

## Chapter I

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## Chapter I

### I N T R O D U C T I O N

#### 1.1. QUANTITATIVE EXPANSION OF HIGHER EDUCATION IN INDIA.

Umans (1972) introducing the book 'Management of Education', makes a reference to the state of American educational scene in the following words: Fifty years ago in "The War of Worlds", H.G.Wells foresaw a fateful race between education and catastrophe. Fifty years later, we still cannot see the finish line. What we do see, however, is an "undeclared war" waged in varying degrees by tax payers, students, revolutionists, civil rights leaders, legislatures, to mention some. The one point they all seem to agree on, no matter how far "left" or "right" they may be, is that our educational system, as it stands today, is unsatisfactory. It neither meets the needs of our current society, nor does it prepare the young for a future society.

The picture of education in the Indian continent in the late 1980's and early 1990's does not seem to be different from the above one in the United States at the time of H.G.Wells and even after fifty years, that is, in the 1960's and 70's.

After independence India's growth has been spectacular in many fields. Education was a main preoccupation of our planners as the "the only instrument of peaceful social change" (Education Commission Report, 1966). India has attained a very high degree of self-reliant growth in the field of education both qualitatively and quantitatively.

At the time of independence in 1947, in the area of higher education, India had 21 universities, 636 colleges, and a total enrollment of 2,38,229 students at the post metric stage. Since that time the number of universities, colleges and enrolment of students have grown at a rapid pace. In place of 1,24,940 students enrolled in 1947-48 at the degree and post graduate levels, it has grown to 38,14,417 in 1987-88. The number of universities, deemed to be universities and colleges has grown in the same period to 142, 24, and 6,597 respectively (UGC Annual Report 1987-88). (see table No. 1.1.)

India thus is operating the world's third largest system of higher education (Thanu, 1991), next only to that of USA and USSR. In India knowledge and education are the second largest organised human enterprise. It has the third largest scientific and technical man power in the world. No other developing country can match the sort of growth that we have achieved. Thanks to the contribution made by our higher education system, Indian science has today a very large base encompassing almost every conceivable field (Gopalan, 1991).

But all is not well with Indian higher education. Many a target she has set for herself are far behind the schedule. This is all the more true in the field of qualitative improvement in higher education. The recommendations of most of the education Commissions and Committees of India and the subsequent policy decisions of the governments remain unexecuted. The Education Policy, 1986, acknowledges this failure.

John (1972) says, "we attained our freedom in 1947. But our education is yet to attain freedom". There is also a lack of direction for our educational endeavours. According to Thanu (1991), Indian higher education system today is very much a re-run and rehash of the colonial system, without a re-orientation to the national goals.

Any amount of statements on the objectives of higher education are available. Most of them reflect an idealism to be aimed at. Along with idealism they also highlight aspects of planning and management of higher education with future orientation. Some such points are discussed below.

#### 1.2. DESCRIBING THE OBJECTIVES OF HIGHER EDUCATION IN INDIA.

The most striking aspect of Indian higher education is that no serious attempt is made to operationally define what exactly the objectives of higher education should be, what would be the nature and attainment of the products coming out of our universities and colleges. The norms and objectives set in the 19th century by the colonial rulers seem to loom large even now. Their compelling concern was to produce subordinate functionaries to run the state machinery in such a way as to perpetuate their reign (Education Commission Report, 1966). Universities should provide idealism as well as pragmatic perspectives and orientation for the nation.

In a free society the general purpose of schooling is to prepare the young for participation in a life of citizenship in which

Table No.1.1

Growth and Expansion of universities, colleges and enrolment in higher education in India.

