td>
<td>32,171</td>
<td>1.2</td>
<td>45,444</td>
<td>1.7</td>
<td>27,52,437</td>
<td>100</td>
</tr>
<tr>
<td>1981-82</td>
<td>25,88,759</td>
<td>87.7</td>
<td>2,85,892</td>
<td>9.7</td>
<td>34,588</td>
<td>1.2</td>
<td>42,827</td>
<td>1.4</td>
<td>29,52,066</td>
<td>100</td>
</tr>
<tr>
<td>1982-83</td>
<td>27,57,893</td>
<td>88.0</td>
<td>2,96,103</td>
<td>9.4</td>
<td>36,731</td>
<td>1.2</td>
<td>42,366</td>
<td>1.4</td>
<td>31,33,093</td>
<td>100</td>
</tr>
<tr>
<td>1983-84</td>
<td>29,26,286</td>
<td>88.0</td>
<td>3,14,601</td>
<td>9.5</td>
<td>36,249</td>
<td>1.1</td>
<td>45,803</td>
<td>1.4</td>
<td>33,22,939</td>
<td>100</td>
</tr>
<tr>
<td>1984-85</td>
<td>31,14,259</td>
<td>88.0</td>
<td>3,36,198</td>
<td>9.5</td>
<td>38,928</td>
<td>1.1</td>
<td>49,545</td>
<td>1.4</td>
<td>35,38,930</td>
<td>100</td>
</tr>
</tbody>
</table>

SOURCE : Various Annual Reports of University Grants Commission
Faculty Position:

Table-I.4 presents data regarding the number of teaching staff in universities as well as affiliated colleges, on the basis of their designations. The total number of teaching staff, in the case of universities, increased from 1,4,291 during 1965-66 to 4,9,436 during 1984-85. Out of 1,4,291 teaching staff during 1965-66 there were 1,273 professors, 2,115 readers, 9,170 lecturers and 1,193 tutors/demonstrators. This number is now increased to 5,289 professors, 11,370 readers, 30,737 lecturers and 2,040 tutors/demonstrators during the year 1984-85. On the other hand, the total number of teaching staff in the affiliated colleges was 70,385 during 1965-66, which includes 10,211 senior lecturers, 50,837 lecturers, and 9,337 tutors/demonstrators. This total number was now increased to 1,75,965 during 1984-85, comprising of 26,092 senior lecturers, 1,42,408 lecturers, and 7,469 tutors/demonstrators.

financing of Higher Education:

As indicated earlier, there has been an enormous expansion in Indian higher education since 1950-51. The large growth of the system of higher education has naturally brought to the forefront the problem of mounting cost and financing of higher education. The State Governments and the Central Government are spending good amount of their income on education. For instance, at present the state governments are spending about 13 percent of their Revenue Budget on higher education. The data of the development expenditure on education in different plan periods can be observed from Table-I.5. It can be observed from the table that the expenditure on education increased from plan to plan from Rs.153 crores during the first Plan to Rs.6,383 crores during the Seventh Plan. But, if we analyse the situation in relative terms, the percentage of amount spent on education
### TABLE - I.4

**INCREASE IN THE NUMBER OF TEACHING WORKING IN UNIVERSITIES AND COLLEGES - CATEGORY-WISE**

<table>
<thead>
<tr>
<th>Year</th>
<th>Universities</th>
<th>Affiliated Colleges</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Professors</td>
<td>Readers</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1965-66</td>
<td>1,273</td>
<td>2,115</td>
</tr>
<tr>
<td>1970-71</td>
<td>2,139</td>
<td>3,324</td>
</tr>
<tr>
<td>1971-72</td>
<td>2,273</td>
<td>3,616</td>
</tr>
<tr>
<td>1972-73</td>
<td>2,460</td>
<td>3,938</td>
</tr>
<tr>
<td>1973-74</td>
<td>2,539</td>
<td>4,295</td>
</tr>
<tr>
<td>1974-75</td>
<td>2,603</td>
<td>5,141</td>
</tr>
<tr>
<td>1975-76</td>
<td>2,996</td>
<td>5,484</td>
</tr>
<tr>
<td>1976-77</td>
<td>3,055</td>
<td>5,707</td>
</tr>
<tr>
<td>1977-78</td>
<td>3,477</td>
<td>6,629</td>
</tr>
<tr>
<td>1978-79</td>
<td>3,678</td>
<td>7,146</td>
</tr>
<tr>
<td>1979-80</td>
<td>3,942</td>
<td>7,690</td>
</tr>
<tr>
<td>1980-81</td>
<td>4,123</td>
<td>7,900</td>
</tr>
<tr>
<td>1981-82</td>
<td>4,170</td>
<td>9,299</td>
</tr>
<tr>
<td>1982-83</td>
<td>4,665</td>
<td>10,419</td>
</tr>
<tr>
<td>1983-84</td>
<td>5,117</td>
<td>11,046</td>
</tr>
<tr>
<td>1984-85*</td>
<td>5,289</td>
<td>11,370</td>
</tr>
</tbody>
</table>

*Estimated

**SOURCE:** Various Annual Reports of University Grants Commission

---

*23*
<table>
<thead>
<tr>
<th>Period</th>
<th>Total Plan</th>
<th>Education Plan</th>
<th>Col. 3 as % age of Col. 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Plan</td>
<td>1,945</td>
<td>153</td>
<td>7.6</td>
</tr>
<tr>
<td>Second Plan</td>
<td>4,990</td>
<td>273</td>
<td>5.8</td>
</tr>
<tr>
<td>Third Plan</td>
<td>8,572</td>
<td>589</td>
<td>6.8</td>
</tr>
<tr>
<td>Fourth Plan</td>
<td>15,724</td>
<td>786</td>
<td>5.0</td>
</tr>
<tr>
<td>Fifth Plan</td>
<td>38,471</td>
<td>1,308</td>
<td>3.4</td>
</tr>
<tr>
<td>Sixth Plan</td>
<td>97,500</td>
<td>2,524</td>
<td>2.6</td>
</tr>
<tr>
<td>Seventh Plan</td>
<td>3,22,366</td>
<td>6,383</td>
<td>2.0</td>
</tr>
</tbody>
</table>

SOURCE: Various Plans
went down steadily from 7.6 per cent during the First Plan period to 2 per cent during the Seventh Plan period.

