

CHAPTER I

INTRODUCTION

1.0 INTRODUCTION

Higher education in India comprises the college and university education, which consists of the general education, professional education and technical education streams. The courses of higher education generally includes under graduate, post graduate, M.Phil., doctoral and post doctoral programmes. In some states, +2 level includes in the higher education, where as, in some other states, it is considered as a part of school education i.e. higher secondary or senior secondary education. Higher education is the apostle in hierarchical educational system of the country, which is characterized, with continuous problem of over crowding, unskilled manpower, poor infrastructural facilities, insufficient instructional materials, declining standards of quality and inadequate financial support from the apex bodies. Higher education had gone through a sea change in terms of its qualitative as well as quantitative expansion. In term of quantitative expansion it stands third in the globe. In terms of qualitative expansion it is very difficult to comment on the Indian higher education system but many committees and commissions reports emphasized on the deterioration of the quality of higher education system and suggested for revamping the system in almost all the dimensions. To enhance the quality of higher education system, there is a need of studying and analyzing the total system from different components.

As it is evident that education is an investment in higher education for a long period, improper use of estimate of returns expensive emphasis on education for all that adverse economic condition of many developing countries are some of the reasons for the neglect of higher education. Besides the view of higher education that has no significant effect on economic growth, equity, poverty and social indicators of development, reduction in developing countries has also contributed significantly to its neglect. No doubt higher education is the controlling whip of the quality development of education system of a country. It produces skilled manpower and disseminates explosion of knowledge for quality assurance and quality management of educational system and ensures the economic development of a country.

Realizing the importance of higher education and Universities Prof. V.C. Kulandai Swamy, former Vice Chancellor of three universities said, “ a university is the nursery for the creative talent to sprout; it is the farm that provides fertile soil and favourable climate for one’s talent to find the fullest manifestation; it is the environment where leadership develops; it is the place where expeditions into the unknown are initiated and encouraged; it is also the place where inventions and innovations germinate and blossom. No developing nation can allow its university soil become arid without endangering the future of its youth and therefore its own future.” Hence higher education or the university education is very important for any country for its development. A good university system can bring drastic change in any country. There is a need of continuous studies on the higher education to bring betterment in the system from time to time. The present study is an attempt in this direction. In the present study the researcher is trying to study the system of higher education system in terms of its structure, management, finance and community participation in a tribal area of Orissa.

1.1 GROWTH AND DEVELOPMENT OF HIGHER EDUCATION IN INDIA

The system of higher education in India in terms of the number of universities, number of affiliated colleges, students’ enrollment, faculty strength, resources allocated etc. has been expanding and diversifying almost exponentially since independence and today it is one of the largest educational system in the world.

India has a long history of its past universities and has a brilliant tradition of learning and culture. The ancient universities in India had attracted scholars from various countries and were the leading centre of learning in the contemporary world. The establishment of university was Takshashila (West Punjab), which attained great fame as a university in the seventh century B.C. During the Buddhist period, a good number of universities flourished in different parts of the country, such as Purushpur (Peshwar), Vikramashila and Anadtapuri (Bengal), Nalanda (Bihar), Kanchi (Madras) and Vallabhi (Shaurashtra). Those universities had imparted the unique system of learning and culture in Veda, Vedanta, holy scriptures, grammar, Sanskrit, medicine, astrology, mathematics, religion and morality, spirituality, astronomy, logic, philosophy, art and architecture. But during the medieval period most of those seats of

higher institution disappeared. The Muslim rulers established their own educational centers of higher learning which existed in Delhi, Agra, Lucknow, Jaipur, Ajmer, Murshidabad etc. But these traditions of learning did not last long. The modern higher educational institutions had been established during the British period in the 18th and 19th century. These institutions were Banaras Sanskrit College, Hindu College, Calcutta, Scottish Church College, Calcutta Christian College, Madras, Agra College, Calcutta Medical College, Bombay Medical College, and Rockee Engineering College. But the history of modern educational system and universities in India can be tracked from the Wood's Dispatch of 1854.

The Wood's Despatch declared, universities to be established which shall test and encourage a liberal course of education by confirming academic degrees in arts and sciences and adding marks of honour for those who may desire to complete for honorary distinction. The Wood's Despatch also recommended that the universities were to be taken as the model of the London University. In the words of Despatch, "The university to be on the model of London University, and to consist of a Chancellor, Vice Chancellor or Fellows who will constitute a senate. The senates to have management of the funds and to frame regulations, subject to Government approval for conducting periodical examinations in the branches of arts and science, by examiners selected from their own body or nominated by them. After the recommendation of Wood's Despatch, three universities had been established in 1857 in the pattern of London University in the presidency towns at Calcutta, Bombay and Madras. Lahore University was established in 1869. Thus the Despatch dealt with the new schemes and measures as policies to be implemented for the spread of education in general. The creation of the post of public instruction, the establishment of universities at the presidency towns, maintenance of the existing schools and colleges, the introduction of grant-in-aid system to give encouragement to the private institutions and the establishment of the teachers' training institutions etc. accelerated the expansion of educational facilities. After the first war of independence, the administration of India was transferred from the east India company to the crown in 1857 and then the British Governor evinced interest and concentrated seriously on the development of education at all levels.

There was a rapid growth of colleges during this time. Besides government colleges, numerous private institutions also sprang up. During 1880, it was felt that too much was being done in India for higher education and the government did not carry out the grant-in-aid policy as suggested by Wood's Despatch. The missionaries were hit hard by such a policy as they were managing a number of English schools and colleges and they started agitation. As a result of this agitation, Lord Ripon appointed First Indian Education Commission in 1882, which is also known as Hunter Commission. The commission suggested that the rate of aid to each college be determined by the strength of the staff, the expenditure on its maintenance, and the efficiency of the institution and the wants of the locality. It was a great set back in the progress of higher education in India. During that time the community participation in higher education started and the management and finance of higher education went in the hand of missionaries. The defects in the university education became distinct, as nothing distinct had been done to remodel the Indian Universities since they were established. In 1902, the Indian University Commission was appointed and the Commission's recommendations on university education have been regarded merely as "rehabilitation and the strengthening of the existing system." The Commission recommended for the quality improvement of the university education in terms of empowering senate and syndicate. The recommendation was more for the improvement of teaching in the colleges including supervision by university, reform of curriculum and examination system, and framing of managing committee for each college to manage college affair. On the basis of the recommendation of Indian University Commission, 1902, Lord Carson passed the Indian University Act, 1904. Now, universities were given the right of teaching along with the right of conducting examination. In short, their scope was enlarged. Universities had the right to appoint teachers, to conduct teaching and they inspire them to carry on research, to manage libraries and laboratories and to make plans to bring discipline among the students. The territorial jurisdiction of the universities was fixed and according to this provision the relations between the university and the colleges were established and maintained. In 1913, Government Resolution on Educational Policy came into existence. According to the resolution of 1913, university education was expanded. It was felt that the existence of 5 universities and 185 odd colleges was considered to be insufficient in view of the vast needs and demands of the country. Universities were relieved of the responsibility of granting recognition to high schools and that was kept

under provincial Governments. The establishment of teaching universities was suggested by emphasizing the separation of the two functions of the universities i.e. teaching and examination. Due to the outbreak of World War I, no action was taken on the Government Resolution on Education policy, 1913. The Calcutta University Commission, (1917-19) also known as Sadler Commission to study the problems of Calcutta University. Although the report deals with the Calcutta University, the problems that it studied were more or less common to other Indian universities. Hence the report was applicable to all Indian universities. The commission recommended for the separation of intermediate classes from universities, making degree programmes of three years duration after intermediate stage, giving more power to teachers and universities with a view to remove unnecessary state control over them, making provision for Honours courses, inclusion of external experts for the appointment of university teachers, creation of academic council and board of studies to settle academic questions in the universities etc. The recommendation of Calcutta University Commission (1917-19) brought drastic positive change in the higher education scenario of the country.

