

CHAPTER I

GROWTH OF AFFILIATED COLLEGES

- A HISTORICAL RETROSPECT

Introduction

Since, the attainment of freedom, India has been vigorously engaged in the task of rebuilding and reconstructing her economic, social, cultural and educational fronts. In a vast country like India, education is a big enterprize which has to be launched upon for the masses. The need for educated citizens for a democratic country is too obvious to be stressed. To train the people to become active citizens is one

of the primary tasks of the universities and colleges. This important and complex business cannot run automatically and has to be administered on right lines.

Any one, who ventures to take an over-all view of higher education today, cannot lose sight of the divergence between the quantitative and the qualitative achievement which has emerged specially in post-independence period. One cannot help realising that this process of mere multiplication of the number of colleges and universities is unavailing as long as the problems, which retard their progress, are allowed to remain wholly or partly unsolved. The present climate certainly does not conduce to the fullest blossoming of the individual and national intellect (Shah, 1968). The temples of learning are, too often, struggling for mere survival to pay much attention to the devotion of knowledge within. Thus, there is an urgent need for organising a proper administrative machinery, looking into hundreds of details incidental to the running of such a system efficiently.

The affiliated colleges are unique feature of Indian sub-continent. So, problems are also very unique in nature which one cannot find else where. The present

system of higher education is completely paralysed. There is dissatisfaction, found in every person related to higher education (Gopal, 1979). The students, teachers, administrators all are puzzled with present situation.

The study aims to assess, in the context of present circumstances, as to what are those major problems obstructing the proper functioning of higher education, when the changing context of every day and year makes the situation and tenure of the problems quite different. Since, these problems are cumulative and, often, imperceptible outcome of the growing socio-economic structure of our society, they have emerged in the system of universities in an academic garb, as else where in other manifestations. The process and the reasons of this invasion of evils into the temples of learning defy analysis, unless, a retrospective view of the evolution of higher education is taken (Gautam, 1972).

The crisis in higher education is accentuated by the conditions prevailing in affiliated colleges. In India, enrolment in higher education to the tune of 88 percent is done by affiliated colleges, while only 12 percent of the students join university departments

or university institutions (Mansukhani, 1972). The conditions in affiliated colleges are quite unsatisfactory. The problems, which colleges are confronting today, have not come over-night. The education system in India has its deep roots and a legacy. To trace the genesis of the problems, one has to peep in the past also.

Accordingly, an attempt is made to cast a critical glance at the past in the light of assessing, not merely evils, but also exploring the channels through which the evil has invaded. Conditions in ancient India give us a glimpse of hey-day of learning which shines as a beacon light to help us steer our way through the complex modern circumstances. In medieval period, people became indifferent from education and state patronage also was withdrawn, so, it was natural that some problems should enter the temples of learning. In modern period also, problems remain confronting to administration and students. To find out their reasons is a difficult task. Here, the investigator has made an humble effort to find out problems of colleges by taking an account of past and, further, he has tried to see, what problems the colleges had inherited from their predecessors and how they are functioning amidst such problems?

Development of Higher Education

To assess the development of higher education in historical retrospect the whole developmental history have been divided into ~~two~~ sub-parts. Each of the part is being discussed here with;

Higher Education in Ancient Period

In pre-historic period down to about 1000 B.C., there were no schools for education of children and no systematic education in the sense of consecutive course of several years, till then home or family was the only educational agency. With passage of time the material to be taught multiplied and secular subjects were introduced. The necessity for other types of schools began to be felt. With this 'Vedic Schools' for ~~the~~ interpreting Vedas, special schools for teaching grammar, Law and Astronomy came into existence. During this ancient period, different types of vedic schools and colleges appeared and disappeared, according to the need of the time. Gurukuls, Tols, Temple colleges were among important ones. Some other important centres of learning because of their advanced studies, grew into universities. Three of them were situated at Taxila, Banaras and Nalanda (Altekar, 1948). Taxila was the most famous university and

enjoyed a world wide reputation. It was the chief centre of education and head quarters of vedic learning in 6th century B.C.

There were no annual or periodical examinations in ancient India. New lessons were given to students, only when the teacher was satisfied. Altekar (1948) says;

"The scholars in ancient India could not take shelter behind the buttress of a degree. He had to keep his scholarship fresh and upto date, for he was liable to be challenged at any moment."

The higher education in ancient India was well organized and practical in nature. The administration was more democratic and free from financial worries.

In 6th century B.C., Buddhism came as reaction against Brahmanism. The Buddhistic colleges located in the monasteries may be proud of their contribution to the causes of higher education in both sacred and secular literature. Altekar (1948) says that the monastary was

a federation of individual educational groups. It was organized upon the federal principles of administration. Some of the monasteries developed into great centres of education from the time of Ashoka onwards and were transformed into universities, like Nalanda, Vallabhi and Vikramshila, who enjoyed a wide reputation as seats of learning.

Nalanda and Vikramshila were having hostel facilities for their students and there was a rich library also. The rules and regulations governing life in the monasteries were more strict at Nalanda than elsewhere. Mukerji (1947) said that inspite of its size and numbers, the affairs of the university from the annual assignment of rooms to the trial and punishment of offences against the fraternity and expulsion were administered on democratic principles by the entire body of the students.

There was no annual or periodical examinations, naturally, there were no degrees or diplomas.

When Muslim rulers established permanent empire in India, they introduced a new educational system. They

had no separate department of education, either in central or provincial government. Islamic education was divided mainly into three categories e.g.

(i) Maktab (Primary Education), (ii) Higher Maktab and (iii) Mad~~ar~~sa (Higher Education).

The administration of Mad~~ar~~sa was conducted by private managing body or respectable benefactors. The state used to sanction financial aid to these institutions but in view of the non-existence of any state education department, their management was not in the hands of state. Generally, land grants were given to them or some specific sum of money in the form of state grant was assigned to them. Students received free education and they were not charged any fees.

In this period, financial crisis was one of the most important blockade of higher education. The colleges had very short term of life and would generally collapse, owing to scarcity of funds for their maintenance. Sometimes, withdrawal of state patronage lead them for closure.

The problem of medium of instruction was there, which resulted in lack of mass education. The medium of

instruction in Madarsa was 'Persian'. Consequently, provincial languages could not develop. In fact, the scene was entirely dominated by Persian and Arabic. Education remained confined to urban areas only i.e., the main colonies of the Muslims.

