CHAPTER - I

INTRODUCTION

With the end of the World War II came the conviction that wars begin in the minds of men and that ignorance fosters the suspicions and hatreds on which wars breed. It was felt that international collaboration could bring knowledge and greater understanding among peoples. To these people an international organization could provide the basic tools of knowledge and interchange of ideas between scientists, writers, social scientists and artists of different countries.

1.1. INCEPTION OF UNESCO

Before the eighteenth century the process of cultural exchange was "unsystematic, often unconscious of itself, casual, slow-moving, individualistic" (International Conciliation, 1980). Toward the end of the eighteenth century governments began to take an active interest in cultural activities as an important instrument of foreign policy. Some of the examples of such activities as per Tripp (1954) are the cultural activities of the French government in the nineteenth century were based primarily on intellectual expansion in the Near and Far East; the development of cultural relations with foreign countries by the Germans, based on education of the German communities abroad; Soviet activity through the All-Union Society for Cultural Relations with Foreign Countries, organised even then as a "fight for peace", and the activities of various Latin American states which have found expressions, for example, in Chilean emphasis on education and the interchange of students and teachers, and the Argentine emphasis on the spread of publications.

The United States government was slow to enter the field of overseas cultural relations, though the work of private United States foundations in the Middle East and China is well known. A real attempt was made by the U.S. government in 1938 to extend cultural influence abroad, and even then it was confined at first mainly to other American states.
All these national programs, according to Tripp (1954) involved action by one government on the territory of another. To some extent, this was purely unilateral and to some extent reciprocal or bilateral. Where the action was reciprocal, the range of activities allowed was often drawn up in the form of a convention between the two governments concerned. Before the last war, a number of these conventions were in existence, some of a general nature, many of a restricted kind providing only for certain aspects of cultural exchange.

In addition to these reciprocal bilateral cultural conventions there has been political groupings of states, formal or informal, which were interested in cultural aspects of the group activities. This may be illustrated by reference to Article 3 of the Treaty of Brussels which provided that "the contracting parties will make every effort in common to lead their peoples towards a better understanding of the principles which form the basis of their common civilisation."

Tripp (1954) further states that concept of an International Agency concerned with education is one that has been in the minds of men for a long time. One of the earliest concrete proposals was made by a Young Frenchman, Marc Antoine Jullien, in 1817 for the creation of a "Special Commission on Education." This Commission was to be organised "under the auspices or with the protection of one or several sovereign princes" to prepare a report on the methods of training and teaching used in different European States and to suggest improvements that might be transplanted from one country to another, with such modifications and changes as circumstances and locality might demand.

About 75 years later, a Dutchman, Herman Molkenboer proposed the foundation of a "Permanent and International Council of Education." This concept was inspired by a feeling that the issue of peace or war rested squarely with the educators. Europe had been rent with revolutions and wars, Molkenboer thought that educators had no right to sit back with folded arms, waiting for the approaching catastrophe to overtake the world.
The idea of international collaboration in the field of intellectual relations was, thus, already in the air before First World War. After persistent efforts of governments of some countries, the International Committee for Intellectual Cooperation was set up by the League of Nations, although with great reluctance because Nationalism was strong in the post World-War period and there was a jealous insistence by most nations on absolute sovereignty in the education of their own citizens. There was a tendency to be apprehensive over the introduction of international ideas into national systems of education (Tripp, 1954).

The International Committee for Intellectual Co-operation was a consultative body to the League Council, with no other powers than those deriving from resolutions adopted by the Council and without any permanent secretariat which could, when the Committee was not in session, assure the continuity of its functions. This rendered the work of the Committee extremely difficult. Later, offer of the French government was accepted by the League and an International Institute of Intellectual Co-operation was created with its head office in Paris in January 1926 and, together with a section of the League Secretariat in Geneva, constituted the executive agency. However, it never received the financial and moral support it deserved, despite the distinguished intellectuals who gathered round it. Subsequently, National Committees for Intellectual Cooperation were formed. These National Committees served as intermediaries between the League and the national intellectual centres and were able to make direct proposals to the International Committee.

Despite the initial reluctance of governments, the organization gradually entered the field of education and did considerable amount of useful work which included the sponsoring of conferences and meetings dealing with the protection of works of art and historical monuments, collaboration among museums, international cooperation among scientists, and the organization of a number of diplomatic conferences to establish cultural conventions and agreements pertaining to education.
However the organization was not as effectual as it might have been. In addition to lack of sufficient funds, its structure was unwieldy; it had no power to implement its decisions; the national committees were difficult to organize; and the whole organization was divorced from the masses so that there was no solid body of public opinion behind it. It did, however, preserve the idea of intellectual freedom (League of Nations, Publication Department, 1939).

The Second World War began before governments united again in an attempt to create an intergovernmental organization to promote the cause of peace through intellectual and cultural cooperation, the International Institute for Intellectual Cooperation died with its parent, the League of Nations.

During the War years the exiled Ministers of Education of the occupied countries started to hold meetings in London. These Ministers met together at the Conference of Allied Ministers of Education in 1942 with the primary objective of considering the educational problems directly due to the devastation and havoc caused by the War. They faced the problem that in many countries the whole educational system would have to be rebuilt, that in others there would be a lack of textbooks and scientific educational equipment, and schools which would make even more difficult the task of re-educating the many children whose minds had been perverted by Nazi and Fascist teaching. Various commissions were established to assess needs and to secure supplies, and a good deal of spade work was undertaken while waiting for the cessation of hostilities. It soon became clear, however, that the problems were so vast and complicated that they could not be dealt with adequately by a temporary and informal conference of this kind. By March 1944 the Government of United States had put forward a proposal for a United Nations Organization for educational and cultural reconstruction which would undertake co-operatively the important task of preserving the educational and cultural heritage of war-torn countries.
The Conference was duly held in November 1945 and was attended by representatives of 44 nations, including all the great powers with the sole exception of the Soviet Union. The Prime Minister of the United Kingdom, Mr. Clement Attlee, said that one of the evils against which the United Nations had fought was the "totalitarian practice of drawing a curtain around the minds of the people to prevent them from knowing what others thought ....the deliberate indoctrination of the minds of the people with a set of rigid narrow ideas in order to prevent them from using their reasoning faculties and from having any criterion on which to form judgment." During the course of Conference it was decided that it should be concerned not only with educational and cultural activities but also with scientific activities. Thus, the name which finally emerged was the United Nations Educational Scientific and Cultural Organization (UNESCO, 1955).