Thus, as a result of the system of education that we have developed during the last 150 years, we have now more than 150 universities (or similar institutions), around 6,000 affiliated colleges, 40,000 secondary schools, and 6,00,000 elementary schools, 3.5 million teachers, 100 million students, and an annual expenditure of Rs.25,000 million which is next only to that of defence.

PROBLEMS OF HIGHER EDUCATION:

Several problems in the field of higher education are commonly mentioned and the mode of administration has a direct bearing on these problems. Therefore, it is appropriate if we consider the various problems of higher education in India.

1. Explosion in the Number of Students:

The number of students in higher education is about 3.5 millions and is rising at the rate of 13 per cent per year. It is likely to cross the 6 million mark by the year 2000 A.D. The number has increased by about 15 times in the 26 years after independence. The resources for higher education have also increased, but in real terms these have not increased in the same ratio. The national policy on education adopted in 1968 laid down that the number of full-time students enrolled in university education should be limited in accordance with the physical facilities and staff. But in spite of all these, there appears to be no check in this regard.
2. Qualitative Decrease in the Standards of Students:

The foundation of students seeking admission to university education coming from higher secondary schools, having extremely poor facilities, is very weak. In addition to this, it is felt that only those students like to continue post-graduate or research education, who are unable to get openings elsewhere. Besides, on account of social pressures universities are forced to admit substandard students. Moreover, such students resort to unfair means to compete with the intelligent ones which results in several ills. However, the sympathy of the government and the public is clearly with those who seem to be denied college education. Perhaps, the government feels that young people denied admission will cause more trouble in the streets than they will in the institution. But it ultimately affects the overall standard of the students.

3. Student Unrest and Indiscipline:

Student agitations have now become a feature of common occurrence in all our universities. In some of the campuses of the universities the atmosphere is so explosive that any cause or pretext is good enough to lead to a disturbance. Over the decades, along with the unrest in society, due to political developments, students have become more vociferous due to mounting unemployment. It is seen that there is no proper perspective planning either at state government or Central Government level with respect to the requirement of a particular type of manpower trained by the university. It results in the wastage of human resources where after obtaining degree students find themselves unemployed. A student feels that his future is bleak. It also induces students to resort to strikes and undesirable activities. Besides, the faculty has lost its grip over the student community which today has least respect and shows scant regard to the teacher. Mass
copying has become a highly contagious epidemic. The universities are helpless to cope with this unprecedented social behaviour.

The other problem from the students is indiscipline. This has several manifestations, e.g., students disrupting classes, interfering with management function, indulging in violence during elections or otherwise, and engaging in 'unfair' practices at the time of examinations. Sometimes, student unrest spills beyond the campus and leads to destruction of public property, like buses, etc. 'Student Indiscipline', when properly analysed, turns out to be a symptom rather than a malaise. Case studies have pointed out existence of some neglected underlying local grievance or general lack of motivation for studies or lack of respect towards authority in general, including teachers and university functionaries behind such instances.

It may also be exacerbated by intrusion of politics on the campus and identification of student groups with political parties operating at the state or national level. Besides the agitations, the student interference in the day-to-day work of the university administration has totally disrupted the proper functioning of the administration. Students interference in such important matters like conduct of examinations, appointment of teachers, transfer of employees, selection of works contractors, payment of overtime to employees, promotion of employees, etc., is disrupting the smooth functioning of the universities. Failure on the part of the university authorities to observe strictly their own laws, statutes, ordinances and regulations have also contributed to the indiscipline both among the students and employees. In the past, there are several instances where the authorities have acted arbitrarily with discrimination in the matter of promotions, admission to courses, etc., leading to disastrous affect on discipline.

The indiscipline among the students together with the lack of strict observance of rules by the university administration has affected the universities
in number of ways. The universities' finances have continued to dwindle as the students hardly pay the requisite tuition fees, hostel fees, examination fees, etc., in full.

4. Irrelevance of Education:

Another problem of higher education is about irrelevance of education as it turns out 'unemployable' graduates. This raises a host of questions bearing on curriculum, the competence of graduates, and the capacity of the economy to absorb the output of the system. According to a Planning Commission Report, the number of job-seekers on the live registers of Employment Exchange rose from 25 lakhs in 1964 to 1.3 lakhs in 1979. Of these, 59 lakhs were matriculates and students of higher secondary stage, and 1.4 lakhs graduates together making a total of 73 lakhs. It would, thus, be seen that the educated unemployed account for only 50 per cent of the people who seek jobs and the graduates account for 20 per cent of the educated unemployed.

5. Inferior Faculty:

In the recent past, persons having poor background with no spirit of dedication and inferior qualifications are appointed to the faculty positions. Such persons often resort to favouritism in student evaluations, encourage factionalism, etc., and thus create hurdles for sincere and dedicated teachers. Now-a-days, it has become a fashion to go for collective bargaining for financial benefits. We would rarely come across demonstration on academic or research matters. It all leads to the idea that a proper attention towards teachers' training is very essential. Academically unimportant persons are unable to generate and impart dynamism and innovation. Thus, the universities have slipped from potential research centres into primary teaching ones. Over a period, with the disinterestedness of the students and an unresponsive faculty, even teaching has assumed residuary importance.
6. Lack of Motivation for teachers to keep Up-to-Date:

After one year of probation, every employee gets a tenure and thereafter he gets his increments regularly almost independently of what he does. Very often the promotions are by seniority and not by merit. There is no pressure like 'publish or perish'. In fact, those who publish may be in a minority. There is no adequate pressure for quality publication since professional public opinion is not very strong. According to some teachers there is stagnation in the universities due to lack of promotional avenues. According to them the merit promotion scheme introduced by the UGC after considerable delay is not enough, and it should be automatic and more liberal rather than be based on merit. 