During this time Mahatma Gandhi started Non-cooperation movement and the National Educational Movement started after Nagpur Congress resolution in 1920 emphasizing on the establishment of national schools and colleges. During the course of less than four months, the National Muslim University of Aligarh, the Gujarat Vidyapith, the Bihar Vidyapith, the Kashi Vidyapith, Quami Vidyapith at Lahore and a large number national schools were established paving the way for Indianization of Indian higher education emphasizing on three main points: (1) Indian control of education, (2) teaching the love of motherland, and (3) no servile imitation of the West. The Government of India Act (1935) that emphasized on provincial autonomy divided all educational activities including higher education into two categories only Federal or Central and State or provincial. As a result, the Banaras Hindu University and the Aligarh Muslim University came under federal jurisdiction. During 1950-51, we had a total of 27 universities including Institutes of National importance. Total number of colleges were 695 excluding junior colleges with enrolment of 3,62,323 students including 43,000 women and a teaching staff strength of 18,700.

After independence the first action of great significance was taken by the Government of India, in the field of higher education was the appointment of the University Education Commission (1948-49) also known as Radhakrishnan Commission. The report of the commission is a document of great importance as it has guided the development of university education in India since independence. The recommendations of the commission included the aims of education, different classes of teaching staff at universities, Scale of pay for university teachers, Standard of teaching at universities and colleges, development of post-graduate teaching and research, Medium of instruction in higher education, Examination reforms, students' welfare and their activities, provision of women education in the universities and constitution and control of higher education including financing of higher institutions. This is considered as a landmark in the history of Indian higher education. It paved the way for both qualitative and quantitative expansion of higher education in the country. The report of the commission is still considered as a guideline in the higher education till date. The process of the growth and development of Indian higher education continued significantly on the line of the recommendation of University Education Commission with minor changes and modifications from time to time till the year 1964.

The Kothari Commission Report (1964) also brought some changes in the scenario of Indian higher education. The major recommendations of the commission related to higher education were, creation of professional education, nomenclature of courses of higher education, standardization of higher secondary education, and professional education and status of teachers. The major focus of the Kothari Commission was on the standardization of secondary education. On the basis of the recommendation of Kothari Commission (1964), National Policy on Education (1968) was prepared emphasizing mainly on the structure of higher education, correspondence courses, provision for creation of new universities, improvement on the standard of post-graduate teaching and research, and the creation of Centres of Advanced Study etc. related to the higher education. After the NPE (1968), a Committee on Rural Higher Education (1969) was constituted and the recommendations of the committee were very pertinent for the development and spread of higher education to rural India. The committee on Audio-Visual Aids in higher Education (1967-69) recommended a lot for the improvement of teaching and

learning in the higher education set-ups. The developments in the areas like, university Broadcasts, Educational Television, Programmed Learning, Language Laboratory etc. were the contribution of this committee in the field of higher education. The recommendations of the Committee on Governance of Universities and Colleges (1969-73) has major role in the development of university and higher education governance in India. National Commission on Teachers I & II (1983-85) emphasized on the role of the teachers of higher education for national development, social status of teachers, work environment of teachers, professional ethics and values of university and college teachers and their scales of pay. The commissions have significant contribution in bringing the status of university teachers equal to the status of Civil Servants making university teaching job attractive for bright and talented graduates.

National Policy on Education (1986) and the Programme of Action to NPE (1986) brought a national system of education reorganizing education at different stages including higher education. The policy brought technical and management education together. The policy tried to reorient and restructure the higher and university education emphasizing on the professional aspect of higher education making higher education more techno- savvy giving the importance of computer and its use in higher education. The NPE (1986) brought a paradigm shift in the Indian higher education pushing it towards its development and growth. The committee on Accreditation and Assessment Council (1988) brought the National Accreditation and Assessment Council (NAAC) in the year 1994 as a quality control wing of UGC heightening the status of Indian higher education to the International standard. Gnanam Committee Report (1990) added features of scientific and decentralization management in the Indian Universities. This report brought effective and efficient management structure and practice to the university and higher education. The report is considered as the Bible for the educational managers and administrators. Janardhan Reddy Committee (1992) added quality in Indian Higher education envisaging mechanism to regulate non-standard and sub standard universities and colleges. The State Council of higher Education is the outcome of the proposal of this committee. Revised National Policy on Education (1992), and UGC Committee on Funding of Higher Education (1992-93) brought planning and organization of resources for the development of higher education. Apart from the contribution of these committees and commissions in the growth and development of higher education, the contribution

of our five-year plans cannot be ignored for the development of higher education in India.

The number of universities which were 33 in 1956-57, rose to 156 in 1986-87, 190 in 1990 and today we have about 332 universities including 18 central universities, 216 state universities and 98 deemed to be universities (UGC, 2005). There are more than 9000 affiliated colleges with an enrollment of nearly 80 lakhs of students. Now more and more private universities are coming up and foreign universities are bringing their campus to India. The projected figure of universities, general education colleges and enrollment in general education colleges at 2011 A.D. is expected to be 344, 12695 and 8526000 respectively. India has now the third largest higher education network in the world. Enrollment in Indian higher education accounts for about 43 percent of the total enrollment in the developing countries. Every eighth student enrolled in higher education on the globe is an Indian. The growth and development of higher education since independence is remarkable but not substantial. Hence there is a need to study the growth and development of higher education in different parts of India.

1.2 HIGHER EDUCATION AND NATIONAL DEVELOPMENT

There is no doubt that higher education is one of the most essential tools for any modern nation to achieve social, economic and political objectives for meaningful national development. The intrinsic intellectual dynamism, resourcefulness, and the moral strength of a nation are reflected in the quality of higher education, which provides political, intellectual, scientific and professional leadership. Scientific and technological basis of modern world, more than anything else, had made higher education as never before the more important element in the life progress of a nation. Economic and social development, welfare and security are closely dependent on the extent and quality of higher education. It is the quality and the nature of persons coming out of our colleges and universities that will depend success of our efforts in national reconstruction and social transformation.

“If India is to confront the confusion of our time, she must turn for guidance, not to those who are lost in mere exigencies of passing hour, but to her men of letter

and men of science, to her poets and artists, to her discoverers and inventors. These intellectual pioneers of civilization are to be found and trained in the universities, which are the sanctuaries of the inner life of the nation". This statement of Dr. Radha Krishnan in the University Commission Report (1949) is universal and more valid even today. 21st century society is a knowledge-based society. In this age of knowledge, it is the intellectual capital i.e. trained manpower rather than financial and physical capital, which will give the society strength and prosperity. When knowledge and educated people become important strategic resources for development, the society has to become more dependent upon those institutions namely, our universities, colleges and higher education institutions that are responsible for creating these critical resources. In this respect the National Policy on Education (1986) stated that higher education contributes to national development through dissemination of specialized knowledge and skills. It is therefore, a crucial factor for survival.

