CHAPTER - IV

PUBLIC POLICY FORMULATION
ROLE OF DIFFERENT AGENCIES
Public policy making is the principal function of the state. Since its formulation is a complex and dynamic process, no theoretical model is adequate to explain the policy formulation totally. According to Vehezkel Dror, public policy making is a complex, dynamic process whose components make different contributions to it. It decides major guidelines for action directed at the future, mainly by the governmental organs. These guidelines formally aim at achieving what is in the public interest by the best possible means. Public policy can be authoritative allocation of values by the political system, a slight variation from the previous or existing policy, equilibrium reached out of the competing group struggle, a rational choice or the preference of the governing elite. It can also be a combination of these processes. In policy formulation, various agencies participate directly or indirectly. The role of the governmental agencies is direct while the role of the non-governmental agencies is indirect. Some of the agencies which take part in policy formulation are legislature, cabinet, state governments, civil servants, judiciary, boards and commissions, mass media, political parties, pressure groups, and public. It is essential to examine the role of these agencies in the formulation of an educational policy in India.

Legislature:

In a democratic form of government, the role of the legislature as the prime policy making body is significant. Since it is the representative body, it deliberates on various issues and formulates the policies. Yet, it is now widely accepted that the power of the legislature is more real in a constitutional sense than in terms of practical politics. Legislatures in the 20th century have declined in power in relation to the executive despite the fact that they still have many functions. It is now regarded as a constitutional procedural device for legitimizing the policies and decisions of government, rather than as an independent policy making unit. The members of the ruling party, having the majority, push through various policy initiatives, which are formulated by the Cabinet, having planned within the respective ministries after consultation with affected interests or concerned communities. It is observed that there is a high level of centralization of policy initiative and policymaking, at least so far as major policy initiatives are concerned, and what is more, nearly all the functionaries and institutions involved in policymaking have implicitly accepted the role of the Prime Minister. The New Educational Policy, approved by the parliament in 1986 Budget Session, is the Prime Minister's handwork and so is the policy of liberalisation. Similarly, in case of the education policy, the basic framework
of policy is formulated by the administrators, further strengthened by the union Education Ministry sent for the consideration of the Cabinet and finally for the approval of the legislature. Thus, the initiative does not emanate from the legislature.

Cabinet:

In the democratic form of government, it is the constitutional task of the Cabinet to decide the policies which are to be placed before the legislature for its sanction. Members of the Cabinet are the immediate and proximate policy makers. Within the Cabinet it is said that the power of the Prime Minister in recent times has increased. It is also stated that the Prime Minister exerts strong influence over policy decisions if he has the majority support of members of the union legislature. Same is the case with the Chief Minister at the state level. The Cabinet and the Cabinet Committees play only an advisory and deliberative role while the real decisions are taken by the Prime Minister himself.

The Union Cabinet endorsed the "Challenge of Education A Policy Perspective" a status paper meant to provide the basis for the formulation of the "National Policy on Education 1986" (NPE 1986). It is worth mentioning here that the initiative for the formulation of the NPE 1986 was taken by the then Prime Minister, himself, although he was not holding the portfolio of education.

State Governments:

In a federal polity like ours the Union Government and the State Governments participate in policy making. The State Governments formulate policies and make laws on items mentioned in the state and concurrent lists. At the state level, the state legislature and council of ministers under the leadership of the Chief Minister and other advisory bodies participate in the formulation of policies. However, in most of the federations the role of the state governments got reduced to the minimum owing to various domestic and international political and economic factors. S.R. Maheshwari observed that since the financial resources are concentrated in the Central Government, the states have necessarily to look to the center for funds. It is axiomatic, according to the centers mode of thinking, that one who provides money also exercise control and the states are thus made to look to the center more and more, especially since the adoption of the socio-economic planning in the fifties.
In India, also, education which was originally in the states list was transferred to the concurrent list through the Constitutional amendment. This enhanced the dominant role of the Union Government.

**Boards and commissions: (Permanent)**

Various boards and commissions attached to different ministries like the Railway Board, the University Grants Commission (UGC), and the Union Public Service Commission (UPSC) assists the respective ministries or the cabinet as a whole in policy formulation when public policy is not in its final stage.

