CHAPTER - IV

DEVELOPMENT OF HIGHER GENERAL EDUCATION IN ORISSA
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Orissa has its own contribution in the field of higher education. The rock-cut caves of Rani Nur Gumpha, Udayagiri and Khandagiri were the seats of learning of Jain recluses when Kharavela the great king of Orissa, patronized such learning in the second century B.C. These places attracted students from Nalanda. The monasteries at Lalitgiri and Ratnagiri were the places of activities of Buddhist monks. Before the advent of the British, the indigenous schools were the only centers of learning in Orissa. In such institutions greater emphasis was laid on imparting knowledge on traditional culture and classical texts rather than on making the students enlightened about life and events around them (Patnaik: 1992:17).

With the advent of the British, the system of education began to be reoriented, with missionaries taking the lead in this field. Until 1838 no school worthy of name existed except in two or three places within the circle of missionary influence. Sir William Hunter wrote: “Throughout the length and breath of the province with its population of two and a half million of souls, all was darkness and
superstition. Here and there, indeed a Pundit taught a few lads Sanskrit in a corner of some rich landowner's mansion, and the larger villages had a sort of hedge-school, where half a dozen boys squatted with the master on the ground, forming the alphabet in the dust and repeating the multiplication table in a parrot-like singsong. Anyone who could with sentence or two on a palm leaf passed for a man of letters" (Hunter: 1872:145).

During the Governor-Generalship of Lord William Bentinck, English education in India received a great impetus. The long controversy between the Orientalists and the Anglicize was at length settled in 1835, when the Government of Lord William Bentinck decided in favor of English as a medium of instruction (O'Malley: 1925). As a result, from 1835 to 1885, the energies of the Government of Bengal were directed towards higher and secondary education.

It was in 1838 that for the first time the Government became interested in education in Orissa (Samal: 1977:236). The efforts of the Government began with the establishment of English Schools or Zilla Schools.

In 1854, the Wood's Dispatch recommended the establishment of universities in India. As a result, universities at Calcutta, Bombay
and Madras began functioning after 1857. Northern Orissa came under the Calcutta University and Southern Orissa under Madras. Both Calcutta and Madras universities gave stimulus to higher education, which influenced higher education in Orissa also.

The desire for collegiate education found expression when the proposal was made for raising the Government Zilla School at Cuttack to the standard of a collegiate school. The growing importance of Cuttack High English School prompted the school committee to press the necessity of establishing at Cuttack a college or at least a collegiate class under the Calcutta University. E. Burton, the secretary to the committee, wrote: "The committee sincerely trusts that it will not be long before this Institution which promises fairly to become the first institution of importance in the province of Orissa, is converted into a college. The boys of Orissa labour under peculiar disadvantage. They come up to the Entrance Examination and there is an end to their educational career. The want of a college tells severely on the boy's subsequent career, such a want is prejudicial to the result of the Entrance Examination also. The boys that read the Entrance course do not exhibit some degree of zeal in their studies as they should, and why? Because they know fully well that it matters not much to them whether they
pass or not....) (vide P.I. Report, 1864-65, PP 259-259). The Cuttack Zilla School was then converted in 1868 into a high school or collegiate school. The college department consisted of two classes only, in which the undergraduate students were prepared to appear at the first examination in Arts. In January 1875, T.E.-Ravenshaw proposed to convert the college department of the High School into a college in which the students would be able to complete the entire course necessary for attaining the B.A. degree. Ultimately the college was opened in January 1876. In 1878 the name of the college was changed to Revenshaw College in commemoration of Ravenshaw's services as Commissioner of Orissa.

The establishment of Ravenshaw College was followed by far-reaching consequences. The Oriyas were introduced to the treasures of western knowledge for the first time. This brought new and more useful ideas to the young mind. Thus a new self-consciousness was brought about. The practical consequence is more important. Oriyas were available for the high posts on account of the spread of collegiate education (Samal: 1977:278-279).

However, there did not take place a marked increase in the number of students in the college. The reason for this low development in the sphere of higher education in Orissa could be
that the public opinion in demanding higher education came up late. Secondly English education and the high school did not advance appreciably. Total number of high schools in north Orissa being only five by 1882. Many of the pupils after matriculation examination looked for jobs and did not go to college for further education. So the strength of the college was very low. Thirdly, the college courses were limited and did not give all that the students wanted. For further study the students of north Orissa went to other colleges than Ravenshaw College. But the most important cause of the slow progress in higher education in Orissa was the absence of an educated middle class, which would have taken advantage of college education.

In 1929 the Report of the 'Auxiliary Committee' on the Indian Statutory Commission Popularly known as 'Hartog Committee' was of the opinion that the divorce of the Government of India from the education has been unfortunate and ...... the Government should serve as a center of educational information for the whole of India and as a means of coordinating the educational experience of different provinces( Naik and Nurullah: 1974:322 –325).

Then the Government of India Act, 1935 abolished the diarchical type of administration prevailing in India due to the continuous
agitation by the political leaders and the general mass. The administration with reserved and transferred departments was abolished and the provincial administration under the popular ministry responsible to a legislature with elected majority members came into operation. The new system of provincial autonomy was introduced and the educational policy of the Government of India divided all the educational systems into two categories i.e. federal (central) and state (provincial). The Central Advisory Board of Education was introduced again by the Act of 1935 for the growth of education in India.