7. Teacher-Politicians:

It is the teacher-politicians who have brought disgrace to the faculty and eroded the cherished values in the academic field. Though, by and large, there have not been many instances of teachers creating unrest of their own, there are a few cases where they have directly disrupted university work which led to either paralysing the academic work on campus or closure of the university. The agitations launched by teachers have particularly pernicious affect on university life and morale, since they tend to destroy the image of a teacher in the eyes of students and thus encourage all round lawlessness. It is believed by a large number of educationists and educational administrators that a few teachers are behind most of the troubles created by the students. Factionalism and groupism among teachers is rampant in all the Central Universities and these factions actively make use of students and instigate them against each other.
Another problem of the higher education in India, at present, is that of unionization of teachers and non-teaching staff. It is necessary to differentiate the manifestations of this problem according to the group concerned since the significance differs. So far as unionization of non-teaching staff is concerned, it is a spill-over of the general spread of trade unionism from the industrial sector to the public sector and from the public sector to the public supported institutions. It is strengthened by inflationary pressures which may cause real economic hardship but it also gets support from infiltration of political elements in the staff as well as leadership struggle among various associations. The disturbances created by the non-teaching staff in the universities are no less in their intensity than those which originate from the students. There are many instances where the work in the Central Universities has been disrupted by the non-teaching staff. And when they strike work it is no longer for a day or two. Long periods of strike have become very common and these are organised usually at specified periods near the examinations. In their tone and tenor they are unruly and aggressive. The trade unionism among teachers, however, is of more ominous significance. Teachers are regarded as the fulcrum of the academic structure and traditionally they have been objects of respect. Teachers are to be respected because they embody in themselves the accumulated knowledge and wisdom for garnering which the students foregather in the institutions of higher learning. The pursuit of learning for teachers is regarded as a matter of life vocation and not an economic occupation. Teachers are also expected to set examples not only of learning but also of character and moral values. The unionization of teachers represents, therefore, a very serious break with traditional norms according to which teachers are trustees of the future students. No doubt, teachers also suffer from
inflationary pressures but there could not be other conceivable methods of redressal of their very real grievances.

9. Proliferation of Higher Education:

The post-independence period witnessed an enormous expansion of colleges by private agencies as well as government and these colleges were established for reasons or considerations other than quality of education. As a result, the 5,500 colleges and 150 universities today in the country have low viability and the least quality. Along with this, the state governments also get active to establish more and more universities with criteria other than academic. Political expediency to satisfy regional demands have been solely responsible for the multiplicity of universities. With the result, Andhra Pradesh for example, is credited with a dozen universities and some are in the process. Multiplicity of universities has brought education to a standstill with no innovations or dynamism for growth in different directions for diversification. The course structure continues to remain unaltered even in the older universities and the newly established universities have not shown any creativity or innovation and continued to dispense the same old wine with a different brand name with utter disregard to revolutionary advance in life sciences and frontier areas. However, the real problem about which one should worry is not the large number of institutions and students, but the actual existence (as against the existence on paper) of these institutions, the quality of education they offer and strength of students really attending classes.

10. Inadequate Funding:

The other problem of higher education in India is that of inadequate funding due to which the universities are facing severe financial crisis. The problem is more severe in case of state universities. The various state
governments and the UGC, which are the two major financiers of universities in India seem to be going back on their support to this sector. As a consequence, the financial position of most of the universities is far from satisfactory. Many universities in the country have been facing a severe crisis and are struggling a lot in managing their own finances. They are operating with heavy deficits and some of them have obtained overdrafts from banks worth lakhs of rupees to meet their current expenditure. Sometimes, it is even becoming difficult to pay salaries to the staff and meet other day-to-day expenses. This position is causing deep concern to the academicians as well as administrators of the universities in India.33

11. Autonomy and Accountability:

By its very nature, a university cannot discharge its functions and responsibilities without a certain measure of freedom. In order to fulfil its functions of teaching and research, or providing trained manpower in different walks of life and of educating and improving the lot of community, the university must have certain inherent powers and privileges. Academic freedom is the very life-breath of the university. Autonomy includes the right of the university to determine who shall teach what and to whom. But now-a-days the autonomy of the universities is mostly affected by the interference of the government in the day-to-day affairs of the university. University autonomy has to be distinguished from academic freedom which signifies freedom of expression for professionals. Autonomy in universities has three aspects, viz., financial, administrative and academic.

It is indeed difficult for universities in India to have full financial autonomy as they depend for 90 per cent or more of their income on the government grants. Moreover, they are also required to get approval of specific schemes from the UGC. However within the given financial constraints and
subject to the observance of procedures, universities do enjoy financial autonomy. There are hardly any instances of the interference of the government in the academic autonomy of the universities, namely, framing of courses and the procedures for admission and evaluations. So far as administrative autonomy is concerned, it may be stated that its preservation depends largely on the independence and the integrity of the higher management of the university. In this connection, Dr. K.L. Shrimali, the former Union Education Minister, who also served as Vice-Chancellor, aptly pointed out:

"The real threat to autonomy does not come from the state as much as it does from within. The members of the faculty who use their position of power and influence to promote the interests of their relations or kinsmen and those who instigate students against their own colleagues or authorities and some fail to observe high standards of integrity required of the academic profession - in teaching, conducting examinations and in making appointments - are the real enemies of university autonomy." 34

ACTION TAKEN BY THE GOVERNMENT:

The Government appointed various Commissions and Committees on higher education before and after independence, to improve the quality of education and mitigate the administrative problems of the institutions of higher learning. From the time of the Sadlar Commissions' Report (1917), there has been a feeling that although there has been great quantitative increase in higher education in India, the quality of education was not high; and several Committees and Commissions appointed by the Government have expressed concern at the low academic standards of many Indian colleges and universities, the lack of significant research, the tendency to concentrate on passing examinations rather than acquiring knowledge, and skills and consequently placing emphasis on memory rather than understanding in the learning process. 35
Government of India during the British period made various efforts to help the universities to improve their standards and to plan and think together in order to bring into the higher education system of the country the stimulus of academic people discussing their own problems. In the following pages an attempt is made to discuss the constitution and recommendations of some Commissions and Committees, particularly relating to the higher education and the administration of universities.

Inter-University Board:

The Government of India constituted Inter-University Board in 1924 (now Association of Indian Universities) on the basis of the recommendations of the Lytton Committee on Indian Students in England. The Committee had noticed that the standards of Indian Universities varied greatly and recommended that Indian Universities should secure uniformity and coordination of standards by constituting Inter-University organisation. The functions of the Inter-University Board were: (a) to act as an Inter-University organisation and bureau of information; (b) to facilitate the exchange of professors; (c) to serve as an authorised channel of communication and facilitate the coordination of university work; (d) to assist Indian Universities to get recognition for their degrees and diplomas in other countries; and (e) to appoint a common representative of India at the Imperial or International Conferences on Indian education. The Board acted as an advisory body and served as a forum for discussion of university problems.