**Commissions or Expert Committees: (Ad hoc)**

Apart from Boards and Commissions, which are permanent in nature, the government also constitutes ad hoc expert committees or commissions to seek recommendations regarding administrative reforms and policy initiatives. For example, in the field of education, the Government of India constituted the University Education Commission under the chairmanship of Dr. S. Radhakrishnan and the Secondary Education Commission under the chairmanship of Sri L.S. Mudhuliar and the Indian Education Commission, under the chairmanship of Sri D.S. Kothari. The recommendations of these commissions in the field of education provided the basis for various policy initiatives by the government. Notable among the policy initiatives was the NPE-1968. It was almost a precedent in the field of education to formulate the policies based on the recommendations of the commission. The only exception is the formulation of National policy on education 1986, which was formulated after a public debate on the status paper 'Challenge of Education - A policy Perspective 1985' by the government itself. The formulation of the NPE-1986 was shouldered by the union Education Ministry.

**Bureaucracy:**

Public servants at the top management level assist the ministers in policy making. They are recruited, in theory, to serve ministers by carrying out their decisions. Yet, in reality, they exercise much more power in the making of public policies than the formal description of their responsibilities suggest. The administrator who is concerned with the ends and not merely with the means, is called upon increasingly to provide the rational
elements in policy process\(^{17}\). The administrator’s role in policy making is to clarify the choices open to politicians and to anticipate their consequences. The bureaucracy, in the developing countries, plays a dominant role in policy making, because of the underdeveloped nature of the political system\(^{18}\). Administrators, both specialists as well as generalists, are part and parcel of various policy making bodies like the Union Education Ministry, the Planning Commission, the UCC and other expert bodies. One can notice the fact that in the case of formulation of the NPE 1986 also, the bureaucracy played an important role because of the non-constitution of a full fledged commission. It is noticed that policy (in general) is being increasingly made at the level of the Prime Minister’s office. When the latter takes the initiative in an area, other bodies become merely ratificatory organs and many among them have been forced to remain idle as a result\(^{19}\).

**Judiciary :**

The Judiciary is also regarded as an important agency in the policy making process. In the United States and India, constitutions entitle the Supreme Courts to exercise judicial review. Policies in many areas have been influenced by judicial decisions\(^{20}\).

**Mass Media :**

In an ideal situation, mass media is an important means of communication between the citizen and the government, and so helps in shaping their reactions to each other’s decisions. It communicates information to the citizens about the decision of the government. On the other hand, the media helps the public to articulate their demands and communicates them in political terms. It is a source of information for the government on the public reactions to contemporary problems and issues\(^{21}\). In the context of formulation of the NPE 1986 also, mass media specifically print media, i.e., newspapers played a significant role.

**Political Parties :**

Political parties are an important part of the machinery for policy-making. The party system is itself a source of policy making in many democracies, especially the Western ones. But no such claim can be made in the Indian context. Political parties, including the Indian National Congress, have no recognizable organ within themselves to undertake systematic investigations and researches to formulate, in coherent terms, policy alternatives,
and strategies for adoption. They generally present their programmes, goals, values and policies to the people with a view to gain their support. Since the government is formed by the leaders of the political party with a majority of seats in the legislature, the party leadership engages in the formulation of public policy. The political parties also provide a mechanism through which people can participate in public activities which is supposed to influence the policy making. One determinant of public policy is thus the election manifesto of a political party. In the context of formulation of the NPE 1986, the political parties and their affiliate front organizations like students and teachers organizations participated in the debate on the proposed policy and expressed their views on different aspects of education.

Pressure Groups:

Organized groups or association of workers, farmers, teachers, students, traders, civil rights groups, environmental action groups and other non governmental organizations articulate their demands through various channels. Influential groups pressurize and adopt lobbying techniques to influence the policy decisions.

Public Opinion:

Democracy is defined as the government by public opinion. Popular response to government policies provides input in policy making. Public participation also helps in effective implementation of the policies. Peoples participation is a sin-qua non for the success of government policies, which is even more so in the case of education. Since the public is not a homogeneous unit, the concerned public actually responds to the specific policy initiatives. In the context of formulation of the NPE the concerned public i.e. parents, academic administrators, academicians, students, students’ and teachers’ organizations expressed their views.

Yehezkel Dror says that planning and policy making are closely interrelated. Planning is also a species of decision making and often overlaps policy-making. Planning is a major means of policy making characterized by being relatively more structured, explicit and systematic and by presuming to be more rational.

Policy initiatives of the government are in response to the priorities set by planning. The formulation of the educational policies like NPE 1968 and NPE 1986 are the direct
responses of the planning or development strategy adopted by the government at that time.

