

Higher Education in India: Issues and Challenges

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Abstract—The vision of higher education in India is to realize the country's human resources potential to its fullest with equity and inclusion. The higher education sector, in recent decades, has witnessed a tremendous growth in many aspects such as its institutional capacity, enrolment, teacher-student ratio, etc. The rapid expansion of the higher education system at the same time has brought several pertinent issues related to equity, efficiency, excellence and access to higher education in the country.

The present paper holds an immediate significance of creating awareness of many issues of concern to be taken care of by the stakeholders in the national as well as the global levels. The study is also unique in the sense that it brings about better understanding of the present scenario in the higher education system in the country and its pattern of growth given the opportunities and challenges to the system under consideration. The present study throws a gainful insight on financing schemes and enrolment aspects of higher education in India.

Keywords—Higher education, Opportunities and challenges, Enrolment, Privatization.

I. INTRODUCTION

THE vision of higher education in India is to realize the country's human resources potential to its fullest with equity and inclusion, the nation has embarked upon initiating a number of development-linked strategies to promote higher education. As a result of which the higher education sector, in recent decades, has witnessed a tremendous growth in many aspects such as its institutional capacity, enrolment, teacher-student ratio, etc. The rapid expansion of the higher education system as a whole has brought several pertinent issues related to equity, efficiency, excellence and access to higher education in the country. Though contributions of private unaided colleges and universities in meeting the demand for higher education are appreciable, the mushrooming growth of these institutions has resulted in the largest system of higher education with the weakest quality.

This paper presents a bird's eye view of the structure and salient features of higher education sector prevalent in India. An attempt has also been made in this paper to discuss the trends in the growth of enrolment and funding of higher

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II. STATEMENT OF THE PROBLEM

During the colonial era in India, education was consciously kept away from development agenda and the universities established at that time were on the pattern of the University of London and they were basically affiliating, examining and regulating bodies. Subsequently, the structures of the educational system in the independent India were inadequate to build potential human resources required for the self-reliant socio-economic development. In an attempt to remove the infirmities of these inherited structures Radhakrishnan Commission (1948-49) and Kothari Commission (1964-66) were appointed and their reports formed the base for New Education Policy (1986) and Programme of Action (1992) adorned with broad goals such as enhancement of the student enrolment, provision for equal access to all, quality education and promotion of relevant education.

However, the basic problems facing higher education in the country includes inadequate infrastructure and facilities, large vacancies in faculty positions, low student enrolment rate, outdated teaching methods, declining research standards, unmotivated students, overcrowded classrooms and widespread geographic, ethnic and socio-economic imbalances.

In response to the social need of empowerment and capacity building through post secondary education, the number of higher education institutions in India has multiplied with an increase in the intake of students. But, the growth in terms of qualitative improvement is yet to be spotted in the country. After all many higher education institutions in the country have turned simply into examination centers instead of imparting skills. Moreover, structural adjustment in the reform policies of the Government pressurized the higher education institutions to become economically viable. It reshaped higher education as a commodity to meet growing demand in the midst of socio-economic, cultural and geographical barriers for people who wish to pursue higher education.

The structure of higher education institutions is cumbersome primarily due to affiliation and funding sources. Moreover, the database relating to higher education is inadequate. In the absence of proper information on the relevant aspects of higher education, it is not possible to take a stock of the past achievements and ensure future development of this sector. It is in this background, the present paper relies on the outcomes of the reviews and reports of various

government and nongovernment agencies.

III. OBJECTIVES OF THE STUDY

In the light of the issues discussed earlier and the available literature relating to status of higher education in India the following specific objectives are framed to present this macro level study.

- ❖ To analyse the present status of higher education system in India
- ❖ To highlight the opportunities and challenges faced by the higher education system in India.
- ❖ To examine variations in the enrolment in higher education across states, gender and social groups.
- ❖ To discuss trends in the financing of higher education

To suggest measures to overcome the issues relate to enrolment and financing of higher education.

IV. METHODOLOGY

The present paper is a macro level and descriptive study in nature, based on secondary data collected from the published and unpublished records, reports and contributions of several institutions, organizations and individuals in India. Specifically, the secondary sources include Annual Reports of UGC, Planning Commission, Education Department of Ministry of Human Resource Development, Economic Survey and other journals, books and websites. As these secondary sources have obvious limitations of sampling and dimensional studies, the present study could only be a macro analysis of higher education system in the country as a whole.

