

## Chapter II

### Review of Related Literature and Studies

- 2.1. Introduction
- 2.2. Studies on problems in the administration of universities.
- 2.3. Studies in India on Educational Management and Administration.
- 2.4. Studies on the Management of Change in higher education.
- 2.5. Literature on the applicability of management techniques to Educational Administration.
- 2.6. Studies on the diffusion and institutionalisation of innovations in education.
- 2.7. Studies on the participation of the students and the faculty in decision making in educational administration.
- 2.8. Studies on some of the innovations introduced in Indian Higher Education
  - 2.8.1. Semester System.
  - 2.8.2. COSIP and COHSSIP programmes.
  - 2.8.3. Examination reforms in Indian Colleges and Universities.
- 2.9. Studies on the management of affiliated colleges.
- 2.10. Studies and literature on autonomous colleges in India.
- 2.11. Conclusion.

## Chapter II

### REVIEW OF RELATED LITERATURE AND STUDIES

#### 2.1. INTRODUCTION.

Experience is the only criterion considered necessary for an educational administrator in India and the custom is not to have any formal training in the field. Even in the West where formal training is available the concepts seem to be vague. Indian position in this regard is not far apart from what Walton (1855) stated: Educational administration lacks a well defined, highly organised body of subject matter; it has no elegant and simple theoreticl structure; as literature it is singularly devoid of aesthetic qualities. In addition to the fragments appropriated from other disciplines, the content of the course in administration has consisted of a discipline of practices, the cautious recommendation of promising techniques, personal success stories and lively anecdotes, all surrounded with the aura of common sense, and often purveyed by a more or less successful administrator.

#### 2.2. STUDIES ON PROBLEMS IN THE ADMINISTRATION OF UNIVERSITIES.

One problem with higher education system is that involved parties often do not have very strong views on many issues and they hardly take any steps to remedy the defaulting system. This is revealed by the following study.

DWIVEDI (1970) studied the attitude of students, parents and teachers towards the current system of education, and also differences in their attitudes. The research findings are that strongly favourable or strongly unfavourable attitude is absent in any group. The students seemed to be quite higher on the attribute continuum than the parents and teachers. The teachers were at the lowest point on the attribute continuum because their judgement was more objective than that of the parents.

RAMASESHAN & SHENOY (1979) made a study of Improvement of Measure in the administration of the university of Poona. The objectives of the study were: (1) to study and evolve a harmonious arrangement of work to enable the university administration to meet its desired objectives; (2) to examine the existing systems and procedures for important transactions in the university administration from the point of view of work simplification and smooth and timely disposal of work; and (3) to provide guidelines for academic self-evaluation.

This was a sponsored study. The major recommendations are: (1) Creation of (a) a public relations information cell; (b) a legal branch; (c) organisation and method (OM) unit; (d) Examination Reform Cell; (e) A Cell for looking after external registration. (2) An executive assistant to the Vice-Chancellor; (3) Integration of staff appointment work of academic section with Administration branches; (4) Affiliation business to be looked after by the Academic branch.

**SINHA** (1975) studied University Administration in Bihar. His main tools were documents and publications plus interviewing some administrators and teachers of Patna university. He concludes that evils such as casteism, petty politics and low level of morality viciated university administration. Secondly, universities were not generating new knowledge and so are unable to be agents of change.

**KALE** (1972) made a diagnosis of the crisis in the educational system of Maharashtra. He studied all the then existing six universities of Maharashtra through interviews, discussions and record analysis and concluded that the existing higher education system had failed to adopt itself to the changing needs of the community. This was because of absence of objectives and lack of intergrated planning of the socio-economic and educational growth, deficiency of competent staff and organisation, defective information system and scarcity of resources.

### 2.3. STUDIES IN INDIA ON EDUCATIONAL MANAGEMENT AND ADMINISTRATION

**BUCH** (1987) in the Third Survey of Educational research makes the following observations: The evaluation of administrative strategies in education began almost with the initiation of public financing in education. Periodic reports prepared by various Committees and Commissions did incorporate in them the study of educational management and administration prevalent during the respective periods. But no research study has been done with regard to the use of innovative models of management

and administration. Further, the studies have dealt mainly with the secondary school administration, paying only scant attention to the primary stage and almost completely ignoring the collegiate stage. It is necessary to undertake micro-level planning and administration of education.