With the advent of Independence, the policy makers felt the necessity of accelerating socio-economic change and ensuring balanced economic development of different regions. Item No. 20 of concurrent list deals with socio-economic planning. It implies that the planning process is the same both at the union and state levels. But the responsibility of preparing a national plan and providing guidelines for the preparation of state plans lies with the planning commission. The Planning Commission is an agency created by an executive order of the Central Government and functions under the control of central government, with Prime Minister as its chairman. Owing to the federal framework of polity and the necessity of involving state governments in plan formulation, the creation of state planning boards are also suggested. In fact, the National Development Council which approves the five year plans provides representation to state government and thus symbolizes the spirit of co-operative federalism.

Educational planning is a sectoral exercise. It comes into the picture only when a broad range of decisions at the macro level are taken. Educational planning will be done by the education division of the planning commission. It works in close collaboration with various central ministers like the Ministry of Human Resources Development (MHRD), the Ministry of Agriculture, the Ministry of Health, the Ministry of Science and Technology and the Ministry of Law and also with the state governments. It should be remembered that MHRD is not the sole ministry which looks after education. The various above mentioned ministries and their affiliated research agencies or field agencies are also involved in educational administration at the central level. At the central level, a national plan of educational development is prepared which contains two parts firstly, a central plan which deals with direct responsibilities to the union government, and; secondly, an integrated summary of state plans of educational development. The higher educational planning and administration is further looked after by the agencies like UGC, All India Council for Technical Education (AICTE), Council for Scientific and Industrial Research (CSIR), Indian Council for Agricultural Research (ICAR), Indian Council for Social Sciences Research (ICSSR) etc. The central government is also assisted by research bodies like the National Institute of Educational Planning and Administration (NIEPA), National Council for Educational Research and Training (NCERT) and autonomous agencies like Navodaya Vidyalaya Samithi (NVS) and Central Board of
Secondary Education (CBSE). Because of the involvement of numerous agencies apart from the educational division of Planning Commission and MHRD in the field of higher education at the union level, it is suggested to have a national body to co-ordinate the working of different agencies in the field of higher education.\(^{32}\)

The MHRD, the educational division of the Planning Commission along with different ministries are involved in planning of higher education in the central sector. Simultaneously at the state level, the state education department, prepares a detailed educational plan within the allocation of funds indicated by the state planning department. The draft educational plans of the central and states are discussed in the education division of the planning commission which is assisted by the panel on education. They are put together to form the draft plan of educational development.\(^{33}\)

The criticism is in spite of the pronouncements in favour of decentralized planning, the plan formulation is top-down. The machinery at the central level has strong ministerial component and acquired political complexion, while very few states have state planning boards, machinery at the state level lacks professional expertise. Plan formulation at the state level is routine and mechanical because the guidelines are already stipulated by the planning commission and financial allocation is remarked by the state planning board. The state governments have a lesser role in the field of higher education because the UGC provides guidelines to universities and universities also prepare their own annual plans, based on the finances available to them from the state governments and UGC. Similar to the arrangements at the union level, various ministers like Technical Education, Agriculture with their respective field agencies, the secretariat, directorate and Inspectorate constitute the administrative apparatus of education at the state level.

Educational Administration at the Union Level:

The union government plays a significant role in policy formulation, educational planning and administration. The ministries involved in these tasks at MHRD, Ministries of Agriculture, Health, Law and Science & Technology. There are few advisory and deliberative bodies at the national level like Central Advisory Board of Education (CABE), National Development Council (NDC), Education Ministers Conference, etc. which bring union state co-ordination in policy formulation. There are expert bodies like Association of Indian Universities (AIU), Nice- Chancellors Conference etc. which provides ice to MHRD or the union government regarding new policy initiatives. Various agencies at
the national level like UGC, AICTE, CSIR, ICAR, All India Medical Council, ICMR, Bar Council, ICSSR, NVS, CBSE, NCERT, NIEPA, research agencies attached to different ministries (some of them are autonomous) also play a pivotal role in educational management. Now the union government, primarily through the MHRD is playing a pivotal role at national level in spearheading policy formulation, implementation rather than mere extending central assistance and leaving implementation to the states. It is trying to integrate different levels and spheres of education with conceptual, structural and functional linkages established among advisory bodies and national level institutions. This direct role, it is argued, will not erode the state government initiative but only reflects the greater commitment of the union government for reorganizing the educational system as a catalyst for national transformation which is a product of the contemporary national environment rather than a desire on the part of the union government to lead.