Central Advisory Board of Education:

Then, the Government of India had set up a Central Advisory Board of Education (CABE) to review all aspects of Indian education and to advise the government on measures to be taken to improve the quality of education in
The CABE was moribund for a while but was reactivated in 1935. In 1944, under the Chairmanship of John Sargent (the then Educational Adviser to the Government of India) a Committee of the CABE prepared a comprehensive plan for educational development after the war. The Report is better known as the Sargent Report. The Report suggests a comprehensive plan of educational development providing for the evolution of a national system of education comparable to any in the west of its day. The Report goes further to state that "in India the superstructure of the educational system has been allowed to develop before the main building has been erected on broad and sound foundations". It also argues that "when India has a proper educational system, she will need more university education and not less than she has at present, but the growth of universities should be in proportion to the expansion in the lower stages and conditional to the introduction of a sound selective process in higher education". The Report was the first such document to prepare the detailed statements of the cost of education, the possible sources of income, and to propose a way of bringing education into meaningful relationship with the national resources and expectations. Among the many recommendations which the Report made, the most interesting was the establishment of a University Grants Committee modelled on the British University Grants Committee. The Government of India implemented its recommendation in 1945 by setting up the University Grants Committee which was renamed in 1956 by an Act of Parliament as the University Grants Commission.

University Education Commission:

Later, the Government on the realisation that the Indian universities were unable to assume the burden of their enhanced responsibilities appointed the University Education Commission under the Chairmanship of Prof. S. Radhakrishnan, the late President of India, on November 1, 1948, which was preceded...
by the Scientific Manpower Committee, 1947 (under the Chairmanship of S.S. Bhatnagar) to assess the requirements for scientific and technical manpower. The Reports of both the Commission and the Committee were submitted in 1949. On the basis of the recommendations of Bhatnagar Committee, new professional institutions were set up. The Radhakrishnan Commission felt that all universities should be constituted as autonomous bodies in order to enable them to meet the new responsibilities. The recommendations of the Commission, inter alia, include the following:

1. the university education should be placed in the Concurrent List which meant the States and Central Governments could legislate on the subject of education;
2. the Central Government should be responsible for finance, coordination of facilities in special subjects, adoption of a national policy ensuring minimum standards of efficiency, and liaison between universities and research laboratories;
3. the universities should be teaching institutions rather than affiliating types and recommended the elimination of affiliating universities;
4. the government colleges should be transformed into constituent colleges to give rise to federative universities such as the University of Delhi;
5. the college governing bodies should be properly constituted;
6. the aim of an affiliated college should be to develop into a unitary university and later into a federative one;
7. the authorities of the university were to be as follows:
   a) the Visitor (The Governor General);
   b) the Chancellor (generally the Provincial Governor);
   c) the Vice-Chancellor (a full-time officer);
   d) the Senate (Court);
   e) the Syndicate (Executive Council);
   f) the Academic Council;
   g) the Faculties;
   h) the Boards of Studies;
   i) the Finance Committee; and
   j) the Selection Committees.
8. a Grants Allocation Committee should be constituted for provinces with universities of the teaching and affiliating type; and
(9) The University Grants Commission should be set up for allocating funds.

Committee on Model Act:

In December, 1961 the Ministry of Education appointed a Committee under the Chairmanship of Dr. D.S. Kothari, the then Chairman of UGC, to consider broadly the organisational structure of the universities in India and to prepare the outline of a 'Model Act' suited to their role and functions in the present context of our fast developing society. The Committee felt that it would hardly be useful and it may not even be possible to prepare what could be properly described as a 'Model Act'. It opined that a certain amount of variation in the pattern and organisation of universities may be desirable in the interest of the development and progress of higher education in a large country like India. It further stated that any attempt to stereotype a constitution and provide for too many safeguards, may tend to make the constitution rigid and cumbersome, and it may even interfere with the normal growth and progress of the institution. It stressed that it is necessary that the constitution of a university should be formulated in sufficiently general terms so as to permit innovation and experimentation. Taking into consideration the need for frequent changes in academic life due to rapid expansion of knowledge, especially in science and technology, the Committee further stipulated that the main Act of University should lay down the structure and organisation in broad terms and relevant details may be prescribed by statutes and ordinances. The Committee further stated that the function of the university is not only to preserve, disseminate, and advance knowledge but also to furnish intellectual leadership and moral tone to society. The universities have also to provide trained personnel to advance the country's prosperity by making full use of modern knowledge. The organisational pattern must enable the universities to achieve these objectives. Unfortunately, by and large, the recommendations of this Committee were not implemented.
Another event of great importance and significance for the future of university education was the appointment of an Education Commission on July 16, 1966, headed by D.S. Kothari (known as Kothari Commission). The terms of reference of the Commission were "to survey and examine the entire field of education in order to realise within the shortest possible time, a well balanced, integrated and adequate system of national life........^6 The Commission submitted its Report on 29th July, 1966. Among its many invaluable recommendations, the Commission emphasised the fact that without a suitable administrative structure, no university could achieve its objectives. The Report endorsed many of the proposals of the Committee on 'Model Act' for universities.

The Kothari Commission discussed issues like 'University Autonomy', 'Academic Freedom', and 'Administrative Structure of the Universities'. It said that 'University autonomy properly lies in (a) the selection of students, (b) the appointment and promotion of teachers, (c) the determination of courses of study, methods of teaching, areas of study and problems of research'. It further mentioned that the university autonomy functions at four levels, namely, "(a) within the university, (b) interaction between universities, (c) autonomy in relation to the university and the Association of Indian Universities and the University Grants Commission, and (d) university autonomy in relation to the university and Central and State Governments and other external agencies".\(^7\)

The Kothari Commission opined that university autonomy cannot become real and effective unless adequate provision is made to meet the financial requirements of universities and colleges.\(^8\) Hence, it recommended that the state governments should place adequate financial resources at the disposal
of the universities and also simplify the rules and procedures for operating them. It also recommended that universities should be immune from direct public accountability. While coming to the role and appointment of the Vice-Chancellor, the Commission recommended that even though during the first years of the universities' life the authority to appoint the Vice-Chancellor should vest in the Visitor/Chancellor, later the choice of the Vice-Chancellor should eventually be left to the university concerned. It also recommended that the membership of court/senate should not be more than 100, while that of syndicate/executive council should be 15-20, half of which should be external members in both the cases. The Commission also recommended the constitution of Academic Planning Board in each university, for planning and evaluation, detached from day-to-day administration. Supporting the recommendations of the Modal Act Committee, the Commission endorsed the views that university constitutions should be formulated in sufficiently general terms as to leave room for and promote innovation and experimentation.

