Chapter 2

Review of Literature

Introduction:

In the previous Chapter, Researcher first discussed, in brief, the background of the selection of the field of research and the choice of the topic of research. The role of the higher education in social and national development was then discussed in view of its crucial importance in the development of higher education among various nations in the world and particularly in India.

This Chapter is devoted to the review of literature related to the topic of research in particular and the broad field of research in general. The researcher has referred to lot of literature while carrying out the research work. However, review of literature presented in this Chapter refers to only a few select important Reports, Papers and other related documents concerning the topic of research. The literature referred to includes:

- World Body Reports and in particular the UNESCO Reports
- Literature relating to Indian Higher Education System viz.
  - Reports of Commissions and Committees appointed by the Government of India and the State Government of Maharashtra.
  - Reports of National Bodies on higher education
- Books on higher education written by eminent educationists

Emphasis is given on the review of literature related to the development of Higher Education System especially during the last 50-60 years. In the concluding part of this Chapter, the Researcher has tried to present collectively the ‘research gaps’ identified while taking the review of literature. These research gaps have been quite useful in the research work in order to find out and suggest way and means to successfully face the challenges of simultaneous management of quality and quantity in the fast growing Higher Education Sector in India.
2.1 World Body Reports:

While taking the review of literature of higher education at global level, we have to refer to mainly the Reports of the International Conferences held by UNESCO from time to time.

- **UNESCO Conference (1998):**

The Report of the *UNESCO World Conference on Higher Education* held in 1998 is an important document in the world history on higher education. This Conference was held in Paris from 5th to 8th October 1998 when the beginning of the 21st Century was just about a year away. In view of this, the UNESCO Body had chosen a very appropriate theme for the Conference viz. “*Higher Education in the 21st Century: Vision and Action*” (1, UNESCO - 1998). The Conference was attended by more than 4000 delegates from over 180 countries of the world. There were deliberations on many important issues related to higher education.

The Executive Summary of the Conference Proceedings touches upon many important aspects of the global scene of higher education. Views expressed in the Report on some of the aspects are given below in brief.

The above-mentioned Conference stressed upon the need for development of entrepreneurial skills among the learners for social and national development and removal of poverty, ignorance and promotion of world peace. This signifies that the basic role of higher education has continued to be to promote the human rights, values, world peace etc. and will continue to remain the same irrespective of passage of time.

The Conference in its Executive Summary reiterated its commitment on ‘equity’ and ‘access’ to higher education by stressing upon ‘accessibility to all’ in accordance with Article 26.1 of the United Nations Report (2, UNESCO -2009) on ‘*Universal Declaration on Human Rights*’ without any discrimination on the basis of religion, culture, socio-economic status, gender etc.

We know that both equity and access are still major problems faced by many countries including the advanced countries in spite of large scale efforts for
many decades. Every country which is facing this problem including India will have to come with innovative measures to solve this problem.

The opinion which had a wide acceptance among the delegates of the UNESCO Conference – 1998 was that higher education should be considered as a ‘public service’ and that government support for higher education is essential for a balanced achievement of educational and social missions. There is also an urgent need for diversification of sources of funding and partnership between the higher education institutions, the state authorities and the various stakeholders of higher education.

The Conference in the Executive Summary of the Report asserted that ‘quality in education is a multi-dimensional concept’ and it must embrace all parameters related to education such as curriculum, teaching, research, infrastructure and so on.

UNESCO Conference (2009):

The next major event in higher education at global level was the UNESCO Conference on Higher Education (2009) held almost at the end of the first decade of the 21st Century (3, UNESCO-2009)). The focus of the Conference was on the ‘New Trends in Global Higher Education’. The Conference delegates deliberated on the rapid changes taking place at global level regarding many important issues viz. mass expansion, inequalities in access, internationalization, privatization, periodic shift in the focus of education, education quality etc. The Conference Report brought out at the conclusion of the Conference presents a global picture on the each of these issues. The discussion and findings in the Report will serve as a very useful document in the future planning the development of higher education globally and in India also.

While discussing the mass expansion of higher education, the Report brings out various factors responsible for the mass expansion such as rise in population and the standard of living of people in various countries, rise in demand from the industry sector for qualified and trained graduates etc. The higher education development all over the world during the last 50-60 years is characterized by unprecedented growth in the number of universities, colleges, teachers and students. On the issue of growing number of ‘big’ universities with large number of colleges under its fold, the Report cautions
that there will be adverse effect on the quality of education and that of the governance of the universities.

We know that there are many universities in India, each one with more than 500 colleges affiliated to it. There are some universities with more than 800 affiliated colleges under their jurisdiction. What is surprising is that many of the Vice Chancellors of these universities take pride in mentioning about the big number of colleges affiliated to their universities and further claiming that quality of education is still high, which is often not the case. The issue of the optimum size of university is being widely debated in India for a long time. Different kinds of suggestions have come up from the experts in this regard. The Researcher has addressed this issue in the present research work.

Another important issue debated in the UNESCO Conference (2009) was the ‘equity and access’ to higher education. The Summary of the Report brings out a harsh reality that many countries still face the serious problem of inequitable access to higher education among the various sections of society in spite of the all-out efforts in this regard. The types of disparities and the various reasons for the same are also discussed at length. The Report also discusses various kinds of efforts and initiatives taken by different countries to provide greater and equitable access to education to the youth from all sections of society. Some of the measures taken by various countries are: i) special state funding for the ‘First Learners’ in the families (Mexico) ii) lowering the ‘cut off’ percentage in some countries for admission in the entry point year of college education (Ghana, Tanzania) and iii) grant of scholarships, loan facility to needy and deserving students etc..