In 1936 when Orissa became a separate province. Ganjam, which was under the Madras presidency, came to Orissa with two colleges (one at Berhampur and the other at Paralakhemundi). By this time the intermediate classes for women at the Ravenshaw Girls' School, Cuttack and the Cuttack Training College, Cuttack had already been established.

Until 1940 Orissa did not possess a separate university of its own. Therefore, schools and colleges of Orissa remained affiliated as they were. Due to administrative inconvenience the need for establishment of a separate university was felt by all people of Orissa.
No doubt the people of Orissa looked forward to the creation of university even before the creation of the new province and they had sufficient reason to be sanguine in the achievement of their goal. His Highness Sir Bailey, ex-Lt. Governor of Bihar and Orissa during his tour in Orissa had made a positive statement at Puri and went on to suggest the establishment of more colleges in the town of Cuttack with a view to the ultimate formation of a University (Pattnaik and Pradhan: 1919). In 1913 the Bihar Government wanted a university of their own and appointed Mr. Nathan to prepare a scheme of the University. Mr. Nathan came to Orissa and with the assistance of Mr. Madhusudan Das and Raja Bahadur of Kanika made a study tour to gauge the public feeling. As to the seat of the university they promised in the public platform that sooner or later Orissa should have a university of her own (Proceedings of OLA, Vol. VI: 1942 P. 126 and P 150). In the year 1914 Sir Edward Gait, the Lt. Governor of Bihar, while laying the foundation of the Ravenshaw College had made an authoritative pronouncement. He said, “well, I lay the foundation stone of the future university of Orissa here” (Ibid: 127).

The urge for providing Higher Education to the Oriya youth, however, could not wait for the establishment of a separate
university and three more college were started out of which two were established as private institutions under the patronage of the Maharaja of Paralakhemundi and Khalikote. These two colleges were affiliated to the Andhra University and provided education up to Intermediate standard.

After the formation of the province of Orissa several attempts were made to establish a university of its own. The first official committee was appointed on 14th April 1937 and the second committee on 2nd March 1938 (Souvenir of the Inauguration of the Utkal University 1st November, 1944: P1). The Maharaja of Paralakhemundi during the period of his interim ministry deputed Mr. S.C. Tripathy the then D.P.I to the Native States to collect data and to get their opinion about the establishment of a university for the province. But the programme was dropped with the abrupt ending of the interim ministry. The congress ministry under Biswanath Das appointed a sub-committee with Pandit Nilakhanta Das as Chairman to prepare the framework of the proposed University for Orissa. To provide the nucleus to the future university, post-graduate classes were started in Ravenshaw College. In June 1941, the Nilakantha Dash committee submitted its report recommending the establishment of a University immediately.
The Utkal University Act was passed on 2nd August 1943. It provided for an examining University only. But the Minister of Education, Pandit Godavarish Mishra had high hopes that in course of time “when all the examining Universities of yesterday became teaching-universities of today, and the newly created university of today will definitely take rapid strides towards attaining that goal “(proceeding of the OLA, Vol IX. Nos. 1 to 5, 1943: 91). The creation of the University was hailed as one of the important landmarks in the history of Orissa. It was specifically named Utkal University “because of our gratitude to the states”. Said Pandit Godavarish Mishra (Ibid : 92). Ultimately this university came into operation on 27th November 1943.

With the establishment of its own University, Higher Education received a great impetus in the province. The number of colleges in the province rose to eleven. The Khallikote College at Berhampur and Maharaja College, Paralakhemundi that had been raised to first grade colleges were automatically affiliated to the Utkal University. Colleges were established in 1944, in Sambalpur, Puri, and Balasore and raised to the status of first grade institutions in due
course. Rajendra College, Bolangir, N.C. College, Jajpur, Stewart Science College, Cuttack and Utkal Christian College, Cuttack were also some of the new additions geared for the service of promoting higher education in the province. In 1950, India adopted a new constitution in which education became the main concern of the state and by that time, as per the report of progress of education in Orissa, the number of colleges was raised to seventeen with an enrolment of 6,474 students and 376 teachers.

It was felt that while the problems of higher education of the country had been surveyed by the university education commission the problems pertaining to secondary education had not been examined which is the basis of higher education. Thus on September 23, 1952 the Government of India appointed the Secondary Education Commission (S.E.C.) under the chairmanship of Dr. A. Lakhmana Swami Mudauliar, Vice-Chancellor, Madras University to study comprehensively the problems pertaining to secondary education. It suggested the introduction of a new organizational pattern of structure into the secondary education stage altering the prevailing one. It recommended to include one year of the intermediate course (which consisted of two years) into secondary stage as higher secondary education and another year in
the college as pre-university course. As a result, the first-degree course in the university stage consisted of three years (S.E.C. 1953). In line with its recommendation, a “Board of Secondary Education” was established in Orissa with its head office at Cuttack.

By that time some new colleges were added raising the number of affiliated colleges of the university to nineteen with the total students’ enrolment of 6,564 (Annual Report, Utkal University 1955). But there were no college in the districts of Kalahandi, Keonjhar, Phulbani and Sundaraghr till 1956. At the end of 1960, the number of colleges of different categories and also enrolment increased to 36 and 13,696 respectively (Annual Report of the Utkal University 1960: 10).