Committee on Some Problems of University Administration:

The UGC appointed one Committee under the Chairmanship of D.C. Pavate to go into some problems of university administration. The Committee made a series of recommendations. The main point to be noted in relation to the university administration is that many matters are left to be decided by statutes and ordinances which are required to be framed and duly notified by the university administration.

Committee on Governance of Universities:

The UGC appointed two Committees in June, 1969 to consider the issues relating to the governance of Universities and Colleges respectively. The Committee constituted under the Chairmanship of Dr. P.B. Gajendragadkar, the then Vice-Chancellor of University of Bombay, was concerned with the
Governance of Universities, while the Committee constituted under the Chairmanship of Rev. P.T. Chandi, the then Vice-Chancellor of Gorakhpur University, was requested to deal with Governance of Colleges. The terms of reference of the two Committees were:

**Committee on Governance of Universities**: To consider the structure of universities; functions, responsibilities and powers of the statutory bodies; conditions of service of staff, student participation, and related matters.

**Committee on Governance of Colleges**: Relation of Colleges with the universities; conditions of affiliation, procedure of selection and conditions of service of teachers, constitution and powers of governing bodies, university representation, student participation, and other related matters.

Later, both the Committees were amalgamated into one Committee under the Chairmanship of Dr. Gajendragadkar due to the resignation of Rev. P.T. Chandi. The Committee submitted its Report in 1971. The Committee on Governance of Universities for the first time in India reviewed the situation existing in universities indepth, particularly on matters relating to Acts, Statutes, Ordinances, and Regulations; Visitor and the Universities; Authorities and Bodies of the universities, organisation of teaching departments, university administrators, student participation, and other relevant matters. The Committee while giving the frame on the structure of universities gave wide ranging suggestions on these matters. The suggestions given by the Committee on the formulation of University Acts, Statutes, Ordinances and the role of Visitor are appropriate even in the present situation. The recommendations of the Committee relating to the constitution and functions of the Court, Executive Council, Academic Council, Faculties, Student Council, and various other Committees including Finance, Teaching Staff Selection, Student Admissions, Examinations, Affiliated Colleges, Buildings, Grievances of Employees other than Teachers, Grievances of Students, are so wide and helps in the streamlining of the administration of universities in India. The Committee had also made the following recommendations:
a) To introduce autonomy in universities to encourage innovation, experimentation and change;

b) To promote and strengthen student participation in the administrative and academic affairs of universities;

c) To leave the administration of extra-curricular activities entirely to students;

d) To provide adequate financial support and financial autonomy;

e) To introduce adequate machinery to deal with the grievances of students, teachers, and administrative staff;

f) To ensure that the constituent units of the university have a sense of belonging to the university and thereby ensure their participation in all facets of university life; and

g) To make sure that the channels of communication remain alive and are never allowed to be blocked.

Committee on the Working of Central Universities:

In January, 1982 the UGC appointed a Committee under the Chairmanship of Dr. (Mrs.) Madhuri R. Shah, to enquire into the working of Central Universities. The terms of reference of the Committee were:

a) To examine whether Central Universities are fulfilling the objectives set for them in their Acts and Statutes;

b) To examine the general state of discipline in the Central Universities, causes of periodic disturbances in the Campuses and remedial action therefor;

c) To examine the adequacy of the machinery in the Central Universities to deal with the grievances of students, teachers and administrative staff and suggest measures for strengthening corporate life in these universities;

d) To examine the desirability of evolving a code of conduct for political parties and to set limits to their involvement in the university affairs; and

e) To suggest such other measures of reform as are necessary for the efficient functioning of Central Universities and promoting an academic atmosphere conducive to study and scholarship on the campuses.

The Committee suggested many measures of reforms for the efficient functioning of the Central Universities and promoting an academic atmosphere...
conducive to study and scholarship on the campuses of these universities. The recommendations of the Committee include amendments to Acts, Constitution, powers, and functions of the authorities and officers; revision of pay scales, provision of amenities and promotions to teaching and non-teaching staff; hostel and campuses management; administrative decentralisation; provision of grants, etc. The recommendations of the Committee are so wide-ranging, that though they are not applicable to non-central universities, they are appropriate even for these universities.

MANAGEMENT OF UNIVERSITIES IN INDIA:

Thus, many of the academic and non-academic problems mentioned earlier which need serious consideration have been dealt with by the various Commissions and Committees and by individual research scholars. However, it is unfortunate to note that the governance of universities, though important and require immediate attention, was not taken up by either Government or the UGC in proper perspective. No doubt, the Kothari Commission and the Gajendragadkar Committees have gone through the problems of the governance of universities. The Kothari Commission at length discussed various issues relating to education, but did not analyse thoroughly the governance of universities. On the other hand, the Gajendragadkar Committee mainly focussed its attention on the organisation structure and the constitution and appointment of various committees, authorities, and officers of the universities, and it did not go through or discuss the matters relating to the management of universities in India. The frequent problems of most of the universities in India are mainly due to the systems in their internal management. Most of the universities in India are still functioning with out-dated procedures, rules and regulations. In this context, the Education Commission aptly pointed out that "The pattern of university administration in India has not
only become obsolete, but has never received that kind of specialised consideration and planning which are needed to design the policies and techniques and practice and machinery for decision-making need, for a forward looking and dynamic economic organisation. Rules and regulations and techniques that hamper advance of the real purposes of the university should be modified or scrapped - they should not be allowed to become a strait-jacket into which university activities must be fitted.\textsuperscript{55} The Education Commission, as quoted above, has already stated these objectives that one ought to have and it has also defined the procedures which will have to be adopted for achieving them. Nevertheless, today, the implementation of these procedures and the realisation of these objectives need to be examined in greater details in order to evolve certain measures for a radical reorganisation of the structure and working of universities in India.