Higher Education in Modern Period

(i) Colleges Before Wood's Despatch

In Seventeenth and Eighteenth Centuries, most of the indigenous institutions of higher learning disappeared due to the unsettled political conditions in the country. The beginning of present system of education, in India, was started by the missionaries, who came to this country in the wake of traders. The Portuguese missionaries first of all started colleges of higher education and first college named as Jesuit college was built in 1575 at Chaul in Goa (Dayal, 1963). Another college known as the college of St. Anne was established at Bandora. In these colleges, there was provision for higher studies in Latin, Logic, and Theology etc. The educational activities of Portuguese remained confined to their own settlements.

Towards the end of eighteenth century the Calcutta Madar~~sa~~sa (1781) and Banaras Sankrit College (1791) were founded by British Officials more to conciliate the influential classes among the Hindus and Muslims. In 1800, Lord Wellesely started a different kind of institution known as 'College of Fort William' for civil servants of the Company and provided them the training in the languages of India. Nurullah (1962) observed that these early institutions for imparting higher education were quite different from the colleges of today. The word college, seems then to have been used rather loosely to denote an institution where from elementary stage to a high type of instructions were given.

The first college of higher education , with whose management Indians were associated, was the Hindu College of Calcutta, established in 1817, where instruction in Higher European knowledge was given through the medium of English (Nurullah, 1962). The college was autonomous in nature. In 1818, a Mission College at Serampore was started, which received a charter from king of Denmark nine years later

empowering it to confer degrees. Later on many colleges came into existence.

Thus, on the eve of establishment of the modern universities of Calcutta, Madras and Bombay in 1857, there were 23 colleges (Mukerji, 1964). But the teaching in these colleges was not always of the university standard. In Madras, a high school was called the university. It was raised to the status of Presidency College in 1852. So, these colleges before Wood's Despatch were different from the affiliated colleges of the universities, later on.

An idea of colleges working in 1857 may be had from table 1.1 .

Table 1.1: Number of Colleges in Different State of India in 1857

Province	General Colleges	Colleges of Medicine
Bengal	14	1
Bombay	2	1
North West Province	4	-
Madras	3	1
Total	23	3

On the basis of enquiry, the educational policy was reformulated and it was embodied in the shape of "Wood's Despatch" in 1854. The Despatch directed the establishment of universities at Calcutta, Bombay and Madras. This also recommended gradation of schools all over the country. The gradation was as follows :

1. Indigenous Primary Schools
2. Middle Schools
3. High Schools
4. Colleges
5. Universities.

Till 1854, the structure of education in India had a body but no head and tail. There was no gradation of classes and no degree awarding body. All the institutions were run independently by different organizations without any coordination among them. There was no governmental control, so they were said to be 'Autonomous' colleges and it seems that they used to issue their own certificates to their students passing out from the college.

(ii) Colleges After Wood's Despatch

In accordance with Wood's Despatch, the Calcutta, Madras and Bombay Universities were established in 1857,

on the lines of the London University, which then was an affiliating one. They were not concerned with teaching but they used¹⁵ to examine students, grant affiliation to colleges, conduct examination and confer degrees and diplomas.

The rapid increase in the number of secondary schools led to the establishment of colleges, to provide education to students coming out of them. In 1854, there were 23 colleges but in 1882 their number went up to 72 (Nurullah, 1962). There was a great increase in the number of students, who appeared at the entrance examination of different universities and subsequently sought admission to colleges for higher education. Due to the rapid growth of higher education, some defects crept into it and they are as follows :

- (i) The increase in the number of colleges led to over production.
- (ii) There was a distinct deterioration in the academic attainments of scholars.
- (iii) Indian managements suffered from paucity of funds and therefore, the standard of teaching in their colleges went down.
- (iv) Students were mere machines of memory. They lost their powers of reasoning and thinking.

(v) College education was restricted to the higher middle and upper classes and was not given to masses.

Pointing out its evil results, Nurullah (1962) wrote,

"This led to the division of the Indian society into two distinct groups- a small minority of highly educated men and women and large majority of almost illiterate people. It is out of this scheme that most of the evils of modern Indian education arose."

To eliminate above mentioned defects of higher education, the Indian University Act 1904 laid down such strict conditions for affiliation of colleges that many of the colleges which could not fulfil them had to discontinue their work. While the number of colleges ~~were~~ falling, the number of students desirous of receiving college education was increasing. Thus, after sometime it became essential to start new colleges.

The aim of receiving college education was to get employment. But as the output of graduates went on

increasing every year, it became difficult to get government posts. Moreover, there was no provision of vocational courses at the higher secondary stage. Hence, the students had no option but to seek admission in colleges of general education.

By 1921, the spectre of educated unemployment had already raised its ugly head in the field of collegiate education. Hence, the desire to obtain employment under Government was no longer the most important cause of the expansion of collegiate education. The aimless increase in the number of students in colleges of general education was, therefore, more a sign of disease than of robust growth. It must be noted that by 1921-22, the system of collegiate education developed some serious defects and became top heavy, predominantly literary and unhelpful for the industrial and commercial regeneration of the country.

Another notable feature of this period was the improvement in college education. The colleges of this period were generally better staffed, better equipped and better housed than those of the earlier period (Srivastav, 1969). This was due to the stricter conditions

of affiliation imposed by the University Act 1904 and increased receipts of by way of fees, more endowments and subscription and larger grants from Government.

Table 1.2: Expansion of Education from 1855 to 1922

Educational Institutions	1855-56	1921-22
Universities	-	10
Arts Colleges	23	165
Professional Colleges	13	64

The above table shows the expansion of education from 1855 to 1922. Inspite of strict conditions for affiliation the number of Arts Colleges increased much to accommodate students. Whereas this rate of growth is not found in case of professional colleges (Nurullah, 1962).

Many of the older Universities in India under want important changes during 1921-37. The constitutions of the Universities of Madras, Bombay and Patna, were considerably modified by the amending different Acts. The object of all these Acts was mainly to improve the administration of the universities and to enable them to provide greater facilities for higher education and research.

The development of inter-collegiate sports and competitions which soon became a feature of almost all Indian Universities. These activities created healthy contacts between university students and teachers in various parts of the country. Great attention was paid to the problems of the residence and health of the students for the improvement of which all the universities took such measures as were necessary and practicable. The provision for medical inspection and compulsory physical education was introduced in several universities.

The Act of 1935 divided the educational activities of the country under two distinct heads- Provincial and Federal. Between 1937-47, the progress of university and college education was very rapid. This was due to the expansion of secondary education. The world war also increased the need for trained personnel and, consequently, Government came forward with larger grants for the expansion of university education. For these and other reasons, the period witnessed an unprecedented expansion in university education, the founding of several new colleges, establishment of four new universities and substantial increase in the enrolment and activities of the old universities and colleges.