-Year/ Period	Universities	Deemed to be universities	Colleges	Enrolment
1780-81	-	-	1	NA
1840-41	-	-	6	NA
1857-58	3	-	27	NA
1881-82	3	-	75	5,399*
1891-92	4	-	136	12,424*
1901-02	4	-	192+	20,000
1911-12	4	-	170	NA
1921-22	11	-	207	61,145
1926-27	14	-	NA	92,262
1936-37	16	-	NA	1,26,371
1942-43	17	-	NA	1,67,459
1947-48	21	-	636	2,38,229#
1957-58	40	2	1,171	3,71,446
1967-68	70	8	2,899	12,70,261
1977-78	108	10	4,610	25,64,972
1987-88	142	24	6,597	38,14,417

Notes: (1)\* Enrolment for 1881-82 and 1891-92 are only for Arts.

(2)+ Colleges for 1901-02 include also of Burma & Cylone

(3)# Enrolment up to 1947-48 include intermediate/PUC.

Sources: UGC Annual Report 87-88; UGC Reports on University Developments in India, 71-72, 82-83; Ministry of Education, Govt. of India, Report on Education in Universities in India, 87-88.

all may share equally - for duties and responsibilities of self government. Ours is a democratic society. Our education should lead to the liberation of the mind and the training of the hand, heart and the head (Gupta, 1983).

Mr. Faure, the chairman of the International Education Commission (1970) states in 'Learning to be', "The physical, intellectual, emotional and ethical integration of the individual into complete man is a broad definition of the fundamental aim of education".

The report of Education Commission, 1966, very aptly maintains that the university education should give a threefold emphasis of (i) internal transformation, (ii) qualitative improvement, and (iii) expansion.

The internal transformation advocated by the Commission as the goal of university education should equip the individual to be creative, positively oriented and autonomous persons striving for self formation with a sense of identity with and belonging to the nation, to become self-propelled and self-motivated and independent persons capable of taking decisions for oneself in all areas of life. When education equips one with these qualities of mind, instead of becoming a mere job seeker, he/she will become an active partner in the nation building and in finding solutions to the problems of the country such as poverty, unemployment, inequality, illiteracy, superstition, religious obscurantism and the like.

Education must be a man-making endeavour, as swami Vivekananda

says. His observation about the present education system is :`in the first place, it is not a man-making education, it is merely and entirely a negative education...We must have life building, man-making, character-making assimilation of ideas'- an education which manifests the perfection which is in man, which increases one's strength of mind and character, which expands intellect and enables one to stand on one's feet...acquisition of various kinds of information alone is not enough. The information so acquired should be converted into knowledge, and knowledge in turn, should mature into wisdom. This is the process of complete education whose aim is the development of mind that makes for a balanced and well-adjusted person capable of meeting the growing challenges of life and functioning in harmony with the socio-cultural environment (Subramaniam, 1991)

This kind of training and cultivation of mind involves a process and in this process the individual is not a mere recipient of instruction and information that lead to the receipt of a degree or diploma. On the contrary, more than the teacher and the institution, the student has to be the most active element. Knowledge is not to be imposed from outside, it has to be awakened from within. The institution, the curriculum, the method and the teacher could only be instruments in this awakening. consequently, the individual as a human person should get a place of predominance in the system. For this, rethinking is necessary on conformity, uniformity, standardisation, competitive excellence, etc., in education.

### 1.3. NEED FOR FUTURE ORIENTATION IN EDUCATIONAL PLANNING.

Objectives of education should necessarily be future oriented. Education has to enable people to live in a world that will be almost different from what it is today - "a world where the key to success will be ability to change, to be flexible, to be the possessor of tools and skills and to be able to apply these to a variety of tasks, to be decision maker and controller of one's destiny, to approach the world by way of completely different network of communication system and perhaps even to be ready to view this world from another one" (Umanè, 1972).

Toffler (1970) speaks of education in these words: For education the lesson is clear: its prime objective must be to increase the individual's "cope-ability"- the speed and economy with which he can adapt to educational change. And the faster the rate of change, the more attention must be devoted to discerning the pattern of future events.