The then Prime Minister, Mr. Rajiv Gandhi, justified it as a meaningful partnership, not infringing the rights and autonomy of the states. The role of different agencies in educational policy formulation and management is described in the following pages.

Central Advisory Board of Education (CABE):

The proximate nature of the central government's efforts to formulate and implement National Educational Policy by coordinating federal units, can be illustrated by the activities of the CABE in a few notable policy areas. The CABE was established under the British Raj in 1920 to bring about union state co-ordination in education. The idea that there should be a CABE, was first put forward by the Calcutta University Commission (1917-1919) which felt that the Government of India could perform an invaluable function by defining the general aims of educational policy, by giving advice and assistance to local governments and to universities. In view of the widespread demand throughout the country, in the context of formulation of New Education Policy for more effective role of the central & state governments as well as other agencies which can contribute to educational progress, Government of India reconstituted and redefined the role of CABE. The Government of India revived and reorganized the CABE in 1986 after a gap of nearly sixty years. CABE played a major role in the development of every national policy and programme since its inception e.g., Plan Of Post-War Educational Development, National Policy On Education, 1968, National Policy on Education 1986, its Programme of Action as well as their revision.

The Government of India recognized the need for greater coordination in areas of
education between the central and state governments and local bodies and non-governmental agencies and the importance of human resources development, in the context of the formation of New Education Policy. Accordingly, the government of India redefined the functions of the CABE.

The revised functions of the CABE would be

a) to review the progress of education from time to time,

b) to appraise the extent and manner in which the educational policy has been implemented by the central, state governments and other concerned agencies, and to give appropriate advice in this matter,

c) to advise regarding co-ordination between central and state governments, union territories, state governments and non-governmental organizations for educational development in accordance with the educational policy; and

d) to advise, su motu, or on a reference made to it by the central government, or any state government, or a union territory administration, on any educational question.

For the discharge of these functions the board is authorized to take up necessary steps. The Union Minister of Human Resource Development is the Chairman of CABE and the Minister of State for Education and Culture is the Vice-Chairman. It also provided representation to other central ministers, state governments, union territories, members of parliament, professional bodies like UGC, AIU, Planning Commission, AICTE, etc. Many expert committees like Sarkaria Commission, recognized the significance of cooperative federal polity and various federal processes based on consultation and consensus. In this context consultative bodies like the CABE, NDC occupies a significant place in policy making. Today the CABE is emerging as the principal federal forum for formulating and reviewing National Educational Policy on a continuous basis. The recommendations of Sargent Plan, the report of the University Education Commission 1948, the report of the Education Commission 1964-66, the NPE 1986, the NPE Programme of Action etc. came before the discussion in the CABE. CABE constituted committees to probe into specific issues pertaining to education. It is also considering the reorganization of structure of education and seeking the compliance of all states.
CABE is too large a body to deliberate important issues with the Planning Commission and NDC entrenched in their positions and strengths, the CABE is relegated to the background, and, functions more as a general endorsing body of issues irrevocably and finalized elsewhere. It also lacks legislative authority and financial means. Like the ad hoc conferences of State Ministers for Education, Chief Ministers and Vice-Chancellors, it provides a context in which the National government can persuade and be persuaded by state governments and universities. The CABE recommendations are articulated to Education Ministers and universities for information and compliance. The responses to CABE recommendations are recorded in the reports of the CABE proceedings.

Undoubtedly, the CABE is an important body in the light of the present constitutional position of education. The subject education became part of the concurrent list with the enactment of 42 constitutional amendment. The center and states can meet a common platform during the deliberations of this body. It provides a forum where joint decisions on policy matters may be taken. The Kothari Commission has observed that among the various advisory bodies of the Ministry of Education, the most important is the CABE. It further recommends that this organization with its standing committees be functionally strengthened. (See Kothari Commission). If better and fuller representation is given to the states, the CABE can become a forum where the states voice can be heard. The CABE can also become an effective policy making institution if it concentrates on a few major educational issues in which cooperation between the center and states could be promoted and conflicts resolved.

Undoubtedly, the CABE acts as a co-ordinating body to bring about union state co-ordination in deliberating various key policy issues in the field of education. The efforts of the CABE are further strengthened and complemented by the State Education Ministers Conferences, Vice-Chancellors Conference and the Conferences of AIU.