Inspite of the increase in total enrolment, the turn over of trained personnel in the scientific, Technical, Agricultural or Professional branches was far from adequate to meet the needs of the country. This defect in the system of university education was being continuously stressed since 1902, but it was realised more forcibly because the world war and post war development plans.

In the British period, the government control on Indian Universities was very great indeed. The Calcutta University Commission (Desai, 1971) complained that Indian Universities were the most government controlled universities in the world, while the state governments were too anxious to tighten their holds on universities for obvious reasons, but they never came forward with adequate funds.

In 1947, the position of university and colleges was as follows :

Table 1.3: Growth of Colleges Between 1855 to 1947*

Years	Universities	Colleges	Students
1855	-	23	3,958
1882	4	68	7,922
1902	5	179	23,009
1922	10	248	65,652
1937	15	346	1,16,605
1947	19	533	2,41,794

* Desai, 1971.

Prior to independence, the number of universities and colleges were less in accordance with the students enrolment. Thus, colleges became over-crowded and physical facilities minimised.

(iii) Colleges During Post-Independence Period

University education made rapid progress during the last thirty four years of the country's independence. Prior to 1947, there were 21 universities in India which were reduced to 19 due to the partition of the country. The Government of India directed its attention to the expansion of higher education within the period of 25 years their number increased to eighty seven, together with nine institutions 'deemed' as universities and nine institutions of National importance declared as universities (Kaul, 1974), under Acts of parliament, all set up after 1947. The number of degree granting institutions in India were 115 in 1979, that is six times, as many as in 1947.

The increase in the number of universities, however, did not result in any diminution in the number of colleges, affiliated to the existing universities. While the universities became more numerous the number of

constituent and affiliated colleges multiplied even faster. The parent university, in each state, gained in size and numbers, even after it had been split many times. As against 168 colleges in 1965-66, Calcutta University had 211 colleges in 1972, even after six new universities, three affiliating and three unitary had been set up between 1951 and 1962 in West Bengal.

Table 1.4: Growth of Institutions of Higher Education from 1950 to 1979*

Institutions	1947	1950-51	1960-61	1970-71	1978-79
Universities	19	26	44	105	115
Colleges	533	695	1542	3602	5540

* India, 1980.

It is obvious from the above table that number of colleges registered a spectacular increase during the period 1950 to 1979. About 5000 colleges came into existence, with courses in humanities, science, commerce, education and law. Academic colleges (Arts, Science and Commerce) constituted about 80 percent of the total in 1950. During the period of the 1950 to 1960, the number of colleges increased from 695 to 1542 i.e. at an average rate of 84 colleges a year.

During subsequent decade, their numbers increased to 3602 at an average of 206 colleges a year, in 1979 the number of colleges reached to 5540 at an average increase of 321 colleges a year.

Private colleges continued to dominate higher education in India during past two decades. The large proportion of private colleges, about 80 percent of the total, reflect their dominance. To improve the administration of these affiliated colleges as such and higher education in general, different commissions and committees were appointed by the government.

The University Education Commission (1948-49) examined the different problems and made recommendations for improvement as desirable to suit the present and future requirements of the country. It has emphasised that students should be admitted in colleges and universities without any kind of discrimination, hostel facilities and proper sanitationⁱⁿ college campus should be provided. The student union must operate with the help of students only, student council should be formed for student's participation in college affairs. Regarding teachers, it has been suggested that importance of

teachers should be recognised and care should be taken for selection of proper teachers. The teachers must be given representation in college management board.

The college management board must be properly constituted along with representation of teachers, college alumni, principal and representatives of the body from where college gets endowment.

Some of the recommendations were accepted by the government and some were not implemented. The committee on Model Acts for Universities was appointed in 1961 by the Ministry of Education, Government of India, to suggest measures to improve the administration of higher education. It submitted the report in 1964. It has suggested that universities should be given autonomy from external control and democratic administration and effective participation of academic community should be there. The executive council should consist of 15 to 20 members with equal number of internal and external members. The Model Act further observed that the bulk of students are in affiliated colleges, due attention should be devoted. The grant-in-aid to colleges should be improved and, if possible, made uniform.

throughout the country. A college should be required to have a properly constituted governing body, consisting of principal, teacher representative and university representative. This governing body should not interfere in day to day administration of the college.

These above mentioned conditions of Model Act were aimed to improve the efficiency of the administration, security of the teachers, equal opportunity to students and good education in the colleges.

The Education Commission (1964-66) also examined various problems of higher education and made recommendations for its improvement. It has suggested that selective admissions should be there, only best students among those who are eligible should seek admission, the student welfare services should be strengthened. These should include orientation for new students, health services, residential facilities, guidance and counselling including vocational placement, student activities and financial aids. Regarding student union and discipline, it has recommended that office bearers should be elected indirectly by different student societies, the whole university life should be treated as one and polarization

between teachers, students and administration should be avoided.

In the universities with affiliated colleges a system of internal assessment should supplement the external examination and the payment of grant-in-aid should be simplified.

In Gujarat, the attention of the State Government was also directed towards the improvement of the administration of the higher education. Hence, it constituted the Dongerkery Committee on modernization of University Acts in 1971. The Committee suggested that teachers and non-teaching staff should be given representation in executive council in 60:40 ratio. It has emphasized the students participation in university decision making bodies. Thus, students should, also, be given representation in college management board along with teachers and non-teaching staff. Regarding affiliation of the colleges, it has suggested that university should give affiliation to the colleges in the consultation with State Government.

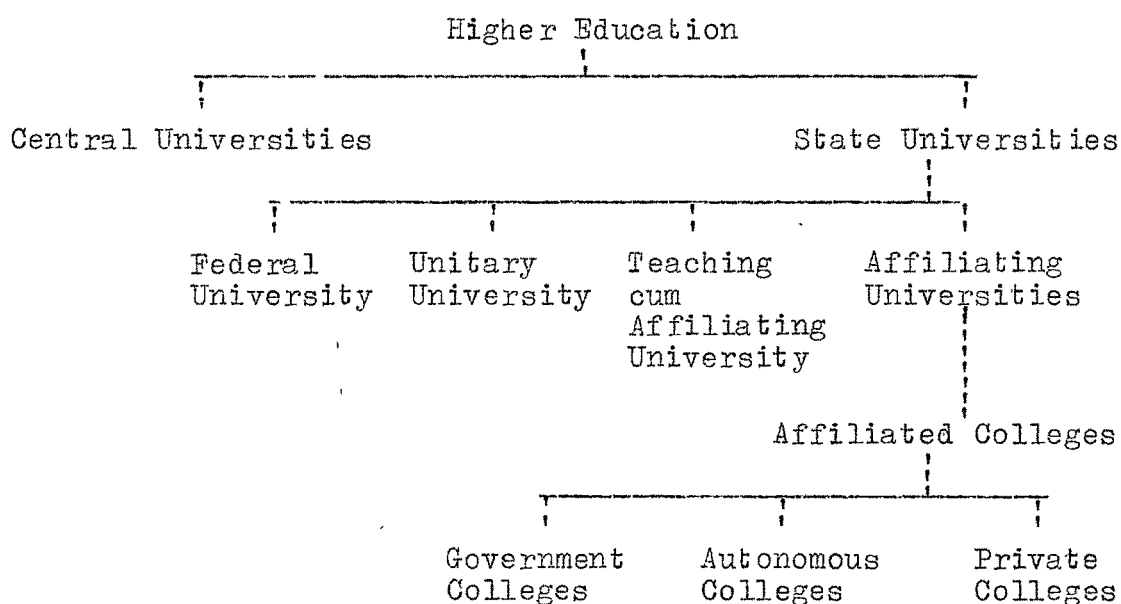
The UGC is also concerned with the governance of the higher education. It constituted two committees:

(i) on governance of universities, (ii) on governance of colleges, in 1971. But the committee on governance of colleges could not function. The suggestions of committee on governance of universities can be implemented, also, in colleges. The committee emphasized that students, teachers and principals should be included in executive committees. The student council should be set-up, which would enable the students to make their recommendations. It has further suggested for the provision of basic amenities, like adequate hostel facilities, day student homes, adequate library, scholarships and playgrounds, in the colleges.

Administrative Set-up of Affiliated Colleges

At present higher education is being imparted by five types of universities - central universities, federal universities, unitary universities, teaching cum affiliating and ^uprely affiliating universities. In affiliating universities, teaching is done through its affiliated colleges. The present organization of higher education is shown in following table.

Table 1.5: Organization of Higher Education



It is clear that affiliated colleges have an important place in higher educational set-up. Every college is affiliated to a University which is responsible for curriculum, examination and conferring degrees. Affiliation is virtue of a university which is given to a college after fulfilling certain statutory conditions. Thus, a college becomes affiliated college after getting affiliation from the university under whose jurisdiction it falls.

Affiliated colleges are of two types - Government and Private. Government colleges are managed by State Government and private colleges by educational societies or trust boards - under statutory conditions of affiliating universities. These colleges are financed by state government, at some extent. Hence, the college administration has to cooperate with three administrative bodies for running its administration and these three bodies are- affiliating university, college management board and state government. These three bodies influence the colleges in one way or another. So, it is important to discuss their relationship with the colleges.

Affiliating Universities

When a college comes into existence after fulfilling certain conditions, it is the responsibility of the university to award affiliation.

(a) Affiliation: First temporary affiliation is granted and after^a few years a college is given permanent affiliation. An application for affiliation is placed before the Executive Council, the Vice-Chancellor must be

satisfied with regard to the following particulars:

- (a) the institution satisfies the demand
for higher education in the locality;
- (b) the management concerned has adequate
financial resources to provide for -
 - (i) suitable and sufficient building;
 - (ii) adequate library, furniture,
stationery, equipments and
laboratory facilities;
 - (iii) two hectares of land (excluding
covered area);
 - (iv) facilities for health and recreation
of the students;
 - (v) payment of salary and other
allowances to the employees of the
college for at least three years.

These are the minimum requirement for the affiliation of
a college according to U.P. University Act, 1973.

Same conditions of affiliation are found in Gujarat
State also. On receipt of communication from the college

that the conditions referred in statutes have been fulfilled, the executive council will -

- (i) direct an inquiry to be made by a competent person or persons as to whether the conditions and the minimum requirements for affiliation have been fulfilled by the college.
- (ii) make such further inquiry as may appear to it to be necessary.
- (iii) take, after considering the report of the inquiry and after consultation with the Academic Council a decision on the question whether the application should be granted or refused.

Every college (other than a college exclusively maintained by the state government or by a local authority) there shall be an endowment fund of 2.5 lakhs for Arts, Commerce, Law and Education colleges. For Science College, endowment fund will be Rs. 3 lakhs.

If the college wants affiliation upto post-graduate standard, additional endowment fund of the value of

Rs.20,000 per subject, in the case of Arts, Commerce, Education or Law and Rs.30,000 per subject, in the case of Science shall have to be provided for. After fulfilling these requirements a college gets temporary affiliation. A college is given permanent affiliation, generally, after three years when the affiliating university is satisfied that the college have enough resources to carry on instruction. The conditions of affiliation are more or less same in both the states.

(b) Withdrawal of Affiliation: According to Gujarat University Act (1949), the rights conferred on a college by affiliation may be withdrawn in whole or in part or modified, if the college has failed to carry out any of the provisions or failed to observe any of the conditions of its affiliation.

Same is the procedure and condition of withdrawal of affiliation of the college in U.P. also. According to U.P. University Act, 1973, the privileges of affiliation of a college, which fails to comply with any direction of the Executive Council or fulfil the conditions of affiliation, after obtaining a report from the Management of the college and with the previous sanction of the

Chancellor, may be withdrawn or curtailed by the Executive Council.

We have discussed the statutory provisions and conditions for affiliation. When a college is affiliated, the responsibility of examination and conferring degrees goes to the affiliation university of that college. Now, we will see that how examinations are conducted and degrees are awarded to students of the affiliated colleges.

(c) Examinations: The examinations for conferring degrees and diplomas of affiliated college students, are conducted by the respective affiliating universities. The controller of examinations maintain a subject-wise list of the names of all teachers working in the university and in the affiliated colleges. These lists are placed before relevant board of studies for preparing the panel of examiners.

The list of examiners prepared by the committee is placed before the Executive Council and the Academic Council. Where Academic Council suggests or the Executive Council makes change in the list.

Every person, who passes an examination for a degree or diploma of the university is eligible, on payment of a prescribed fee, for respective degree or diploma in person or in absentia at his option.

The degree or diploma can be withdrawn also. The Chancellor of the University may, on the recommendation of the Executive Council, remove the name of any person from the register of graduates or withdraw from any person a diploma or degree, if he has been convicted by a court of law of any offence involving moral turpitude or if he has been guilty of scandalous conduct.

According to Gorakhpur University Statutes (1975), "before taking any action for the withdrawal of any degree, diploma or certificate conferred and granted by the university, the person concern shall be given an opportunity to explain the charges against him. Every proposal for the withdrawal of an honorary shall require previous sanction of the Chancellor."

In Gujarat University Act 1949, same provisions are reported. There is similarity in both States University Acts regarding examination and awarding degrees to the students.