Considering the role of education in national development, the Education Commission (1964-66) stated, "The destiny of India is now being shaped in her classrooms. This, we believe, is no more rhetoric. In a world based on science and technology, it is education that determines the level of prosperity, welfare and security of the people. On the quality and number of persons coming out of our schools and colleges will depend our success in the great enterprise of national reconstruction whose principal objective is to raise the standard of living of our people."

The development of human resources, the impact of which is intense and pervasive on all sectors of growth, is closely associated with the system of higher education for providing education, training and skills. The system of higher education, being chiefly responsible for preservation, generation and dissemination of knowledge and skills of higher order, exercises a determining influence on the socio economic and cultural development of the country. The national development of India is seen from all facets of life with a vision of 2020 when India could be considered as a developed country. Can we relate all these developments in different fields with the higher education. Directly or indirectly higher education is related and associated with the development of the country.

Considering the higher education and the national development Ninth Five Year plan (1997-2002) stated, "the country is going through economic and technological changes. The system of higher education has to prepare its products for participation in the emerging social, economic and cultural environment. Universities are witnessing a sea change in their outlook and perspective. Information technology is leading to fundamental changes in the structure, management and mode of delivery of the entire educational system."

1.3 PROBLEMS AND ISSUES IN HIGHER EDUCATION

The ill-planned development of higher institutions without adequate academic and physical facilities has deteriorated the quality of higher education. In this connection the Education Commission (1964-66) remarked, there is a general feeling in India that the situation in higher education is unsatisfactory and alarming in some ways that the average standard have been falling and that rapid expansion has resulted in lowering quality. It is a general feeling that if the quality of education at the higher level is not improved, the administrative, scientific, technical and intellectual standards will be seriously handicapped.

Development of Higher Education in India: A Policy Framework (1978) highlighted the problems of Higher Education in the following lines, "the system has developed three major weakness.

- (1) It still continues to be dominated by models and value systems adopted during the colonial regime. For instance, it lays great emphasis on narrow individualism, unhealthy competition to the neglect of social good, verbal fluency (especially in English), and mere acquisition of information, while it neglects social objectives, cooperation, manual work, training in skills and building up of character. The educational institutions function in isolation from the community as well as from one another. It has proved itself to be inadequate to meet our national needs and aspirations.
- (2) The system maintains a set of double standards. A small minority of educational institutions at all levels is of good quality and compares favourably with those in developed countries. But this core of good institutions

is surrounded by a large penumbra of institutions where although there is open-door access, the standards are poor. Consequently it is in these institutions that the large majority of the people including the weaker sections receive their education. This dualism leads to undesirable social segregation and to a perpetuation and strengthening of in-egalitarian trends in our society.

- (3) Even in quantitative terms, it is mainly the upper and the middle classes that are the beneficiaries of this system. Sixty per cent of the population, which is still illiterate, has obviously received none of its benefits. Of every 100 children of six years of age, 20 never go to school, 55 drop out at an early stage, so that only 25 complete class VIII, 70 percent of the seats in secondary schools and 80 per cent of the seats in higher education are taken by the top 30 per cent of income groups.

What the system needs, therefore, is a drastic overhaul; a transformation of its character, through the introduction of a modern scientific outlook and other essential measures, to suit our national needs and aspirations; a substantial improvement of standards; an extension of its coverage so that the education of the people becomes, not a peripheral pursuit, but a central objective.” The policy framework further suggested that “the tasks of educational reconstruction thus require an intensive, coordinated and collaborative effort on the part of all the agencies involved, viz., the centre, states, public, teachers, students and administrators. Instead of trying to blame each other, all these agencies should work together for bringing about an educational and social transformation on a scale commensurate with the size and complexity of our problems. If this can be done, there is no doubt that we shall soon be able to create a new educational system and a new society.”

The last part of the twentieth century witnessed tremendous changes in all aspects of life-political, economical, social, educational and cultural. Science and technology developed with a rapid pace, political and trade barriers between countries got gradually broken down with globalization as a fast developing scenario in all areas. 21st century is further going to bring in a lot of challenges. The role to be played by the higher education in meeting these challenges cannot be undermined. The higher education system has to be self sufficient to meet those challenges. Highlighting these components of change Dr. S. Radhakrishnan the great philosopher and teacher, in the

University Education Commission report (1948-49) said, "He indeed must be blind who does not see that mighty as are the political changes, for deeper are the fundamental questions which will be decided by what happens in the universities". Though the effectiveness of the total higher education system is however, primarily dependent on the availability of adequate finances to meet the requisite costs of the provision for development of higher education and research other components like, structure, management, professionalism among teachers, community involvement and participation etc. do matter for the improvement of higher education hence for national development. While the quantitative growth of our higher education system may look to be relatively large it is still insufficient to meet the growing demand of the population and the varied needs of the national development. Our higher education system has lots of problems and issues, which act negatively in its quantitative as well as qualitative improvement. Those problems are related to the structure, relationship between centre-states and UGC financial support, professional preparation, lack of freedom and autonomy and many more. There is need to handle these problems of higher education in meaningful and efficient manner.

1.4 HIGHER EDUCATION STRUCTURE

Harold Stieglitz regards the structure of the organization as "the process of logically grouping activities, delineating authority responsibility, and establishing work relationship that will enable both the organization and the individuals to realize their mutual objectives". All good organization structure is essential for the smooth and effective functioning of any institution, universities and colleges have tended to be negligent in this important phase of management. It appears that university and college structures have grown more through expediency rather than design, and although it tends to lead to inefficiency, as many institution have been slow to improve the condition. To reduce frustration and to conserves time and energy with the increasing pressures on administration of universities and colleges, more attention should be given to organizational structure in order to improve efficiency. The organizational functioning of higher education, thus, needs the formal structure through which work is defined, sub-divided, and coordinated. More specifically, organizational structure at higher education as a key to the functioning of management involves the following steps.

1. Determining the activities of the enterprise keeping in view its objectives.
2. Classification of such activities into convenient groups for the purpose of division.
3. Assignment of these groups of activities to individuals.
4. Delegation of authority and fixing of responsibility for carrying out such assigned duties and
5. Co-ordination of these activities and authority relations through out the organization.

If the person fits well in the structure, if he understands his place and his duties are well defined, he is more likely to be proud and happy in his relationship— his effectiveness i.e. greatly enhanced. The basic organizational structure of a university is function of objectives, size, complexity and the individual institution philosophy of education. The structure of an organization affects the administration of the system. However a good organization structure along is not panacea for all the organizational problems. As Drucker argued “.....good structure does not by itself produce good performance just as a good constitution does not guarantee great president or good laws, or moral society, but a poor structure makes good performance impossible no matter how good the individual manager or administrator may be. To improve organization structure will therefore always improve performance.” Followings are the elements of a good organizational structure in higher education.

1. Departmentation
2. Centralization and Decentralization of Authority
3. Delegation of Authority
4. Span of Management
5. Unit of command
6. Line and staff Authority
7. Committee Management

There is need to bring these structural components into the structure of higher education and to manage these components for the smooth functioning of university and higher education system.