Orissa had to make rapid progress in the sphere of higher education during the third plan. The notable features during this plan period were the shifting of the university from Cuttack to Vani Vihar at Bhubaneswar, opening of post-graduate classes in the university campus, establishment of the Orissa University of Agriculture and Technology at Bhubaneswar and the decision of the Government to have two more universities at Berhampur and Sambalpur.
The State Government decided to establish at least one college in each district. With the introduction of the three-year degree course, all the existing intermediate Colleges were upgraded to degree colleges during the course of the third plan period. During the first three years of the plan, 14 colleges had been opened as against the plan target of 12 (Report of the third plan, Orissa, Ch.-XXII General Education: 154). Even then there was demand by the enlightened and educated elites of the state belonging to different strata of the society for starting colleges where there were no colleges but the Government did not encourage the opening of new colleges. However, the Government took charge of the administration of five private colleges.

In order to reduce the territorial jurisdiction of Utkal University, the Government felt the necessity of establishing more universities. With that end in view, the state universities committee was set up under the chairmanship of Dr. Parija, Vice-chancellor of the Utkal University. The committee recommended.

i. Orissa should have more universities to bring about accelerated development of university education.

ii. The new universities should be teaching-cum-affiliating types; and
iii. There should be State Universities Board to co-ordinate university education in the state. (Report of the State University Committee, 1963, Superintendent Orissa Government Press, Cuttack-1).

There was a public demand for opening of new universities in Orissa. The Government became liberal and considerate to establish one or two more universities and subsequently efforts were made to realize the plan. The Government of Orissa implemented the first recommendation of the State Universities Committee, 1963 by establishing two more universities at Sambalpur and Berhampur in 1967.

Government also took the case of women's colleges into consideration and decided to take over the women's colleges at Bolangir, Balasore, Dhenkanal, Puri and Sambalpur. At that time there were Government-managed women's colleges at Cuttack, Berhampur and Bhubaneswar. Besides, women's colleges were upgraded to Degree colleges. (Report of the Third Plan, Orissa, 1961-66).

Thus, in order to catch up the level of educational development of the advanced states of the country due care had
been taken by the state Government to eliminate pitfalls and regional imbalance.

The pattern of higher education in India, in most of the universities, consisted of two-year intermediate education followed by a two-year Bachelor's Degree course in Pass and Honors. In 1956, it was decided that after 11 years of schooling up to the Higher Secondary Education, three-year integrated course leading to the bachelor's Degree was to be introduced in the Universities on an experimental basis. As many problems cropped up in the process of implementation of the three-year degree course, again it was being changed to the traditional pattern of two-year intermediate and two-year Degree course. After the recommendation of the Kothari Commission, the State Government took the initiative to implement the new pattern of education following a school course of 10+2 and the period of education for the first degree was kept at 3 years. The commission recommended that the well-equipped high school in each block should be upgraded and +2 courses should be introduced in the upgraded school. Though the State Government accepted the new pattern in principle, yet it was thought desirable that the secondary schools would not be able to do justice and take the extra load of +2
courses. Therefore, it was decided to keep these under the responsibility of the college for the time being as the course content and standard were equivalent to those of the intermediate stage of the collegiate education prevalent in Orissa.

The position of general and professional education in the state by the year 1975 i.e. by the end of fifth plan period (excluding the teacher training colleges) was as detailed below:

**No. of colleges for General Education in Orissa (1975-76) along with the enrolment**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Districts</th>
<th>No. of colleges for general education</th>
<th>Total</th>
<th>Enrolment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Govt. Men</td>
<td>Govt. Women</td>
<td>Non-Govt. Men</td>
</tr>
<tr>
<td>01.</td>
<td>Balasore</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>02.</td>
<td>Bolangir</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>03.</td>
<td>Cuttack</td>
<td>4</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>04.</td>
<td>Dhenkanal</td>
<td>2</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>05.</td>
<td>Ganjam</td>
<td>3</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>06.</td>
<td>Kalahandi</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>07.</td>
<td>Keonjhar</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>08.</td>
<td>Koraput</td>
<td>2</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>09.</td>
<td>Mayurbhanj</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>10.</td>
<td>Phulbani</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>11.</td>
<td>Puri</td>
<td>5</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>12.</td>
<td>Sambalpur</td>
<td>3</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>13.</td>
<td>Sundargarh</td>
<td>2</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Orissa</td>
<td></td>
<td>30</td>
<td>9</td>
<td>51</td>
</tr>
</tbody>
</table>
(A few facts on Education in Orissa, 1975-76, Director of public
Instruction, Orissa (statistical Cell), Bhubaneswar, PP-18-20).

The numbers of students in different post-graduate
departments of the universities for general education in Orissa
during the year 1975-76 are given in the following table.

No. of students in P.G. Deptts.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>University</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>01.</td>
<td>Utkal University</td>
<td>1307</td>
<td>298</td>
<td>1605</td>
</tr>
<tr>
<td>02</td>
<td>Berhampur</td>
<td>347</td>
<td>38</td>
<td>385</td>
</tr>
<tr>
<td>03</td>
<td>Sambalpur</td>
<td>405</td>
<td>113</td>
<td>518</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>2059</td>
<td>449</td>
<td>2508</td>
</tr>
</tbody>
</table>

(Source: Few Facts on Education in Orissa, 1975-76, Director of
Public instruction, Orissa, Statistical Cell, Bhubaneswar, P-20.)

It is seen from the above table that in comparison to Utkal and
Sambalpur University the number of students at P.G. level in
Berhampur University was very low.