The constitution of UNESCO came into force on November 4, 1946. The first session of the General Conference met on November 19, 1946 at Paris which had been chosen as headquarters for UNESCO. Dr. Jullian Huxley was elected as the first Director-General of UNESCO. According to the latest information, UNESCO has now 188 members (and the 6 associate members). They all have equal voting rights. The Secretariat is headed by a Director-General. Mr. Koichiro Matsuura (Japan) has been the current Director-General since 12 November, 1999 and was appointed by the general conference to serve a term of six years. The Director-General is responsible to the General Conference.

The General Conference, where all the Member States are represented meets every two years to vote UNESCO's programme and budget. The Executive Board has 51 members, elected by the General Conference from among the delegates attending it. The Executive Board meets twice every year.
1.1.(i) UNESCO Declaration

According to the UNESCO Constitution, the Governments of the States Parties to this Constitution on behalf of their peoples declare:

That since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed;

That ignorance of each other's ways and lives has been a common cause, throughout the history of mankind, of the suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war;

That the great and terrible war which has now ended was a war made possible by the denial of the democratic principles of dignity, equality and mutual respect of men, and by the propagation, in their place, through ignorance and prejudice, of the doctrine of inequality of men and races.

That the wide diffusion of culture, and the education of humanity for justice, liberty and peace are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfil in a spirit of mutual assistance and concern;

That a peace based exclusively upon the political and economic arrangements of governments would not be a peace which could secure unanimous, lasting and sincere support of the peoples of the world, and that the peace must, therefore, be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind.

For these reasons, the States Parties to this Constitution, believing in full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and in the free exchange of ideas and knowledge, are agreed and determined to develop and to increase the means of communication between their peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives;
In consequence whereof they do hereby create the United Nations Educational, Scientific and Cultural Organization for the purpose of advancing, through the educational and scientific and cultural relations of the peoples of the world, the objectives of international peace and of the common welfare of mankind for which the United Nations Organization was established and which its Charter proclaims.

1.1.(ii) Purposes and Functions of UNESCO

Article I of UNESCO Constitution enumerates:

1. The purpose of the Organization is to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations.

2. To realize this purpose the Organization will:

(a) Collaborate in the work of advancing mutual knowledge and understanding of peoples, through all means of mass communication and to that end recommend such international agreements as may be necessary to promote the free flow of ideas by word and image;

(b) Give fresh impulse to popular education and to the spread of culture:
   
   By collaborating with Members, at their request, in the development of educational activities;
   
   By instituting collaboration among the nations to advance the ideal of equality of educational opportunity without regard to race, sex or any distinctions, economic or social;
   
   By suggesting educational methods best suited to prepare the children of the world for the responsibilities of freedom;
(c) Maintain, increase and diffuse knowledge:

By assuring the conservation and protection of the world's inheritance of books, words of art and monuments of history and science, and recommending to the nations concerned the necessary international conventions;

By encouraging co-operation among the nations in all branches of intellectual activity, including the international exchange of persons active in the fields of education, science and culture and the exchange of publications, objects of artistic and scientific interest and other materials of information;

By initiating methods of international co-operation calculated to give the people of all countries access to the printed and published materials produced by any of them.

3. With a view to preserving the independence, integrity and fruitful diversity of the cultures and educational systems of the States Members of the Organization, the Organization is prohibited from intervening in matters which are essentially within their domestic jurisdiction.

1.1. (iii) "Minds of Men" Theory: Underlying Premise of UNESCO

Much of the work of UNESCO is based on the underlying premise given in the Preamble to UNESCO Constitution that "since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed." This "minds of men theory" according to Frederick (1950) is primarily "a theory of communication and learning." This theory caught the imagination of a number of people in many different countries." As per Kumar (1974) there are numerous alleged causes of war, viz., psychological, economic, political and social. Among the numerous variable factors, the most important is the psychological factor. That is to say the wars begin in the conscious minds of men, but many psychologists do not agree with this proposition. To them war is "an
unconscious manifestation of the human mind and its roots lie in the innate violence in men."

However, there are certain mental attitudes to war, certain prejudices, which some nations hold about others, environment and faulty education which produce a fertile soil for nationalistic propaganda inciting to war and which can be changed by a re-orientation of education.

Another and related proposition contained in the Preamble to the UNESCO Constitution is the declaration that "ignorance of each other's ways and lives have been a common cause, throughout the history of mankind, of that suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war.

UNESCO was conceived of and created on the hope to develop the intellectual and moral solidarity of mankind throughout the world. In fact "minds of men theory" presupposes that the minds of the peoples all over the world are free to accept ideas and that ideas are free to travel across national boundaries. If UNESCO is to use "education, science and culture to create a world in which peace will be made more probable and war less likely," it must be concerned with the peoples of the world, maintain contact with them and have access to them. In fact, UNESCO is directed by its Constitution to use the various mass media to ensure the wholesale dissemination of information and culture and exert an influence on the minds of the masses. Mass media are a powerful means of influencing men's minds at the national level. On an international level, however, their value is less clear.