V. IMPORTANCE OF THE STUDY

In this context, the present paper holds an immediate significance of creating awareness of many issues of concern to be taken care of by the stakeholders in the national as well as the global levels. The study is also unique in the sense that it brings about better understanding of the present scenario in the higher education system in the country and its pattern of growth given the opportunities and challenges to the system under consideration. The present study throws a gainful insight on financing schemes and enrolment aspects of higher education in India. Academic administrators, policy makers, educational institutions, and researchers will find the insights of the present study of use for various purposes.

Higher Education in India

India is one of the oldest civilizations on earth. Also known as Bharat and Hindustan and officially termed as the 'Republic of India', it is the largest liberal democracy of the world. India is divided into 28 states and 7 union territories. India is also the land of the Vedas - the oldest scriptures in the world. It is divided into four volumes and is regarded as the storehouse of national thoughts. Today, India is the world's seventh largest country in terms of area and second in terms of population. The sights, the ancient temples and the lush paddy fields make the country unique and amazing. It has 22 major languages

with 844 dialects, making this country and its people culturally diverse. The secular nature of India has attracted philosophers and researchers from across the globe to explore India.

India possesses a highly developed higher education system and it is the third largest in the world next to China and United States. Higher Education in India refers to the education obtained after completing 12 years of schooling or equivalent and is of the duration of at least nine months (full time) or after completing 10 years of schooling and is of the duration of at least 3 years.

Also, India has the advantage of English being the primary language apart from the respective regional languages in higher education and research. In India, unlike in western countries, higher education is predominantly a public sector activity and it is perceived as public good. In response to increasing expectations of the people in the country, the central government continues to play a leading role in the formulation and implementation of educational policies and action plans. At the apex level, the University Grants Commission is the main governing body and it embodies the enforcement of its standards, advises and makes recommendations to the government.

Structure of Higher Education in India

In India the institutional framework consists of Universities established by an Act of Parliament (Central Universities) or of a State Legislature (State Universities), Deemed Universities (institutions which have been accorded the status of a university with authority to award their own degrees through central government notification), Institutes of National Importance (prestigious institutions awarded the said status by Parliament), and Institutions established by State Legislative Act and colleges affiliated with the University (both government-aided and unaided). Universities and its constituent colleges are the main institutes of higher education in India.

The education may be of the nature of General, Vocational, Professional or Technical education. Technical education includes 65 centrally funded institutions like Indian Institutes of Technology (IITs), Indian Institutes of Management (IIMs), National Institutes of Technology (NITs), Indian Institute of Science (IISc), etc. along with number of engineering colleges set up by State Governments. All India Council for Technical Education (AICTE) approves and regulates these institutions in engineering/technology, architecture, hotel management & catering technology, management studies, computer applications and applied arts & crafts. Vocational Education is another stream of higher education in India. For this a network of public and private polytechnics and vocational institutions exists and they are controlled and supervised by the Councils specializing in respective discipline.

India has also developed an Open University system to encourage distance learning. Indira Gandhi National Open University (IGNOU) was the pioneer and now there are 14 open universities in India. The Distance Education Council of India (DEC), New Delhi regulates these universities, maintains the standards, encourages and organizes the

activities of Open and Distance learning (ODL) in the country. Higher education sector has expanded due to distance mode of education supported by new information and communication technology (ICT) as it costs 66 per cent less and the students need not leave their homes or profession. The internet and satellite technology are being put to use to further the cause of distance education.

The Higher Education sector ensures the quality of the educational process with the help of accreditation agencies established for the purpose. The main agency which accredits universities and colleges in general education is the National Assessment and Accreditation Council (NAAC) established by the UGC in 1994, whereas a similar function is done for technical education by the National Board of Accreditation (NBA) set up by AICTE in 1994, and for agricultural education by the Accreditation Board (AB) set up by ICAR in 1996. NAAC proposes to introduce the India Education Index (IEI) for ranking institutes based on academic, research performance and other parameters. The outcome will help in the international comparison of institutes. NAAC has entered into an MOU with higher learning institutes of the United States, Taiwan, Norway, and Kuwait and with the Commonwealth of Learning (COL) to facilitate collaborative work on quality assurance in higher education institutions.

Opportunities

India has emerged as a global knowledge economy. It offers facilities of education, training and research in almost all spheres of disciplines ranging from arts, science, humanities, mathematics, management, engineering, medicine, agriculture, law, linguistics, communication, etc. It is also the major potential to eliminate poverty and income disparity in the country. Empirical studies have proved that there prevails nexus between enrolment and income disparity. Income inequalities are high where enrolments in higher education are low and vice versa.