(d) Appointment of Teachers: The colleges are supposed to follow the university statutes, in appointment of staff, service conditions of their employees, curriculum and administrative pattern. For the appointment of the staff, colleges advertise the posts and ask the university for the experts for selection committee. The teachers of affiliated college are appointed by the 'Management of the College' on the recommendation of a Selection Committee in the manner provided.

According to the U.P. State University Act 1973, the Selection Committee for the appointment of the teachers of an affiliated college, other than a college maintained exclusively by the state government, shall consist of -

- (i) the Head of the Management or a member of the Management nominated by him, who will be the Chairman;
- (ii) the principal of the college and another teacher of the college nominated by the principal;
- (iii) two experts to be nominated by the Vice-Chancellor.

The Selection Committee recommends the name of a person for appointment against a existing vacancy. The selection committee differs from state to state. In Gujarat University, the statute reads that for recruitment of the principal and member of teaching staff of the college (other than a government college or a college maintained by government) the selection committee shall include -

- (i) in the case of recruitment of the principal, a representative of the university, nominated by the Vice-Chancellor, and
- (ii) in the case of recruitment of a member of teaching staff of the college, a representative of the university nominated by the Vice-Chancellor and Head of the Department, if any, concerned with the subject to be taught.

The criteria for the selection of university and college lecturers, in most of the states, is the same, which was proposed by UGC in 1973 and ammended in 1980. All the affiliating universities have given the following

criteria of selection:

- (a) A consistently good academic record (that is to say, in Intermediate and in Bachelors degree examinations average should be 55 percent or 50 percent, separately) with first or high second class (that is to say with the aggregate of more than 54 percent marks or B+ on seven point scale) Masters degree in the subject concerned.
- (b) M.Phil. degree or a recognised degree beyond the Master's level or published work indicating the capacity of a candidate for independent research work.

If the candidate possessing the qualification specified in (b) is not available or is not suitable the Management of a college on recommendation of the selection committee may appoint a candidate possessing consistently good academic record on the condition that he will have to attain the qualifications referred in that clause (b) within a period of five years from the date of his appointment.

Provided that the teacher, so appointed fails to attain such qualifications within the said period of five years, he shall not be entitled yearly increments after such period, until he attains such qualifications.

(e) Conditions of Services of Teachers of Affiliated Colleges: The service conditions are set-up the state universities in accordance with the state University Act for the affiliated college teachers excluding those colleges which are maintained by the state government or a local authority.

A teacher of an affiliated college is required to maintain absolute integrity and devotion to duty and observe code of conduct which is a part of agreement signed by the teacher at the time of appointment.

A teacher of an affiliated college may be dismissed or removed or his services terminated on one or more of the following grounds :

- a. wilful neglect of duty,
- b. misconduct, including disobedience to the orders of the Principal,

- c. breach of any of the terms of contract of service,
- d. dishonesty with university examination,
- e. scandalous conduct or conviction for an offence involving moral turpitude,
- f. physical or mental unfitness,
- g. incompetence,
- h. abolition of the post with the prior approval of the vice-chancellor.

According to the U.P. University Act (1973),
"Every decision of the Management to dismiss or remove a teacher or to punish him in any other manner shall, before it is communicated to him, be reported to the Vice-Chancellor. Provided that in case of colleges established and administered by a minority referred to in clause (I), of Article 30 of constitution of India, the decision of Management, dismissing, removing or punishing in any other manner to any teacher, shall not require the approval of the Vice-Chancellor, but shall be reported to him unless he is satisfied the procedure prescribed in this behalf has been followed, the decision shall not be given effect to."

Similar provisions are found in Gujarat University Act 1949, regarding dismissal, removal and termination of service of the staff of affiliated colleges.

Management Board of the Colleges

The management boards are responsible to carry out the provisions laid down by the affiliating universities. In management and source of income colleges are of two types- either government or private.

(A) Government Colleges

The government colleges were started on the initiative of the state department of education. Some states like Rajasthan and Madhya Pradesh have a tradition of government initiative in education. Other states like Maharashtra and West Bengal have an enthusiastic past of private initiative. These differences are reflected in the ratio of government to private colleges in the state.

The government colleges are administered through the state department of education, supervised by the officials from that department. There is little interference

with the academic control exercised by the affiliating university. The state's interest is primarily financial and administrative. The government puts limits on the use and the dispersal of funds insists on accounting which affects the free use of budget and expenditure. Out side of these controls on procedure and funds the principal of the government college makes most of the ordinary and exceptional decisions which give the institution its character.

The teachers are government servants selected through a regular civil service process by the Public Service Commission in each State. The Commission sets minimum qualifications for each post according to studies degree, marks experience. It advertises all appointments and recommends three names for each post to the principal for his selection. The teacher has tenure and guaranteed increments in income based on seniority. The government teacher is subject to movement from place to place and even, to a shift of duty or responsibility at government discretion. He is often more loyal to the government service than he is to any particular college.

The great advantage of the colleges financed directly by the state is the certain and relatively generous flow of government money. The college has none of the discomforts and irritations of uncertain financing. The principal has no need to placate and plead with management committees. The equipment, the buildings, the grades of salary are good. Better students are attracted by the superior facilities, a generally more composed atmosphere.

(B) Private Colleges

These are of various types and sizes and locations. They range from the mammoth colleges of Calcutta to tiny colleges set-up by private benefactors in small mufassil towns. In the motives behind foundation they range from a real educational altruism as in the case of Christian colleges or of the Ramkrishna Mission down to the most sordid seeking of private profit.

The private college is run by its principal in consultation with the management committee, a body of local leaders who meet periodically to transact college business, review its finances, plan its income. A private

society or an adhoc group originates the idea goes out to collect funds from private and government sources, sets up a plan, applies to the university, under whose jurisdiction it comes, for information and advice, finally makes formal application. The proper university authorities deal with the request; questioning, amending, sending out visiting committees, negotiating for minimum conditions. The final approval comes from the syndicate advised by the academic council and seconded by the Senate. Thus, a college comes into existence.

The management boards of the affiliated colleges consist of :

- (i) the representatives from where college gets endowment,
- (ii) the principal of the college as ex-officio member, and
- (iii) the teacher representative for a period of one year by rotation in order of seniority.

Above configuration of the executive committee is according to the U.P. University Act 1973. In Gujarat State, there is some difference regarding this set up of

executive committee. The Gujarat University Act 1949, Section 33-A which was inserted after ammendment in 1973, the college Executive Committee includes,

- (i) the principal of the college,
- (ii) a representative of the university
nominated by the Vice-Chancellor,
- (iii) three representatives of the teachers, and
- (iv) one representative, each of the member of
the non-teaching staff and student of the
college.