Changes in knowledge and scientific achievements are taking place at spectacular speed. All these discussions point at the need for gearing up educational planning and orientation in order to cope with the knowledge and its career the media explosions. Such planning should equip the individual to absorb them, and upgrade oneself and grow from within in accordance with these explosive changes.

Ingenuity and creativity of the individual will have to be awakened. In order to effect this, inquisitiveness will have to be developed. The teacher has to be the facilitator. His/her

role is not minimised but is made more creative and challenging. Future society will be necessarily an information society, i.e., any type of information will be readily and cheaply available. Success of any society as well as of any individual will depend upon the speed with which such information is processed and acted upon. Enhancement of human intuitive power to utilize this vast information should be the prime concern of education. (Sahoo, 1991)

The National Education Policy, (1986) also is very strong on this point. It says: Life in the coming decades is likely to bring new tensions together with unprecedented opportunities. To enable the people to benefit in the new environment will require new designs of human resource development. The coming generations should have the ability to internalize new ideas constantly and creatively.

#### 1.4. KNOWLEDGE EXPLOSION - A REASON FOR FUTURISTIC ORIENTATION.

The very simple reason for this kind of future orientation in education is that knowledge and technology are changing so rapidly that techniques and tools of today will not be of any use after seven to ten years. Besides, an educated person should have also the ability to discriminate what is worth knowing and learning. This is because all knowledge available today is beyond the comprehension of any individual and hence the necessity to be selective, and the acquisition of the ability to learn and adapt are to be a vital ingredients in any

educational objectives today.

Educational leaders have to be necessarily change agents, setting objectives to meet the goals of a changing world with the tools of a changing technology. Their most important as well as most difficult task is to be ever active in the process of decision making and change. Change can occur as a result of reaction which could be haphazard, unplanned, motivated by pragmatic considerations and expediency. A future-oriented educationist cannot be party to such a process. For him/her change must result from active rather than reactive and systematically planned and formulated rather than ad hoc decisions.

The decision makers in education have the power as well as the responsibility to gear up the educational organisation so that it may activate its power to change the society, to bring it out from obsolescence to relevance, to rouse it to strive for values for the survival and for the sustenance of our social fabric, to be a growing and caring society. The sensitivity for the social well being is a must for the educational manager.

Education need not be necessarily a preparation for employment. The New Education Policy (1986) speaks about delinking of university degrees and employment. Occupational training can be the result of a prior option by the individual and a selection by the employing agency. for specific jobs and professions it is advisable that the industry, business or service sectors (such as, the banks, insurance, transport, etc.) and the

government participate in such a way that they are directly involved in the training processes and programmes.

#### 1.5. NEED FOR MAKING THE INDIAN HIGHER EDUCATION SYSTEM WORK

Indian educational organisation as it is at present has the basic infrastructural foundations for the attainment of these objectives and for moving towards these new directions and orientations. But very often these facilities are not made use of. The New Education Policy (1986) speaks about making the system work: "It is obvious that these and many other tasks of education cannot be performed in a state of disorder. Education needs to be managed in an atmosphere of utmost intellectual rigour, seriousness of purpose and, at the same time, of freedom essential for innovation and creativity. While far-reaching changes will have to be incorporated in the quality and range of education, the process of introducing discipline into the system will have to be started here and now, in what exists. The country has placed boundless trust in the educational system. The people have a right to expect concrete results. The first task is to make it work. All teachers should teach and all students study".

The universities and colleges are the places where the major part of higher educational activities are taking place. These institutions have to be made functional and operational in the lines mentioned above. This leads into the need for looking into their functions.

#### 1.6. AFFILIATING UNIVERSITIES AND COLLEGES IN INDIA AND THEIR FUNCTIONS AND CHARACTERISTICS.

There are certain functions common to all universities. Here only the functions of the affiliating universities are considered for this discussion. Universities are the depositories of power for awarding degrees and diploma in higher education. The largest number of universities in India are affiliating and teaching universities. Individual colleges are affiliated to any one of these universities. In the case of students admitted to these colleges, the instructional processes of teaching and learning take place in the affiliated colleges and the testing and grading of these students is being done by the universities. This type of university education started in India in 1857 when the three universities of Calcutta, Bombay and Madras were established.