UNESCO Paper on Education after 2015 focuses on the various issues for improvement of higher education (4, UNESCO -2015 Paper). In the beginning of the Paper, Dr.Irina Bokova, Executive Director, UNESCO stresses the importance of equitable access to all. On the importance of equitable access, she says that “Education is a right that transforms lives when it is accessible to all”. UNESCO has listed out six important educational imperatives for education after 2015. Dr.Wachira Kigotho has given these imperatives in the Paper published in University World News -2014 which are given below in brief (5,Kigotho):
1. Equitable access should be given to all to provide quality education.
2. Quality education should be at the core of the agenda for post-2015 education.
3. Special attention should be paid to give access to education to marginalized groups.
4. Gender equity should receive central attention.
5. Greater opportunities should be provided for acquiring knowledge, job-skills for sustainable development and global citizenship.
6. Life Long Learning should be promoted through formal, non-formal and other means with the use of Information and Communication Technology (ICT)

It must be noted here that the efforts are still not sufficient enough to solve the global problem of inequitable access to higher education. This is highlighted by Dr. Wachira Kigotho in the May 2014 issue of University World News (5, Kigotho, University World News -2014). He feels that the serious problem of unequal access to higher education will persist in most of the countries for quite some time in spite of concerted efforts.

Indian higher education system is still confronted with the problems of equity and access. Therefore, it is discussed at length in the present research work to find out the various reasons and the possible solutions.

There is elaborate discussion in the UNESCO Report (2009) on the internationalization of higher education. Various modes of ever increasing internationalization of higher education are discussed. The trend of increasing mobility of international students is presented with information in the form of statistical data in this regard. The changing pattern of mobility of international students for higher education outside their home countries is also discussed. Considering the global movement of international students, the Report highlights following important observations:

i) There is a percentage-wise steady decline in the attraction of international students for USA for higher education, even though the
total number of international students enrolled in USA annually still continues to be largest among all countries.

ii) More and more students now prefer a neighboring country for higher education abroad for variety of reasons.

The Researcher strongly feels that India has tremendous potential to become a major hub of higher education for foreign students. A contributory Article by the Researcher published in the book under the title ‘Anthology on Quality in Higher Education’ discusses how this is possible in the near future (6, Wagh).

Entry of private partners in higher education in a big way during the last few decades is also a global phenomenon. The reasons for the privatization and its impact on future growth of higher education find prominent place in the UNESCO Report. There is a marked shift in the national philosophy on education. Higher education is no more treated as a service for ‘public good’; it is now a service for ‘private good’.

The Report has highlighted the emergence of national level mechanism for assessment, accreditation and promotion of education quality and the establishment of regional International Bodies for benchmarking of education quality are the major developments at the global level in the last 25-30 years. We find elaborate discussion on this issue in the Report. There are also some other issues which are discussed with critical analysis in the Report viz. shift in the focus of education, Open education etc. The Researcher feels that UNESCO Report on Higher Education – 2009 is a very comprehensive Report which will help in steering the future growth of higher education in the world for a long time.

2.2 National Commission Reports and Other Documents:

- Radhakrishnan Commission Report:

The most important national policy document that set the tone of the future development of higher education in India immediately after India’s independence was the University Education Commission Report -1948 which is popularly known as the Radhakrishnan Commission Report since Dr.Radhakrishnan was the Chairman of the Commission appointed by the Government of India (7, Radhakrishnan Report).
The Commission Report which is very comprehensive touches upon various important aspects of education and makes many recommendations for the all-round and healthy growth of higher education. It deals with a wide range of issues such as a) conventional education in arts and science b) professional education in engineering, medicine, law etc. c) post-graduate education and research d) value education e) nationalism, democratic values and social justice f) standard of quality in teaching, examinations and research g) women empowerment through education etc. The Report also emphasizes the importance of agriculture education, which is not receiving as much attention as it deserves even today more than 70 years after independence.

A few of the important recommendations made by the Commission are:

- **Creation of ‘Rural Universities:** This was a revolutionary recommendation showing deep concern of the Commission for the vast population (80%) of people living in villages. This recommendation is now being seriously considered by the central government though under different name. The universities are also giving priority under the provisions in their ‘Master Plans’ by identifying the neglected geographic regions.

- **Removal of disparities in admissions:** The Commission has emphasized the need for removal of disparities of various kinds viz. rural-urban, gender disparity, socio-economic etc.

- **Financing of higher education:** The Commission has stressed that funding higher education is primarily a government responsibility.

- **Value Education:** The importance of ‘value education’ is discussed in detail in the Report. The reference to universities as “Organs of Civilization” underlines the importance given in the Report to value education.

- **Flexibility in Education:** While the present education system is still largely rigid in nature, it is significant to note that Dr. Radhakrishnan Commission strongly advocated ‘flexibility’ in higher education way back in 1948. The Commission says: “The institutions of democracy must be flexible, capable of adaptation to the changing needs and conditions. We must make modifications whenever we feel that changes are necessary to realize more effectively the ends of individual
development and social welfare. The Commission says: *Educational systems are built for a time and not for all time.*

- **Removal of ‘compartments’ between different Disciplines:** The Commission is of the opinion that there should not be artificial division of the various disciplines such as natural sciences, social sciences, humanities etc. Students must have some basic minimum knowledge of subjects in different disciplines as per their individual interests even though they go for specialized knowledge in a particular subject at later stage.