State Education Ministers Conference:

CABE took the initiative in organizing the Conference of State Education Ministers in 1949. These are ad hoc conferences. This conference provides a forum for the state governments to put forward their views. It is a more compact body compared to the CABE because its representation is confined to union and state governments.
The State Education Ministers Conference has not acquired an organized form so far. The criticism is that it only serves to endorse the decisions at thinking of the CABF. But these conferences acquired prominence because of the emergence of opposition parties and subsequent formation of governments by them at the state level. The State Education Ministers Conference played a crucial role in airing the views of state governments in the context of formulation of the NPE 1986.

Vice-Chancellors Conference:

The Vice-Chancellors conference got off the ground around in 1957. It is an important forum for the deliberation of issues pertaining to higher education. It brings together not only Vice-Chancellors but also members of UGC, Planning Commission and representatives of various ministries of the Government of India. The UGC is assisted by this forum in the co-ordination and maintenance of academic standards. It should be noted that a committee, under the chairmanship of Prof. Srivastava (Vice-Chancellor, Jawaharlal Nehru University), was constituted much before the formulation of the NPE 1986. Some of the recommendations of this committee provided the basis for the formulation of the NPE 1986. Vice-Chancellors of different universities also participated in the debate meant to provide the basis for the formulation of the NPE 1986.

Association of Indian Universities (AIU):

It was previously named as Inter university Board. It acts as an inter university organization and is a useful channel of communication, through which the union government, state governments and UGC know the opinion of Vice-Chancellors and the rest of academic community. It is represented in various bodies like CABE. In the context of formulation of the NPE 1986 and discussing the implementation strategy i.e. Programme of Action AIU plays an ideational role.

The AIU expresses at the highest intellectual and academic level, its views on the educational problems and progress of the country and on the state of society, which produces such problems and conditions such progress. It functions as an academic consultant and policy critic. A few social scientists are of the view that it is a foil to the UGC. In spite of such a relationship there is absence of consultative and collaborative relationship between the two.
University Grants Commission (UGC):

In the pre-independence period, the Calcutta University Commission (1917-1919) and the Sargent Report suggested the creation of University Grants Committee. Based on the recommendations of these bodies, University Grants Committee was constituted in 1945. In the post-Independence period, the Government of India had set up an interim UGC in the year 1952, and it started functioning from 28th December 1953. The UGC Act was passed in 1956.

The UGC is a statutory body of the union government to discharge its constitutional responsibilities viz. coordination and maintenance of standards of University and Higher education. It was conceived as a professional arm of the Ministry of Education whose recommendations and guidelines were binding in nature. The organization was also made autonomous in view of the highly professional and academic expertise needed to perceive programmes and activities in fulfillment of co-ordination and maintenance of standards. As William Richter pointed out, it has resembled independent regulatory commission in America in regarding itself responsible especially to its clientele. Here it is worth mentioning the views of the Kothari commission also. To quote "University autonomy might be adversely affected when the ministry has close and direct relationship to university teaching and research. It is not desirable that the government should deal with the universities. It is always a great advantage to interpose between the government and University, a committee of persons selected for their knowledge of study rather than political affiliation and official status." UGC includes a Chairman, a Vice-Chairman and other members. The UGC Act 1956 specifies the powers and functions of the UGC. The power and functions of UGC were further modified with the enactment of the UGC amendment Act of 1972. At present, the functions of UGC are:

a) To inquire into the financial needs of universities.

b) To allocate and disburse out of the commissions funds, grants for the maintenance, development or any other general or specified purpose of the central universities.

c) To allocate or disburse, out of commission funds, grants to other universities as may be necessary for their development, or for any other general or specified purpose,
provided that the commission takes into account their financial needs, standards attained and national purpose served.

d) To recommend to any university the measures necessary for improvement of university education and action to be taken by way of implementation.

e) To advise the central or state government on the allocation of grants to universities for any general or specified purpose out of the consolidated fund of India or the consolidated fund of the state as the case may be.

0 To advise any authority, if such advise is asked for, on the establishment of a new university or expansion of existing ones.

g) To advise the central or state governments on any question referred to it by these bodies.

h) To collect information on all such matters relating to university education in India and other countries, as it thinks fit and makes the same available to any university.

i) To require a university to provide it with such information as may be needed, relating to the financial position of the university or courses of study undertaken, along with regulations pertaining to standards of teaching and examination.

j) To perform such other functions necessary for advancing the cause of higher education in India.