For half a century since their inception the sole function of universities in India was to conduct common examination for the students in the colleges affiliated to them on the basis of a common curriculum and syllabi prescribed by the universities. Such common examination was intended to ensure minimum uniform standards of academic attainment for the students passing out of the colleges. This arrangement was made on the assumption that the number of colleges being affiliated to each university would remain reasonably limited. However, of late, this number grew out of proportion and it became increasingly difficult to maintain uniform standards. In spite of this diminishing effectiveness, the statutory power of the universities over the

colleges kept on increasing.

Affiliating university system was introduced during the British rule for training clerical assistants with uniform qualifications to be appointed in the administrative services of the colonial rulers. Even during the British period in India, there was active discussion about the non-advisability of continuing with this system. After independence such discussions became more prominent and widespread. The University Education Commission headed by Dr. Radhakrishnan was highly critical about the system. In the subsequent paragraphs some of the characteristics of this system is discussed with a view to highlight the undesirability of continuing with it.

(1) In this system the actual teaching and learning process takes place in the affiliated colleges. But the power to decide whom to teach, who is to teach, what to learn and how to evaluate, etc., are highly centralised in the university. The colleges are denied any initiative or participation in these regards.

(2) Colleges have only a subsidiary character with no function as a catalyst in education for social change and progress.

(3) Teachers have hardly any role in generating knowledge. They are merely mechanical tools disseminating the information provided or prescribed by the university. The centralised examinations conducted by the university reinforces the

mechanical character of teaching and learning processes, killing all the initiatives on the part of teachers. Since it is a system of catering to the large masses, quality is at stake and standards are determined by the average or the mediocre rather than by the excellent.

(4) Students have only limited options with hardly any provision for individual's aptitudes and aspirations. Passing the examination by hook or crook is the sole aim of the students and in many places mass copying and all kinds of mal-practices in examination are the rule rather than the exception. Often teachers too are party to such practices. Acquiring knowledge and skill to apply it and grow into maturity are not considerations influencing the thinking of the students.

(5) The developmental needs and qualified man power requirements of the country find hardly any place in the educational process.

(6) Changes in the curriculum and syllabus are very slow in the affiliating system due to the difficulty of bringing together the large number of people involved in the process and to make them to opt for a change or innovation.

(7) By the same reason communication channels are very cumbersome and slow moving even in this era of communication revolution. The communications from the universities did not always get the same interpretation in the colleges. In the process of clarification a lot of precious time is being lost.

(8) The system of affiliation in Indian universities has

undergone distortion to such an extent that the present bond of affiliation is too tenuous. It has been reduced to the simple process of conducting mass examination with its attendant mal-effects, such as "Leakage of question paper, mass copying, intimidation of invigilators, totaling errors and grace marks- all of them designed for the perpetuation of the lowest possible standards"(Narayan, 1974).

"This monstrous system is a legacy of Indian colonial past and has become so engrossed in our minds that attempts to give autonomy to colleges are often resisted for a variety of different reasons. However, a movement in the direction has started and may pick up in a few years " (Yashpal, 1990).

(9) From the government resolution on Education Policy, 1913, it is clear that there were already differences of opinion in Indian educational circles about the affiliating type of universities and about universities remaining merely examining bodies. This was all the more true after the London University ceased to be an affiliating university in 1882. London university discarded the affiliating system, and established constituent colleges and a system of open examinations without regard to the candidate's place of education. At the same time the Policy Resolution of 1913 indicated that India would not be able to dispense altogether with the affiliating universities for a long time. This policy also stressed the need for teaching and residential universities which resulted in starting teaching departments in Calcutta University in 1916.