We find that even today there are ‘opaque’ walls between various disciplines of study in almost all universities in India. This policy needs to be seriously reviewed by the national Authorities on higher education. Yash Pal Committee has strongly advocated the ‘Interdisciplinary Approach’ in higher education. The review of literature clearly shows that there is a global trend of the increasing interaction for teaching and research between the faculty members from different disciplines. The top ranking universities in the world have broken the barriers between various disciplines long time back. This has resulted into revolutionary research leading to rapid advances in science and technology. It is high time that the Indian universities adapt to the interdisciplinary approach in higher education. During the last couple of decades, some universities have introduced some interdisciplinary subjects and courses in their curricula at undergraduate and postgraduate level, which is a good sign.

Radhakrishnan Commission in 1948 had explicitly recommended that the undergraduate and post-graduate students should have freedom to choose a few subjects from other disciplines along with the subjects in his discipline of specialization. In the era of specialization or super-specialization in the higher education studies, basic minimum inputs on humanities, social sciences etc. to the students will certainly help in making them good citizens of the country. This is particularly important in case of students taking professional education. These students are observed to be more self-centric about their personal professional growth and show less concern on national and social issues. This issue was debated a few years back particularly in case of IIT graduates and some corrective measures were eventually taken in the restructuring of the curricula of IITs.
• **Equity and Access:** On the issue of equity and access, the Commission recommends that universities should offer teaching to the wide range of students irrespective of class, sex, caste or religion.

The Commission brought out attention to the disparities of different types in higher education on account of discrimination among the students on account of caste, religion, gender etc. The Commission suggested that the Government of India should take serious efforts to remove these disparities.

• **Quality of Education:** Another important issue touched upon in the Commission Report was the ‘quality of education’.

It is a general feeling among the people that education quality was very good at the time of India’s independence and for a few decades thereafter. This is the view expressed particularly by the senior citizens who had their education during the pre-independence period or the post-independence period of the next 10-20 years. The perception may be true to some extent in the comparative terms. But Radhakrishnan Commission Report had something different to say. It cautioned on the declining standards in education quality and expressed its serious concern in this regard. The Report says, “The universities have fallen short in many respects….. This is no cause for complacency. The marked deterioration of standards in teaching, examinations and increasing dissatisfaction with the conduct of University administration......are matters of great concern.”

We thus find that Radhakrishnan Commission Report not only discussed the problems of the Indian higher education system at that time but also suggested specific measures to solve them.

❖ **Kothari Commission Report:**

The Government of India took immediate steps with regard to implementation of the recommendations of the Radhakrishnan Commission Report (1948) after it was adapted. Most notable thing was the formulation of a new *Policy on the Development of Science* in India under the leadership of Prime Minister Jawaharlal Nehru. Consequently, the central government took some major steps for the development of science, technology and research. The establishment of five IITs in India during the period of about 10-12 years from 1950 onwards was a major development in the field of
higher education. These institutes soon achieved high reputation at the national and international level and since then have constantly provided large number of high quality professionals to the national and global market.

In the initial decades of the post-independence period, there was also a quantitative growth in higher education in terms of the number of universities, colleges, teachers and students. But for some such developments, the central government could not do much because of many factors such as: financial constraints, bureaucracy, lack of political will and piecemeal approach.

In the beginning of the 1960-70 decade, the Government of India decided to take a review of the educational system in India. A Commission was appointed by the government under the Chairmanship of Dr. D.S. Kothari. The Commission did exhaustive work to prepare its Report with an objective of restructuring the entire education system in India from primary to university level education and research. The Report submitted to the Government of India is commonly known as Kothari Commission Report comprising of three separate volumes. The first Volume is on education in general while Volume 3 is on higher education in India (8 and 9, Kothari Commission).


In the opinion of the Kothari Commission, the overall state of higher education in India in the 70’s was disappointing for variety of reasons even after the adoption of Radhakrishnan Committee Report in 1948 by the central government. The main reasons are: lack of enthusiasm and initiatives among the people concerned, failure of universities in giving academic leadership, complacency on account of past history. As a result, the
Committee felt that the universities have become only the ‘examining bodies’.

Some of the important recommendations of the Kothari Commission are: i) Introduction of ‘Work Experience’ and ‘Social Service’ ii) Establishing ‘Centres of Advanced Study’ iii) Establishing ‘Major Universities’ possessing potential to become universities of international standards iv) Grant of Autonomy to the colleges with high education quality and v) promotion of education and research in agriculture.

It is significant to note that the concept of ‘Clusters of Educational Centres’ was introduced for the first time by the Kothari Commission. As we are aware, UGC is now seriously working on implementation of this concept.

Based on the Kothari Commission Report, the Government of India introduced the new National Policy on Education in 1968 (10, National Policy on Education-1968). Many of the recommendations of Kothari Commission were duly incorporated in the same. The new Policy on Education laid down the guidelines and Programs of Action for the subsequent three Five Year Plans on Higher Education (4th, 5th and 6th). Accordingly, the government of India implemented some of the recommendations of the Kothari Commission in the subsequent years. The Government of India also decided to review every five years, the progress made and recommend guidelines for future development, which was indeed a good step.

It is unfortunate that many of the important recommendations of the Kothari Commission did not receive serious attention as they deserved. Some of the recommendations which are not recommended are: ‘Financing Higher Education’, ‘Autonomy’ to colleges with high academic standard, ‘Clusters of Colleges’.