1.5 MANAGEMENT OF HIGHER EDUCATION

An effective management rests upon a sound structure. In the absence of a sound structure and due to the vastness of our higher education system, it needs unique objectives, ordinance, rules and regulations, proper support and coordination from union Government, state Governments and UGC; well trained administrative support system, participation from the local bodies and the community. It needs local specific and system friendly decentralized management system for effective management of Higher Education system. In this context Prof. S. Venkateswaran, president of AIU at the 75th AIU annual meeting said, "India is a vast country with diverse culture, attitude and needs. It will not be possible to find to propagate a universal model to meet all the challenges. Each university may have to develop depending upon the expertise it has and the local conditions, its own innovative strategy and methodologies to meet these challenges. This cannot be done if the universities do not have freedom and autonomy". Due to the vastness of our higher education system, it is also prone to many problems which is even highlight by UGC. The existence of a large number of affiliated colleges in a university has become a drag on the process of modernization and improvement of standards of Higher Education. In the present context of quality deterioration of higher education, it is pertinent to study the management structure and practice of higher education in details.

In the dawn of 21st century the world has witnessed unprecedented explosion in major areas of knowledge, population and aspiration. The phenomena of globalization, which made its first appearance in the economic sphere, have spread to all walks of life including education. Education has been considered as a non-commercial and non-profit service oriented and dedicated profession. But now questions are being raised about the accountability in the education sector and they're also a concern for quality in all educational transactions.

In the changing socio economic, political scenario concern for quality education management is becoming a necessity as we move towards the highly competitive world of the 21st century. It requires total involvement, commitment and accountability. The teachers must wish to implement TQM. Teachers and Teaching

professionals should be well equipped with moral, professional, intellectual and community skills to convince the customer through the discharge of their efficient services.

Regarding the management of higher education Gnanam Committee: Towards New Educational Management (1987-90) in its extracts states that “ Higher education has an important role to play not only for academic pursuit and augmenting knowledge but also towards national development. University management has a crucial role to play in order to enable the system to discharge this role. We have deliberated upon several aspects of the management of universities with particular reference to the challenges, which the NPE (1986) and the Programme of Action in this regard, have posed for the university system. The main emphasis has been to provide a sound scientific framework for the governance of Universities which will make them efficient, result oriented and adverse to politicization.” Further the commission stated that Universities are the centers of excellence as also of regional/ national development. In the light of current changes and challenges, universities must come to centre stage. The objectives of the universities and their modes of funding should be reviewed and redefined accordingly. The managerial patterns of a university system must necessarily have an in built flexibility to adopt itself quickly to the changing needs of the country and the region it serves and to carry out innovations and experiments. Any efforts, therefore, to bring the bodies of the universities, and the managements of colleges. Strategies are a further step from recommendations to specifics-specific courses of action- in the direction of realizing the organizational objectives. Union legislation in this regard needs be the foremost to set in motion strategies for implementation by the different constituencies of the system.

In the caption ‘Making the system Better’ the commission stated “ we have made conscious efforts, inter-alia, to ensure:

- Clarity of role and functions of university authorities and reduction in their over-lapping functions;
- Introduction of decentralized or self-management at different levels linked with accountability;

- Enlargement of the scope of universities' linkages with national/research laboratories, as also for the establishment of Regional/ national faculties/ autonomous institutes on university campus;
- Clarity in the role and working of different functionaries to remove prevailing confusion and to meet the new demands on the university system and also suggest new functionaries to meet new demands;
- A more effective role for the college system to meet the demands for higher education;
- Better management of research and extension; and
- Grievance redressal machinery.

We hope that implementation of the recommendations made by the committee will improve the efficiency of university management and lead to more effective achievement of the objectives of the universities.”

Regarding the management of higher education Janardhana Reddy Committee (1992) stated “ It is not advisable to set up a national level statutory mechanism to regulate the opening of non-standard and sub-standard universities and colleges. The proliferation of colleges without adequate facilities can be curbed to a large extent if the universities exercise rigorous control and insist on creation of necessary infrastructure and educational facilities before granting affiliation and if the state government respects the decision of the universities in these matters. The establishment and operationalization of state councils of higher education will go a long way in the planned development of higher education.”

In the changing scenario there is need to bring the best management practices to the Indian university and higher education drastically changing and modifying the present practice of management at university and college level. There is also a need to study and understand the present management system of higher education prevailing at different levels.

1.6 HIGHER EDUCATION FINANCE

There has been a phenomenal growth in higher education during a couple of decades. This growth has been uneven, haphazard and unplanned without allocation of commensurate resources. The facilities provided in the universities and colleges vary widely. There are many colleges which do not have adequate number of adequately qualified teachers, infrastructure in terms of library, laboratory, play ground, hostel etc. Though there has been a significant rise in government funds flowing to the higher education system, it has not however been in tune with rapid expansion and inflationary trends.

Finance is the most crucial factor in the development of higher education as many good reforms suggested by various commissions and committees have floundered due to lack inadequacy of it. As the Challenge of Education – A Policy Perspective (1985) has rightly observed”. Neither qualitative nor quantitative improvements can be effected with out provision of resources. In fact the resource implications of qualitative changes in education would be far greater than that of mere quantitative expansion because in such an initiative additional per unit requirement for quality up gradation will be needed for new as well as the existing institutions”.

There are three major deficiencies in the higher education finance, which need to be highlighted. First there is inadequacy of finances available to universities and colleges. Second, there are stress and strain in centre state budgetary relations, which have come to affect the financing of universities and colleges due to mainly disproportionate distribution of fiscal powers and responsibilities in respect of development projects. The role of the centre in funding higher education is, however declining which is apparent from the fact that the contribution of the centre and the states were roughly in the ratio of 23:77 respectively in 1982-83 as against the ratio of 39:61 in 1972-73. Thus, there has been considerable decline in the contribution of centre for the development of higher education. Third, the priorities within opportunities. Too little attention has been paid to the nurturing of excellence in higher education and promotion of research, which are crucial for raising productivity in every sphere of human activities and increasing the tempo of national development. Higher education finance is one of the major drawbacks in the quality improvement of

higher education. Whether privatization is the answer it?, finding linkages between privatization and commercialization of higher education challenging the concepts of equality in a socialistic democratic country. There is a need of very strong research base for finding the ways to come out of the maize of higher education finance.

1.7 HIGHER EDUCATION AND COMMUNITY PARTICIPATION

To cope with the demand for higher education in the coming years and in view of the limited financial resources of the country, it was suggested that community and private participation should be encouraged, by removing the rigid hurdles to open new institutions. In this respect, it is worth valued to mention the scheme of community participation in the field of higher education initiated in Andhra Pradesh.

Andhra Pradesh scheme proposes to encourage the private initiative in the form of a cooperative structure to supplement Government efforts in post-secondary school area, namely the +2 stage of higher secondary or junior college education. The main assumptions underlying the proposed scheme were:

1. People's involvement, particularly parents involvement, in the management of higher education is likely to lead to an all round improvement in the system in its structure contents, procedures, management, human relations etc.
2. The cooperative form of institutional management is likely to promote better economic health of the institution by introduction greater accountability on the part of all and at the same time ensuring profitability of the investment made therein.
3. Because of elimination of the traditional form of financial assistance by the state. The private management will enjoy considerable freedom of action in all spheres of operation, be it policy making implementation of the policy introduction of innovations, generation of resources and so on.

A similar pattern of system was initiated in Orissa during 1985, which encouraged enormous community participation in establishing and managing colleges of degree and +2 level. But unfortunately may be due to improper mechanism of coordination and support system, many colleges lost their existence and mainly colleges established after 1992 are struggling hard for their existence. It is worth

studying the community participation and related problems in the field of higher education.