#### 1.6. PROBLEMS OF HIGHER EDUCATIONAL MANAGEMENT AND CHARACTERISTICS OF EDUCATIONAL ADMINISTRATION.

In terms of man power involved, education is the biggest human endeavour all over the world and it is rapidly expanding and it is a must that there should be strong and capable management system for running this industry. Unlike other industries dealing with lifeless products, education deals with human material. The speciality of this material is that it is self-propellant, dynamic and often unpredictable. Hence the management techniques have to be duly adapted to suit and cater to these characteristics. Education is a development oriented system and its management also should be so oriented.

Defining the objectives is the first step in management. Management implies operative description of what is to be done; how and when it is to be done, and how to know if and when we have done it. Good educational management should aim at an integration of educational and social goals. This is all the more true in a welfare oriented democratic society.

The exact application, however, of the principles of management to educational administration is not possible nor advisable because of the presence of the "unpredictable" human element both as an input and as an output of the process of education. First of all the educationist must operationally define educational objectives. But any rigidity in this regard will hamper the wide range of student needs. When objectives become too general, we lose sight of the individual. Secondly, in

applying management theories such as system analysis in education, unlike the case in industry and government, there is a scarcity of demonstrable educational models for different processes and situations (Umans, 1980). A third difficulty in education is the absence of valid and reliable instruments to measure objectives and results of educational process. Fourthly, educational process is infinitely complex. the complexities of educational process derive from the following characteristics of educational administration:

(1) It has to be scientific and rigidly defined, but at the same time flexible and adjustable to the needs of the times. (2) It involves the exercise of pioneering and courageous leadership; (3) It is a cooperative endeavour requiring the coming together and convergence of many minds with the ultimate objective of bringing up good and creative citizens; and (4) It is a social process again requiring the concurrence of many minds, aimed at giving training for the formation of character and power of judgement, improving vocational efficiency, developing literary, cultural and artistic interests of the students.

#### 1.8. PLANNING FOR INNOVATIONS IN HIGHER EDUCATION.

Any change or innovation attempted in the educational field has to take into account these characteristics. As stated above, personal involvement of educators who are supposed to be change agents is a must for the success of any educational programme especially innovative ones. Rogers (1962) proposes six critical stages in the adoption of innovations by individuals: They are,

awareness, interest, trial, evaluation, adoption and discontinuation. This model of educational change is a validly applied tool for analysing successful introduction of innovations in schools.

Depending upon the time and participation involved in thinking and planning an innovation, the initial resistance to it by the organisation members may be intense or mild. In addition to overcoming such initial resistance as a potential obstacle, Gross et al (1971) identify a few desirable elements to educational change. They are: (1) clarity with regard to the concept and application of the proposed innovation; (2) members' capability to perform it; (3) the existence of necessary material and resources; and (4) the capability of the organisational management existing prior to and during the introduction of the innovations.

The extent to which these conditions are present during the period of attempted implementation will be a function of the management. It is also a function of the management to keep in close touch with the process of implementation efforts and to monitor it and to see that immediate feedback mechanism exist so that remedial action is not delayed.

#### 1.9. EDUCATIONAL REFORMS ATTEMPTED AND INSTITUTIONALISED IN INDIA

Many attempts at renewing and revitalising Indian higher education had been made, or better planned and proposed right from the beginning of the century and even before, notably from

the Calcutta University Commission Report (1919) onwards. But there has been no spectacular attempt or success at the implementation stage. After independence there were more studies and reports and recommendations for improving higher education in India. In recent times efforts at such reforms were more concerted. Although successive Commissions and Committees continued to pass adverse remarks against the affiliating system of universities, till recently no worthwhile alternatives were suggested. However, there were a few concrete measures introduced at improving the quality of higher education under the existing system of affiliated colleges and universities.