The UGC sends visiting teams to central and state universities. It organizes conferences and seminars from time to time on various issues pertaining to the field of education. It constitutes committees on different aspects of education and seeks suggestions. Various policy initiatives taken by the UGC represents the delegation of institutionalization role of Union Education Ministry. It plays a pivotal role as a policy making body. The role of the UGC is considered important because of the presence of the central sector in education and the subsequent transfer of education from state list to the concurrent list through 42nd amendment.
Though the UGC is the principal agency, it is not the sole body that takes care of co-ordination and maintenance of standards in the realm of higher education. There are other Central Ministries working through their agencies that are involved in a similar activity. This adds to the intricacies of federal system and makes far many complications in the funding and management of higher education.  

While the UGC takes charge of general higher education in arts, science, and commerce, professional education in subjects like agriculture, medicine and technology which are not under the universities is outside the purview of UGC. This is because the central government while it works primarily through the UGC in its task of co-ordination of higher education, also permits several ministries and their councils to handle various professional disciplines. For example, the Ministry of Agriculture through (ICAR) takes care of the discipline of Agricultural Sciences and Research. Engineering and Technology come under the Ministry of Education assisted by AICTE. Medical education is funded by Ministry of Health and supervised by AIMC and ICMR. The Legal Education is under the charge of Law Ministry and supervised by All India Bar Council (AIBC), Scientific Research is taken care by CSIR in the department of Science & Technology.

The resulting dispersal of authority and resources makes the formulation, co-ordination, and implementation of national policies on education more difficult. The University Education Commission of 1948 and the Education Commission (1964-66) deplored this dispersal. The latter observed that fragmentation unaccompanied by any effort at effective co-ordination is a serious weakness in the present pattern of higher education and recommended that the entire spectrum of higher education be brought under the aegis of the UGC. This may be a correct reading but simultaneously, the dispersal of authority increases standards, provides different approaches to education and the technical orientation of concerned ministries that have responsibility for education may encourage more professional concern for university programmes.

All India Council For Technical Education (AICTE):

The Government of India’s determination to restructure the national economy on the basis of rapid industrial development and to make scientific and technological education as a major instrument in promoting development necessitated the creation of an advisory body for technical education at the national level. In their post war educational
development in India, the CABE suggested the establishment of an AH India Body "to stimulate, co-ordinate and control the provisions of technical education facilities". It accordingly recommended the establishment of a National Council to control policy in technical education and to deal with all the technical institutions above the higher school stage except the technical departments of universities. They were also of the view that as a corollary to this proposal, the whole cost of technical education, apart from the exceptions mentioned above should be borne by the central government.

Envisaging it as an advisory body, the CABE proposed the following functions for the National Council, i.e. surveying the needs of the country as a whole for higher technical education with special reference to the prospective post-war needs, to advise in which areas technical education, should be established, for which branches of technology each should provide and up to what standards they should operate. The CABE also suggested that it should be a representative body assisted by an executive committee and other subordinate bodies. These recommendations were endorsed by the Government of India and the AICTE was set up in 1946 with same constitution and functions suggested by the CABE in 1944.

The chairman of the AICTE is the Union Minister of Education and the technical division of the Ministry of Education serves as its secretariat. The council has official and non official members. It's members includes members of parliament, representatives of central ministries, state departments of governments concerned with technical education, approved organizations of Industry, commerce and labour, universities, CABE, UGC, professional bodies and associations of principals of technical institutions etc. The council works through committees at national level as well as regional levels. This has led to a certain amount of decentralization. It also has a co-ordinating committee at the national level which co-ordinates the work of committees and also the regional committees. This co-ordinating committee functions as an executive committee of the AICTE.

In comparison with the other All India advisory bodies in education, it is generally believed that the AICTE has been singularly effective in handling technical education. The AICTE also established a very good working relationship with the UGC. The increasing role of the AICTE indicates the fact that the Ministry of Education of union government is providing an interventionist and a leadership role in co ordination and management of technical education.
Council of Scientific And Industrial Research (CSIR) :

The CSIR was constituted in 1942, by a resolution of the then central legislative assembly. It is an autonomous body registered under the Registration of Societies Act 1860. The important functions of the council are:

1) Promotion, guidance and co-ordination of Scientific and Industrial Research in India.
2) Establishment or development of and assistance to special institutions.
3) Establishment and award of research studentships and fellowships.
4) Utilization of the results of the research conducted under the auspices of the council towards the development of industries in the country.
5) Collection and dissemination of information in regard not only to research but also to industrial matters generally.

The Department of Scientific and Industrial Research in the Ministry of Science and Technology provides the administrative link between the Government of India and the CSIR. The CSIR today has an integrated network of 39 research laboratories and institutes with over 100 regional centers spread all over the country.