Let us now discuss some of the defects of the management of Universities in India.

Absence of Forward Planning: The pressure on the university administration has been increasing considerably over the years due to rapid growth in the size of the universities over the last three decades in terms of number of students, courses, teachers, etc. There has been sizeable increase in the volume of work in the administration which was created primarily to monitor the required administrative services to the students and teachers. However, the planning that is resorted to currently in the universities takes care only of day-to-day operational matters. As a result, making ad hoc and interim arrangements becomes necessary from time to time to meet the immediate requirements.

No organised effort was made in the past by the universities to forecast a consistent growth of the universities year after year and accordingly
carry out the requisite organisational planning to meet the resultant pressures and challenges. Even the present organisational structure of various universities has resulted from various adjustments to meet the exigencies from time to time and was not devised on the basis of systematic planning. True that in the recent past, due to student unrest, it has become rather difficult to formalise planning on long-term basis so far as examinations and teaching schedules are concerned, but planning has been totally absent even in case of important functions such as development, construction, etc., which are in no way influenced by the student interference. When each University has to manage finances of over Rs 50 million every year, it is needless to emphasise that planning must be given increasing importance. Further, long-term planning needs to be given more attention in the universities not only to ensure that the development grants given by UGC and states are utilised properly and the schemes executed on time, but also to ensure better services to students and teachers.

Grouping of Unrelated Activities: The existing division of the entire university administration into different working units, i.e., sections, has not been done following any established principle or rationale. The present set-up in most of the universities is based more on convenience and on a trial-and-error basis being practised since the inception of these universities. As a result, in the present structure, number of unrelated activities constitute a working section, while a number of related activities are attached to different working sections. This has contributed considerably to delays and problems of coordination between different sections and has resulted in duplication of work in some cases.

Lack of Clarity in Duties and Responsibilities: No specific duties and responsibilities have been assigned to different levels in the hierarchy,
vis. Deputy Registrar, Assistant Registrar, Superintendent, Senior Assistant, and Junior Assistant. The duties and responsibilities and the roles of different categories of staff have not been clearly defined and made known to them. As a result, there is no proper distribution of work.

In many sections, the duties and functions of superintendents and below are either not specific or repetitive. The clerical functions are carried out by the officers in some sections, while matters of great importance are dealt with by persons of relatively lower levels in some other sections. Due to absence of proper control and accountability, the supervisory function in many sections is only superfluous. Due to inadequate powers and specific responsibility to deal with matters independently at the supervisory level, much of the routine work has to be dealt with by senior officers and more often such matters are referred to Vice-Chancellor. The Vice-Chancellor, therefore, hardly finds time to devote to matters of academic importance, long-range planning and development of the university.

Lack of Decision-Making at all Levels: While the Vice-Chancellor makes the decisions, the Registrar is responsible for their implementation. All administrative papers, many of which are not important, are at present referred to the Vice-Chancellor. The reason for this lies in the nature of the hierarchical system of administration which is in vogue in the universities for the past several years. The system functions only if one person shoulders the responsibility for everything that is done. Such an arrangement in the system gives the subordinates a sense of security for, if something is done under the orders, it will not be their fault in case anything goes wrong. Without the Vice-Chancellor's signature, nothing, no matter how insignificant or unimportant, gets done. Thus, the entire system of university administration is suffering from lack of decision-making at all levels. Even on routine
and simple matters, decisions are not taken by the concerned department/section heads and these are passed on to officers who, in turn, pass the same to the next higher officer. The net result is that all routine administrative matters, irrespective of their importance, needs Vice-Chancellor's attention leading to:

1. delay in decisions causing inconvenience to employees, teaching staff, students and society;
2. unnecessary paper work in view of preparation of draft notes, typing, etc.;
3. the Vice-Chancellor, being over-burdened with routine work, has no time to pay attention to important policy matters; and
4. feeling among staff, right from the clerical to officer level, that the volume of work is high, as almost every paper received goes through all the levels in the hierarchy along with the officer's note.

Lack of orientation to the staff at various levels, absence of single-point accountability in the present structure, lack of strict observance of rules and regulations pertaining to various matters, absence of clear and foolproof rules and regulations, lack of clarification of roles, functions and responsibilities at different levels and lack of initiative and confidence among the staff have contributed to the above mentioned situation.

Practice of Old Methods: The administrators of the universities have continued to adopt in their functioning and operating the same methods, procedures, rules and regulations which have been in practice for many years. Most of these methods and procedures are no more relevant to the present environment existing in the universities. For example, the mode of processing the work relating to the admissions and examinations to the final declaration of the results has hardly undergone any change over the years from the point of organisational and procedural simplifications in the light of ever increasing volume of work. Some of the procedures followed involve considerable
duplication or repetition of the work. The practice of putting up office notes, arrangement and routing of files, method of writing accounts, are some of the areas to quote where the practice of old method is still in existence.

Lack of Delegation and Decentralisation of Authority: The observations on the management process of the universities reveals that there is no specific delegation of authority to the different lower levels. Consequently, fast decision-making is totally absent at almost all the levels and hence important and routine matters are passed on to the higher officers. While the decentralisation which is more necessary for an educational institution is found only on paper, it is the centralisation of authority which prevails in practice.

Faulty Staffing Procedures: Staffing is selecting and employing, training and developing, and placing and orienting people in favourable and productive work environments. In performing this function, management determines the mental, physical, and emotional requirements of work positions through job analysis, job descriptions, and job specifications and then finds the necessary employees with the personal characteristics - such as abilities, education, training, and experience - needed to accomplish the job. This function includes activities such as establishing rewards for effective job performance, evaluating employees for promotion, transfer or even discharge, and training and developing employees.

Administration is essentially a matter of faith and vision, bold and courageous leadership and proper handling of human relations. Absence of qualified and efficient personnel is the root cause of maladministration. A university should be staffed with personnel which is capable of thinking and has a perspective of developmental directions with proper good orientation.
The importance of securing the right type of personnel for it cannot, therefore, be over-emphasized. The major weaknesses of the existing organisations of the universities are largely related to personnel. These include shortage of personnel at the higher level, lack of specialised staff, unsatisfactory methods of recruitment, inadequate provision of in-service education, lack of motivation and evaluation methods.