The semestral system of course and curriculum planning was one such improvement promoted and financed by the University Grants Commission and tried out in many universities and their affiliated colleges. Some of these institutions do continue this innovation while some have discontinued with it. Another innovation experimented upon is continuous internal evaluation of students in the colleges and universities. This had a very limited success. Again in recent times the UGC promoted the College Science Improvement Programme (COSIP) and College Humanities and Social Science Improvement Programme (COHSSIP). Then the UGC advocated and helped the universities and colleges with question banking system. COSIP and COHSSIP achieved considerable amount of success in most colleges where they have been introduced. The other innovations mentioned had varying

degrees of success and all institutions which adopted them could not continue with them due to various reasons. The exact information and statistical data about these innovations are not available.

One prominent reason for the failure of these experimentations was that the system of affiliated colleges could not absorb them with the accompanying weaknesses of their current infrastructural facilities and administrative arrangements. These innovations were, so to say, piece-meal arrangements. What was actually needed was to overhaul the collegiate education system and to replace the affiliating system with something superior and more effective and efficient.

#### 1.10. PROPOSAL FOR AUTONOMY TO COLLEGES IN INDIA.

One such significant proposal covering the entire collegiate education system made by various agencies for a long time, even before independence, has been the introduction of autonomous colleges system. This proposal envisaged a radical departure from the present system of affiliating colleges to universities wherein all power and authority about curriculum, course and evaluation are vested with the university at the centre and the colleges are mere teaching shops of the courses prescribed by the universities. After prolonged promptings, discussions, and exertion of pressure, this proposal is being implemented in the collegiate section of higher education in India. The experimentation was started in the year 1978-79 in 15 colleges all over India. This study is an attempt at evaluating this

innovation from a management point of view through its processes of introduction and programmes of implementation.

#### 1.10.1. THE CONCEPT OF AUTONOMY TO COLLEGES.

The proposal of autonomy to colleges envisages a two-pronged liberation:

(i) Liberating the universities from the burden of conducting examination for lakhs of students and the certification of the same. This one activity swallows most of the time of all the affiliating universities in India. The net result of this situation is that these universities have hardly any time to concentrate on teaching, learning and research. In the autonomous college system the conduct of examination is the portfolio of the colleges and the universities are relieved of this responsibility in respect of the students of the affiliated colleges. (ii) It is also to liberate the colleges from the excessive, minute and sometimes oppressive control of the universities and allow them necessary freedom to chalk out their course of action including course and curriculum and examination management, of course, subject to the overall supervision and control of the universities.

#### 1.10.2. MEANING OF AUTONOMY TO COLLEGES

The etymology of autonomy is derived from two Greek words, namely, 'autos' meaning self and 'nemos' meaning name or norm. Thus autonomy means "self-norm". Thus an autonomous college is given the freedom to be a norm to itself, freedom for self-

governance. It is not so much a measure of its own excellence. It is not so much a freedom from the affiliating system, but a freedom for assuming responsibility for itself. This freedom for self-governance is given at two levels: (1) at the institutional level where the college is free to determine its policies and programmes; (2) at the individual level where the teacher is given the freedom to learn and the freedom to teach. This means the teacher is given the operational freedom to develop and innovate different methods and styles of teaching, research, evaluation, etc.

At the individual level the freedom to learn is also extended to the students. Both the teachers and the students have to be learners. The moment a teacher ceases to learn, he/she forfeits the right to teach. Learners too should have the freedom to choose those courses which they think would help them grow. The students in the college are passing through a very critical and so very important stage of their life. Hence they should have "frequently a greater choice to determine the course of their lives through their own choices while they are in college than at any earlier or later time in life" (Carnegie Commission, Summary Report, 1974.)

The importance and implications of academic freedom have been clearly spelt out by the Education Commission (1966). Though there is hardly any restriction on academic freedom in our educational institutions, seldom it is being exercised. In autonomous colleges the teachers are called upon to practise

more of it with responsibility and accountability through "critical examination, evaluation and evolution of concepts and policies over the entire spectrum of the society's concern and involvement". This freedom implies complete trust in the capability and integrity of the teacher, even though not all teachers deserve such trust.