In addition to finding channels of communication through which it can reach the people of different countries, UNESCO also has the problem of bringing the intellectual leaders into effective association without the restraints that operate on government officials. National Commissions are a pivotal aspect of UNESCO's communication network. The active and effective cooperation of the national commissions is basic to the success
of UNESCO. Apart from national commissions, the cooperation of non-government organizations and the scientists and scholars in different countries has been one of the foundation stones of UNESCO's policy since the beginning.

1.2 UNESCO AND EDUCATION

In no other field does UNESCO's role as a 'shaper of the future' appear so clearly as in education. UNESCO had its forerunners in the field of international cooperation among educators. In the aftermath of the First World War, the Council of the League of Nations proposed creation of an International Committee to examine questions of intellectual and educational co-operation. The International Institute of Intellectual co-operation established in 1925 did not actually have education as one of its specific functions, although it did devote a significant proportion of its activities - some of them in many ways foreshadowing those of UNESCO - to education. The somewhat marginal nature of the Institute's educational activities in fact so frustrated educators that in 1929 the International Bureau of Education (IBE) was transformed into an intergovernmental organization carrying on the work of the Jean-Jacques Rousseau Institute of the University of Geneva. IBE was to open the way to co-operation among governments in the field of education, hitherto regarded as a preserve of national sovereignty.

The satisfaction of basic learning needs empowers individuals in any society and confers upon them a responsibility to respect and build upon their collective cultural, linguistic and spiritual heritage, to promote the education of others, to further the cause of social justice, to achieve environmental protection, to be tolerant towards social, political and religious systems which differ from their own, ensuring that commonly accepted humanistic values and human rights are upheld, and to work for international peace and solidarity in an inter-dependent world.

1.2.(i) Distinguishing Features of UNESCO on Education

Conceived while bombs were falling, in the darkest hours of the bloodiest conflict in history, UNESCO was the offspring of a meditation on war and on the atrocities perpetrated during the period that came to an

UNESCO believes that since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed, but not peace at any price; peace founded upon 'the intellectual and moral solidarity of mankind' and not merely the absence of war. This is a primarily educational mission, involving full and equal opportunities for education for all'. Hence the realization that the right to education and education for justice, freedom and peace are the two fundamental ethical tasks assigned to UNESCO. They go hand in hand. This is the first distinguishing feature of UNESCO— an organization whose ethical purpose has precedence over its technical function.

UNESCO was also endowed with other fields of competence besides education; the natural sciences, culture and communication. Its educational work greatly benefited from its contact with these disciplines and their occasional interpenetration, which education had to take into account. As a result, education was no longer confined to teaching and pedagogical aspects, but was thrown open to the entire realm of knowledge, ideas and creativity that it blended to forge a modern humanism. This is UNESCO’s second distinguishing feature.

Its work in the field of education — and this is its third distinguishing feature — is to be seen in the context of the United Nations System. While independent, UNESCO is a party to a collective endeavour to foster peace and the common prosperity of all. Its contribution takes the form of international cooperation by educators whose efforts to extend and improve education serve these causes, thereby giving a highly practical flavour to the debate on education and the policies to which it leads. All reflections, studies and exchange of ideas among educators are action-oriented. UNESCO — and this is its fourth distinguishing feature — is the only intergovernmental organization with competence in education that has a universal vocation.
1.2.(ii) UNESCO : Role in Education as an International Agency

UNESCO is neither a technical agency, nor a research institute, nor is it a centre for theoretical speculation or purely pedagogical study, or as has sometimes been mistakenly thought, a suprenational ministry of education. Throughout the fifty plus years of its existence, it has constantly helped its Member States to identify their needs and aspirations in the field of education through consultations, surveys and international or regional conferences. But, in so doing it has always been guided by these countries' own choices and has always scrupulously abided by their decisions. While never neutral when principles of equity, human dignity, respect for human rights and international understanding have been at stake, it has never sought to impose national policies, curricula or textbooks.

UNESCO has constantly sought to mobilize the political will of the international community on behalf of the two great educational causes – the right to education and the role of education in building a more caring world – but it has never attempted to supplant the governments of its Member States. In any event, it lacks the means to do so. Even if it were to devote the whole of its budget, including its own operating costs, to illiteracy eradication it would have barely 25 cents a year to spend on each illiterate in the world.

Today the fact is that since the task of developing and improving education rests essentially with governments, UNESCO has been called upon to play a different and quite considerable role of acting as a stimulus and a catalyst.

UNESCO has often been called the conscience of humanity. It's ultimate goal is to promote peace and security in the world by promoting cultural and educational as well as scientific collaboration among nations. According to Sud (1996) UNESCO has tried to make a multipronged attack on the divisive tendencies prevailing in the world, due to religious, ethnic and racial diversities by collaborative efforts in the field of education, science, culture, mass communication, urban and rural
development. It strives to establish universal respect for justice, the rule of law and above all human rights and fundamental freedoms for all without distinction of sex, race, language or religion.

For the achievement of national goals also UNESCO has, from its very inception, been aware of the significance of the role of education.

It presumes that education has a special responsibility to exercise in the building of a more mutually supportive world and the Commission takes the view that educational policies should forcefully reflect that responsibility. Education must help to engender a new humanism, one that contains an essential ethical component and sets considerable store by knowledge of, and respect for, the cultures and spiritual values of different civilisations, as a much-needed counterweight to a globalisation that would otherwise be seen only in economic or technological terms.