But in practice, it is not followed in Gujarat. The college executive committee is responsible for maintenance of college building, hostels, provision of welfare services for college personnel, residential quarters. Other than this work, executive committee is appointing authority for college employees also. They workin with the consultation of affiliating university and state government. Without their approval, appointment of any person is not confirmed, But inspite of much restrictions college executive committees have much liberty to appoint any person of their choice.

State Government

Higher Education in India is in curious position of being technically a responsibility of the states (entry 11 of state list, constitution of India) but with a strong input from the centre (entry 66 of List I of the Union list). In every State of India, one Director of Education is appointed. He is responsible of education in that particular State. In a few States, the Directorate is divided into two Directors : one of Higher Education (as in Gujarat and U.P. States) and one Director of Secondary Education. State government performs her duties through the office of Director of Education, in educational matters. Though, universities are autonomous bodies but they depend upon state government for their finances. The universities are established according the University Act of that state government by which Governor is made the Chancellor of, most of the State Universities. Vice-Chancellors are appointed by the Chancellor. Thus, the state government exercise full control over the university in term of finances, admission policy and recruitment policy etc.

The affiliated colleges are the part of their affiliating university. Every policy decided for the university is for affiliated colleges also. The management board of the college has to take permission of state government from very beginning when they decide to open a college in their area. For recruitment of teachers, percentage of SC/ST teachers, is decided by the government, and in some states colleges have to take prior permission of the state for teachers appointments. The U.P. State Government exercises full control over affiliated colleges with regard to teacher's recruitment because the salary of the teachers is paid by the state treasury. So, before appointing a person in college, the post is to be sanctioned by the affiliating university and state government both.

In some other states, like Gujarat, the state government gives salary grants to the colleges and college management board is responsible for the distribution of that. Other than salary of the teachers, state government gives scholarships and freeships to SC/ST and poor students.

In academic field, state government has nothing to do. The university decides the curriculum and examines her students.

Other than state government, the U.G.C. also gives financial help to the colleges. In building construction, library and small study projects taken^{by} the teachers, U.G.C. provides financial help. The U.G.C. is responsible to maintain the standard of higher education in the country, for this purpose, U.G.C. gives financial help to the teachers for their academic improvement.

The relationship of affiliated colleges with management board, affiliating university and state government have been discussed. These factors are external, which influence the college administration and some times, pose problems also. There are other internal factors, such as teachers, students and non-teaching staff, without their cooperation the colleges cannot run effectively. If the relationship among these factors and with college authorities also, get disturbed, the college administration is obstructed.

Some Emerging Problems

As it has been described that college administration is influenced by some external factors which are situated out of the campus, like affiliating university, state education department, management board, as well as, some internal factors which are within the college, like teachers, students and non-teaching staff. A brief account of problems are being discussed here, which emerged as a result of their defective relationship with the college administration.

The Enrolment Explosion in Colleges

One of the most remarkable feature of the development of Indian Education has been the unprecedented and rapid growth of education in all its branches and at all its stages. It appears that the opportunities for education that remained locked-up for under privileged sections of the society during British rule were opened with the attainment of freedom.

There are several factors responsible for the mounting enrolments in the institutions of higher

education (Desai, 1970);

- (i) Higher rate of expansion of secondary education
- (ii) Social stratification and awakening
- (iii) Expected economic benefits
- (iv) Increased pace of growth of education in rural areas
- (v) Increased role of the Private Enterprise
- (vi) Development of roads and transports
- (vii) Growth of industries
- (viii) Economic upliftment of backward class
- (ix) Political forces
- (x) New knowledge and ideologies
- (xi) Impact of educational planning
- (xii) The expanding role of UGC.

Expansion in education, was both the result of the planned efforts of national government as well as of the momentum gathered by the forces of social and economic regeneration, which sought to bring out radical change in the feudal and traditional society and economy through education. The wheel of the expansion of higher education in India began to move fast soon after the attainment of

freedom in 1947. The factors mentioned previously contributed a lot in expansion of higher education. Desai (1970) observed that the number of general education colleges had risen to 496 with a total student strength of 1.96 lakhs and in the field of professional and technical education, the number of institutions of higher learning had been 87 with a student enrolment of a little more than twenty five thousand.

The Kothari Commission (1964-66) had given some significant analysis of growth in student enrolment in higher education between 1950-51 and 1965-66. At the undergraduate stage in Arts, Science and Commerce course the average annual rate of growth was 9.6 percent, the same at the post-graduate stage being 11.0 percent. In professional education, the rate of growth was faster than that in Arts and Science - it was 10.7 percent per year but a little less than that at the post-graduate stage.

Table 1.6: Student's Enrolment*

Years	Number of Colleges	Number of Students	% Increase
1961-62	1,783	6,63,661	19.2
1971-72	3,896	20,65,041	5.7
1977-78	4,610	25,64,972	5.5

* UGC Report, 1977-78.

Desai (1970) observed that enrolment in our institutions of higher education in the last 15 years has not been commensurate with the capacities of these institutions to provide that quality of education which is expected of them. We would have welcomed this expansion as a record of proud achievement, had there been commensurate expansion of institutions, recruitment of teachers, library, laboratory enrichment, hostel increase etc. Between 1950-51 and 1967-68 the universities and deemed universities have increased from 28 to 100, colleges by 1934 from 965 to 2899, the teacher ratio came down from 1:30 to 1:18, which is still high to provide good education. This means poor personal contact between teachers and students. It also gives very little chance for adoption of seminar, discussion and workshop methods of teaching in classrooms and perforce resorting to lecture methods.

A variety of influences operate making it difficult to regulate the working of affiliated colleges. Even managements of affiliated colleges, often, find it difficult to resist pressure for admitting more students, when the local students find it difficult to secure admission in colleges else where, and local public bodies press the management to satisfy the local demands.

Lack of Welfare Services

All colleges have, at least, some student welfare services. They pride themselves for being able to provide student amenities and welfare services. But the concept of student welfare, as demonstrated in the actual programme of colleges, is rather narrow and limited. The student welfare is interpreted to mean the provision of hostels, the student union, scholarships physical education, sports and some kind of health services. The modern concept of student welfare is wider - it includes over and above the student amenities, as referred earlier, services, such as congenial environment in a college, healthy corporate life, counselling and guidance services, health and medical services, student aid funds, consumer co-operative stores, book-banks and others. (Education Commission, 1954-66).

This big size of universities and colleges underlines the necessity of making student welfare an integral part of the academic life of the institutions of higher education. The recent thinking is that the problems of students indiscipline and student rioting and unrest are very closely linked up with the inadequate student personnel services.