Though the selection of teaching staff is to be done on the basis of the guidelines provided by the UGC, many universities are deviating from the norms and trying to mould the guidelines according to their needs. Coming to the recruitment of non-teaching staff, the selection system is so defective that it does not allow the right man for the right job. In many cases, universities appoint persons who do not have the requisite qualifications and experience in the posts of Finance Officer, Controller of Examinations, and Registrar.

Turning to the methods of training and development of the staff, while some attention is paid in the case of teaching staff, it is completely neglected in the case of non-teaching staff. Most of the universities do not have any job evaluation schemes and whether one works or not, one gets annual increments regularly and also promotion on time-scale basis, particularly in the case of non-teaching staff.

**Ineffective Leadership:** Leadership stands out as an instrument for bringing stability and control to the university system. But unfortunately, those who are becoming the heads of the institutions are unable to lead the people effectively to the common goal due to lack of knowledge of the skills necessary for a leader. A leader is expected to identify the problems of the followers and solve them effectively to the best of their satisfaction. It is found that often the leaders in universities choose to be autocratic.
than participative or democratic, which is necessary for institutions like universities, where the cream of the intelligentsia work. Of the Douglas McGregor's 'Theory X' and 'Theory Y', it is 'Theory Y' that works and suits to the universities. But the administrators of universities in India are choosing to practice 'Theory X'.

**Lack of Motivation and Coordination:** The purpose of motivation is to create conditions in which people are willing to work with zeal, initiative, interest and enthusiasm, with a high personal and group moral satisfaction, with a sense of responsibility, loyalty and discipline and with pride and confidence in a most cohesive manner, so that the goals of an organisation are achieved effectively. The theory of motivation has undergone many changes in the recent past. Distinguished social scientists including Maslow, Herzberg, McGregor and Argyris contributed so much and most of the organisations and institutions in Western Countries have been practising these theories to their advantage. Even in India many of the business firms have started using these theories. But, unfortunately, efforts were not made by the majority of universities to use these theories in motivating the employees to achieve the desired goals and to create a feeling of participation. Even an employee who has made a substantial contribution to the office work or who has made an exceptional achievement is not acknowledged and is treated on par with his counterparts with the result the employee looses enthusiasm to work better and innovate new ideas.

There is a high degree of inter-dependence between various sections and departments of the university administration. Besides, university administration and external environment – viz., teachers, colleges, and other service organisations such as contractors, printing press, etc. – are also inter-dependent. Apparently, high degree of coordination is needed to fulfil
effectively the objectives of the organisation of university administration. Coordination depends to a large extent on managerial commitments, interpersonal relationships, well-designed control systems and extent of functional differentiation. However, due to absence of these factors, there is currently no proper coordination between the various sections of administration in universities and the external environment leading to considerable delay in providing the requisite services.

Ineffective Communication: A characteristic of modern management is that every administrator devotes practically all his time to the assimilation of information and the receipt and issue of communications. Quicker and more effective means of acquiring, storing, and disseminating information, as well as efficient methods and forms of communication, are fundamental to any system of management. But, due to a variety of historical reasons, educational administration in India, finds itself in a primitive stage as far as these are concerned. Though the communication system is the main basis for the university, efforts were not made by the universities in building up a good communication system. In majority of the universities, there exists only a one-way communication system, i.e., the 'downward communication', which means communication comes from top to bottom through office orders, manual directives, notice boards, annual reports, etc. Since there is either very little or no 'upward communication', from bottom to top, there is little feedback. Though these universities are in possession of computers since long, efforts were not made by the administrators to use these computers, particularly in the area of decision-making.

Absence of Public Relations: The important function of public relations is totally absent in majority of the universities. The universities receive a number of complaints from the public, students, and employees on various
matters. These complaints made through media, viz., local press, are left unattended which affect the image of the universities considerably.

Number of students come to Registrar's office to make enquiries on various matters, such as admissions, courses, etc. Most of these queries are clarified by the concerned officer working in the administration, wasting sizeable amount of time in the process. Similarly, there is no one responsible to project through wide publicity the various academic achievements and outstanding contributions made by the teachers and students.

Lack of Formal Control Mechanism: There is no formal control mechanism currently existing in the administration of universities in India. This is apparent because of absence of proper planning and lack of clarity in the role of personnel, both of which are essential requisites for establishing control. Control is meaningful and can be effective only if responsibility for meeting the objectives or standards are assigned to specific individuals concerned with the activity. The present system does not provide for formal control in the shape of checks over the performance of subordinates, checks over utilisation of finances, or an effective information systems as an instrument of control.

The basic steps in control, viz., establishment of standards, measurement of performance and correction of deviations are never followed in the universities. Most of the universities in India have neither positive controls nor negative controls. They prepare budgets, but no budgetary control is applied. They publish annual reports as a ritual every year, but speak nothing about the standards for measuring the performance or deviations, let alone the correction. Further, the universities do not have the machinery for evaluating or monitoring various important activities like teaching, research, and examinations.
Imprudent Financial Management: Financing has a far-reaching impact on the functioning of a university. Inadequate, untimely, and inefficient financing system adversely affects the performance of the university administration and hampers the development and academic growth of the university. Despite the huge amounts spent on higher education by the Central and State Governments, the financial position of the universities is far from satisfactory. They are facing a rough weather and are struggling a lot in managing their finances and some of them operating with heavy deficits. The existing administrative machinery in the universities so far as financial management is concerned is largely the Accounts Department concerned with receipts and disbursements of a routine nature. They have been viewing financial management as a way of getting funds from the government, Central or State, and the UGC. The analysis of the financial management practices of different universities reveals that there are six areas of weakness in this area. They are: defective financial planning; weak financial organisation; uncoordinated financing; poor asset management; unscientific accounting and reporting procedures; and poor auditing.59

NEED FOR THE APPLICATION OF MODERN MANAGEMENT PRINCIPLES IN UNIVERSITIES:

Thus, the present crisis in most of the universities in India is due to lack of planning, defective organisational structure, faulty staffing procedures, ineffective leadership and absence of controlling methods. There have been attempts to reform the academic side of educational institutions by introducing new ideas and innovations. But seldom it was thought prudent to infuse reforms in the administration of educational institution itself. No wonder the machinery of administration grinds and grinds, but slowly. If the machinery is overhauled and exposed to modern ideas and concepts in management and properly trained, it will do a lot of good towards fulfilling the objectives of the universities.
A feeling is growing in certain quarters that educational administration should advance from its present state of a 'semi-handicraft' through a process of modernisation in management. There is an urgent need for conducting a continuing and meaningful dialogue leading to collaboration between educational administrators and exponents of modern management techniques for the purpose of identifying and evolving, on the basis of mutual appreciation of their respective approaches, such principles, methods, techniques, and aids as are conducive to better administration of education and developing such preliminary requirements as quantifiable objectives, management ratios and work measurements which are essential for the successful application of modern management techniques.