Anticipating well the apathy of the government with regard to the ‘actions’ on the recommendations, Kothari Commission in its Foreword had said that “A report which is shelved or does not lead to actions is worse than no report because it leads to frustration by arousing hopes that remain unfulfilled”.

It is now more than 45 years since the time the Kothari Commission Report was accepted by the central government. But, we have not been able to
make much progress in higher education in respect of many issues except for the rapid quantitative growth to achieve high GER in student enrolment. But forgetting about what happened in the past, we can certainly draw many useful lessons for the future from the *Kothari Commission Report*. The researcher in his thesis has addressed many issues in his research work.

**National Policy on Education (1986):**

During the period of rapid globalization in all sectors of human activities in the closing decades of the 20th Century, higher education in India started experiencing strong impact of globalization. With a vision and dream of modern India in the upcoming 21st Century, Prime Minister Rajiv Gandhi in 1985 decided to take a fresh look at the status of higher education in India and took immediate steps in this regard. The Government of India soon came out with a draft Policy on Education under the title: *Challenges of Education: A Policy Perspective-1985*. The nation-wide debate on this draft policy finally resulted into the declaration of the new *National Policy on Education- 1986*. The task forces appointed by the central government for preparing the action plan submitted the ‘Program of Action - 1986 to the central government. Basic contents remaining the same, the National Policy on Education – 1986 was eventually modified in 1992 (11, National Policy on Education – 1992) followed by the Program of Action-1992 commonly referred to as POA-92. Good thing was that many of the recommendations of the new Policy on Education were implemented by the central government. The book by Dr.Powar has highlighted some of the good effects of the Policy on Education-1986 in financing the higher education (12, Powar).We find that -

i) The percentage expenditure on higher education as compared to the total public expenditure showed rise in the subsequent years after the implementation of National Policy on Education (1986) to around 13% as against around 10% earlier.

ii) There was also a marginal rise in the GDP share of education in general being little over 3.5% as compared to less than 2.5% previously.

*The most significant thing to be noted about the Policy on Education – 86 is that it really triggered off the process of ‘action-oriented’ implementation of the policy decisions on education all through the years thereafter.* The
The process of planning and execution became systematic with periodic reviews, clear statements on the expected outcome of policy decisions and the achievements, scientific studies of the achievements on the parameters of education useful for future planning and so on. This is being followed since then and has been quite beneficial.

Post-2000 Higher Education Reports:

The beginning of the new Millennium had great global impact. As stated earlier in this Chapter, the UNESCO Conference on Higher Education was organized in 1998 to prepare the countries of the world for higher education in the 21st century. Naturally, lot of national level initiatives were taken in India to address the long-standing issues related to Indian higher education. The initiatives included the constitution of various Commissions and Committees, organization of Conferences on higher education etc. A brief review of some of the important Reports submitted to the Government of India is given below.

National Knowledge Commission (NKC) Report:

The National Knowledge Commission (NKC) constituted by the Government of India in 2005 under the Chairmanship of Dr. Sam Pitroda submitted its Report in 2009. It took more than 3 years for the Commission to complete the daunting task it was assigned on number of issues of national concern such as: Right to Education, Health, Higher Education, Knowledge Creation, Vocational Education, Research, Industry Linkage etc. The Report submitted by the Commission is often referred to as NKC Report (13, NKC Report). However, the Researcher would like to concentrate on the major issues related to higher education only.

The main objectives before the Commission were i) Building excellence in education (Quality) ii) Creation of new knowledge in Science and Technology (Research) iii) Knowledge Application in Agriculture and Industry iv) Development of a nation-wide base of Information and Technology Network for promotion of effective and transparent governance and knowledge sharing for public benefit.

The recommendations in the NKC Report are really ambitious. The Researcher would like to briefly summarize them here : i) Creation of 1500
universities by 2015  ii) Restructuring of the present affiliating system of colleges iii) Establishment of ‘Community Colleges’ providing 2-year vocational education as well as 3-year conventional degree education to the needy students iv) Credit-based system of higher education as in case of reputed universities in the world iv) Encouragement to the talented students for careers in Mathematics and Science v) Special drive for increasing the production of ‘Quality Ph.D.’s vi) Promotion of ‘Open’ Education through the broad based ICT Infrastructure to be built across the country vii) Establishment of National Knowledge Network with easy access to all universities, colleges and other higher education institutes viii) Promotion of greater autonomy to higher education institutes ix) Setting up of a ‘single’ National and Independent Regulatory Authority on Higher Education and x) Promoting Private Accrediting Agencies for academic accreditation of universities and colleges xi) Encouragement to Private Education Providers for educational activities to reach the high GER national target of enrolment of eligible youth in higher education.

Overview on NKC Report:

It must be admitted that the NKC Report had a great influence on the higher education growth in India. The number of universities in India is definitely on the rise but not at the rate proposed in the NKC Report. Same is the case with the establishment of ‘Community Colleges’ which is relatively a new concept suggested in the NKC Report. As regards the quality assessment, the accreditation of higher education institutes at present is only through the National Regulatory Authorities such as NAAC, NBA. The recommendation of the National Knowledge Commission to promote and permit Private Accreditation Agencies may not receive favourable attention by the National Bodies on higher education but if this recommendation is accepted, it is likely to induce healthy competition among the higher education institutes for improvement of education quality.