[124]
One remarkable feature in 1978-79 was the establishment of new Colleges in Orissa. The Bama Charan Das committee recommended that there should be at least one women’s college in each district with special consideration for establishment of colleges near border area of the state. This gave a boost to the opening of new private colleges. The government also reduced the amount of money to be deposited for opening a college from rupees five lakhs to rupees one lakh only in 1977-78. Due to these reasons there was a sudden rise in the number of general colleges in Orissa during 1978-79, which was increased to 106 including thirty eight Government Colleges and Sixty-eight Non-Government College with eleven women’s colleges.

In the sixth five-year plan (1980-85) the Ministry of Education and the Planning Commission enunciated the policy frame for higher education. The U.G.C. also outlines its policy frame for development of higher education in India. Taking into consideration the policy frame of National Policy of Education and U.G.C., the Government drafted the Sixth Plan Policy in respect of general higher education as:-
i. To make the higher education socially relevant, productive, employment-oriented and growth promoting.

ii. To give priority to qualitative improvement by consolidating and strengthening the existing institutions and.

iii. To provide facilities for non-formal education.

(Committee on New Colleges of Orissa: 1979).

The Fourth Educational Survey of Orissa conducted by D. P.I. in 1982 supported and viewed that though the linear expansion of colleges had been curtailed in the national plans, in the context of the relative backwardness in field of higher education, Orissa should not be checked in achieving enrolment (FESO : 1982). Hence it was evident that Orissa had to cover much ground in the sphere of higher education during the sixth-plan period.

The number of the Colleges opened during the years from 1968 to 1982 is given Next Page.
Growth of New Colleges, 1968 to 1982:

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>No. of New College Opened</th>
</tr>
</thead>
<tbody>
<tr>
<td>01.</td>
<td>1968</td>
<td>11</td>
</tr>
<tr>
<td>02.</td>
<td>1969</td>
<td>03</td>
</tr>
<tr>
<td>03</td>
<td>1970</td>
<td>05</td>
</tr>
<tr>
<td>04</td>
<td>1971</td>
<td>04</td>
</tr>
<tr>
<td>05</td>
<td>1972</td>
<td>01</td>
</tr>
<tr>
<td>06</td>
<td>1973</td>
<td>01</td>
</tr>
<tr>
<td>07</td>
<td>1974</td>
<td>02</td>
</tr>
<tr>
<td>08</td>
<td>1975</td>
<td>11</td>
</tr>
<tr>
<td>09</td>
<td>1976</td>
<td>12</td>
</tr>
<tr>
<td>10</td>
<td>1977</td>
<td>07</td>
</tr>
<tr>
<td>11</td>
<td>1978</td>
<td>Nil</td>
</tr>
<tr>
<td>12</td>
<td>1979</td>
<td>14</td>
</tr>
<tr>
<td>13</td>
<td>1980</td>
<td>17</td>
</tr>
<tr>
<td>14</td>
<td>1981</td>
<td>100</td>
</tr>
<tr>
<td>15.</td>
<td>1982</td>
<td>13</td>
</tr>
</tbody>
</table>


The above table shows that there was irregular growth of colleges in the state. But the growth was very much accelerated in the year 1981 and 100 new colleges were opened during this year.

The phenomenal increase of private colleges is evident from the table below which indicates the district-wise colleges for general education in Orissa during the year 1982.
<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>District</th>
<th>Govt. Colleges</th>
<th>Non-Govt. College</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Co-Edn. Women</td>
<td>Co-Edn. Women</td>
<td></td>
</tr>
<tr>
<td>01.</td>
<td>Balasore</td>
<td>4 1 22</td>
<td>-</td>
<td>27</td>
</tr>
<tr>
<td>02.</td>
<td>Balangir</td>
<td>2 1 5</td>
<td>-</td>
<td>08</td>
</tr>
<tr>
<td>03.</td>
<td>Cuttack</td>
<td>5 1 45</td>
<td>1</td>
<td>52</td>
</tr>
<tr>
<td>04.</td>
<td>Dhenkanal</td>
<td>3 1 11</td>
<td>-</td>
<td>15</td>
</tr>
<tr>
<td>05.</td>
<td>Ganjam</td>
<td>6 1 14</td>
<td>1</td>
<td>22</td>
</tr>
<tr>
<td>06.</td>
<td>Kalahandi</td>
<td>1</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>07.</td>
<td>Keonjhar</td>
<td>1</td>
<td>5 1</td>
<td>7</td>
</tr>
<tr>
<td>08.</td>
<td>Koraput</td>
<td>2</td>
<td>7 1</td>
<td>10</td>
</tr>
<tr>
<td>09.</td>
<td>Mayurbhanj</td>
<td>2 1 11</td>
<td>-</td>
<td>14</td>
</tr>
<tr>
<td>10.</td>
<td>Phulbani</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>11.</td>
<td>Puri</td>
<td>5 2 25</td>
<td>3</td>
<td>35</td>
</tr>
<tr>
<td>12.</td>
<td>Sambalpur</td>
<td>5 1 14</td>
<td>1</td>
<td>21</td>
</tr>
<tr>
<td>13.</td>
<td>Sundargarh</td>
<td>2</td>
<td>7 4</td>
<td>13</td>
</tr>
</tbody>
</table>

ORISSA 39 9 173 12 233

During Sixth Plan period in the year 1983 a crucial change occurred in the pattern of higher education in Orissa as per the recommendation of the Education Commission, 1964-66. Orissa accepted 10+2+3 pattern of education in 1983. The Government decided to introduce the +3 courses in colleges from academic session of 1985. Steps were taken to strengthen the facilities in different colleges facilitating introduction of +3 degree course (Report of Education and Youth Services Department, Orissa, 1985). Accordingly, degree colleges introduced +3 degree course from the academic session 1985–86. The Intermediate Colleges were curtailed from the permission for University affiliation with effect from the session 1985-86 and thus were transferred to the purview of the Council of Higher Secondary Education, Orissa for their academic control, preparation of syllabus and the examinations.