The effectiveness of any higher education system depends upon the sound growth, well designed and perceived structure, effective and efficient management, adequate finance, rationalized and optimum community participation. A holistic view of the higher education system can detect problems and drawbacks in it. The proposed study is an attempt in this direction to study the system of higher education and to suggest for the improvement of the system. For the purpose of present study the higher education in Orissa in general and the same in the district of Mayurbhanj specially is taken for the research. Before arriving at the rationale of the study, it is worth studying the growth and development of higher education in the state of Orissa in general and the district of Mayurbhanj in particular.

1.8 HIGHER EDUCATION IN ORISSA

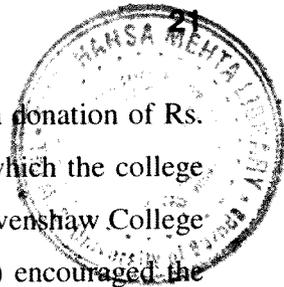
Orissa has contributed her immense share for making the Indian civilization. The history of Orissa has its glorious past. The system of education in the past has attracted the scholars like, Prajna and Hieuen-T-Sang to her centres of learning when the later, the famous Chinese pilgrim of the 7th century visited Orissa, he was surprised to see the university of Puspagiri imparting knowledge to innumerable scholars. Puspagiri like, Nalanda was a famous university of ancient India, Now lying buried under the Buddhist complex at Ratnagiri – Lalitgiri Udayagiri.

The people of ancient Kalinga (the name previous to Orissa) distinguished themselves as brave and pioneers in maritime activities. They established the business contacts with Ceylon, Sumatra, Java, Borneo, Malayan, Peninsula, Annam, Cochin, China, Cambodia, East Indies and the Islands of the pacific. Thus in spheres of different achievements, Orissa had enriched the cultural horizon of India to a very great extent. But the original territory of Orissa was divided into several administrative units often the annexation of Orissa by the Britishers in 1803. The British authority allowed a number of princely states to flourish in Orissa as separate administrative unit. As the number of enlightened Oriyas was insignificant, the grievances of the Oriyas could not be placed before the authority properly.

Educationally Orissa was sadly neglected as it came under the control of the East India Company. The vast Oriya-speaking territories were tied with four neighbouring provinces namely, Bengal, Bihar, Central provinces and Madras presidency.

Under such circumstances, Orissa had to face economic depression. The apathetic attitude of the administrators under the Bengal presidency, the lack of communication and the natural calamities caused the great famine in 1866, which was popularly known as the "Naank Famine". The devastating and unprecedented famine caused a great havoc and took a heavy toll of the one million people, which was one third of the total population at that time. For a long time Orissa was neglected economically, culturally, and educationally in comparison with the neighbouring states. The famine of Orissa in 1866 revealed the major defects of administrative system and the tragedy of the disastrous famine aroused consciousness among the middle class intellectuals of Orissa. They highlighted the state of negligence and could able to draw the sympathy of the then commissioner, T.E. Ravenshaw Saheb. He could realize the backwardness of education in Orissa in comparison to other provinces of India. In the absence of a separate province, the educational needs of the people were overshadowed by the needs of two gigantic neighbours, i.e. the Madras and Bengal presidencies. Prior to the establishment of higher educational institutions in Orissa, a few scholarships were instituted in the colleges of Calcutta to enable Oriya students to prosecute higher studies. Owing to long distance and poverty, Oriya students were reluctant to take advantage of these opportunities. As time went on, the national consciousness among the middle class intellectuals aroused its head in Orissa after the grate famine. But before that the printing press had been established in Orissa by the missionaries in 1838. The first Oriya newspaper "Utkal Dipika" which was published in the year 1868 highlighted the miserable plight of Oriyas. Credit goes to Madhusudhan Das and Gouri Shankar Roy who took the initiative in forming an organization in 1862 known as "Utkal Sabha". The Utkal Sabha became the forum for ventilating the grievances of the Oriyas. In 1841, the Government established English High School at Cuttack. Till 1868, there was not even a single institution in Orissa for imparting collegiate education. By the initiative of T.E. Ravenshaw, the English High School at Cuttack was converted into a college and it was started with intermediate classes. In order to recognize the benevolent deeds of T.E. Ravenshaw and as a token of honour, the college was named after him as Ravenshaw College and was affiliated

to Calcutta University. In 1878, the Maharaja of Mayurbhanj made a donation of Rs. 20,000/- to the college as a permanent endowment on the basis of which the college was made a permanent college. The law department was added to Ravenshaw College in 1881. The recommendation of the Education Commission (1882) encouraged the private bodies to start new colleges. Consequently the educational movement gathered momentum and the growth of English schools helped in the establishment of colleges for higher education. The provision of the grant-in-aid also encouraged the educated people of urban middle class, religious groups, feudatory chiefs and voluntary organizations to establish new colleges.



By the year 1901 Orissa was a Division of Bengal presidency consisting of regulated coasted districts of Cuttack, Puri, Balasore and one inland district. Angul-cum-Khondmals. There were also 17 non-regulation tributary mahals known as Orissa Feudatory states within the limits of Orissa. For administrative convenience of the British rule, the Oriya speaking areas and people were politically divided and administered under different presidencies. The intellectuals began to agitate for the amalgamation of Oriya speaking tracts into a separate province. The Utkal Union conference had already been organized in 1903 and raised the demand of the people for the separate province. Besides Madhusudhan Das and Gopabandhu Das, Fakir Mohan Senapati, and Brajasundar Das took leading part in this movement. Maharaja of Paralakhemandi, the rulers of Kanika, Mayurbhanj, Keonjhar, Talchar presided over different sessions of the Utkal Union Conferences and liberally contributed for the movement. Thus Orissa possessed two broad divisions namely Mughalband; and Garjats. The Former included the plains and the fertile lands in the coastal region and was thickly populated. The later a wild tract of land covered with hills and forests having scattered population. The Mughalband was under the direct administration of the British but the Garjats were ruled by several Feudatory chieftains. Sambal district of Sambalpur and five feudatory states from the central provinces, namely Patena, Kalahandi, Somepur. Bamra and Rairakhol and two feudatory states from Chhotnagpur, namely Gangpur and Bonai were transferred to Orissa Division. Thus up to the end of 1911, Orissa Division had five districts and 24 feudatory states which was known as North Orissa. The districts of Ganjam and Koraput were under the administrative control of Madras presidency and were known as South Orissa. Thus the North Orissa under Bengal presidency was administered from Calcutta through a

commissioner posted at Cuttack. In 1912, Orissa and Bihar were separated from Bengal presidency and constituted the separate province of Bihar and Orissa. In course of time national consciousness was gaining momentum in the country. The Indian National congress boycotted the Simon Commission in 1928, but the Utkal Union conference represented the case of Oriya people in a memorandum and the Commission realized the feelings of the leaders of the Oriyas. A sub-committee was set up under the chairmanship of Major C.R. Battles to investigate into the question in detail pertaining to the demands of the amalgamation of the Oriya speaking areas and creation of separate province. The matter was discussed and approved by three round table conferences in 1930, 1931 and 1932. Then the Orissa Boundary committee was appointed by O'Donnell for the demarcation of the boundary of the new Orissa province. In 1933, Mr. M.S. Das was taken as a member of Administrative committee, which framed the political and administrative structure of the proposed province of Orissa.