The other important agencies in the field of science and technology are Indian Space Research Organization (ISRO), Atomic Energy Commission (AEC), National Committee on Science & Technology (NCST) Science Advisory Council to the Prime Minister, etc. The CSIR along with these agencies will be consulted by the union government in the formulation of educational policy.

The UGC is planning to link the universities with these agencies in order to promote Research and Development in the country.

Indian Council of Agricultural Research (ICAR) :

As it was stated elsewhere in this chapter the higher education at the union level is being monitored by the Ministries of Health, Agriculture, Department of Science and Technology etc. in addition to the well organized MHRD. Agricultural education and research is monitored by the Ministry of Agriculture though agriculture is a state subject.
The Ministry of Agriculture is assisted by the ICAR. In the pre-Independence period, the Royal Commission on agriculture headed by Lord Linlithgow proposed an Imperial Council of Agricultural Research to promote, guide, fund and co-ordinate agricultural research. The Government of India accepted this recommendation and the Imperial Council of Agricultural Research was set up by the resolution of 23rd May 1929. The present ICAR is the successor of this council.

The ICAR is an autonomous organization responsible for the national policy on agricultural research and for promoting research programmes in the country. The ICAR is analogous to the UGC. Its mode of operation, organizational setup and relationship with state governments in matters of providing guidelines, planning and financial allocation is similar to those of UGC. The Chairman of the ICAR is Minister for Agriculture and Irrigation while the Minister of state dealing with ICAR will be its vice-chairman. The ICAR works through committees like regional committee, the standing finance committee, the norms accreditation committee, etc. There are also 18 scientific panels. It gets grants from the Government of India.

Indian Council of Medical Research (ICMR):

Health like agriculture, is a state subject. Even so medical education is controlled by the center through the ICMR and the A IMC.

The ICMR was registered in 1949 under the Registration of Societies Act 1860. It functions as the apex body for the planning, organization, implementation and co-ordination of medical research in India. The union minister of Health and Family Welfare and union Health Secretary are the President and Vice-Presidents of the councils respectively. These two along with seventeen other members (both official and non official) constitute the governing body of the council. The Director General of the ICMR is the member secretary of the governing body. In framing medical research programmes, and in scrutinizing research projects the governing body is guided by a Scientific Advisory Body (SAB) of which the Director General ICMR is the member secretary. ICMR operates on an all India basis with hardly any linkages at the state level. But it has close collaboration with other national and international agencies like CSIR, ICAR, World Health Organization (WHO), UNICEF etc.
The All India Medical Council (AIMC):

This is a powerful co-ordinating agency set up in 1933, through a law enacted in the center according to entry 26 of list III. Among its notable powers are recognition of medical qualifications granted by universities or medical institutions, laying down minimum standards for medical education and other supervisory functions. This professional body has been able to maintain harmonious relations with universities and medical colleges. It interacts with the central government and states concerned continuously. 72.

Research in Social Sciences and Humanities is promoted by research bodies like Indian Council for Social Science Research (ICSSR), Indian Council for Historical Research (ICHR), Indian Council for Philosophical Research (ICPR). These bodies supplement the efforts of the VGC. While the UGC concentrates on departments, these bodies concentrate on Individual researchers.

Indian Council for Social Science Research (ICSSR).

In the beginning Research Programme Committee of planning commission had taken care of Social Science Research. Later it constituted a committee under the chairmanship of Mr. V.K.R.V. Rao which recommended the setting up of ICSSR in its report of November 1967. The Government of India accepted this recommendation and the council was established under the Societies Registration Act of 1960 and started functioning as an autonomous body from 1st August 1968. 73.

The council is composed of 25 to 30 members including the chairman and member secretary all nominated by the government. It is reconstituted once in three years. Representatives of certain government departments, research bodies are also co-opted as ex-officio members. The remaining seats are filled by social scientists.

The ICSSR is to promote research in social sciences, identify and develop research talent, provide support to research projects, build up the infrastructure facilities for social science research and development of professional organizations by social scientists.

The ICSSR decentralized its administration and set up six regional centers and proposes to set up state centers. The ICSSR review committee of 1973 had explored the
possibility of collaborative action with UGC, CSIR, ICHR, ICMR, ICAR, etc. It is observed that as in the case of the UGC, so also with the ICSSR, a strong apex body has weak or negligible operational mechanism at the state level.