Although management is as old as humanity itself and is widely practised by various types of organisations in Western Countries, it is not very well used in developing economies. The knowledge of management can be applied to all organised human endeavours, whether they are business, government, educational, social, religious or other. It is equally applicable at all levels of management in an organisation, from the lowest to the highest. If an administrator has this fundamental knowledge and knows how to apply it to a given situation, he or she should be able to perform the managerial function efficiently and effectively, with enough flexibility to adapt and adjust to the new situation and environment.

Management science has made rapid advances in recent years and management techniques of great power have been evolved. These techniques are playing a significant role in business and industry. They are being advantageously used in defence and military complexes, in transport and other organised undertakings. These techniques, as well as certain mechanical and electrical devices, have proved to be singularly efficacious in rationalising decision-
making, minimising institutional speculation, coordinating resources allocation and utilisation, and eliminating losses and delays caused by organizational and personnel factors.

The Asian Institute of Educational Planning and Administration (now known as National Institute of Educational Planning and Administration) in its publication entitled 'Modern Management Techniques in Educational Administration' stated: "The educational systems all over the world are growing in size and scope as well as in complexity. Education is fast becoming a major national endeavour. The traditional administration, handed down from a colonial past in most of the countries in the Asia Region, following the age-old routine, is dilatory and time consuming. It is largely oriented towards controlling. A mere quantitative increase in the system will not be able to meet the needs of the new challenges. Time has come when it is urgently necessary to transform the present maintenance administration into developmental administration and to make greater use of the modern management techniques which have proved successful in business and industry, in defence and military complexes and in a wide variety of other situations".

Prof. M.K. Mathur, the then Director of Asian Institute of Educational Planning and Administration stated the need for modern management techniques in education in these words: "Unfortunately our university system very much like the university system in the rest of the world, has been rather conservative. Therefore, very often, it requires a real Herculean effort to introduce changes and innovations in universities. If one were to look at the history of educational innovations, one will find that in our set-up in any case the older the university, the more difficult it is to innovate. Unfortunately, many other universities in the world share the same fate. There was difficulty to understand on the part of many educationalists, why
was it that the IIT's were set-up outside university system even though they are after all doing a kind of work which a university system could do. But my guess is that if they were placed within the university system proper, the innovations which they brought about might not have been possible so very easily.\textsuperscript{62} He further mentioned "as a result of the development of organisation theory, the science of operations research and the impact of behavioural sciences, the tradition of concept of administration is undergoing change giving place to more comprehensive concept of management. The new administrative and budgetary techniques collectively, known as 'modern management techniques' embody the spirit of effective planning and implementation. They provide powerful tools in comparison with more traditional techniques, which can help make management more efficient."\textsuperscript{63}

Bharat B. Shah, the then Director, Management and Project Evaluation Division, Planning Commission, explains the role of modern management techniques in educational administration and planning as, "If educational administrators are directly responsible for executing various schemes and projects then it is very essential that they know the modern techniques of project planning, project implementation and control. It is possible that without the use of these techniques, there may be a great deal of inefficiency and wastage of resources in executing various schemes resulting in shortfall of plan targets. Even though there is no element of profit in social services sector, there is an imperative need and objective of optimising the use of limited resources at their disposal. As an illustration, suppose you have allocated Rs.100 lakhs for the establishment of 10 schools. It should be the objective of the educational administrators - to see that 10 schools are established within the budget time and cost and that there are no cost overruns or delays in the execution of these projects. It is here that different techniques and tools of management can help the adminis-
trators in minimizing the cost and time of executing various projects. Ultimately, most of the management systems are aimed to help the administrators in managing their affairs so as to improve the efficiency, reduce the cost and to maximize the use of scarce resources such as men, money and materials.\textsuperscript{64}

Thus, the educational administrator, whether in the Ministry of Education, the university or in a college is essentially an organizer and implementer of plans, policies, and programmes meant for specific educational objectives. The educational administrator may contribute, one way or another, in planning, policy-making and programme designing, yet his major role rests with the effective and efficient implementation of such plans, policies, and programmes for the benefit of education. Viewed from this angle, educational management is concerned with organization and implementation. It may be categorised under broad areas of (a) Planning and Policy, and (b) Implementation. Although such a categorisation is essentially arbitrary and broad, and though both aspects of management are closely tied, inseparable and inclusive, it is possible to separate the functions of administration from that of planning and policy-making in education.

Thus, from the above, it is clear that the functions of educational administration include: defining the aims and purposes of education; framing educational policies; laying down the structures of the organization; prescribing the power and authority, and also duties and responsibilities of the positions in the organization; providing finance and other material resources; providing personnel necessary to run the institution smoothly and effectively; laying down qualitative and quantitative standards of performance for the personnel; providing good professional leadership;
evaluating the total outcome in relation to the established policies; aims and norms; and finally integrating all the forces acting in the field of education.

Structure of the Study:

Thus, it is in this context an attempt is made in this study to analyse the management practices of universities in India and suggest some measures for their effective functioning. Chapter-II aimed at providing the background, the objectives, scope and methodology of the study. Chapter-III deals with the organisational pattern of universities in India. The general management practices of universities are discussed in Chapter-IV. Chapters-V and VI are devoted for the personnel and financial management practices of universities in India. The decisional participation and the deprivation of the faculty in the decision-making process of the universities is analysed in Chapter-VII. The last Chapter is devoted for conclusions and suggestions of the study.
REFERENCES


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