The History of formation of Orissa since 1862, a period of nearly 75 years was, no doubt, a remarkable phenomenon in the forgotten chapter of Orison's history. Thus the province of Orissa was created in 1936 placing Cuttack at its capital without the princely states. On the 1st of April that year, Orissa assumed the status of a separate province, and comprised six districts, namely Cuttack, Puri, Balasore, Sambalpur, Ganjam and Koraput. The province comprised an area of 32,695 square miles taken from three different provinces such as province of Bengal, Madras presidency and central provinces. Thus Koraput and Ganjam, which will till them, formed a part of Madras presidency, came to Orissa in 1936. A new period started when Orissa became a new independent province in 1936. Of course, the new province inherited a number of problems, which demanded immediate solution. By that time Orissa had only four colleges and intermediate classes in Ravenshaw Girls School, Cuttack with out a university of its own. Orissa had to concentrate in its political stability.

The general election to the provincial legislature under the government of India Act, 1935 was held in Orissa in 1937. The legislative assembly consisting of 60 members of whom 56 was to be elected and 4 were to be nominated. 37 members of the congress party were elected and Sri Biswanath Dash became the leader of the

congress party. The congress party formed the first congress ministry in Orissa headed by Sri. Biswanath Dash on 19th July 1937. After a long time Orissa got the chance of launching independent progressive measures for all round development of the province. Orissa joined the main stream of the national movement for the liberation of the country.

In the Midst of the Second World War, the post war educational reconstruction schemes were drawn up in 1944. But with the coming of independence such schemes were proved futile. After independence a new idea of welfare state encouraged for a much larger expansion of education for the all round development of the province with the objectives of the free India. Utkal University was established in 1943 after a great struggle of the leaders of Orissa.

No territorial changes in the constitution of the state or districts took place for over ten years. In the years 1948 and 1949, all the princely states of Orissa merged with the rest of Orissa. This administrative change was legalized on the 1st August 1949 when the 24 ex-states were formally merged with the province under the states merger (Governor's provinces) order 1949, increasing the area of the states to what it is now. Thus 13 revenue districts had been formed after the merger of ex-princely states by the time of 1951 census. The ex-states which thus merged are Athgarh, Tigiria, Baramba, Narasinghpur, Nilgiri, Nayagarh, Daspalla, Khandpara, Ranpur, Bamra, Rairakhol, Dhenkanal, Talcher, Athmallik, Hindol, Keonjhar, Baudh, Patna, Sonapur, Gangpur, Bonai, Kalahandi and Mayurbhanj.

The number of universities in the country increased from 27 in 1950 to 32 in 1955-56 and 46 in 1960-61. The number of colleges also increased from 772 in 1955-56 to 1050 in 1960-61. But Orissa had only 36 colleges in general and professional branches during 1960-61. However, Orissa was trying its best to expand the higher education. A demand was gaining ground in Orissa for the establishment of two more universities at Sambalpur and Berhampur. The state government decided to establish at least one college in each district with the introduction of the three-year degree course; all the existing intermediate colleges were up-graded to Degree colleges during the course of the third plan period. During the first three years of the plan 14 colleges had been opened as against the plan target of 12. Besides, the Government

took charge of the administration of five private colleges. There were 4 Sanskrit colleges in the state providing higher education. A considerable development in professional streams for higher learning in science and technology was noticeable. The college of Engineering was established at Rourkela in the year 1961-62 and was given the status of the Regional college. The number of colleges was 66 in 1965. The number of students and teachers in the general colleges was 24,000 in 1965 and 2070 during the same year respectively. The number of students in the professional colleges was 4,697.

The state universities committee was set up in 1963 under the chairmanship of Dr. P. Parija, Vice-chancellor of Utkal University. The committee recommended,

1. Orissa should have more universities to bring about accelerated development of university education.
2. The new universities should be teaching-cum-affiliating type.
3. There should be state universities Board to co-ordinate university education in the state.

There was public demands for opening of new universities in Orissa. The Government became liberal and considerate to establish one or two more universities and subsequently efforts were made to realize the plan. The Government of Orissa implemented the first recommendation of the Sate Universities Committee, 1963, by establishing two more universities at Sambalpur and Berhampur in 1967. After the establishment of these two universities, the expansion of higher education started and many colleges came into existence. The position of higher education was in a sorry mess in Orissa in comparison with the other provinces due to ill-planned development of higher institutions, lack of competent staff and qualitative teaching and other academic and physical deficiencies. In 1968-69, a special team of the U.G.C. After paying visits to almost all the colleges of Orissa had advised to take steps for preventing the mushroom growth of sub-standard colleges. Further, they suggested that the serious deficiencies in the existing colleges had to be dealt with on priority basis before further linear expansion took place.

It has been noticed that the general colleges had to face more of academic and physical deficiencies, in comparison to the professional college since expansion and

standard of education do not go together, the enrolment in many colleges could not be proportionate to its infrastructural facilities. The rapid expansion of private colleges with accumulated deficiencies and the opening of new colleges also added to the deterioration of standards of teaching in higher education and in consequence, the number of sub-standard colleges began to increase. It was recommended by the committee appointed in 1967 by the Government of Orissa under the chairmanship of Sri Biswanath Dash, the ex-chief minister of Orissa to remove the physical deficiencies and consolidation of the existing colleges with the financial assistance by the planning commission and the U.G.C. Thus the lack of proper planning, administrative inefficiency, lack of resources, internal examination system leading to mal-practice, rigid and centralised curricular without much social relevance, low standard of teaching, politicisation in universities and colleges, student unrest etc. were came as the major problems in higher education of Orissa. These accumulated problems in an unsolved process make the situation of higher education alarming and unsatisfactory.

Though planning is an important aspect of education, yet the development of educational system has not adequately planned. It is seen in Orissa that higher institutions like colleges and universities have been established without considering proper location and academic needs. Universities in Orissa are liberal and some of the universities do not follow the prescribed norms for affiliation to new colleges. The Government set up a committee "on the establishment of new colleges in Orissa in 1979", under the chairmanship of Prof. B.C. Das, Retd. D.P.I., Orissa. It remarks, "It is reported to the committee that some of the universities do not follow this role in respect of consideration of applications for affiliation only after the Government have actually given concurrence to the proposal and that they grant provisional affiliation subject to the approval of Government."

It is seen that the universities of Sambalpur and Berhampur have limited affiliated colleges. On the other hand, the Utkal University has given affiliation to 239 colleges under its jurisdiction by the end of the year 1985. It needs an urgent relaxation of the number of colleges by establishing another university in a suitable place. There are colleges with very small enrolment and inadequate educational inputs and infrastructure, where as, there are colleges with an enrolment position upto 3,000 to

4,000. There is great rush for admission the leading colleges of Orissa where as the rural colleges have very small enrolment. The private bodies have established educational institutions in places of their interest by keeping in view the needs of the area. The lack of planning at the national and state levels regarding the establishment of colleges and the universities created problems of crucial nature.

There was an increase in number of colleges from 76 colleges in 1966-67 to 138 colleges in 1979 to 306 colleges in 1983 and nearly 1375 colleges in 2004 in Orissa. During 1985 and 1995 there was mushrooming growth of affiliated colleges both in rural as well as urban areas with the help of community participation.

In 1985, +2 classes were detached from the university system and became affiliated to council of Higher Secondary Education, Orissa. But the colleges including staff selection grant in aid and general administration, remained with the universities and council of Higher Secondary Education, Orissa, and managed the evaluation and certification only.

In Orissa there are Government and affiliated colleges in the general education stream. Government colleges are directly managed by the state Government with the affiliation from university. Among the affiliated colleges some are under graduate colleges, some are Junior colleges with only +2 level classes and few are post-graduate colleges.