Such freedom of the institution and of the teacher cannot be absolute. The teacher and the institution are functioning to attain the objectives of higher education. Educational organisation is a sub-system of the larger system that is the society. The administrative reforms in the autonomous colleges should be oriented to ensuring this freedom to teachers, their commitment to scholarship, research and responsibility to bring out their best and the best for the society.

The UGC document on Development of Higher Education and research in the Universities, 1980-85, (1986); gives the following description about the implication of autonomy for colleges "that the college and its teachers assume full responsibility and accountability for the academic programmes they provide, for the content and quality of their teaching, and for the admission and assessment of their students". Through the adoption of autonomy it is intended to achieve relevance by diversifying and relating curricula to local needs and conditions, to give greater attention to the students on the basis of their needs and aptitudes, to make it possible for institutions of higher education to become communities of

teachers and students engaged in an agreed and mutually satisfactory joint pursuit of truth and excellence.

Autonomy for colleges is to be achieved through the process of decentralisation of administration. Here there is possibility for a danger, namely, in the process of restructuring, it may duplicate the very university structures. On this point the above-mentioned document (UGC,1986) says: "It is equally essential to move away from the existing system of the affiliating university or centralisation of academic authority and external examinations. The rigidity of the affiliating system also deprives the good teacher of the opportunity to take initiative for creative, imaginative and more fruitful action. It is, therefore, absolutely essential to decentralise authority and confer autonomy from the university administration to the university departments and from the universities to the colleges. The existing bureaucratic and centralised structures of the universities have to be radically altered to avoid delays, to evade attempts at rigid uniformities, to create an elastic and dynamic system and to promote innovative initiatives and reforms".

This study is an attempt to make a very general evaluation of this innovation in Indian higher educational management from the point of view its management.

#### 1.11. RATIONALE OF THE STUDY.

After a long period of gestation in the academic circles in

India and at the government levels, autonomous status was conferred upon a few colleges in 1978-79 and in 1983-84. In 1984 there were altogether 19 colleges with autonomous status all over India. This innovation in Indian higher education has run a full course of ten years in the year 1988-89.

The New Education Policy, 1986, is for expanding this experimentation further. The policy says: "In view of the mixed experience with the system of affiliation, autonomous colleges will be helped to develop in large number until the affiliating system is replaced by a free and more creative Association of Universities with Colleges. Similarly, the creation of autonomous departments within the universities on a selective basis will be encouraged. Autonomy and freedom will be accompanied by accountability. The NEP Programme of Action (1987) further recommends the conferring of autonomy to 10 per cent or 500 colleges in the Seventh Five Year Plan itself. Thus the country is poised to go with the concept of autonomous colleges in a big way.

A few studies on certain aspects of this innovation have been undertaken by various agencies. They are discussed in the next chapter on the Review of related literature. But it seems that no comprehensive study on it has been done from the point of view of its management through its processes and programmes. Hence a study at the existing micro level would be appropriate. Such a study could be directed to bring the innovative and qualitative aspects of this experiment and its deviations from

the existing system of affiliated colleges, the positive and creative outcomes of the experiment, the shortcomings in the implementation of this programme, etc. Such findings could serve as guidelines in the further expansion of the programme.

The main focus in this study is on two aspects, namely, (i) the management of the process of change, and (ii) the management of the academic programmes in the autonomous colleges. This is an attempt to make a general evaluation of these two aspects on the following lines

(1) This process evaluation consists in evaluating the various functions of management as applied to the running of colleges under the autonomous system. Faculty participation in the management of the system should be the most prominent aspect of this programme. Brainstorming is one of the management techniques to pool the ideas of the team involved. As supposedly the central stage performers in the initiative for autonomy, teachers should be the main source of ideas. Autonomy to be successful, the personnel involved should own the programme as a consequence of their self determination. This ownership of the programme has to be probed into in the evaluation.