The financial demands from the central government as envisaged in the NKC Report are huge. Therefore, it is difficult to tell whether the NKC Report will be fully accepted by the central government but the submission of the Report itself has certainly accelerated the quantitative growth of higher education to some extent. The improvement of education quality is, however, still a big question mark.
1) Yash Pal Committee Report (2009):

The Yash Pal Committee Report under the title ‘Renovation and Rejuvenation of Higher Education’ has drawn attention on various drawbacks and unhealthy practices in the Indian higher education system and made number of recommendations to the central government for improvement in the present system (14, Yash Pal). Some of the serious drawbacks highlighted in the Indian Higher Education System are: i) Deterioration of education quality ii) Lack of relationship of the ‘world of knowledge’ with the ‘world of work’ iii) Absence of ‘Inter-disciplinary’ approach in the curriculum design iv) ‘Over-size’ of many universities and their inefficient and bureaucratic working v) Mushroom growth of colleges and universities vi) Working of IITs and IIMs almost in isolation with other higher education institutes and the society at large vii) Profit-oriented functioning and poor quality of education in most of the Deemed Universities viii) Too many National Regulatory Bodies on higher education.

Yash Pal Committee has tried to get rid of the drawbacks and evils in the present higher education system. In this regard, the Committee has made number of recommendations which are summarized below:

Quality and Curriculum: i) Application-oriented education ii) Adoption of Inter-Disciplinary Approach in education and research iii) Inclusion of the subjects on humanities, social sciences etc. in IITs, IIMs and other national institutes of importance iv) No ‘single’ discipline universities v) Equal focus on teaching and research in universities vi) Running of the undergraduate programs on the university campuses vii) Mandatory requirement for all higher education institutes to get accredited through the National Authority.

Access and Equity: i) No discrimination among the students on account of caste, gender, economic status and such other factors. ii) Permission to all types of universities in higher education viz. central, state and private and iii) Public-Private Partnership (PPP) in higher education.

Affiliating System and Autonomy to Colleges: i) Optimum size of every university in terms number of affiliated colleges ii) Splitting of bigger universities into smaller universities iii) Grant of the status of ‘University’ or ‘Autonomous College’ to select colleges with high academic standing iv) Promotion of the ‘Clusters of Colleges Scheme’ iv) Putting the present
practice of granting ‘Deemed University’ status ‘on hold’ for some time till the performance of the existing Deemed universities is reviewed.

**Governance of Universities:**  
i) University Governance through Professional Management Agencies only  
ii) Only the academic administration be left to the academic people  
iii) Minimal representation of government authorities in the university governance to avoid interference by the government authorities in the working of higher education institutes.

**Government Funding of the Higher Education Institutes:**  
i) State universities should get the share of national funds on par with central universities, which is not so at present  
ii) Tapping of additional sources of funds for the universities and colleges through philanthropy and alumni association.

**Foreign Universities:**  
i) Only the top foreign universities should be permitted to establish their Campuses in India.  
ii) Professors of international repute should be invited for academic assignments in Indian universities on flexible terms.

The most important recommendation made by the Yash Pal Committee is the replacement of all the existing National Authorities on higher education for different disciplines with a single National Body under the title: ‘National Council for Higher Education and Research (NCHER).

**Overview of the Yash Pal Committee Report:**

It may be said that Yash Pal Committee Report received wide attention from the academia as well as the general public. The ground realities of the poor state of higher education in India have been brought out well in the Report. However, many of the recommendations of the Committee are good in principle but difficult to practice. No practical solutions are suggested to most of the problems. There are serious objections to some of the recommendations by the academia and eminent persons from other fields. It is good to say that education should be holistic in nature which gives freedom to students to select some subjects from other disciplines apart from the discipline of their specialization. But then how do we produce highly trained professional graduates in specialized branches of engineering and other fields to meet the industry demand? So this recommendation has
to be incorporated in the curriculum with appropriate balance between the branch of the specialization and subjects in other disciplines. It is also accepted that at present there are too many Regulatory Bodies for professional education in engineering, medicine, dentistry etc. The serious question is whether the establishment of a single Regulatory Body viz. NCHER will eliminate all the known evils in the system.

It is significant to note that the legislative Bill on the Yash Pal Committee Report presented in the year 2009 is still pending before the Parliament for the government sanction for the last 5 years or so.

**2) Kakodkar Committee Report:**

IITs in India have played a major role in producing high quality graduates, post-graduates and Ph.D. holders every year. These IITs have certainly created their impressive mark at the international level for high quality of education and research. The IIT graduates who are scattered all over the world have made significant contribution to the economic development of India and the world as a whole. Even then it was being felt that the performance of IITs in India is far below the expectations particularly with regard to the ‘quality and quantity’ of research and that their performance is far below their potential capacity. A Committee was, therefore, constituted by the Ministry of Human Resource and Development, Government of India with Dr. Anil Kakodkar as the Chairman to look into the present status of IITs in India and make recommendations on education and research to raise their standard to the level of the world’s best institutes. The Committee submitted its Report to the government in April 2011 (15, Kakodkar).

Since IITs are important part of our higher education system, it is worthwhile to briefly state here the major recommendations of the Kakodkar Committee Report. They are: i) to raise the production of Ph.D. graduates from the present meagre 1000 to at least 10000 per annum ii) Each IIT should identify 3-4 specialized fields of their known strength for high quality research comparable to that of the standard of the top universities in the world iii) to establish Research Parks with industry linkage at each IIT iv) to undertake Major Research Projects involving top level researchers of the institute and other IITs from different disciplines to carry out research in the frontline areas of national significance.
It is to be noted that the Committee has given a detail plan of the faculty requirement, production of high quality Ph.D’s, attracting talented young students to IITs, interaction with neighbouring collegiate institutes etc. The Researcher is of the opinion that if the central government implements these recommendations in a time-bound manner, it will definitely help in building a big pool of top quality scientists, technocrats and professionals in various professional fields.