UNESCO has made special efforts to undertake activities in various fields of education and proceeded with the assumption that illiteracy was an obstacle not only to economic progress but also to the eradication of ignorance, poverty, and disease. Further, it realized that without the removal of illiteracy, people cannot be expected to know one another nor be able to apply modern science to their socio-economic development. In the context of the Universal Declaration of Human Rights by the United Nations in 1948, proclaiming, inter alia, that everyone has a right to education, the question of education became still more important. Therefore, UNESCO from the very beginning addressed itself to the task of the removal of illiteracy. As soon as the London Conference of 1945 finalized the Constitution of UNESCO, Sir Alfred Zimmern of the Preparatory Commission emphasized UNESCO’s responsibility to help countries in the amelioration of the social and economic conditions of their people. One important way to solve these problems was supposed to be “war on ignorance and illiteracy”.

UNESCO inherited from the International Committee for Intellectual Cooperation the task of intellectual cooperation. The UNESCO took upon itself the task of constructing peace in the minds of men by positively
educating men and women all over the world. Higher Education is like the fountain-head of education, the education at lower level usually trickles down from this fountain-head. Obviously then UNESCO has a big role to play in the field of education which has to be under-pinned by Higher Education, the nature of which has to be conducive to building peace in the minds of men.

Education will play an even more important role in economic and social development in the future than it played in the past. Despite urging from some quarters that decentralizing or marketizing education – that is, making education more accountable to parent-consumers – is the most effective strategy available to nations and regions in a globalized economy, the evidence suggests something quite different. National governments may decide to decentralize education to respond to ethnic, regional, or social movements demanding 'political' reform. But improving student learning or expanding educational opportunity requires coherent and systemic effort by the public sector. This usually means more, as well as more effective, public spending. Those nations and regions that can achieve such coherence are most likely to harvest the fruits of the information age.

1.2. (iii) Priority Areas of Activity in Education

The importance of Education within UNESCO's programmes is evident from the budgetary allocations. The organisation emphasises that education has a crucial role to play in the coming decades in the creation of a new world order and in ensuring social and economic progress on an equitable basis. Hence it has made significant efforts towards the provision of the universal right to education. Then the focus shifted, particularly during the Third Medium-term Plan 1989-1994, on universalisation of elementary education together with the elimination of illiteracy. While the main responsibility of achieving these goals rested with member-states, UNESCO assists the national efforts, particularly through new ideas. The
General Conference held at Sofia had recommended that in the Third Medium-term Plan, UNESCO should work towards elimination of illiteracy by the year 2000 (UNESCO, 2000).

**Programmes for women** constitute another priority area of action. There are wide disparities in the educational attainments of men and women. It is not only a question of improving educational opportunities for women but also one of involving them in decision-making bodies at various levels and entrusting them with responsibilities for management of their own programmes. Elimination of discrimination against women call for imaginative programmes and research action which diversified their employment opportunities and improved their status.

- **Educational planning** is another area where UNESCO has taken useful initiatives in the past. Educational planning should not, however, be confined to central, state and regional government levels but should be extended to the institutional level. There is need to train key personnel of several types such as educational administrators, planners and educational leaders for the tasks to be effectively initiated and developed during the eighties and the nineties of the present century. This would require bringing together experienced educational workers who had gathered inter-disciplinary knowledge and experience and could interact with groups of educational, financial, planning and political decision-makers. The need for UNESCO’s initiative in arranging such programmes for preparation of third-generation educational planners for effectively tackling the problems and smoothly changing over to the 21st century is emphasised.

- The **programmes for youth** constitute another area requiring the special attention of UNESCO. Without taking their perceptions into consideration no substantial progress can be made towards the goals to which UNESCO is committed.
There is an urgent need for continuous study of the problem and UNESCO's initiative would be most welcome and useful in this area.

- The universities are the crucial agencies for training and development of national leaders and high-grade manpower. It was important that universities did not remain conservative institutions but were able to adapt themselves to changing needs. University education is another major thrust area of UNESCO. It is working towards the reorientation of higher education system all over the world. (Bajpai & Viswarn, 1986).

- Improving the concept of education has been another important area. A major contribution of UNESCO had been to make known the new ideas generated from time to time in different parts of the world on various problems and through sharing of different experiences. Thus, the report on “Learning to Be” brought out by UNESCO gave a new direction and focus to popularising the concepts of life-long and recurrent education. In developing such ideas on education, particular attention should be paid to the methods of education. Education at all levels must emphasise the human spirit and cooperation which must influence all activities.

- Since its creation in 1945, UNESCO has shown great interest in the sciences, especially in the promotion of research and international cooperation between scientists. For example, the European Centre for Nuclear Research (CERN) was formed through UNESCO, and has now far outgrown its small beginnings. Moreover, starting from that early era, UNESCO has maintained strong links with the International Council of Scientific Unions (ICSU) and with the world scientific community. Initially, these activities were of an essentially intellectual nature, focused on studies of trends in scientific research and involving conferences, studies, and exchange visits.
There is a separate programme of UNESCO for the development of **regional and international cooperation** in training and research in technology and engineering sciences, including the broadening of cooperation between industrialised and developing countries in seeking appropriate solutions for the most urgent technological problems, the strengthening of machinery for regional and international cooperation, and intensified cooperation with non-government organisations. There is thus a strong commitment on the side of UNESCO to support such activities (Goodyear, 1985).

### 1.3. UNESCO ON HIGHER EDUCATION

UNESCO International Commission on Education for Twenty First Century, *Treasure Within*, published in 1996, states that higher education is at one and the same time one of the driving forces of economic development and the focal point of learning in a society. It is both repository and creator of knowledge. It is the principal instrument for passing on the accumulated experience, cultural and scientific, of humanity. In a world where resources of knowledge will increasingly predominate over material resources as factors in development, the importance of higher education and of higher education institutions can only grow. Moreover, the effect of innovation and technological progress means that economies will increasingly demand competencies that require high level studies. The commission emphasis that the higher education should respond to the societal problems of accelerated pace of population growth, wastage of natural resources, environmental damage, chronic poverty in much of the world, and oppression, violence and injustice, call for large scale remedial action that can be implemented through international co-operation and taking the global responsibility as one. Co-operation in education should thus be viewed in the broader context of the international community. The collective action is necessary at the global level under auspices of United Nations Organization. International Conferences or world summit with an intact world-oriented...
approach, can determine the co-operation for transforming the globalization of problems into a force for good.