(2) Some kind of orientation is necessary to prepare the functionaries in order to give conceptual clarity about the working modalities of the autonomous status for the colleges. This has to be part of the institutional preparation. One of the important activities in the process of planning is forecasting. Vitality of education consists in forecasting unto

the needs of the future and adopting and absorbing all new developments in knowledge. Action plans will have to be finalised on the basis of forecasts made. Preparing the citizens to assume responsibilities in society is what is called human resource development which is a function of education. For this forecasts have to be made to determine the developmental needs and man power requirements.

(3) Decision making is part of the planning process and a management function. In educational institutions such planning has to be made both for administrative action and academic programmes. Administrative actions are for effecting and facilitating academic programmes. In autonomous colleges teachers will have to be involved in both these aspects.

(4) Interaction among the functionaries in a college is a must for the smooth running of its programmes. Such interactions have to take place at various levels, both formal and informal, statutory and non-statutory.

(5) The structural reorganisation of colleges after gaining autonomy requires lot of decentralisation. The organisation should maintain continuity, it has to be dynamic and flexible, responsive and sensitive to the emerging challenges of education. The success of any educational innovation depends upon the (1) ability to bring about structural changes; (2) flexibility in planning the curriculum and courses of study and other educational programmes; and (3) ability to introduce

changes in the strategies and methods of instruction. Curriculum planning, syllabus design and evaluation methods are the most important structural changes intended and suggested for autonomous colleges. Any evaluation of autonomy should probe into these changes.

(6) A programme can be evaluated by looking into the degree of success in the achievement of the objectives for which it has been launched. One of the major objectives of conferring autonomy to colleges was to push the teaching staff to the centre stage and make them active and creative participants in the educational process rather than reducing them into mere executors of certain directives from the universities by rigidly imparting structured instruction on the basis of a strictly prescribed course and curriculum.

(7) Unlike in the non-autonomous system, in the autonomous colleges the responsibility for evaluation and certification of students is on the colleges. Introduction of semestral system and internal evaluation have been effected in all the autonomous colleges. This is a major change and shift in responsibility and its management and effectiveness should be the object of any evaluation of autonomous colleges.

(8) Students are the objects and beneficiaries of any educational process. Their aptitudes and preferences should have a definite say in choosing various courses of study. Unless there is opportunity for such choice, they will have to be content with what is offered rather than what they need and

what is useful for them.

(9) In any innovative academic programme it will be necessary to review it, discontinue certain items, readapt certain others and still introduce new ones on the basis of experiences and new knowledge gained during the course of the execution of the programme. To what extent this process is going on should be interesting in an evaluation programme.

(10) As a major innovation aimed at changing and doing away with the very system of affiliating colleges to universities, autonomous colleges programme has evoked the attention, interest and expectation in various sections of the intellectuals of the country. There are strong feelings for and against this innovation. Many apprehensions are raised about it. These interests, expectations, feelings and apprehensions have to be cross-checked with the actual practice of autonomy in the colleges. In addition to all these, the actual practitioners of autonomy will have something to say about expanding this programme to more areas and institutions.

These and similar issues will have to be probed into in this programme of evaluation, and with these purposes in mind, **A STUDY OF THE MANAGEMENT OF AUTONOMOUS COLLEGES WITH SPECIAL FOCUS ON INNOVATION AND CHANGE** is conducted.

#### 1.12. SCHEME OF THE STUDY.

In this first chapter attempts were made to elucidate the

theoretical base for educational administration and education innovations, to establish the link between the principles of professional management and educational administration, to set the rationale of the study. The second chapter reviews the related studies and literature about educational administration and innovations especially the literature available on autonomous colleges. In the third chapter the methodology of the research is explained. The fourth one studies the first objective, namely a historical survey of the evolution of the concept of autonomy. The fifth chapter makes an evaluation of the processes of introducing and managing the autonomous colleges and the management of the academic programmes in these colleges . The sixth chapter makes a case study of one autonomous college and the seventh and final chapter presents the findings, conclusions and suggestions for further study.