In the Seventh Plan (1985-90) the main emphasis was laid on the consolidation of existing facilities and opening of science faculty at +2 and +3 stages. In addition, as a measure to have qualitative improvement in higher education during this plan period, it was proposed to build up two model degree colleges at the head quarters of each district one of which would be a women's college.
For the purpose of preventing spurious growth of educational institutions and ensuring quality education, the Government of Orissa promulgated Orissa Education Ordinance in 1989. Some of the important provisions of the Ordinance, which had already received the status of the Act, are:

i. Before opening any private Educational Institution, the permission of the Government is to be obtained.

ii. A new college can be opened in blocks not having any college and towns with one lakh population not having any college within its purview.

iii. Unless, new colleges fulfil minimum requirements like adequate and qualified staff, they are not to be considered eligible for recognition.

iv. Provision has been made for withdrawal of recognition from schools and colleges who violate rules and fail to ensure minimum student strength.

Earlier a lot of criticisms were made for the phenomenal rise in the number of colleges. Dr. B. Mishra, an educationist went on to comment "since we do not have adequate resources to improve infrastructural facilities either in colleges or universities, we have to restrict the number as is done in socialist countries and strengthen
the vocational bias at matriculation and +2 level" (Mishra : 1985 : 8).

In this context another educationist R. Rath Comments; "......if children have early education in places fit for pigs, most of them are likely to behave like pigs in their adult lives" (Rath: 1985:22). However a contrary view was taken by another educationist S.C. Dash. To quota him, "Every one has a right to education and nothing can be done with a fallacious assumption that numbers in the stage of Higher Education should be reduced in order to raise the standard or education. The conditions in India are not comparable to those prevailing in any other country in the world and there should be no attempt at transplantation of an exotic system or hybridization of a number of systems": (Dash : 1976:59)

Another remarkable development in the end of 1980s is the functioning of Autonomous colleges in Orissa. As per the UGC guidelines, autonomous status on a college is to be conferred by the parent University with the concurrence of UGC and the state Government concerned. There are two important objectives behind the establishment of such autonomous colleges. First, due to large number of affiliating colleges, universities are overburdened. Second, the prevailing scheme of affiliation does not permit requisite freedom, which is supposed to be enjoyed by the
educational institutions at higher level. Unlike the usual affiliating system, a college, which becomes autonomous, determines admission policy to different faculties, prepares and prescribes courses of study, evolves methods of evaluation and conducts examination.

In the light of the above guidelines, three autonomous colleges i.e. Ravenshaw college, Cuttack under Utkal University; G.M. College, Sambalpur under Sambalpur University; and Khalikote College, Ganjam under Berhampur University started functioning in Orissa with effect from 1989.

The National Policy on Education 1989, as modified in 1992, emphasizes consolidation rather than increasing the number of colleges. However, there was a considerable increase in the number of non-Government colleges in the state during the Eighth Plan Period. On the whole by the year 1999-00, there were 1,367 general colleges in the state. Out of these, 59 were Government Colleges and 448 were aided colleges.

The following table shows the number of general colleges, the number of students enrolled, and the number of teachers from 1996-97 to 1999-00.
Number of General College, students and Teachers in Orissa.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>01.</td>
<td>Number of College</td>
<td>893</td>
<td>867</td>
<td>1031</td>
<td>1034</td>
<td>1367</td>
</tr>
<tr>
<td>02.</td>
<td>Number of Students (in thousand)</td>
<td>440</td>
<td>474</td>
<td>505</td>
<td>515</td>
<td>555</td>
</tr>
<tr>
<td>03.</td>
<td>Number of Teachers</td>
<td>15909</td>
<td>16610</td>
<td>17332</td>
<td>17400</td>
<td>23003</td>
</tr>
</tbody>
</table>

(Source: Director, Elementary education, Orissa, Bhubaneswar)

The state now has eight universities namely Utkal University, Sambalpur University, Berhampur University, North Orissa University, Fakir Mohan University, Sri Jagannath Sanskrit University, Utkal University of Culture and Orissa University of Agriculture and Technology. There are fourteen autonomous Colleges also.

STRUCTURE AND MANAGEMENT

In the year 1959 state advisory Board on Education (SABE) was formed. It was supposed to function like the Central Advisory Board on Education (CABE) However, It met for the first time in 1992.
In the state, for the implementation of National policies on Education, two sub-committees work. One is the official level sub-committee headed by the Chief Secretary and the other is the Cabinet Sub-Committee, which functions under the headship of the Chief Minister.

The Department of Higher Education looks after the administrative activities. A senior minister generally remains in charge of this department while at official level a secretary, an additional secretary, three deputy secretaries deal with matters relating to general higher education.

The Directorate of Higher Education is entrusted with the administration of higher education in the state at the level of degree and Autonomous Colleges. The administration and cadre control of the Government colleges is the direct responsibility of the Director, Higher Education. In this task, the Director is assisted by the Deputy Director (Govt. College Branch). At the level of universities, the Directorate exercises control through channelising block grants and also by the fact that Director, Higher Education is the ex-officio Member of the Syndicate and several regular Bodies of the University.
On the other hand the Additional Director and Deputy Director (Private Colleges) assist the Director in carrying out the activities of the private colleges.