The Commission states that, pressure is being put everywhere on institutions of higher education to expand enrolment, which was 28 million in 1970 and almost doubled to 60 million by 1996. Yet considerable inequalities persist in, in access and in the quality of teaching and research. In much of the developing world, higher education has been in crisis for the past decade. Structural adjustment policies and political instability have taken their toll on the institutions' budgets. Moreover, confidence in higher education has been eroded by graduate unemployment and the brain drain. The overwhelming bias towards the social sciences has led to imbalances in the categories of graduates coming on to the labour market, leading to disenchantment on the part of graduates and employers alike as to the quality of what is being taught in higher education institutions.

The expansion in the number of learners and number of institutions has entailed increased expenditure on higher education. Which is faced with the formidable problems of development of mass higher education. The important function of university education growing in recent years is international co-operation, along with its primary functions of advancement and transmission of knowledge, research, innovation, teaching and training and continuing education. Such functions contribute to sustainable development. As autonomous centres of research, universities can address some important developmental issues facing society by they educate the intellectual and political leaders and company heads of tomorrow, as well as many of teachers. In their social role, universities can use their autonomy in the service of debate on the great ethical and scientific issues facing the society of the future and serve as links with the rest of the education system by providing further learning opportunities for adults and acting as a centre for the study, enrichment and preservation of culture. There is increasing pressure on higher education to respond to social concerns, while the other precious
and indispensable features of universities, their academic freedom and institutional autonomy, have also been the focus of attention. Those features, although no guarantee of excellence, are a prerequisite for it educating political and social leaders, intellectuals company heads and teachers.

The international education commission emphasises that the institutions of higher education have an extremely important duty of high level research in their fields of competence, and another role of advancing knowledge. The research in social as well as in natural sciences must be independent and free from political and ideological pressure, so that it can contribute to the long term development of the society. On the other hand the quality of science should not be sacrificed in the interest of immediate and temporary productivity. Thus higher education can be instrumental in the reform and renewal of education.

Historically, the industrial revolution has witnessed the changing employment structures, as societies have progressed man is replaced by machines, manual working is declining day by day, whereas there in expansion of supervisory, managerial and organizational tasks. Qualification requirements are constantly rising. Universities are emphasizing more on training in science and technology to produce men capable of running increasingly complex systems. There is rivalry between research and teaching, so the most successful institutions are those that have evolved flexible, co-operative forms of cross-disciplinary teaching.

The university is a place of culture. Culture should be considered here in its widest sense, ranging from the most mathematical of sciences to poetry, concerning all the fields of mind and imagination. University being the living repository of the human heritage, place of culture and learning, open to all, the commission reinforced its central theme of learning throughout life.

The Delors Commission (1996) affirmed a major task to the university—even as a moral obligation—to participate in the major debates concerning the direction and future of society. Higher education is the
best tool for the international co-operation for bridging the knowledge gap and to enrich the dialogue between peoples and between cultures. Co-operation among scientists is a powerful tool for the internationalization of research Organizations for Economic Co-operation and Development (OECD)'s. Countries are facing a challenge to sustainable development in economically weak countries. European Union (E.U.) countries have produced enormous scientific and cultural benefits. The urgent task is to devise ways to accelerate co-operation and to build up research capacity in less-developed countries. This will benefit both sides, i.e. the industrialized countries and the developing countries as greater understanding can help to solve the problems of global village, which will promote co-operation all over the universe.

1.4. HIGHER EDUCATION IN INDIA

The British, during their rule in India had created an education system which suited their colonial interests, but after India attained freedom, national leaders like Nehru, Gandhi, Raj Kumari Amrit Kaur, Radhakrishnan and Maulana Abul Kalam Azad became busy in laying an appropriate foundation for an education system of the future. S. Radhakrishnan, as the architect of the University Education Commission, performed a Herculean task and sought to give India the best possible ground for higher education. The U.G.C. (University Grants Commission) was made responsible for conducting the affairs of higher education in India.

Johan (1968) while discussing India's relations with UNESCO in the field of education, said that, it is necessary to keep in view the fact that India as a new independent state was interested in an all-round development as a viable nation. This obviously included educational development or educational reconstruction also. Education may be defined as the "management of learning experiences" to bring about the desired changes in human behaviour. The need for this management of learning experiences as per Kirpal (1968) was still greater in case of India than in many other countries. For, India is a big country with a large
illiterate population. It has experienced a long spell of colonial rule and its educational system had in a large measure been devised by the British in order to perpetuate their hold on India.

According to CABE Report (1947) any programme of educational reconstruction needed for India was to be based on the idea of such a programme of national educational planning as could ensure maximum development of personality of the individual and bring about national integration, economic welfare and political stability. A clear evidence of the recognition of the fact is that successive attempts were made to evolve an educational programme which could fulfill all these requirements in as short a period as possible. Starting with the establishment of the Central Advisory Board of Education in 1944 and going through the Kher Committee in 1950, the question of educational planning has been taken up by all the planners of India's Five Year Plans so far. Quite a number of education commissions like University Education Commission (1948-49), Indian Education Commission (1964-66) have also been set up at different times. All this shows that there has been an awareness of the need for purposeful educational planning in India.

Higher Education must contend with two basic issues—the maintenance of standards in the face of a rapidly expanding system and the responsibility of the universities to meet the needs of a changing society. Since independence, there has been an unprecedented growth in enrollment and in institutions designed to serve this growth.