In universities and colleges, despite the increased facilities for hostels more than 80 percent students are either staying in their homes or in rented places. Most of these homes and hired rooms do not provide a congenial place and environment for studies, particularly, in big cities, which are overcrowded and have congested living.

Table 1.7: UGC Grants for Construction of Hostel
(Rs. in lakhs)

Year	University	Affiliated Colleges
1974-75	77.59	45.97
1975-76	57.41	16.33
1976-77	43.51	24.22
1977-78	36.88	40.54

UGC Report, 1977-78.

The above table reveals that hostel grants given to universities are more and colleges received less grants. While 88 percent students of higher education are in affiliated colleges. They should get more attention from UGC.

The Education Commission (1964-66) describes the position of health services which is very true today;

"Health services are generally neglected today. In number of institutions, there is no medical examination even at first entry stage and where medical examinations have been conducted, they are often of a perfunctory character without any suitable follow up work."

The prevailing situation in Indian higher education shows, how the university administration has either neglected the vital student welfare services or has been prevented to do much because of the lack of finances.

Under welfare services, cooperative stores, canteen services, guidance and counselling centres are also the required. But these facilities do not exist in every college. Though, some college provide a few services but ^agreater number is on negative side. These services not only benefit the students but all the college employees are benefited with these services.

There seems a little concern exist in colleges to make provision for advisement and guidance to students, A little seriousness prevails for providing adequate and positive outlet for their youthful energies.

Student Activism

Frequent strikes by students in colleges and universities are the most disturbing and harmful aspects of the current educational scene in most of universities in the country. This sickness is not confined to campuses of Indian University but it is an international malady.

Our campuses are highly volatile. Sparks of discontent are so widely distributed in them that any protest suffices to ignite a big flame. They make a news every day. This anger is not wholly unjustified. The Indian youth, today, is a victim of dual standards of morality. He observes in day to day life that those very reputed custodians of society, who admonish and decry psychophrancy and flattery, and profess not to do these, have been practising them in a crude form. (Gautam,1972)

Under the impact of modernisation and developing mass society, the campus ethics has completely transformed.

The ancient norm of treating the campus sacred has evaporated. Now, each and every campus activity is done with police blessings. The admissions, the union elections, functions, examinations are done under police custody. In fact, old controls have lost their efficacy.

Student activism is at its full swing, only in certain parts of the session. In the beginning of the session, the union elections engage them, of course, admissions also raise some problems. The activism is at its peak at the time of examinations, like its postponement, boycott before their commencement or walk out during the examinations, protecting the fellow travelers from the clutches of strict invigilators, intimidating individual invigilators or forcing the entire community of teachers to withdraw due to lack of security.

The conflicting political ideologies in the country and anxiety of the leaders of different parties and political pressure groups to utilise students to serve their ends, is also a cause of activism. In many parts of the country, strike by students is a ingeniously manoeuvred thing, as one of the strategies of local

political leaders to embrace their local political rivals that may be in charge of local governance. (Shah, 1974)

But a large group of causes centres round the institution. The failure of the authorities to meet the demands - legitimate or fancied - of students and an unfortunate feeling among them that authorities only understand the language of violence, are responsible for their provocation. This is perhaps the most frequent and explosive cause of student strife. The frustration, the discontent, the annoyance, the exasperation felt by the students on really or imaginary unjust acts of their teachers, principals, management or of university authorities are at the root of the most of the student unrest.

Examination

The present picture of evaluation in higher education in India is one of undemocratic philosophy, distorted purposes, confused concepts, defective tools, outmoded techniques, misplaced emphasis and harmful educational outcomes. The current examination system

violates the fundamental tenets of teaching and testing. (Desai, 1970). It totally flouts the integral relationship existing among teaching, learning and examinations. It is more dictated by social norms than educational considerations. It perpetuates the distrust of teachers and students. It is unfair to students because a number of extraneous and subjective influences operating on it. The University Education Commission (1948-49) observed that it had to suggest a single reform for Indian education, it would be that of examinations. The Indian University Commission (of 1902) remarked that the greatest evil from which university education in India suffers is that, teaching is subordinated to examination and not examination to teaching.

At present, examinations in India are of essay type and are conducted by papers. These are supplemented by oral practical tests for science and medical or technological subjects. Except for practical examinations, weightage is not given to class work.

The affiliating university conducts examination of her students studying in various colleges. The courses

are taught in the colleges and university evaluates them, college teachers have nothing in hands to evaluate their students. Moreover, the essay type of question papers encourage cramming in the students. If whole year, a student does not attend the class and he is able to crame the syllabus, so he will do better in examinations. This system of examination is very defective and gives ample scope for mass copying. Teachers and principals of a few colleges were actively involved in encouraging mass copying in Meerut University, Gopal (1979) report this episode, and a charge sheet was issued against one of the principals by the university.

It is obvious that the malady is deep rooted and widespread. It is agonizing inspite of all this, there are people, who claim that the examinations have been by and large fair.

Recruitment of Teachers

The teacher is an important component of an educational programme than a good site, a fine building, adequate and spacious classrooms. Unhappy fact is that,

enough care, time, energy and money are not devoted to recruiting the right type of teachers and providing them stimulating conditions of service and work.

There is considerable dissatisfaction in the society about the teaching staff of colleges, and teachers on their part have dissatisfaction about their status, economic conditions and welfare services provided for their benefit. The gap between the expectations of the society from the teaching staff and what is being actually offered by the teachers to the society on one hand, and the expectations of the teachers from the society and what is actually met out to them is widening. (Gaudino, 1965).

It is true that universities have laid down minimum academic and professional qualifications for recruiting the teaching staff of different categories for affiliated colleges and in their departments. On paper, these qualifications are met by several candidates who apply for teaching positions and best of them are appointed but one does not know how far the 'best' is really 'good'. In many cases, the so called 'best' are not good to teach even the beginning classes.

The recruitment and selection of teachers of higher education are defective. Heads and principals of the colleges recruit their own students to man their teaching staff, this is called inbreeding (Desai, 1970). It proves harmful because they can hardly take any independent stand in teaching and testing and adopt a line of least resistance by toeing the line of their seniors.

Another drawback stems from natural human weakness found in those, who sit on staff selection committees. They, at least some of them, who are vocal, tend to succumb to extrinsic pressures, communal, linguistic, political and local. The result is that the selection of good teachers becomes a chance affair.

For selection of a teacher above mentioned procedural defects have been cited. Sometimes, experts appointed by the university, and college management, both want to put their candidates. Ultimately, a person gets selected, who has a close relationship with the college management.