Higher education benefits the individuals specifically as it equips young people with skills to cope with the rapidly changing labor market needs. It gives individuals powers to get better employment, higher salaries and higher propensity to consume and save. Altogether, investment in higher education enhances the labor power in order to trade it for higher wages. For all these good reasons, a country that provides educational opportunities to its citizens is far more likely to reduce poverty and promote economic growth and thereby achieve social inclusion and India is no exception in this regard.

Challenges

One of the greatest challenges to higher education in India is providing access to the growing segments of the population demanding post secondary education. The government data reveals that one out of seven children in India goes to college. It indicates that the nation suffers from both a crippling quantity and quality challenge as far as the higher education is concerned. Addressing a higher education summit organised by the Federation of Indian Chambers of Commerce and Industry (FICCI), HRD Minister Kapil Sibal said "We will

need 800 new universities and 40,000 new colleges to meet the aim of 30 percent GER (gross enrolment ratio) by 2020. Government alone cannot meet this aim," It has been recognized the need to expand access to 25 per cent by the end of the 12th Five Year Plan (2012-2017).

Next, equity is more a difficult challenge than access to higher education. Historically equity has been the major concern of the planners in India. The disparity is found to be due to urban-rural divide, inequality in income distribution, gender and religion, etc. The geographical spread of higher education institutes remains highly skewed with a large concentration in big cities and towns. During 2007-2012, overall institutional density increased from 10 to 14 institutions per 1000 sq.km. At the same time, a large number of habitations and settlement clusters with a population between 10,000 and 100,000 are without any proximate institution of higher education. Furthermore, the higher education sector suffers from imbalanced growth across the country. The rural areas, which represent about 65% of the total population, have just 20% of the total professional colleges.

Growth of Institutional Capacity

Higher secondary sector in India has witnessed a tremendous increase in its institutional capacity. The growth of the higher education can be traced with the following capacity indicators. (Table-I) In the year 1950, the country had just 25 university-level institutions and it has gone up to 700 in 2012, nearly 17-fold increase. Similarly, the growth of degree colleges during the period has been even larger, nearly 30-times. The number of colleges has gone up from 700 in 1950 to 35,500 in 2012.

TABLE-I
INSTITUTIONAL CAPACITY

Capacity Indicators	1950	1991	2004	2006	2009	2010	2011	2012
No. of university level institutions	25	177	320	367	467	534	659	700
No. of colleges	700	7346	16885	18064	25951	32987	33023	35500
No. of teachers (in thousands)	15	272	457	488	588	821	--	
No. of students enrolled (in millions)	0.1	4.9	9.95	11.2	13.6	--	25.9	20

Source: UGC/DrEducation.com

TABLE-II
UNIVERSITY-LEVEL INSTITUTIONS IN INDIA

Type	2002	2006	2007	2009	2010	2012
Central Universities	18	20	25	40	41	44
State Universities	178	217	231	234	257	306
Institutions Deemed to be Universities	52	102	102	128	130	129
Institutions of National Importance	17	18	38	44	44	67
Private Universities	6	10	21	21	61	154
Total	271	367	417	467	533	700

Source: UGC Annual Reports

The university-level institutions widely differ in terms of their structure and coverage (Table-II). Universities, sub-

divided into six broad groups include central, state; private, deemed and also institution of national importance established both by the central and state legislatures. The diversity is apparent as per the data shown in the following table.

Enrolment

The growth trends in enrolment in higher education are examined in this section with the help of the data collected from secondary sources as mentioned above. The macro-level estimates regarding the number of students enrolled in higher education are presented in this section. According to 2010 data, India's GER was a meager (13.8 percent) compared with the global average of around 26 percent. Australia, Russia and the U.S., to name a few examples, have Gross Enrolment Rates(GER) upwards of 75 percent. The Ministry of Human Resources & Development had set a target of a 30 percent GER for India by 2020.

In the last four decades the student enrolment in higher education has grown 12 times and a GER reached close to 18 per cent in 2011-2012. However, the problem is that the existing capacity to absorb the increasing numbers coming out of the high school system into the college system is inadequate and cause massive mismatch between demand and supply frontiers. However, given India's demographic and socio-economic conditions, the growth with respect to enrolment is quite impressive.

Higher education in India includes various stages like graduation, post-graduation, diploma/certificate and research. Hence it is significant to analyze the stage-wise enrolment at the level of higher education. Table-III shows the Stage-wise Enrolment of students in higher education indicating that the enrolment in all stages has increased considerably in the last few years.

TABLE-III
STAGE-WISE ENROLMENT OF STUDENTS IN HIGHER EDUCATION (IN 000s)

Stage	2006-07	2007-08	2008-09	2009-10	2011-12
Graduate (Bachelor's)	10,326 (88.9)	11,034 (89.2)	11,908 (86.1)	12,658 (86.6)	17,456 (86)
Post-Graduate (Master's)	1,094 (9.4)	1,146 (9.3)	1,490 (12.1)	1,680 (11.5)	2,492 (12)
Research (Doctoral)	743 (0.6)	823 (0.7)	959 (0.8)	1,179 (0.8)	1,612 (1)
Diploma/Certificate	118286 (1.0)	114535 (0.9)	148100 (1.0)	167791 (1.15)	218560 (1)
Grand Total	11612505 (100)	12376718 (100)	13641808 (100)	14624990 (100)	240120 (100)

Source: UGC Annual Reports.

The figures of enrolment in higher education institutions provide a simple average of 3,430 students per university and less than 707 students per college. The reasons include underutilization of the existing capacities of the institutions, constraints of space, infrastructure and teachers, lack of amenities such as hostels, especially girls, increase in the drop-outs at the higher secondary level, etc. The rural-urban

scene with respect to GER and its religious-wise distribution are discussed in the following sections.

Gross Enrolment Ratio of Religious Groups

Religion is another axis along which exclusions can be observed. At the aggregate level, Christians are ahead of every other religious group in terms of overall enrolment in higher education. Muslims in contrast lag behind the most and women are worse. Christian women have thrice as high enrolment in overall higher education as compared to Muslim women; amongst men this difference is twice as much.

It is found that the GER is the lower for the Muslim followed by Hindus. It has already been noted that among the social and religious groups Muslims fared poorly among all others and at the same time better than the scheduled castes and scheduled tribes in the country. It indicates that in spite of regional or spatial backwardness the Hindus have done very well when it came to enrolments in higher education. The pattern of their enrolment varies and they dominate in number, in professional and technical education. Reservation policy for the SCs and STs has certainly altered the situation in the last two decades. In order to make higher education truly inclusive a multipronged strategy is proposed by the government to achieve the objectives of increasing the GER and it includes (a) Targeted increase in the intake capacity of the existing universities and colleges. (b) Establishment of new universities and colleges.

Public Expenditure on Higher Education

The amount of money allocated and pumped in by the government for higher education is highlighted in this section. The table given below indicates that the public expenditure on higher education has been enhanced exorbitantly in the 11th Plan compared to 10th Plan.

TABLE-IV
SECTOR-WISE ALLOCATION & EXPENDITURE OF THE CENTRAL GOVT. DURING XTH & XIth PLAN (VALUE IN RS. CRORE)

Name of the Scheme	X th Plan (2002-07)		XI th Plan (2007-12)
	Allocation	Expenditure	Approved Outlay @
University & Hr. Edn	4176.50	4180.10	50661.00
Language Development and Distance Learning, Scholarships and ICT*	434.00	578.17	1100.00
Book Promotion	52.00	16.66	6734.00
Planning and Admn	67.00	45.88	70.00
Technical Education	70.50	32.96	78.00
Total (HE)	4700.00	3368.58	26300.00
	9500.00	8222.35	84943.00

* Distance Learning was included in University & Higher Education in Xth Plan

@ Provisional

Source: Educational Statistics at a Glance 2005-06, MHRD, Department of Higher Education, Government of India, 2008

In the Eleventh Plan, the planned expenditure on higher education was pegged at INR849.43 billion, (Refer Twelfth Five Year Plan: Chapter on higher education) a nine- fold increase over the Tenth Plan outlay of INR96 billion. However, actual expenditure on higher education was 45.6% (INR396.47 billion) of the planned expenditure.

TABLE-V
EXPENDITURE ON HIGHER EDUCATION
(RS. IN CRORE)

Year	Expenditure on Education			Expenditure as % of GDP		
	States/UTs	Centre	Total	States/UTs	Centre	Total
2008-09	29642.37	16303.84	45946.20	0.56	0.31	0.87
2009-10	37148.93	20077.03	57225.97	0.61	0.33	0.94
2010-11	42217.45	21600.22	63817.67	0.59	0.30	0.89

Source: Handbook of "Educational Statistics at a Glance", Government of India, MHRD, Bureau of Planning, Monitoring & Statistics, New Delhi, 2012

The data given in the Table-V represents the year-wise expenditure on higher education shared by the States and the Centre and their respective per cent age of GDP.

Private Participation

There is an increasing trend both in the number of private higher education institutions and enrolment in recent years. The share of enrolment to the total in private unaided institutions has gone up from 32.89 per cent in 2000-01 to 51.53 per cent in 2005-06 and it further increased to 58.5 per cent in 2011-12. Growth in private institutions was significant during the 11th Plan period. Ninety eight private State Universities, 17 private deemed universities, 7818 private colleges and 3581 private diploma institutions were set up during the plan period. Majority of these institutions offer professional or vocational programmes almost exclusively. It is worth noting that a number of arts and science colleges and a few comprehensive multi disciplinary universities have also been established in the private sector in recent years.

Privatisation and commercialization of the higher education in India is a major concern as it will retard our human resource development at least in two ways (Mallick 2005). First, by shaping education prohibitively expensive and thereby making it unaffordable for the vast multitude, and, secondly, by determining the education priorities, not according to our national needs but to those of a minuscule minority of blood-suckers.

Trends in Funding

The Central and State Governments jointly fund higher education. The Central Government's share is about 30 per cent while the State Government's share is 70 per cent mostly under the non-plan head. Overall, central funding of State Institutions is meager. State universities and colleges face serious financial difficulties that often result in poor quality. The decline in public funding in the last two decades has subsequently affected the standards due to increasing costs on non-salary items and emoluments of staff along with decline of resources. Although government plans to augment the public funding for education by 30-40% in the 12th Plan, the government is looking at ways to attract private & foreign investments into the sector to achieve the target without compromising on quality and relevance.

Student loans

Education loans have become a popular method of funding higher education in India as the higher education is becoming expensive. It came into existence in 1995 started by SBI Bank and after that many banks started offering student loans. The

spread of self-financing institutions that have no funding from the government for higher education in fields of engineering, medical and management charge higher fees than their government aided counterparts. This tempts the students aspiring for professional degrees to go for education loan. Large public sector as well as the private sector banks offers these educational loans.

In case of high chances of default, the private sector banks do not offer education loan. Whereas the public sector banks prefer giving loans to meritorious students because the RBI has extended supportive measures to them to minimize the risk in case of defaults. The government insists the facility should not be denied to any student who meets the parameters and in order to facilitate this government has simplified the norms of lending.

From the data analyzed and discussed so far, it is observed that the higher education system of India is characterized with the following features.

- Higher education is the shared responsibility of both the Centre and the States.
- The Indian higher education system is afflicted by large rural-urban and gender divide. Higher education institutions are largely located in cities and main towns.
- The students enrolled in colleges located in remote rural areas are from socially and economically backward families.
- About 70 per cent of them are scholarship holders.
- Vast diversity among the institutions in terms of structure, courses offered, faculties and departments.
- Lack of flexibility to students in selection of the courses and subjects of their choice

Lack of autonomy to the private institutions in fixing the fees, curriculum designing etc.

VI. KEY INITIATIVES

In this context, the key initiatives of the government to prepare for the challenges of the twenty-first century, to improve the quality and further development of higher education in India are as follows:

- Law for mandatory assessment and accreditation in higher education through an independent regulatory authority.
- Establishment of a national database of academic qualifications created and maintained in an electronic format which would provide immense benefit to institutions, students and employers.
- A proposal to establish 14 innovation universities aiming at world class standards.
- Launching of a new scheme of interest subsidy on educational loans taken by professional courses by the economically weaker students.
- As part of reforms in All India Council for Technical Education (AICTE) norms, the HRD ministry announced an increase of almost 200,000 seats in engineering courses, additional 80,000 seats in management and 2,200 seats in architecture courses. The ministry also made it mandatory for

technical institutions to reserve 5 percent seats for the weaker sections of society.

□ Conduction of special training in the areas of Engineering, Technology, Architecture, Town Planning, Hospitality and Pharmacy by AICTE-approved institutes.

□ Introduction of Section 25 of Company's Act to allow good corporate to set up Technical Institutions.

□ Passing of the Right of Children to Free and Compulsory Education Bill.

VII. SUGGESTIONS

The following suggestions are put forth for the improvement of quality of higher education in the country.

- ✓ Need based job-oriented courses should be provided in colleges and universities that would fulfill the skill-based educational needs of the society.
- ✓ Students from economically backward families must essentially be given fully subsidized education.
- ✓ Special grants to universities and colleges in backward areas should be provided to improve their infrastructure and facilitate innovations and thereby become internationally respected.
- ✓ Liberal funding of higher education and creation of funds through donations, upward revision of fee structure, raising funds from corporate sources should be considered by the governments in the Centre and States.

VIII. CONCLUSION

The present study revealed the current scenario of higher education in India. The key challenges related to demand-supply gap, enrolment, privatization, etc indicate that the situation of higher education sector is not praiseworthy. However, the key initiatives from the government side provide comprehensive solution though not adequate. Accordingly the thrust of public policy for higher education in India has to be to maintain the high standards of education keeping pace with developments that take place in the fields of knowledge and technology.

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