The administration of Higher education was being done by the Directorate of Higher education and the department of Education, Government of Orissa through special ordinance related to higher education. The universities were autonomous and were partly financed by the state government. The Orissa ordinance did two novel and significant things in this regard. One is to remove the category of ordinances altogether. Everything is to be done through statutes. And, this is the second thing to be noted, all statutes are to be framed by the state Government. In its day to day working, therefore, Orissa universities would be bound, hand and foot by what the state Government decides or directs to be done. What items are covered by statutes and what by ordinances differ from university to university? In the case of Orissa, the category of ordinances has been done away with altogether. All decision-making has

been subsumed under the heading of statutes. As it that was not sweeping enough, the power of making statutes now vests only with the state government unlike other universities where subsequent Government approval is to be sought and no more. As a consequence, the universities and colleges are forced to fit themselves into the straitjacket tailored by the state Governments. The fact that this affects the hopes and aspiration of thousands of students and a good number of teachers in the system. For example due to Government ordinance many colleges came into existence and it enhanced the higher education in term of quantitative increase, but it deteriorated the quality of education in the colleges. The state Governments have also abetted in the mushrooming growth of colleges, most of them hastily conceived, improperly planned, and meagerly staffed and equipped. To control the unstructured growth of higher education, Government of Orissa changes the statutes related to higher education from time to time which again created problems for newly established colleges as the colleges established before 1992 received grants (varies from 33% of the total grand to 100% grant) where as colleges established after 1992 have not received any grant and the Government is not in a proper state what to do and what not to do for those colleges due to resource crunch. Even the Government colleges aided affiliated college teaching staffs have not received the revised scale of pay. All these combined together, makes a different to the higher education system in Orissa, which is needed to be studied in details.

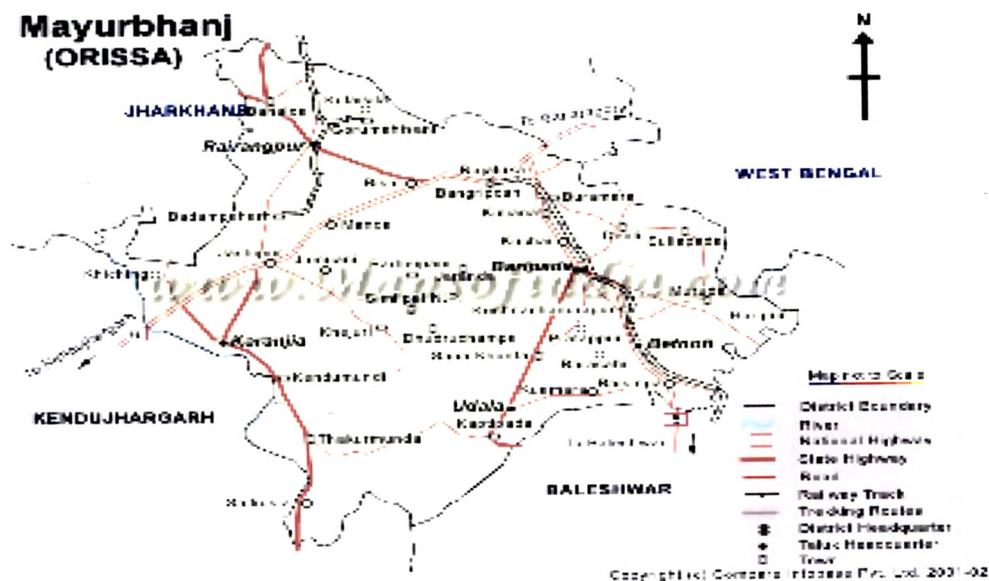
1.9 HIGHER EDUCATION IN MAYURBHANJ DISTRICT OF ORISSA

Orissa occupies a special position in the tribal map of India. In the state, the Scheduled Tribes constituted 22.21%. The rural and urban population of the state was 85.03% and 14.97% respectively. The literacy rate of the state is 64.0 %. The SC and ST literacy in the state are 36.8% and 22.3% respectively. There are 62 different types of tribes in the State. Mayurbhanj is one of the most tribally dominated districts, lying at the Northern border of Orissa. This district was formed in 1949 out of the ex-state of Mayurbhanj. The percentage of Scheduled Tribes in the district is nearly 58.56%, which is, nearly 15.42% of the tribal population of Orissa states. The district is extremely important from anthropological point of view. It is inhabited by almost all the important tribes found in the eastern region of India though it is a fact that only a few of them have a concentrated settlement here e.g. the Sandals, Hos, Bhunyas,

Bhumijias, Bathuris and Gonds etc. The basic tribal population of the district is therefore formed by these six principal tribes.

Mayurbhanj is a tribal dominated district with the area of 10,418 Sq. Km including forest area of nearly 4392.13 Sq. Km. It is situated at an altitude of 559.31 meters above sea level. The total population of the district was 22,23,456 with 11,23,200 male and 11,00,256 female population. Nearly 6% population of the state lives in this district. The literacy rate of the district was 52.43% with rural literacy of 49.46% and urban literacy of 82.56% in 2005. Baripada is the headquarter of the district with 4 sub-divisions, 7 tahasils, 26 blocks, 316 gram panchayats, one municipality, 3 Notified Area Councils (NACs), and 3945 villages. Temperature varies from 41.2^oC (Maximum) to 8.4^oC (Minimum) with an average rainfall of 1533.2 mm.

Figure 1.1: Mayurbhanj District map of Orissa



Mayurbhanj has the distinction of having a vast forest area bristling with varied flora and fauna- stretches of lush green forest served with a network of perennial streams. And, its bracing climate contributes so much to make the district an ideal habitat for tropical birds and animals. Specific mention may be made of

Similipal National Park-the ideal zone for animals like tiger, leopard, elephant, sandbar, deer and birds. Added to it is the scenic beauty in extravaganza, which keeps one amazed. A nature loving tourist cannot perhaps afford to miss the majestic sal forests, cool-calm and expansive grassy lands, soaring peaks and the waterfalls of streaming pearls-which make Similipal the "Dreamland of Nature". Closely to the National Park one could as well find the lavish architectural splendours of Khiching and Haripur, the pre-historic sites of Kuchai and Kuliana recently excavated. The variety of tribal dances in the lap of nature and the traditional "Chhou" are the added attractions of the district. The Languages like Oriya, Hindi, Bengali, English and tribal languages are spoken by the native of Mayurbhanj district; where as, Oriya with tribal accent is the major spoken language in the state.

The development of higher education is found uneven in different districts of Orissa. Mainly two types of structures are found in Orissa in most of the functional areas like, education, development, health etc. i.e. in tribal belt and plain area. There is lot of difference between the people of tribal belt and plain area in terms of literacy rate, growth of primary, secondary and higher education, health, socio-economic status etc. Most of the tribal districts are similar in terms of most of the characteristics. Higher education is found better in terms of both quantity and quality in coastal and central districts and it is not up to the standard in tribal districts. Government use to provide special packages for the development of tribal area; for example, it is easier to establish educational institutions in tribal districts in comparison to plain areas. colleges in tribal belts used to get grant-in-aid early in comparison to the colleges in the plain areas. But the utilization of facilities given by the government for the tribal belt is not proper. It reaches to a few people in the area and it is prone to corruption. It can be said that the system of higher education in tribal districts is quite different from the same in the plain area. For the present study, the researcher is interested to study the system of higher education in tribal belt and to find out the problems in the process. Though most of the tribal districts are very similar in nature, researcher is trying to study the tribal district of Mayurbhanj in Orissa.