Thus, the administration and control of Govt. colleges and the administration of grants to aided college's rest with the Director, subject to the orders of the Government. The Director is entitled to inspect recognized public institutions for collegiate education though the university also inspects these from time to time. The Director is immediately responsible to Government. Generally, a senior member of the Orissa Education Service in the rank of professor is appointed as the Director. A teacher in the rank of professor heads the post of Additional Director, which was created in the year 1992. All Deputy Directors in the Directorate belong to Orissa Education Service.

When a study of general higher education in Orissa is made, it is seen that there are types of colleges – Lead Colleges\(^{(1)}\), Autonomous Colleges, Government Colleges, Aided Non-Government Colleges and Non-Government Colleges not coming under Grants-in-aid scheme.

The organizational structure of Degree Colleges reveals that a principal heads each college. For the Government Lead colleges,
teachers in the rank of professor are appointed. For other Non-government and Government Colleges, teachers belonging to Orissa Education Service are recruited as principals. Since 1990, the Government of Orissa has been appointing Readers as principals of Non-Government Degree colleges. A senior member of the teaching staff of the concerned college generally heads those non-government Degree Colleges, which have not yet come under the Grant-in-aid scheme.

In this context, it is worth mentioning the Orissa Education Service (Senior Administrative Grade) Recruitment Amendment Rules, 2001 (Published in Orissa Gazette Ext. No. 1205 dt. 27.06.2001, vide S.R.O. No. 324/2001). As per the new rules, so far the constitution of the Service in Government Colleges is concerned; the service shall comprise the following categories of posts.

(a) Principal (Readers’ Grade) means Principal of a Degree College; and.

(b) Principal Grade-1 (Professors’ Grade) means “Principal of a Lead College”.

In addition, the Amendment Rules, 2001 makes it clear that recruitment to the posts of Principal Grade-1 (professors’ Grade)
and Principal (Readers' Grade) shall be made by direct recruitment by the Orissa public service commission through open advertisement.

In Government colleges, generally teachers are recruited through State Public Service Commission. Previously, candidates were called for interview after screening of applications on the basis of exclusive weightage given to career. This practice has been given up and a written test is conducted in different subjects and those qualify the test are called for interview. Since the Public Service Commission could not conduct interviews frequently, appointments were also made against posts on ad hoc basis by the Directorate of Higher Education from the merit panel prepared by it on the basis of academic performance of candidates. There are instances of lecturers who continued to serve on ad hoc basis for 14 to 16 years. However, through the Validation Act, the services of those lecturers were made permanent.

There are different types of Non-Government Colleges in Orissa having different types of posts. Generally the Government creates posts of lecturers by taking into account the workload statement provided by the college. In 1972, Direct Payment Scheme was introduced for non-government colleges in Orissa. In the same
year, equalization of pay and allowances of Government and Non-Government College teachers were accepted in principle. In 1979, Common Cadre Rules were framed. The Governing Body of a college is responsible for making payment (full) to lecturers for five years from the date of creation of posts. After five years 1/3rd grant against the post and after seven years, 2/3rd grant is provided by Government and after nine years, the post comes under direct payment scheme and Government takes the full burden of making payment. However, in case of backward area, these periods have been liberalized to 3, 5 and 7 years respectively. New colleges collect huge donations from the candidates appointed as lecturers and except a few colleges in the developed industrial belt, others pay very meager amount, which varies from two hundred to five hundred rupees. Even with political change, some lecturers are removed and fresh appointments are made. It is a matter of great regret that lecturers whose services have come under Direct Payment Scheme don't receive their salary regularly.

The Governing Body of a private college plays an important role. To know the composition of Governing Body it is worth discussing the provisions of "The Orissa Education (Management of Private Colleges) Rules, 1979"(2). With regard to the composition, it
is very clear in the Rules that any person or body of persons of a locality after establishing a private college in accordance with the rules and instructions for the time being in force, shall nominate on adhoc basis a Governing Body consisting of not less than nine and not more than fifteen members. The Governing Body so nominated shall manage the affairs of the college till a regular Governing body is constituted. (Orissa Education Manual: 1986:165).

The Governing Body of a private college recognized by the appropriate authority but not receiving any grant-in-aid from the state Government shall consist of not less than nine and not more than fifteen members which shall include the principal of the college, two members of the teaching staff elected from among themselves and one member nominated by the Vice-chancellor or the Administrator, as the case may be of the University under which the college is situated. The other member of the Governing Body shall be nominated by the existing governing Body from amongst members thereof or from out of the persons of the locality interested in the field of education, including at least one donor,\(^{(3)}\) if any. On constitution of the Governing Body in the aforesaid manner, the members shall elect from amongst themselves a President and a Secretary of the Governing Body (ibid).
The governing body of a private college, which is in receipt of aid from the State Government shall consist of not less than fifteen members, namely:

a) The Collector or the Additional District Magistrate or the Sub-divisional Officer nominated by the Collector, shall be the president of the Governing Body

b) The Principal of the college in the ex-officio capacity shall be the secretary of the Governing Body.

c) The Chairman of the Panchayat Samiti or Municipality or the Notified Area Council as the case may be, within the jurisdiction of which the college is situated, in the ex-officio capacity.

d) Two members of the teaching staff of the college to be elected from amongst themselves.

e) A nominee of the Vice-chancellor or the Administrator, as the case may be, of the university other than a member of the teaching staff of the concerned college;
f) Not less than seven and not more than nine members from amongst the prominent persons of the locality interested in the field of education\(^6\).