3) FICCI Summit (2012) Report on ‘Indian Higher Education - Quest for Quality:

The organization of the Higher Education Summit by the Federation of Indian Chambers of Commerce and Industry (FICCI) in 2012 was another important development in Indian higher education. The FICCI Summit on “Indian Higher Education: Quest for Quality” was aimed at devising the strategies for quality improvement in higher education mainly from the perspective of the private sector, a dominant player in the Indian higher education. The outcome of the deliberations during the Summit came out in the form of two important Reports: i) FICCI Higher Education Summit 2012, ”Higher Education India: Quest for Excellence (16, FICCI Report-2012) and ii) The Report - Higher Education in India: Twelfth Five Year Plan (2012-17) and Beyond (17, Higher Education in India). The first Report gives specific recommendations on the higher education development to the Planning Commission of India. The second Report highlights the poor quality in education in India and lack of job-skills training to the undergraduate students. The second Report thus brings “Quality of Education” once again at the centre stage of higher education. As per the findings of this Report, there is no significant improvement in the quality of education in spite of the 9-fold increase in the public funding to higher education during the 11th Five Year Plan. The Quantitative information in the Report on various parameters of higher education growth both in the public sector and the private sector is presented in an excellent manner in the form of Tables and Charts. It is, therefore, no surprise that the Report has been of great help in the planning and implementation of the quality practices of the 12th Five Year Plan, which is already on. Six thrust areas that are marked as the major challenges before Indian higher education are: Expansion, Equity, Excellence, Governance,
Funding and Implementation. The Report gives several key initiatives in an elaborative manner to successfully face these challenges.

4) Thyagarajan Committee Report:

Any research work on quality and quantity in Indian higher education will be incomplete without reference to the Thyagarajan Committee Report on “Reforms in Affiliating System”. As we know, the universities have become ‘over-size’ on account of unmanageable number of affiliating colleges under their jurisdiction. This has adversely affected the education quality in higher education institutes. There was an urgent need to address this serious problem at the national level. This was done by the University Grants Commission in 2008 by constituting a Committee with Dr. Thyagarajan as the Chairman. Thyagarajan Committee’s task was mainly two-fold: i) To suggest alternative models for the existing affiliating system and ii) To suggest on how to bring about good governance in the affiliated colleges allowing them greater autonomy linked with accountability, because the present affiliating system may not be abolished altogether straightaway.

After comprehensive study and analysis of the existing ‘Affiliating System’, the Committee came out with number of recommendations and also gave the ‘Plan of Action’ to implement the same. Major recommendations of the Thyagarajan Committee Report are: i) Not more than 100 colleges affiliated to any university ii) Grant of the status of ‘universities’ to colleges with Potential for Excellence and ‘Autonomous’ colleges with NAAC ‘A’ Grade iii) Splitting of the existing big universities with large number of affiliated colleges into smaller universities iv) Establishing new universities in the districts where there are no universities at present v) Promoting the ‘Cluster of Colleges System’ as suggested by the Kothari Commission. Such ‘Cluster Colleges’ should be granted the ‘university’ status. vi) Universities with affiliated colleges spread over large geographic area should open their ‘Campuses’ at suitable places in different regions.

The Recommendations of Thyagarajan Committee are really good. If they are seriously implemented, there is no doubt that there will be lot of improvement in the educational standards and academic administration. The UGC is currently trying to take the follow-up actions on the Report. But there are many hurdles on the way because of the government bureaucracy, lack
of political will and budgetary constraints. So Thyagarajan Committee Report may also face the same fate as that of other Committees Reports. Some recommendations may, however, be implemented in the piecemeal manner. Experience of such half-hearted approaches in the past has never been good.

5) RashtriyaUchhatarShikshaAbhiyan (RUSA):

Rashtriya Uchhatar ShikshaAbhiyan (RUSA) is another major initiative taken in 2013 by the Government of India through the Ministry of Human Resource Development (18, RUSA). The broad objectives of RUSA are the same as those of the Commissions or Committees appointed earlier. However, RUSA is distinctly different in some important aspects. The operational mechanism of the central funding of the universities and colleges in the various States of India is quite different from the existing one. RUSA proposes that the central funding will be through the State Councils of Higher Education. So it will be obligatory for every State to have such a Council. If such a State Council is not in existence, the concerned States will have to establish the same immediately. The amount of the central funds will be ‘performance-based’ and the criteria for assessment would be the performance in equity, access and excellence in education. The State Councils on Higher Education will have to submit their Development Plans on higher education to the central government for getting the financial grants from the central government.

Initially, the RUSA Scheme will cover two Five Year Plan Periods (XII and XIII). The financial burden of the higher education development will be shared by the Central Government and the State Governments in a ratio as stated in RUSA document. The Centre-State funding will be in the ratio 90:10 in case of North Eastern States, Sikkim, Jammu and Kashmir, Himachal Pradesh and Uttarakhand and 65:35 for the other States and Union Territories.