Non-Academic Pursuit of Teachers

The present teacher, with a few notable exceptions, is not taking as much interest as his predecessors took. There is a marked absence of scholarship in many of them (Shah, 1974) and they are not in touch with the latest developments in the rapidly advancing knowledge. The University Education Commission (1948-49) observed that the number of teachers are satisfied with repeating stereotyped information, which tends to devitalise teaching and to kill interest.

The teacher has to play a pivotal role in dealing with student activities. He has not only to awaken the spirit of inquiry in the student but also to mould the life of student to self realisation (Gautam, 1972). One educationist remarked that it is unfortunate that some of the teachers involve themselves in student unrest and sometimes become a party to incite unrest. The BHU Enquiry Committee in its report, published in 1958, clearly mentioned about the indiscipline prevailing among the teachers, "We have had very clear indication that indiscipline prevails among students because of indiscipline among teachers as well.....We note with

a great deal of regret that the present state of indiscipline in the university is due, as much, to some of the teachers in the university as to the students thereof."

It is said that college and university teachers have become trade unionists, politicians, businessmen and bureaucrats. It is true that college or university Teachers' Associations are coming into existence in more increasing number than before. Popularly elected teacher bodies send teacher politicians rather than educationists. Present working of these teacher organisations on the lines of 'Trade Unions' requires to be broadened, so as to include academic work also (Jain, 1979). Among teachers there are a few politicians. This true not only of colleges in India but of all over world. These teacher politicians have spoiled the academic atmosphere of the colleges and universities.

The practice of private tuitions, which was prevalent at the school stage has now crept into higher stage also. Many college teachers are engaged in private tuitions after their college hours. Sometimes, this tuition becomes a sort of contract between a teacher and

a student for passing him in examination, often, in practicals. Private coaching is not bad in itself. It becomes bad and constitute an evil when it becomes private and for monetary considerations. (Gaudino, 1965)

What is pernicious, disgusting and immoral about private tuitions is the fact that in order that their tuition students get a higher class, some teachers who are paper setters give out hints pertaining to examination questions (Shah, 1974). Students give money liberally; some teachers give marks liberally, both are liberal in giving and as well as in receipts.

Financial Needs

The most important problem facing the colleges of today, is their financial worries. Majority of the affiliated colleges are run by the private managements, Educational Societies and Trust Boards. Only a few of them are on sound financial footing, others are not in position to provide necessary facilities for day-to-day running of college. Such colleges have come into existence due to political pressures and now a number of them do not have finances to discharge their academic functions in a

satisfactory manner. The position has been aggravated by the fast growing number of the students. The grant-in-aid rules vary from state to state. In certain states, the affiliated colleges are allowed to charge higher fees, as compared to the standard fee in order to meet the deficit. The colleges in Delhi are in a happy position as 95 percent of the deficit is paid to them by the UGC (Azad, 1976). The state government is responsible for maintaining the colleges, and grant-in-aid procedures are very defective and on the top of it, they are not released in time. The development activities are, therefore, retarded due to lack of finances.

It has been seen that some colleges which are short of funds adopt under hand practices for collection of money. They take capitation fees or donations from students at the time of admission to different courses. It is open secret that many privately managed engineering and medical colleges charge high capitation fees or donations at the time of enrolment. Some institutions, even, insist on donations from teachers at the time of appointment or confirmation. Such practices could be prevented by adequate grants to meet a major portion of the deficit of the institutions.

While, the finances of a university are largely drawn from state and central grants, endowments, examination and tuition fees, the affiliated colleges do not, generally, receive any financial assistance from the university directly. The aided colleges receive grants mostly from state government but the amount of grant varies state to state, in some, it amounts to 50 percent of the salaries of the sanctioned posts. (Amrik, 1974).

The state government, generally, gives block grants, which are fixed on the principle of meeting the deficit, after deduction the income from fees and other sources. These grants are, further, assessed on actual expenditure of the past few years. This results in deficit budget of the colleges. The University Education Commission (1948-49) observed the needs of affiliated colleges, many of which have had no grants from the government or have only nominal grants, since their foundation. These colleges cannot become proper institutions, with an academic atmosphere, until the government gives them grants to cover half of the salaries of sanctioned posts and one-third of other expenditures.

Democratisation of Administration

The management of colleges is left to the Governing Bodies, the principal and staff councils. Many of university statutes and ordinances have laid down the constitution, powers and functions of the Governing Body. The powers of the principal and staff council have been prescribed. The principal is in the midst of the colleges autonomies. He is the man at the centre, a smaller facsimile of the Vice-Chancellor with fewer resources and less prestige. The staff members are critical of their principal, sometimes, with cause and sometimes with envy, an undifferentiated mixture of gossip and malice and legitimate grievances. But they are seldom frank about it (Gaudino, 1965). Disagreement is not open and straight forward. Nor is it often that academic principle or an educational issue is at stake. The complaints are personal mostly based upon what is felt to be ungenerous or rough treatment. Thus, relations are not always intimate or smooth between the principal and his staff.

The privileges and powers are large in bulk. They put principal, primarily in charge of the college, but not

completely. The principal has very little control over his staff, once they are appointed. They stay on, cannot be removed without serious charges and the approval of the management committee.

The present position is discussed with whom college administration is confronting today. There is a crucial need to place college administration more on human and social plane. While, school administration has been moving away from bureaucracy and high handedness to one of democratic functioning, instructional leadership and good concern for human relationship with students, staff and the society, the college administration still prefers to function in the old traditions of bureaucracy. This embitters students, frustrates the teachers and irritates the society (Kapur, 1975).

The college administration has to undergo a change in its goals, values, practices, relationship and attitudes. The older concept of educational administration had put premium on conceptual skill and technical skill. The one skill, that of human relationship which is now considered indispensable in the colleges, - had not emerged at that time.

The affiliated colleges are responsible for 68 percent of the total enrolment in higher education. The human and physical resources have not augmented in proportion with the expansion of the student enrolment. The lack of proper human and physical facilities created a number of problems in the institutions of higher education, such as lack of adequate library facilities, accommodation in hostels, crowded classrooms, student unrest, teacher-student ratio and delay in release of grants from state government. Though the standards of affiliated colleges have been examined and criticised by learned educationists and documents which arrived at the conclusion that the standards of affiliated colleges are not upto the mark. There are many gaps and pitfalls but to meet the needs of higher education in a vast country like India, the affiliated colleges are realities which cannot be over looked by the administrators and planners of the country. Thus, a need has been felt to study the administrative problems faced by the affiliated colleges to suggest the reforms for their efficient functioning.