The governing Body shall have the following powers and functions:-

i) To appoint teaching and non-teaching staff in accordance with the provision contained in the Orissa Education (Recruitment and Conditions of Service of teachers and Members of the staff of Aided educational Institutions) Rules, 1974\(^7\) and instructions of the Department.

(ii) To implements the provisions of the different rules and instructions of the Director in the matter of conditions of service of the staff relation to their appointment, salary, leave, pension, provident fund, age of retirement and disciplinary action etc.

(iii) to ensure proper management of the institutions relating to land, buildings, equipment, funds of the institutions including loans and grants sanctioned by Government or any other authority.

(iv) to ensure maintenance of discipline in the institution.
(v) to ensure that instructions are imparted from time to time according to the standard prescribed by the University (ibid: 171-172).

The secretary of the Governing Body of a private college shall be its principal executive and shall be competent to –

(a) make correspondence on behalf of the Governing Body.

(b) convene the meetings of the Governing Body with the approval of the president, draw up minutes of the proceedings of each meeting and forward the same to Director after confirmation.

(c) give effect to the decision of the Governing Body and subject to its control, do all things incidental thereto.

(d) remain in charge of the properties, title deeds, legal documents and papers relating to the funds of the institution.

(e) make all payments and sign receipts other than receipts for fees and fines on behalf of Governing Body;

(f) operate any account of the institution in any bank or post-office.
(g) receive, if so authorized by the Governing Body, funds on its behalf; and

(h) perform such other functions as may, from time to time be assigned under these rules and instructions of the Department (ibid:172).

In the private colleges +2 wing was separated from Degree and accordingly in 1991 the Government declared the Orissa Education (Establishment, Recognition and Management of Private Junior Colleges/Higher Secondary Schools) Rules, 1991. These rules were amended in 2001 and came to be known as the Orissa Education (Establishment, Recognition and Management of Private Junior Colleges/Higher Secondary Schools) Amendment Rules, 2001. As per the new Amendment Rules, 2001 a lot of changes were made in the previous 1991 rules. Accordingly, the new rules prescribe that the Governing Body shall consist of fifteen members as follows:

(a) Two persons shall be nominated by the Educational Agency one as the president and the other as the secretary;

(b) (I) Two members from the teaching staff duly elected by them out of whom one shall be a women and in the
event no woman member is available, the membership shall remain vacant till a woman is posted as a teaching staff;

(ii) One member from the non-teaching staff duly elected by them.

(c) Local member of Legislative Assembly of his / her nominee.

(d) Local member of Parliament or his / her nominee;

(e) One person to be nominated by the Vice Chancellor of the University having jurisdiction over the Institute or by the Chairman, Council of Higher Secondary Education, as the case may be, who shall be a woman;

(f) One person to be nominated by the Director, Higher Education who shall be a woman;

(g) Five persons to be nominated by the Education Agency out of whom one shall be a donor who donates more than fifty thousand rupees or in absence of such a donor, a person who is interested in the field of education, one shall belong to scheduled caste or scheduled tribes community, one shall belong to minority community and two shall be women; and
(h) The principal or the teacher-in-charge of the principal shall be an ex-officio member;

So far the salary of the general college teachers is concerned it is now fixed as per the Orissa Revised Scales of pay (for College Teachers) Rules, 2001\(^9\). The table given below indicates the salary of different categories of teachers.

**SALARY OF THE TEACHERS**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of the Post</th>
<th>Existing Scales of Pay (Rs.)</th>
<th>Revised Scales of Pay (Rs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Lecturer</td>
<td>2,200-75-2,800-100-4000</td>
<td>8,000-275-13,500</td>
</tr>
<tr>
<td>2.</td>
<td>Lecturer (Senior Scale)</td>
<td>3,000-100-3,500-125-5,000</td>
<td>10,000-325-15,200</td>
</tr>
<tr>
<td>3.</td>
<td>Lecturer (Selection Grade)</td>
<td>3,700-125,4,950-150-5,700</td>
<td>12,000-420-18,300</td>
</tr>
<tr>
<td>4.</td>
<td>Reader</td>
<td>3,700-125-4,950-150-5,700</td>
<td>12,000-420-18,300</td>
</tr>
<tr>
<td>5.</td>
<td>Professor</td>
<td>4,500-150-5,700-200-6,300</td>
<td>16,400-450-20,300</td>
</tr>
<tr>
<td>6.</td>
<td>Principals of Colleges:</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>i. In Degree College</td>
<td>3,700-125-4,950-150-5,700</td>
<td>12,000-420-18,300</td>
</tr>
<tr>
<td></td>
<td>ii. 2 P.G. Colleges (Ravenshaw/G.M./Khalikote College) professor Grade.</td>
<td>4,500-150-5,700-200-6,300</td>
<td>16,400-450-20,000</td>
</tr>
<tr>
<td></td>
<td>iii. Lead Colleges situated at the state and District Headquarters and Colleges having P.G. Courses. (Professor Grade)</td>
<td>4,500-150-5,700-200-6,300</td>
<td>16,400-450-20,000</td>
</tr>
</tbody>
</table>
EXPENDITURE ON GENERAL EDUCATION

The following table shows the revenue expenditure on general education (i.e. education upto post-graduate level in non-teaching institutions) in the state form the year 1991-92 to 2000-01.