Like the ICSSR, in the field of research in history, Indian Council for Historical Research (ICHR) and in the field of philosophy Indian Council for Philosophical Research (ICPR) are playing a pioneering role. The MHRD and other ministries receive inputs from these advisory bodies in formulating different policies and programmes.

Navodaya Vidalaya Samithi : (NVS)

It is universally recognized that children with special talent and aptitude should be provided opportunities to proceed at a faster pace. The NPE 1986 envisaged that pace setting schools intended to serve this purpose should be set up in various parts of the country on a given pattern with full scope for innovation and experimentation. Accordingly a scheme was formulated under which it was decided to set up co-educational residential schools, called Navodaya Vidyalayas, on an average one in each district, during the Seventh Five Year Plan. The main objectives of Navodaya Vidyalayas are:

a) to provide good quality modern education with latest technical facilities for all round development of talented children without any regard to their family's socio-economic condition,

b) to ensure reasonable competence in three languages as envisaged in the three language formula, and

c) to serve as focal points for improvement in quality of school education in general through sharing of experience and facilities.

The Navodaya Vidyalayas are run by the NVS, which is an autonomous society under MHRD. The Samithi was registered as a society on 28th February 1986 and is affiliated to the CBSF. Setting up of Navodaya Vidyalayas is one of the major goals of the NPE 1986. The administration of Navodaya Vidyalaya is done by the NVS. This move is significant because these schools are being funded directly by the central government. This has added significance in view of the education being transferred to concurrent lists.
With this one more agency was included in the educational management under the aegis of union government through which union government makes inroads to the school education which was previously in the state sector.

Central Board of Secondary Education (CBSE):

It is a national body functioning at the all India level in the field of secondary education since 1962. The CBSE endeavored to make significant contribution towards raising the standards through better methods of examination, evaluation, improved curricula, syllabi, text books and systematic inspection of schools affiliated to it. When the school education was reorganized during 1970's, the CBSE diversified its activities. It took initiative in conducting of examinations in all courses including technical education at the secondary level, orientation of teachers of affiliated schools, introduction of job oriented vocational courses. With the introduction of 10+2 system, CBSE undertook the preparation of syllabi and courses for 10+2 stage, devising the new examination system, preparation of text books in Indian languages etc. The CBSE emerged as an autonomous yet subordinate organization of Ministry of Education. Though the union government justified the creation of the CBSE for school education based on promotional and ideational leadership of a stimulative nature, it also amounted to making inroads into the school education which was hitherto in state sector.

The efforts of the union government in educational planning and administration is supplemented by the efforts of expert bodies like the NCERT and the NIEPA. In curriculum development, training of teachers the NCERT plays a significant role. In educational planning and in providing inputs to union Ministry, the NIEPA plays an important role. The NIEPA also provides training to educational administrators. In the context of formulation of the NPE 1986, the NIEPA played an important role. It compiled the opinions of the state governments, educational institutions, governmental organizations, press and public on Challenge of Education A Policy Perspective. It also assisted the MHRD by providing the opinions or responses of different state governments, organizations and the public.

Policy formulation and implementation at the highest level is not characterized by an effective co-ordination and co-operation. This is more so in the field of higher education. It is suggested that we should have a national apex body to coordinate the activities of different agencies at the national level and a state council of higher education
at the state level to coordinate the activities of different agencies and institutions at the state level. The plethora of institutions at the national level under the aegis of the union government alone cannot ensure effective policy formulation as well as implementation. What is required is a vertically coordinated plan from the grass root level to the national level in view of the federal dimension of the polity. It is also necessary to recognize that the clientele and other sections affected are involved both in generating the ideas and also carrying the operations of the educational programmes. The absence of these factors in the present system can be seen in the subsequent chapters.
NOTES AND REFERENCES


20. For example the controversial policy of job reservation for the Other Backward Classes (OBC’s) has been settled by the Supreme Court verdict in the Mandal Commission case delivered on 16 November 1992. For details see Supreme Court Mandal Commission Case 1992 (Indira Sawhney vs Union of India) Lucknow: Surendra Malik Eastern Book Company, 1992.


25. Ibid., pp. 128-129.


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37 Ibid.
38. Ibid.


42. Ibid. p. 1.


44. Ibid, p.17.

45. Ibid, p.17.


47. Ibid., p.5

48. Ibid., pp.5-6.

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51. Minutes of the meeting of the CABE held at Vigyan Bhavan, New Delhi, August 1-2, 1986, MHRD, GOI, Publication No. 1511, pp. 1-8.


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74. Ibid, pp. 92-94

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