Being a tribal and backward district of Orissa, the progress of higher education in Mayurbhanj district has not done distinctly. Though there is seen quantitative expansion in both rural as well as urban areas, the quality of teachers, teaching

learning process and the students is not up to the standard. First college in the district was started in 1948, Gradually another three colleges were established in the sub-divisional head quarters. There was rapid expansion of higher education during 1972 and 1995 due to Orissa Education Act (1969) and Orissa Education Rules (1991) by State Government to establish colleges with the help of community cooperation. There are 75 colleges in the district affiliated to North Orissa University, out of which 40 are +2 colleges, 32 are +3 colleges and 3 are post graduate colleges. Out of all these colleges three are Government Colleges, which are directly under the finance and control of State Government, and other colleges are private colleges. All these private colleges are managed by locally structured management bodies. In most of the private colleges, the total infrastructure including the land is managed by the local bodies. From +3 colleges, 20 colleges had established before 1992 and 11 colleges established after 1991. From +2 colleges 17 colleges had established before 1992 and 22 colleges established after 1991, 37 colleges those established before 1992 are getting grant-in-aid (varies with 33%, 66.5% to 100%), where as other private colleges are not getting any grant from Government and use to manage colleges from funds from different sources collected by the local community and management. In many cases, the management is dictated and controlled by a few influential people. There is a great influence of political people in the college administration and management. It affects colleges more negatively than positive impacts. It affects both on academic and administration and the victims are students and staff (both teaching and non-teaching). Over all these components affects in the quality of higher education in the district, which is the focus of present study.

1.10 REVIEW OF RELATED LITERATURE

Few studies were done in the area of higher education in general and the higher education in Orissa in particularly. From the review of related studies given in the chapter II, it was found that, most of them were related to the development and progress of higher education in different areas during specific times. From these studies it was found that there is significant expansion of higher education in different states after independence particularly during seventies and eighties. There is a little mention about the qualitative improvement of higher education. Few studies were found related to private management of higher education, private financing and

administrative problems of affiliated colleges. No study was reported on structure, management, and public participation in the higher education. The present study is an attempt in this regard to study the system of higher education in the tribal district of Mayurbhanj in the state of Orissa.

1.11 RATIONALE OF THE STUDY

Though there is a significant quantitative expansion of higher education in India after independence, the qualitative improvement is not up to the standard. It is also highlighted by different committees and commissions and suggested to qualitative improvement of the total system for the national development. Now, lots of emphasis is being given at different levels, centre, state and district for the development of elementary education and secondary education. Higher education is a neglected area of education in terms of development, finance allocation etc. It is even worse in the tribal belts in comparison to plain areas. The scenario of higher education in Orissa is very poor in term of quality improvement in general and particularly the situation is even worse in tribal and backward districts. It can be said that the system of higher education in tribal districts is quite different from the same in the plain area. For the present study, the researcher is interested to study the system of higher education in tribal belt and to find out the problems in the process. Though most of the tribal districts of Orissa are very similar in nature, researcher has tried to study the status of higher education in the tribal district of Mayurbhanj in Orissa. Mayurbhanj, being a backward district in Orissa, the present study is an attempt to study the comprehensive system of higher education in the district. Structure, being the skeleton of higher education system, it is taken for study to see the official and non-official structural components of higher education in the district of Mayurbhanj. Major problem with the higher education in Orissa is financial crunch for the State Government to bear the cost, for which government took initiatives for private and community participation to support and manage higher education system. Attempt was made to study the ratio of finance between public and private funds, sources of finance and its utilization, the extent of community participation in different functions of higher education managed by different bodies in Mayurbhanj District of Orissa. Though most of the institutions of higher education in the state are being managed by management trusts under the control of state government, there is a great disparities

among the management and administration of private managed institutions. Attempt was made to study the structure of management, involvement of people in direct and indirect management of higher education. Most of the review of related literature were on the development of higher education in Orissa and in other states of India during specific periods of time and not a single study was found relating to the comprehensive system study of higher education in any state. To study the comprehensive system of higher education in terms of growth, finance, structure, management and community participation, an attempt was made by the researcher in the form of the present study with the support of this rationale. The statement of the problem and objectives of the present study are presented as follow.

1.12 STATEMENT OF PROBLEM

A Study of Higher Education System in Mayurbhanj District of Orissa with respect to the Growth, Structure, Management, Finance and Community Participation.

1.13 OBJECTIVES OF THE STUDY

The present study has the following objectives.

1. To studied the growth of higher education system in the Mayurbhanj district of Orissa since independence with respect to number of institutions, type of institutions, number of students, and number of courses offered.
2. To study the structure of higher education system in the Mayurbhanj district of Orissa with reference to the structure at state, university and institution level.
3. To study the status of higher education system in the Mayurbhanj district of Orissa in terms of functionaries like, management body, principal and teaching staff.
4. To study the management of higher education system in the Mayurbhanj district of Orissa.
5. To study the finance of higher education system in the Mayurbhanj district of Orissa with respect to different types of institutions.
6. To study the community participation in higher education system in the Mayurbhanj district of Orissa at different levels.

1.14 OPERATIONAL DEFINITION OF THE TERMS

Higher Education System: For the purpose of the present study, higher education system includes +2 education, +3 education and postgraduate education and research in the general streams of arts, science and commerce excluding technical and professional education.

Growth of Higher Education: Here growth of higher education system refers to the increase in the number of institutions, type of institutions, number of students, number of teachers and number of courses offered.

Structure of Higher Education: It refers to the structure including departmentation, decentralization, delegation at Directorate of Higher Education, University, Council of higher Secondary Education and management body levels.

Management of Higher Education: It refers to the management at state, university and institution level including management by management committee and principal office.

Finance of Higher Education: It refers to the annual collection of funds from different sources, and its utilization for different purposes at private colleges. It also includes the finance structure at Government College.

Community Participation in Higher Education: For the present study community participation refers to the cooperation and participation of local community in the establishment and management of institutions.

1.15 DELIMITATION OF THE STUDY

Following delimitations were considered while carrying out the present study.

- The present study is delimited to general education colleges only including +2 colleges and excluding professional and technical colleges.

- The system of higher education is delimited to the growth, structure, management, finance and community participation only.

1.16 ORGANISATION OF CHAPTERS

The present study is reported in five chapters. The detailed organization of the chapters is given as follow.

Chapter I- Introduction: This chapter deals about the introduction of the present study, policy initiatives on Higher Education, different components of Higher Education, rationale, statement of the problem, objectives, operational definition of the terms, limitation and delimitation of the study and the scheme of the chapterization.

Chapter II-Review of Related Literature: This chapter provides the overview of the review of related research work done in the area of Higher Education.

Chapter III- Methodology: This chapter deals with the methodological procedures used in this present study. This chapter includes the major points like, population, sample, tools for data collection, and procedure of data collection and data analysis techniques used in the present study.

Chapter IV-Analysis and Interpretation of Data: This chapter deals with the analysis and interpretation of data related to the growth, structure, management, finance and community participation in the higher education in the District of Mayurbhanj of Orissa.

Chapter V-Summary & Conclusion: This chapter deals with the summary and conclusion including introduction, rationale, objectives, methodology, major findings, implication of this study, suggestions for further research and conclusion. This chapter is followed by bibliography and appendices.