According to the latest report published by the Indian Association of Universities in January 2002, at present there are 273 university-level institutions in India (including 52 deemed universities). Of these, 162 are traditional universities (including 34 institutions for specialised studies in disciplines) while the others are professional/technical institutions. Of these, 40 provide education in agriculture (including forestry, dairy, fisheries, and veterinary science), 18 in medicine, 33 in engineering and technology, 3 in information technology, 1 in journalism, 6 in law and 10 are open universities. Specialised institutions include: Sanskrit
universities (9), women's universities (5), population sciences (1), regional languages (7), music and fine arts (3), statistics and yoga (one each). In 1998-99 the faculty-wise distribution of college was: arts, science and commerce, 7494; engineering/technology, 565; medicine (including pharmacy, ayurveda, unani, homoeopathic, and nursing), 785 management institutions 350: teachers training and physical education 818; in addition to agriculture/veterinary science, law, music/fine arts, hotel management, computer science/information technology, etc. During 1999-2000, there are 11,831 colleges including 1520 women's colleges. Total enrolment of students is 77,33,612 including 27,41,612 women students.

Quality, however, it appears, has not always kept pace with quantity. Per capita support to higher education has been unable to meet the continuing increasing cost per pupil.

UGC has made continuing efforts to counteract these problems and raise standards. To stem the spread of poorly equipped and substandard colleges and courses, UGC has laid down norms which colleges will have to meet before they can start undergraduate and postgraduate courses. Among other requirements, the colleges must prove that there will be enough staff, books, and equipment to furnish the courses and enough demand to justify such courses.

Directly related to the problems of maintaining standards is the problem of meeting society's needs, particularly in relation to unemployment. The influx of students into universities that have been modeled on the British system has meant that mostly students have been required to study subjects tangential to their major interests. The concept of affiliated colleges with a stress on qualification through examination has not always been in the best interest of the students, who are thus required to pass rather than to learn, and text books mastery rather than subject mastery has plagued many. The problem of medium of instruction (Indian languages used at the first degree level and a foreign language at
the second degree level) has provided a further stumbling block, since such a policy fails to take into account the integral relationship between undergraduate and postgraduate programmes.

The responsibilities of the universities to their students and society is further compounded when one realizes that, in spite of attempts to equalize educational opportunities, most of the benefits go to upper and middle-class students and students from the lower classes have access to inferior institutions. In addition, first generation students generally have lower scores than second or third generation students, their dropout rate is higher and they are more likely to encounter unemployment upon graduation.

In an attempt to make the university more responsive to the needs of the community, UGC has given special assistance to selected university departments and has sponsored courses for advanced studies in different subjects, college improvement programs, summer institutes, and refresher courses. It has encouraged a linkage between course offerings and the manpower needs of the country. It has also supported the creation of autonomous college (to be aided by governmental financial grant), which could be free from the restrictions of existing universities. A number of universities and technical institutions have also introduced a grade system, as a means if evaluating study. Perhaps the most obvious attempt to make higher education responsive to the needs of the country has been manifest in the growth of science and professional education.

Until the goals of higher education are clearly articulated, confusion inevitably will arise. While the desire to provide mass education and meet the manpower needs of the society has opened new opportunities to many, it has also resulted in an over productively of graduates and the frustration of unemployment because the economy cannot absorb them. A vast number of those who receive higher education, and on whom large amounts of public funds have been expanded, are unable to become productive.
Industry, commerce, agriculture, and the learned professions contribute five members to UGC. A few industrial trusts maintain colleges and institutes. In spite of these factors, however, there is little contact between university and industry.

Since the inception of Mutual Education Exchange Programme (Fulbright Hays Act), many students and teachers have studied in the United States. Cultural Exchange agreements also exist with Russia and with Eastern and Western Europe. In addition, there are collaborative programs, especially in agriculture and technology, between institutes in the U.S., Europe and Russia and their counterparts in India. India also cooperates with UNESCO, the World Health Organization and other international agencies.

Significant progress has been made in recent years not only in the development and strengthening of higher education in terms of improved student access, strengthened research and postgraduate programmes, more equitable representation of different social groups, renewed curricula and adoption of new teaching and delivery methods, but in enhanced institutional management and strategic planning capacity as well.

The higher education system has been experimenting with management approaches to deal with challenges arising from Internet factors, such as changes in academic disciplines and new instructional methods and external factors such as population growth, diverse clienteles and changing labour market requirements. Non-university institutions and establishment of open universities and distance learning system have been particularly important initiatives.

Involvement in decision-making by all key stakeholders of higher education institutions is recognised as imperative. To this end, a large measure of autonomy is being stimulated in the system to encourage freedom to select staff and students, determine curriculum and degree standards and to allocate funds; while at the same time being accountable to the system.
Higher education in India is coordinated by several agencies. While the university system falls within the jurisdiction of the UGC, professional institutions are coordinated by different bodies. The All India Council for Technical Education (AICTE) is responsible for coordination of technical and management education institutions.

The establishment of the UGC was the first major legislative measure initiated by the Government of India (GOI) under the constitutional provision reserving to it the powers for coordination and determination of standards in universities. The primary responsibility of UGC is to promote and coordinate university education in the country and to ensure that the standards are maintained in teaching, research and examinations. In performing these functions, the UGC allocates and disburses grants placed at its disposal by the Central Government to the Universities, after an assessment of their needs. The Commission provides the development and maintenance grants to universities established under the Acts of Parliament and only development grants to those established by state legislatures.

The major initiatives taken by the UGC in improving the quality and standards of higher education are:

- Improvements in the quality and standards of teaching and research through programmes for setting up Centres of Advanced Study and Research, improvements in college teaching, strengthening research and infrastructure, etc.
- Periodic review and renewal of curricular content of courses in various disciplines and special schemes for introduction of emerging areas of education and training.
- Establishment of common facilities for research networking of resources for information and documentation.
- Induction of electronic media in higher education.