Table : Revenue Expenditure on General Education in Orissa.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Expenditure (Rs. in Crores)</th>
<th>Per Capita Expenditure (In Rs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>01.</td>
<td>1991-92</td>
<td>518.80</td>
<td>161.19</td>
</tr>
<tr>
<td>02.</td>
<td>1992-93</td>
<td>588.30</td>
<td>179.86</td>
</tr>
<tr>
<td>03.</td>
<td>1993-94</td>
<td>659.90</td>
<td>198.60</td>
</tr>
<tr>
<td>04.</td>
<td>1994-95</td>
<td>774.40</td>
<td>229.50</td>
</tr>
<tr>
<td>05.</td>
<td>1995-96</td>
<td>907.61</td>
<td>265.00</td>
</tr>
<tr>
<td>06.</td>
<td>1996-97</td>
<td>1024.26</td>
<td>294.80</td>
</tr>
<tr>
<td>07.</td>
<td>1997-98</td>
<td>1166.77</td>
<td>331.22</td>
</tr>
<tr>
<td>08.</td>
<td>1998099</td>
<td>1431.09</td>
<td>400.98</td>
</tr>
<tr>
<td>09.</td>
<td>1999-00 (RE)</td>
<td>1720.83</td>
<td>476.26</td>
</tr>
<tr>
<td>10.</td>
<td>2000-01 (BE)</td>
<td>1684.04</td>
<td>460.75</td>
</tr>
</tbody>
</table>

RE – Revised Estimate. B.E. Budget Estimates

The budget provision on general education is increasing over the years\(^{(10)}\). The major part of the resources available is being spent on salary of teaching and non-teaching staff. The present notion that expenditure on higher education should be drastically cut is mainly due to the current state of unemployment and waste due to proliferation of unviable small private colleges\(^{(11)}\).

**NOTES:**

1. Following is the list of Lead Colleges:

   (A) Lead Colleges at District Headquarters.

   (i) S.C.S. College, Puri.

   (ii) S. B. Women's College, Cuttack.

   (iii) Dhenkanal College, Dhenkanal

   (iv) F.M. College, Balasore.

   (v) D. D. College, Keonjhar

   (vi) Rajendra College, Bolangir

   (vii) Government College, Bhawanipatna

   (viii) N.S.C.B. College, Sambalpur

   (ix) Government College, Sundargarh.

   (x) Science College, Chhatrapur

   (xi) D.A.V. College, Koraput.

   (xii) Government College, Phulbani.
M.P.C. College, Baripada.

(B) Lead Colleges having P.G. Courses:

(i) N.C. College, Jajpur.
(ii) S.K.C.G. College, Paralakhemundi.
(iii) V.D. College, Jeypore.
(iv) Government College, Rourkela.
(v) Bhadrak College, Bhadrak.
(vi) Government college, Angul.
(vii) Panchayat College, Bargarh.

(C) Lead College at State Headquarters:

(i) B.J.B. College, Bhubaneswar.
(ii) R.D. women's College, Bhubaneswar.

2. 'Private College' means any college that is not established and maintained by the Government of Orissa, the Union Government or the Government of any other State.

3. 'Donor' means a person who has donated to the college at least a sum of twenty-five thousand rupees in cash or an equivalent value of property movable or immovable.
4. In case the college is established and managed by any charitable trust, a member may be nominated by the trust to be the president of the Governing Body.

5. For the purpose of election of two numbers of the teaching staff, the Principal shall convene a meeting of such staff to elect their two representatives to represent in the Governing Body. The principal shall give notice of such meeting indicating therein the place, date and time for holding the meeting at least seven days ahead. The Principal shall preside over the meeting but shall not vote.

6. This may include the members of the Parliament and members of the Legislative Assembly of the Constituency within which the college is situated, donors and persons who otherwise contributed for the development.

7. As per these rules, the secretary of the Managing Committee or the governing Body on or Before the thirty first day of August every year apply to the Selection Board with the copy of each application to the Director Higher Education in such manner as the selection Board may prescribe for selection of a candidate or candidates for appointment in the vacancy or vacancies in the teaching post. The Selection Board shall on
receipt of applications and certificates recommended a list of candidates in order of merit. However, it shall not be necessary to apply to the Selection Board for appointments to vacancies for a period of six months or till the date of receipt of the list form the selection Board whichever is earlier and all such appointments may be made by the Managing Committee or the Governing Body, as the case may be, with the prior approval of the Director of the Higher Education.


10. In the white paper published in 1999 by Finance Department. Government of Orissa, it has been mentioned that the expenditure on general education was Rs. 177.95 crores in the year 1984-85. It was 21.60% of the revenue receipt and
20.23% of the total revenue expenditure of the year 1984-85. The expenditure reached the level of Rs. 1166.77 crores in the year 1997-98, accounted for 25.18% of the total revenue receipt and 21.07% of the total revenue expenditure of the year 1997-98.

11. The white paper published in 1999 by the Finance Department Government of Orissa makes it very clear that Orissa has more colleges per 1000 people than west Bengal and Kerala. If all the boys and girls passing secondary school examination were to take admission in the higher Secondary (+2) course there will be 70,000 seats surplus in the +2 colleges, and if all the boys and girls passing +2 examinations were to take admission in +3 courses, there will be 40,000 seats surplus in the +3 colleges.

In spite of active financial constraint, Govt. continues to extend Grand-in-aid to 254 (+3) and 194 (+2) Aided colleges of the state. The inability of the Government of Orissa to take further financial burden would mean that there would be no further expansion of educational facilities.
REFERENCES:


