

IMPROVING FINANCIAL MANAGEMENT OF HIGHER EDUCATION

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Higher Education in India has been expanding steadily. It has not stopped its growth in spite of huge unemployment in various sectors. The community members have taken initiative in this growth. The expansion of higher education has made it possible for rural folk to make their youth get the facility for undergraduate education. A number of such educated persons enter into PG and other courses. Unless there is expansion, the facility shall remain restricted to the urban rich. Again, in a conservative society, the women education needs to be made available in places nearer to the homes of potential students. Expansion of higher education has boosted women education. Expansion of private colleges has out numbered the expansion of government colleges. Due to various reasons members of the community have come forward in establishing colleges even in rural areas. Expansion of higher education has witnessed deterioration in standard of teaching and also in the standard of salary for a large number of teachers who work in newly created and unaided posts in private colleges. Such teachers also pay donations at the time of recruitment. Hence, the community members establishing higher education institutions, nowadays, spend less than that was the situation of the sixties, when adequate number of qualified persons was not available to become teachers. Higher education plays vital role in determining the quality of human resources and material resources. The educated individuals go abroad and contribute to the national economy. Hence, financing of higher education is of paramount importance for the development of a nation.

SOURCES OF FINANCE

Higher education funds can be put into four categories. The government funds available during various plans are as follows:

The amount invested in education has not been adequate. The Kothari Commission in 1966 argued for increased investment in education. It suggested that the proportion of GNP allocated to education should rise from 2.9 per cent in 1965-66 to 6 per cent by 1985-86. The National Policy on Education 1968 also endorsed this target. Again in 1992, the Modified National Policy on Education 1986 stated that "the outlay on education will be stepped up to ensure that during the Eighth Five Year Plan and onwards it will uniformly exceed 6 per cent of the national income" (P. 50). Since 1951, allocation for higher education was the highest during the 4th plan period. It went down systematically to 8% by the 8th plan period. The ninth plan outlay keeps it at 12%. The Kothari (1966) Commission suggested that during the years 1965-75, the stress should be given on school education. The Educational planners did not accept this suggestion. The Commission had suggested that after 1985, there should be increased stress on higher education and research.

Student Fees

Although the staff salary has increased many a times, the student fees has not increased proportionately. The increase has not been accepted Page 2 on the ground that the students from low-income group cannot foot the bill. However, there has been substantial income of self-financing courses from student fees. There have been attempts to start more of these courses. However, these courses go against equal opportunity in education. The Open Universities also have higher rates of student fees. Student fees have also gone up in IIMs and IITs and in Management institutions. When the nation cannot foot the bill of elementary education for all, the principle of equal opportunity should not attempt to stop self-financing courses.

Donations from Public and Students

The third source of revenue is donations received from the parents, students and public. There has been growth of un-aided colleges in higher education. These colleges collect donations. Seats have been earmarked as donation seats and free seats. A number of private colleges are named after individuals who have paid a significant amount for the establishment of the college. Many colleges have also various portions of buildings named after individuals who have paid for construction work.

Own Resources

The fourth source is the revenue received from own resources of the college/university. The university Departments of Adult & Continuing Education provide programmes to outsiders on payment. A number of universities make profits from self-financed courses and also from distance education courses. Many private colleges have landed property. The colleges

get agricultural products. In case of some colleges in rural areas, the village markets, river ferry *ghats* and fishery ponds are placed at the disposal of the colleges. There are also endowments and trusts from which private colleges get funds.

Strategies for Improving Position of Educational Finance

There may be various strategies to improve educational finance. Some of these are as follows:

Stress of Funding of Less Developed States and UTs

The funds being spent by the Government need careful distribution. The rate of development has not been equal in various parts of the country. Table-II gives the national picture.

The Universities include university level institutions. In case of availability of universities, the least developed State is Bihar(50.8). It is followed by Uttar Pradesh(46.3), West Bengal(45.3), Punjab(40.4), Rajasthan(39.9), Orissa(39.4), Madhya Pradesh(38.9), Gujarat(37.4), Assam(37.2), Kerala(36.3) Without taking into consideration small UTs, the persons in lakh per university varied from 3.2 to 46.3. In case of persons served by a college, Uttar Pradesh is the worst. In this case, a college serves 2.21akh persons. Other States

Table-I - Plan Expenditure on Different Sectors of Education

Plan	Year	Higher	Elementary	Secon.	Adult	Others	Tech.	Total
1st	51-56	140 9%	850 56%	200 13%	-	140 9%	200 13%	1530
2nd	. 56-61	480 18%	950 35%	510 19%	-	300 10%	490 18%	2730
3rd	.61-66	870 15%	2010 34%	1030 18%	-	730 12%	1250 21%	5890
	66-69	770 24%	750 24%	530 16%	-	370 11%	810 25%	3230
4th	69-74	1950 25%	2390 30%	1400 18%	-	1060 14%	1060 13%	7860
5th	74-79	2050 22%	3170 35%	1560 17%	-	1060 14%	1070 12%	9120
6th	80-85	5590 22%	8360 33%	5300 21%	2240 9%	1080 4%	2730 11%	25300
7th	85-90	12010 16%	28490 37%	18320 24%	4700 6%	1980 3%	10830 14%	76330
	90-92	5880 12%	17290 37%	10530 22%	4160 9%	1180 2%	8230 17%	47270
8th	92-97	15160 8%	92010 47%	34980 18%	18480 9%	7510 4%	27860 14%	196000
9th	97-2000	250bO 12%	118428 58%	26035 13%	6304 3%	4314 2%	23735 12%	203816

Amount in millions *Source: India 2000*

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Table-II - Rate of Development of Higher Education in Various States of India

State/UT	Number of Universities & higher institutions	Population in lakhs 1991	Population (lakhs) per university	Number of general colleges	Population (lakhs) per college
Uttar Pradesh	30	1387.6	46.3	623	2.22
Maharashtra	28	787.1	28.1	826	0.95
Bihar	17	863.4	50.8	742	1.16
Karnataka	16	448.2	28	653	0.69
West Bengal	15	679.8	45.3	389	1.75
Gujarat	11	411.7	37.4	317	1.30
Andhra Pradesh	21	663.1	31.6	855	0.77

Tamil Nadu	22	556.4	25.3	340	1.64
Madhya Pradesh	19	661.4	34.8	413	1.60
Delhi	13	93.7	7.2	64	1.46
Rajasthan	11	438.8	39.9	267	1.60
Kerala	08	290.1	36.3	251	1.13
Orissa	08	315.1	39.4	497	0.13
Assam	06	222.9	37.2	268	0.83
Haryana	05	163.2	32.6	169	0.97
Punjab	05	202	40.4	190	0.94
Himachal Pradesh	03	51.1	17.0	66	0.70
Jammu & Kashmir	03	77.2	25.7	38	2.03
Manipur	02	18.3	9.2	56	0.33
Chandigarh	02	6.4	3.2	12	0.53
Goa	01	11.7	11.7	33	0.35
Meghalaya	01	17.6	17.6	30	0.59
Pondicherry	01	7.9	7.9	13	0.61
Mizoram	00	6.9	0	27	0.26
Nagaland	01	12.1	12.1	33	0.37
Arunachal Pradesh	01	8.6	8.6	6	1.43
Andaman & Nicobar Isl	0	2.8	0	2	1.4
Skkim	01	4.0	4.0	2	2.0
Daman & Diu	0	1.0	0	1	1.0
Lakshadweep	0	0.5	0	0	0

(Source: Census 1991 and Annual Report 1998-99, DOE, MHRD)

are J&K (2.03), West Bengal(1.75), Tripura (1.71), Tamil Nadu(1.64), Rajasthan(1.64), Madhya Pradesh(1.6), Delhi(1.46), Arunachal(1.43), Bihar(1.16), Kerala(1.13), etc. To cover such wide variance, UGC need to consider possibility of giving grants to States for expansion of higher education. UGC, while giving grants, more funds should be provided to the comparatively less developed States and UTs. UGC generally has more stringent conditions for approval of colleges than universities. These conditions should be relaxed for colleges situated in underdeveloped States. Instead of giving funds to better performing colleges, UGC should give funds to colleges for their sustenance. UGC pattern of assistance to colleges is also not without flaw. In many cases, it has been observed that the visiting teams do not have time to physically verify data given by colleges. As UGC inspection is also not free from errors, UGC should accept university inspection as its own. This will save not only UGC funds but also save improper utilisation of funds of institutions to be inspected.

Collection of Funds by Giving College/University Material Resources on Rent

Distance/ correspondence, part time and self-financed courses are run by many universities to augment their income. This is more harmful to the society than giving materials on rent. Many colleges have VCRs, projectors, etc. which are rarely used. These can be given on rent, so also facility for utilising computer. PAGE 4 Two decades ago, the author was in the University of Edinburgh, UK as a student. The university hostel had given many rooms on the ground floor on hire for shops run by private individuals. In UK, there are Community schools, which provide on payment of their material resources such as playground, hall, swimming pool etc. on payment to any person not connected with the school. There can be funds by giving buildings of colleges and departments of universities for various social purposes such as marriage ceremony, meetings, etc.

Appropriate Utilisation of Human Resources

Higher education system is handicapped by inappropriate utilisation of human resources. Its human resources - teachers remain very much underutilized. There have been even less than 100 teaching days in an academic session in place of UGC stipulation of 180 teaching days. The data in case of teaching load of teachers at a postgraduate college may be as follows:

Month	Load	Reasons
July	2/5th	No admission for +3 I & PG I students as they appear at their part I exam and no class for +3III (Hons) as they appear for +3 I exams. Classes also remain suspended for exam work

August	3/5th	No admission in +3 I & PG I classes
September	34/5th	Admission to +3 I & PG-I takes place by mid-Sept.
October	Full class	
November	Full class	
December	Full class	
January	4/5th	Test Exams for +3 II & +3 III
February	3/5th	No class for +3 II & +3 III
March	2/5th	No class for PG-II, +3 II & +3 III
April	2/5th	Annual exam for +3 I and no class for PGII, +3II and +3III. Classes remain suspended for +2, +3III and +3IIexam
May	0	No classes- examination and +3 Annual exam
June		

Owing to delay in conduct of examination, declaration of results and consequent delay in admission and inertia in assigning Honours classes in time, the colleges generally do not get 180 teaching days in an academic session as stipulated by the UGC norms. The universities keep their eyes shut. This results in inadequate course work and speedy coverage of course. There is a wrong belief that the classes lost can be gained through extra classes. Again, in many situations, seats are increased without taking into consideration availability of classrooms. This leads to cancellation of tutorial classes and consequent decrease in teaching load. The formal courses should stick to adequate percentage of attendance. In many colleges' science students of +3 1st year classes continue to go to coaching classes preparing them for joining professional courses. They remain absent from the regular classes. As some of these are also sons or daughters of college teachers and authorities, the question of attendance for them is overlooked. There are also a sizable number of students in colleges and universities who enroll themselves to get hostel seats to have a place in an urban area to prepare comfortably for various competitive examinations. These types of students also get the facility of bus and train concession to attend interviews and to go to examination centers. This situation results in huge drop out in classes. Checking of this situation can be possible if the colleges and universities can introduce continuous evaluation system.

Introducing Comprehensive and Continuous Evaluation

There should be stress on not only continuous evaluation but also on comprehensive evaluation. Comprehensive evaluation covers various aspects other than traditional achievement evaluation. These include attitude, interest, aptitude, regularity, industry, etc. Continuous evaluation is more reliable than the traditional single examination conducted at the interval of one or two years. If the nation shifts to such a practice, the time wasted in conducting external valuations shall be saved. Again, a huge amount is spent on conducting external examinations. This can be saved. Of courses, this shall lead to curtail in power of distribution of favours for appointment of examiners and extra income through external valuation of answer scripts and practical work, etc. Since a large number of job givers generally do not rely on the Degree and Diplomas but conduct their own evaluation, there should not be any difficulty because of substandard colleges or irresponsible teachers, if any.

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Month wise Timetable

As the teaching load of teachers vary from one month to another, it is appropriate that the time tables are prepared month wise. This can enable to have more classes for certain category of students. For instance, in the situation mentioned above, in the month of August, there can be more classes for PG II md +3 II and +3 III students in the absence of +3 I md PG I classes.

Ensuring Payment of Adequate Salary

The colleges, especially private and unaided colleges suffer from payment of appropriate salary. There are lecturers who get less than thousand rupees per month. They continue like this for many years. During these years, they do not take their classes regularly. The college principal, on humanitarian ground ignores the truancy of such teachers. The students of such colleges are under taught and are prone to malpractice in examinations. Teachers of such students, even after getting regular salary, fail to become regular and continue to be victim of acquired habit of teacher truancy. This also affects the regular system and fully paid teachers. There is no system of checking payment of appropriate salary in each college. Until, this is achieved, the amount of funds utilised in aided and government colleges cannot be fully implemented.

Cancellation of Holidays to make up Lost Teaching Days

When teaching days are lost, there should be provision for cancellation of holidays. Teachers get less number of Earned leaves than the non-teachers. Hence, there should be provision for appropriate extra-earned leave for teachers in lieu of cancellation of holidays to make up lost teaching days.

Cancellation of Admission for Continuous Absence for a Fortnight

In many systems, there is no practice of cancellation of names for continuous absence for even more than a month. There should be necessary notification by the UGC. This should also be reflected in the rules and regulations made by various State Governments and universities.

Checking Wastage in Other Sectors of Education

There has been wastage in other sectors of education. The elementary education sector has been spending a huge amount in organisation of in-service programmes. The teachers generally do not implement their pre-service training techniques lest they have to do more work. In such a situation, funding for in-service, adds salt to the injury. The in-service programmes can be given on payment and there should be certification that can be taken care of for promotion or for confirmation. Lack of such practices has resulted in wastage of funds for in-service education. Funds utilised for the centrally sponsored scheme of teacher education that has led to establishment of Institutes of Advanced Studies, Colleges of Teacher Education and District Institutes of Education and Training has been wasted to a large extent. There have been instances of incomplete buildings for many years, unutilised hostel rooms and institution rooms, unutilised computers, unutilised equipment, etc. Funds being wasted in this sector can be saved and utilised for higher education.

Stopping Private Coaching by College and University Teachers .

Although a small number of college and university teachers are engaged in private coaching on payment, it affects the system. The rich students generally go for these classes accentuating the gap between the rich and poor. There are instances of favoritism owing to such practice. The income of a few limited numbers is mistaken as income of every college and university teacher. Hence, in order to ensure effective utilisation of teachers in their work, the private coaching has to be banned.

Extension Work by College and University Teachers

As per the UGC specification extension work is part of duty of college and university teachers. As pointed out earlier, due to various reasons, the college and university teachers do not have opportunity to impart full teaching throughout the year. In addition to institutional difficulties, classes are not held due to absence of college and university students. It is a common scene that soon after the forms are filled up for examinations or soon after the test examinations, students stop attending classes, although courses are yet to be covered. In absence of teaching work, teachers can be engaged in extension work. One of the extension works can be content knowledge up gradation programme for various levels of schoolteachers. The programmes can be organised in the vicinity of the institution so that no expenditure is made for the purpose. A few years ago, when the author was principal of a college, he had engaged the teachers in study of school situation. Teachers, interested in helping industries or other sectors can be allowed to do so. The institution may also start extra classes for academically weak students. It can be useful, if it is required of every teacher to maintain an account of daily utilisation of specific hours of time.

PAGE 6 Maintenance of Daily Record of Activities of Teachers

The office of the institution should maintain a register of daily activities of the teachers. Normally, in big colleges, the Principal depends upon the Head of the Department. The HOD may be a truant. The HODs do not get extra amount for their supervision work. Hence, in many situations, they do not want to earn displeasure of their colleagues by reporting about their absence. In some States, attendance register is in vogue for teachers. The institutions may examine the possibility of introducing it to ensure the availability of teachers for specified hours in the institution for his/her engagement in extension work.

Regular Inspection of Teaching

Quality of teaching can be improved only when teachers get feedback regarding their teaching. This can be ascertained only through inspection of classes. Inspections are to be carried out by Directors and Principals. The author, during his years as principal, found the necessity of inspection even for experienced teachers. In one such inspection, a teacher was seen writing miss-spelt words on the black boards. During this inspection, there were two colleagues of the teacher as observers. They had recorded their observations. There was a discussion session after observation. The experienced teacher had not realised before discussion following inspection about possibility of such wrong words written by him on

the blackboard. Principals need to give stress on regular inspection of classes to ensure effective teaching and by that effective utilisation of financial resources.

Provision of Part-time Teachers

The universities have been running self-financing courses and other types of courses with the help of part time recruits. Hence, the ideal that all the teachers are to be full time recruits no longer exists. If the teachers cannot be given full teaching load for nine months a year, a significant number of posts have to be made open for part time recruits. In many universities, the teachers continue up to 62 years of age in regular service. There are other situations, where the teachers continue up to 58 years. Such teachers can be appointed as part time recruits. In areas where such qualified persons are not available full time recruitment may be made with the condition that every teacher has to either teach regular students or undertake extension work in other situation to justify the existence of the post.

Establishment of High Quality Self-Financing General Colleges .

The students of rich parents go abroad not only for college education but also for school education. There are Public schools. The rich children go there. Similarly, there can be general colleges of high quality and of self-financing in nature. Establishment of such colleges may result in retaining rich persons going abroad. Azad (2000) referred to the necessity of private sector relieving the government of some of its cost burden if acceptable quality of education was to be maintained. There may be also foreign students in such types of private colleges. In order to provide high quality education, there may be efforts to have Navodaya Colleges similar to Navodaya Vidyalayas.

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