Councils of higher education that has been established recently is Association of Indian Universities (AIU), which was earlier known as Inter-
University Board of India. All the universities and other equivalent institutions of higher education are members of the AIU. The AIU has no executive powers, but plays an important role as an agency of dissemination of information and as an advisor to the government, UGC, universities and research organizations.

1.5. UNESCO - INDIA: RELATIONSHIP

UNESCO is an autonomous agency whose relationship with India needs no elaboration. India has not only been regularly paying its share of UNESCO's operational budget, it has also lent many leading educators, scientists and specialists in different fields to the UNESCO Secretariat. Indians have been associated with various international panels, conferences, advisory committee of UNESCO. Besides others, two former Presidents of India, Dr. S. Radhakrishnan and Dr. Zakir Hussain and one Prime Minister, Mrs. Indira Gandhi, have served on the UNESCO Executive Board.

UNESCO came to be one of the non-political (technical) agencies of the U.N. Rajkumari Amrit Kaur of India represented the nation at the London Conference for the Establishment of UNESCO in 1945. Indian representatives took with them their own notions of peace, non-violence, education and development. Thus Aurobindo's, Tagore's, Gandhi's and Nehru's ideas reached UNESCO through persons like Radhakrishnan, Rajkumari Amrit Kaur, Prem Nath Kirpal, Malcolm Adiseshiah and S. Gopal, etc.

India held the view that peace and development are closely interrelated and education should be used for development which would ensure peace. An imbalanced development of the world caused hatred, jealousy, anger which led to wars. Racial and colonial policies played their own part in causing wars.

India totally agreed with the UNESCO's idea that education is a life-long process and a person keeps learning from cradle to the grave. This was in keeping with the Indian philosophy of "Gyana Marga". Indian
delegates took to UNESCO the concepts of non-violence basic education, functional education, adult education, formal education, non-formal education, etc. In this manner the Asian cultures and values got proper representation in the UNESCO and the western countries slowly started shedding their arrogance. India also projected the idea of Unity of Religion and suggested that religion should be written with a capital 'R'. S. Radhakrishnan went to the extent of demanding that besides a United Nations Organization, a United Religious Organization should be formed to cement mankind together. India representatives believed in the religion of spirit and, time and again preached spiritual humanism. All of them wanted the universities to inculcate the spirit of humanism, tolerance and search for truth and wisdom, and thus become temples of learning.

India also wanted the Western world to learn moral and spiritual values from the East. This led to the East-West Major Project. India's representatives pleaded that there should be a balance between the material and spiritual development of the nations.

There was also a difference of opinion on whether UNESCO should concern itself with strictly the non political matters or in case of emergency situation like the Cuban missile crisis and the Korean crisis, discuss political matters too. India pointed out that Cold War was nothing but ideas struggling towards a conclusion and UNESCO could provide an appropriate platform for that. India's intellectual heavyweight, S. Radhakrishnan called UNESCO the conscience of UN and thought that UNESCO's role was the most crucial among all the specialized agencies.

Indian minds represented the interests of the entire Third World when it came to the role to be assigned to UNESCO. This study would make an endeavour to find out India's image of UNESCO in this regard. India made a lot of impact on the role to be assigned to UNESCO and its programs, and Higher Education was no exception to this. India wanted UNESCO to be universalized and made efforts to make China its member. Indian delegates to the General Conference of UNESCO also advocated for the representation of the Third World on the Executive Board.
S. Radhakrishnan analyzed the geopolitics of hunger and suggested the establishment of a food research institute which, in turn, led to the Arid Zone Major Project and the Arid Zone Research Centre. India tried to mould the programs of UNESCO in a manner so as to help in the development of the third world countries.

International understanding was yet another area in which India showed great interest. Nehru had said that to understand is to forgive. Naturally then the Unescans from India got deeply involved in the Cultural Exchange Program. Under the League too, through the program of exchange of letters, minds like. S. Radhakrishnan and Einstein had been interacting to build bridges of understanding which would help in forging international solidarity. During the Inter-war period and during the Second World War, Indians like Aurobindo Ghosh, Nehru, Gandhi, Rabindenath Tagore and S. Radhakrishnan had been doing their best to understand the western cultures while at the same time trying to interpret the East to the West in the modern English idiom.

Since India's S. Radhakrishnan embodied in his person the very aims and principals of UNESCO, Nehru, although himself the foreign minister, left the entire conduct of India's affairs vis-a-vis UNESCO into the hands of the philosopher-statesman. Radhakrishnan, thus, came to occupy a unique position as the Vice-Chancellor of the Banaras Hindu University, India's ambassador to the Soviet Union, and the leader of Indian delegations to the UNESCO General Conference, all at the same time. A multi-dimensional personality, he was working shoulder to shoulder with Unescan like Julian Huxely and Rene Maheu, Radhakrishnan was elected to be a member of the Executive Board of UNESCO and was bestowed upon the unique honour of inaugurating the new building of UNESCO in Paris with the words "Shantih, Shantih, Shantih", (Peace, Peace, peace) at a time when he also happened to be the President of the UNESCO General conference. India tirelessly worked for the educational development of the newly independent countries of Asia, Africa and Latin America. Soviet Union backed Indian efforts but the Western World did it grudgingly, because Indian delegations continuously
kept harping on the racial, anti-colonial and hegemonic policies of the West. In fact, India and the other third world countries strived to give a new geopolitical twist to the East-West dichotomy and preferred to call it the North-South divide, the North comprising the rich, and the South, the poor countries of the World. The controversy led to the withdrawal of UNESCO membership by U.S.A., U.K., and Singapore.

UNESCO along with UNICEF has tried to contribute to children's welfare through the Applied Nutrition Project, Children's Media Laboratory and the Community Education Project. It has taken part in programmes for reforming primary level curricula. Besides education planning and management, it has also actively participated in providing low-cost school buildings, vocational technical and environmental education. UNESCO's Regional Office of Science and Technology for South and Central Asia, has headquarters at New Delhi. It serves eleven Member States in this region.

UNESCO has assisted India in establishing a number of central institutions and technical educational institutions of high repute. It has also helped in promoting Social Science development in India. The World Heritage List of UNESCO includes 19 Indian Monuments. UNESCO is engaged in a global campaign for saving the national heritage of various countries (Sud, 1996). It has extended its co-operation in the building of Auroville in Pondicherry, where citizens of various nations of the world are experimenting in living together. Besides these UNESCO has shown great interest in the Environment, Women, Human Settlement, Conservation of Metals, as well as Rural Development. Much of India's ancient literature is being translated by UNESCO. So far more than a hundred titles in different Indian languages have been translated. Ancient Indian manuscripts on palm leaves or 'Bhujji Patras', are being collected by UNESCO.

1.6. NEED OF THE STUDY

In the beginning of the present millennium we find ourselves surrounded by and environment of hunger, disease, environmental
degradation, violence, with the threat of annihilation of mankind by atomic, biological, chemical (ABC) weapons. The need of an International Organization like UNESCO was felt after the Second World War, hence it was in the nature of a cure. Wise people tell us that prevention is better than cure. Before the entire humankind is wiped out from this planet, it would be better to create a kind of software in the form of rationally thinking minds throughout the population of our planet. It hardly needs mention that Research and Development has to lead higher education (facilitated by UNESCO, and other bodies in India working within the framework of UNESCO), thus starting a chain reaction which would create peace in the minds of men. Hence the need and importance of the right kind of higher education not only in a particular country but throughout the world.

The need of change demands that we focus on education, health care, agriculture, proper governance, higher employment generation, industrial growth, national efficiency and productivity, empowerment of women and rural prosperity. With a targeted transaction of value added IT products amounting to $80 billion by 2008.

The present study sought to find out the role played by UNESCO in shaping higher education in India, the contribution made by India to UNESCO, to what extent has India developed education, science and culture keeping in mind the aims and objectives of UNESCO. The effort has been to find answers to some questions like whether India has developed the habit of co-operating with other countries in the areas identified by UNESCO; the contribution made by Indian in UNESCO in the field of education, especially higher education; and how does the Indian higher education system compare with the policies and programmes of UNESCO. The study has examined the quantitative and qualitative achievements of India in the field of higher education. The contribution made by Indian educational philosophers to the development of theory of education propounded by UNESCO and how has India’s approach been different from that of other countries while relating
education with non-violence, development, international understanding and cooperation. It has been a part of discussion to analyze the problems of higher education in India and the prospects and the potential of India in the field. The study has scrutinized the role played by the Indian National Commission for Cooperation with UNESCO and the bodies like U.G.C., Association of Indian Universities (AIU), Indian Council for Social Sciences Research (I.C.S.S.R.), Council for Scientific and Industrial Research (C.S.I.R.) and other similar organisations.

The need for such studies cannot be minimised if we keep in mind the decisive role which higher education can and would play during the times when the pressure of industry, agriculture, environment needs is so great on education, the role of which would be decisive. If we are making efforts to change the minds of men so as to make them conducive to peace and development, we should know where we stand at the present point in time when it comes to studying UNESCO and the development of education in different parts of the world. The need of the present study, thus, arose out of the demand of the society and the desire of the investigator to evaluate the development of education with special reference to the development of higher education. This alone would help the decision-makers while they are preoccupied with the task of formulating the policies and programmes. The study, it is humbly submitted, would enable us to find out the mistakes committed, and the opportunities waiting for the academic world in the age of globalization and electronisation.

1.7 TITLE OF THE STUDY

EVALUATION OF HIGHER EDUCATION IN INDIA IN LIGHT OF UNESCO POLICIES AND PROGRAMMES

1.8 OBJECTIVES OF THE STUDY

Objectives of the study were:

(i) To study UNESCO as an agency of International Scientific Cultural and Intellectual Co-operation.
To study UNESCO’s contribution in the field of education.

To study UNESCO’s contribution in various areas of higher education relating to its policies, programmes, management, research and development, quality improvement.

To study higher education system in India in relation to its policies, programmes, management, quality improvement.

To evaluate Indian higher education system in accordance with UNESCO policies and programmes.

To give suggestions, for the consideration of Policy makers, to be incorporated in higher education system in India for making it comparable with International Standards.

1.9 METHODOLOGY

For the purpose of the present study, a historical analytical approach has been adopted, utilizing both the primary and secondary sources available in the UNESCO offices. Annual reports of UNESCO, libraries have been scrutinized to evaluate the work on Higher Education done by UNESCO and India together. Material has also been collected on the internet, newspapers, periodicals, research journals, etc. In the end, suggestions have been given for the consideration of policy makers, UNESCO personnel and those responsible for conducting higher education in India and other third world countries after a thorough and critical analysis of the work done in this regard so far.

1.10 DELIMITATION

The present study is limited to the analysis of Higher Education system in India. In this it has dealt with University Education only including Science and Arts streams. Other areas of Higher Education have not been included in the scope of this study.

The study was divided into the following chapters:

(l) INTRODUCTION
(II) REVIEW OF RELATED LITERATURE
(III) METHODOLOGY
(IV) UNESCO ON HIGHER EDUCATION
(V) HIGHER EDUCATION IN INDIA
(VI) EVALUATION OF HIGHER EDUCATION IN INDIA IN THE LIGHT OF UNESCO POLICIES AND PROGRAMMES
(VII) SUMMARY AND CONCLUSION