As we know, we are already in the middle of the 12th Plan Period and RUSA is still not in operation for the want of the approval of the central government, let apart the subsequent actions by the State Governments. Therefore, it may be said that the RUSA document is effectively in a ‘cold storage’ at the central government level.
6) Reports on Higher Education in Maharashtra:

There are two important Reports related to higher education in Maharashtra viz. i) Takwale Committee Report and ii) Nigavekar Committee Report. The first Report is on the division of universities in Maharashtra and the second one is on the proposed New Maharashtra Universities Act which will be common for all public universities in Maharashtra. The Researcher feels that it is necessary to briefly discuss these Reports here.

- Takwale Committee Report:

A major development with regard to higher education in Maharashtra in recent years was the appointment of a Committee headed by Dr. Ram Takwale for division of the existing large universities in Maharashtra and reorganization of higher education in order i) to enhance the quality of education ii) to raise the employability of students and iii) to create wealth for the State and the society. The Report was submitted to the Maharashtra Government in August 2011 (19, Takwale). It is significant to note that Takwale Committee has gone much beyond the main objective of mere division of universities into smaller universities. It has given lot of thought to provide the 21st century education which is a good mix of both the conventional education imparted in the ‘face to face’ mode on college and university campuses and the ‘open’ education available in the ‘distance mode’ through the Open universities and Distance Education Provider Institutes.

The recommendations in the Takwale Committee Report appear to be revolutionary in nature with innovative reforms in education delivery. In fact, the Committee calls the reforms as Radical Reconstruction in Higher Education. The education as suggested will be ‘learner-centric’ with focus on Capacity Building, Capability Building and Co-Creation Building of students. The Committee has tried to bring in the Gandhian Philosophy on education in the proposed scheme of higher education viz. i) ‘work-centric’ education which is a combination of learning, work experience and technology development and ii) ‘life-centric’ education for the development of self and the society.

The Committee in its Report has discussed in an elaborate manner various issues like the division of existing big universities in Maharashtra, the
Government level structure of the Management of Higher Education in the State, operative mechanism, requirement of funds for reorganization of higher education system, autonomy in the working of the universities. The Committee in its Report has suggested a new state level authority on higher education viz. *Maharashtra State Council for Higher Education and Development (MAHED)*.

As per the recommendations of the Committee, the big universities will have ‘District Level Sub-Campuses of the university. Such universities will not be separated into smaller universities as was expected when the Committee was appointed. The Committee has recommended active involvement and support of the Maharashtra Knowledge Corporation Ltd (MKCL) in the ‘open’ education activities of the universities and colleges in Maharashtra.

Takwale Committee Report is pending before the State Government of Maharashtra since its submission in 2011. One really doesn’t know as to whether and when the Committee Report will be accepted by the government because of the varied opinions from the academia, politicians in the government and the general public about the viability of the new structure of higher education in Maharashtra.

**Nigavekar Committee Report:**

The main task of the Committee appointed under the Chairmanship of Dr. Nigavekar was to prepare the draft of a new University Act for good governance and management of Public Universities in Maharashtra with necessary provisions for planning, coordination, control, supervision, financing and development of higher education in Maharashtra. As we know, each of the Public Universities in Maharashtra at present has the University Act of its own. This has been so since the establishment of these universities and has created innumerable number of problems for the State Administration on Higher Education and the universities as well.

Nigavekar Committee submitted its Report in 2011 along with the draft of the new Act called “*The Maharashtra Public Universities Act, 2011*” (20, Nigavekar). The draft of the new Act is a comprehensive document which touches upon various issues related to higher education in reasonable details so that the New Act as and when it becomes operative will enable the government for the effective governance and smooth functioning of all the
public universities in Maharashtra. The draft of the New Act covers issues like Administrative Authorities at various levels, admissions, examinations, fees in aided and non-aided institutes, faculty qualifications and appointments, education and research, autonomy, job-skills development etc.

Some of the innovative and important recommendations in the new Act which draw public attention are: i) Introduction of ‘Credit System’ in undergraduate education ii) Flexibility of allowing the students to take Courses of Study from two different universities and thereby, get a joint degree of the two universities iii) Concept of ‘Empowered Autonomous Colleges’ or ‘Clusters of Institutions’ managed by Private Education Societies iv) Establishment of Finance Corporation for State Funding for colleges and universities and v) Creation of ‘Skills Development Colleges’.

Nigavekar Committee Report is also pending in the form of a Bill before the Legislative Assembly of Maharashtra State and awaiting the government approval. It is difficult to say as to when the New Maharashtra Public Universities Act, 2011 will be passed by the Maharashtra government. Unfortunately, this is the kind of situation at the State level and National Level with regard to the various Committee Reports on higher Education. It is a frustrating experience for those who have a sincere will and energy to take higher education on a progressive path in terms of both quality and quantity.

7) **Review of Literature from Books:**

The Researcher referred to literature from selected books by a few renowned educationists from India who have made valuable contribution in the development of higher education in India. The books by Dr.K.B.Powar (12, 21) and Dr.J.P.Naik (22, Naik) give lot of valuable information on various issues related to higher education development since India’s independence. The information in the form of statistical figures and the analysis of the same by Dr.Powar (12, Powar) has been quite useful to the Researcher to develop broad understanding of the problems of higher education in India at micro as well as macro level and thereby crystalize his own views on the topic of research. The writings by Professor Ram Takwale based on his published talks and articles are also enlightening particularly with regard to Open Education in India. One is able to clearly visualize the changing trends in
higher education due to the ‘open’ education which is fast becoming a strong new partner in higher education development along with the traditional education.

The Researcher also referred to lot of literature available on the web sites of National Bodies like NAAC, UGC etc. Many research papers, critical reviews in the national and international periodicals available on websites were also referred. The Researcher would like to make a special mention of the book ‘The Innovative University’ by Eyring and Christensen on ‘Open’ education which received wide readership at the international level (23, Eyring). This book gives good account of how the ‘open’ education came up on the world scene of higher education and created a sort of revolution. The literature review on ‘Open’ education has greatly helped the Researcher to develop his own thinking on balancing the traditional education and the open education for healthy and targeted growth of higher education in India during the next few decades.

2.3 Research Gaps:

The Review of Literature has clearly revealed that the problems faced by the Indian Higher Education System from the time of India’s independence with respect to the Management of Quantity and Quality still continue. The progress with regard to solving them has been very slow. On the contrary, the magnitude of the problems has increased over the years due to the unprecedented quantitative growth of higher education in India. The Management of the Indian Higher Education System has been largely without planning and control. How to bring about significant improvement in the same is a major challenge before the country. In the present thesis, the Researcher has dealt with the issues of management of higher education to face these challenges effectively.

The basic aim of the review of literature was to refer to the relevant literature from the various sources and identify the Research Gaps. It is to be noted that the topic chosen for the research work is quite broad in nature viz. Study of the Challenges of the Management of Quality and Quantity in the Fast Growing Higher Education Sector in India. The Researcher had, therefore, to refer to the literature on a wide range of issues connected with the Management of Quality and Quantity in Higher Education. Every item of
literature referred to during this review was obviously on one or some selected issues related to the Indian Higher Education System. The Researcher also found that the inputs to the subject of research came mainly through the Reports of the Commissions and Committees appointed by the Central Government, International Bodies, National Bodies on Higher Education and the State Government of Maharashtra. He searched out for the other sources of literature which treated the issues and questions related to higher education in India in a wholesome manner. He also went through some websites and local libraries for the doctoral theses on the subject of research also but the efforts to get useful literature were without much of the success.

The Researcher, therefore, sincerely feels that apparently no comprehensive research work has been done on the subject of the Management of Quality and Quantity in Indian Higher Education. The work carried out by the Researcher is a modest effort to come out with a document in the form of Ph.D. thesis giving detail analysis of the issues and problems involved in order to give the recommendations in a collective manner in the concluding part of the thesis to successfully face the challenges of the Management of Quality and Quantity in the Indian Higher Education. He sincerely feels that these recommendations will be quite helpful to the Authorities of Higher Education at various levels to take a few steps forward in their task. The Researcher would also like to state here that for the Mega-Systems of Indian Higher Education which is the 3rd largest in the world, there cannot be one single way of dealing with the problems. Other thinkers on the subject may come out with alternative and supplementary solutions.

In view of the above discussion, a brief summary of the major issues identified during the review of literature is given below. Detail discussion on these issues based on the research study is given in the following Chapters.

1) Management of Quality of Higher Education:

The Researcher found that various factors which are involved in the Management of Quality of Higher Education Institutes which affect the education quality are: i) Structure of Higher Education System ii) Neglect of Basic Sciences, Humanities and Social Sciences iii) Neglect of Value Education iv) Employability of our graduates and post-graduates v) Teaching and
Research vi) Infrastructure facilities vii) Lack of appropriate policies and decisions on Affiliating System and Autonomy vii) Open Education etc.

Detail research study has been done on Management of Education Quality by addressing all the above issues.

2) Management of Assessment of Education Quality:

There is no doubt that high quality of education is extremely important in the higher education system. However, equally important is the effective national mechanism for the academic assessment and accreditation of the higher education institutes. Only then it is possible to know the areas of weaknesses and strengths of the institutes to enable the Authorities at various levels to take appropriate actions for the constant improvement in the education quality. Such formal mechanism was not in existence in India till 1993. Till then the quality of education of higher education institutes was mainly perception-based. The importance of such mechanism was realised at the national level for the first time during the decade after 1980. It finally resulted in the establishment of National Assessment and Accreditation Council (NAAC) in 1993.

NAAC has been leading the Quality Movement in India for the last two decades. Based on the feedback on the NAAC’s Quality Assessment gathered from the literature and the experiences of the stakeholders, the Researcher felt it necessary to review the current methodology of academic assessment and accreditation of NAAC through the research study and find out how the methodology can be made ‘objective’ to the extent possible or whether one has to go for a different approach altogether. This has been done as a part of the research work.

3) Gaps in the Management of Quantity in Higher Education:

As a result of the review of literature, it was found that the Management of Quantitative Growth of higher education in India over the years since India’s independence has been without much of the planning. Therefore, there were many lacunas in the same. Detail research study through the review of literature brought out the gaps in the Management of the quantitative growth. Some of the important factors which have adversely affected the
quantitative growth are stated in brief here: i) *In-action, delayed action or half-hearted action* on the Commission and Committee Reports by the Government. Thyagarajan Committee Report, Yash Pal Committee Report and National Knowledge Commission Report by Sam Pitroda are some of the recent examples on the in-action at the national level. Takwale Committee Report and Nigavekar Committee Report may be cited as examples of the in-action by the Maharashtra Government ii) *Lack of coordination between the central government and the state governments* iii) *Lack of effective Management Policies on Financing of Higher Education, Access and Equity, Privatization, internationalization, Entry of Foreign Universities in India* iv) *No coordination between the traditional education system and the Open Education System.*

The Researcher has addressed all the above issues in his research work.

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