BUCH (1991) in the Fourth Survey of Research in Education, 1983-88, makes the following observation: "Management education per se has matured in a significant way in this country with the establishment of IIMs, Management departments in more than 50 universities, 5 IITs and a large number of specialised institutions in this field. Nevertheless, education is not usually an area of operation in such management institutes. In other words, the programmes and experiences would indicate that the total thrust of management education in this country has gone into business and industrial organisation...., that professional management and education have more or less remained mutually exclusive. And a reflection of this is seen in research on educational management."

Again according to BUCH (1991), studies of educational management conducted in India, mostly by M.Ed. students in education faculties "have contributed to some kind of an understanding of relationship among various variables vis-a-vis Indian managers. They, however, failed to sort out problems of Indian origin or generating theories of educational management close to India reality. Nor have they been able to throw light

on organisational structures, management of resources, the managerial process, system design and so on".

A descriptive, evaluative study of administrative structures and their problems is the most explored topic. Universalisation of elementary education, topics covering such variables as organisational climate, classroom climate, teacher morale, leadership behaviour, job motivation, role-conflict and role performance are the areas covered in the elementary and secondary school sectors.

In all, 557 studies are reported to have have been completed till 1988, 75 reported in 'A Survey of Research in Education' (Buch 1974), 86 in the Second Survey of Research in Education (Buch,1979), 222 reported in the Third Survey in Educational Research, (Buch, 1987), and 172 reported in Fourth Survey of Research in Education 1983-88 (Buch, 1991). Some of these details are given in the table No. 2.1 below.

These Ph.D. studies and non-Ph.D research projects in Educational Management when analysed according to different aspects fall under the following categories, with their percentage share given in the brackets.

(1) Authorities in Educational Administration(13.14%) (2) Inspection and Supervision (9.71%) (3) Problems in Educational Administration (16%) (4) Organisation and Administration of Education (22.86%) (5) Organisational Climate and Teacher

Morale (15.72%) (6) Leadership Styles in Educational Administration (2.85%) (7) Miscellaneous/Other Areas (19.72%) Almost all these studies were status studies and stressed mainly the practical or operational aspect of the administration of education. There is hardly any study pertaining to the Theory of Educational Management. Educational Research in India hardly recognises the role of the theory of educational management and it has seldom used any model of administrative theory as the frame of reference (Dekhtawala, 1988).

Table No.2.1

Researches conducted in India in Educational Management and Administration from 1940 to 1983.

Year	Ph.D Studies	Research Projects	Other Researche	Total
1941-50	-	4	-	4
1951-60	8	15	-	23
1961-70	19	22	5	46
1971-80	115	104	17	236
1981-83	37	36	1	74
1983-88	NA	NA	NA	174
TOTAL				557

Source: Buch (1987 and 1991)  
NA = Not available.

But the trend is gradually changing especially in the 1980's. Theories pertaining to other disciplines like Business Management, Psychology, Sociology, etc. are being extensively used and applied in the field of reserarch in Educational Management and Administration. Hence the focus has shifted from

structures and procedures, rules and regulation, etc., to organisational climate, leadership behaviour, human relationship in education, classroom climate, teacher morale, student morale, teacher and student attitudes, etc.

#### 2.4. STUDIES ON THE MANAGEMENT OF CHANGE IN HIGHER EDUCATION.

ROGERS (1962) studied management of change and makes the following suggestions:

(1) Programmes of change should be tailored to fit the cultural values and past experiences; (2) Change agents and clients must perceive a need for an innovation before it can be successfully introduced; (3) Change agents must be more concerned with improving their clients' competence in evaluating new ideas and not simply with promoting innovations per se; (4) Change agents should concentrate their efforts upon opinion leaders in the early stages of diffusion of an innovation; (5) The social consequences of innovations should be anticipated and provided for, if undesirable.

WILSON (1973) undertook a case study of an educational innovation: Performance Contract for Accountability. He concludes:

(1) The single most positive results of the change efforts of the sixties is that we learned that we don't know how to change educational institutions;

(2) Role expectations were strong and any innovation in this

area may meet strong resistance unless it has a well-developed reward system to make it attractive to the population affected by the change.

BENNIS (1973), a management expert, writing about his own experience in managing a university in crisis in the late sixties, says: if I were asked today how to bring about change in a university setting, I would offer the following guidelines:

(1) Recruit with scrupulous honesty. (2) guard against craziness; (3) build support among like-minded people; (4) plan for how to change and what to change; (5) don't settle for rhetorical change; (6) don't allow those who are opposed to change to appropriate such basic issues as academic standards; (7) know the territory; (8) appreciate environmental factors; (9) avoid future shock; (10) allow time to consolidate gains; and (11) remember that change is most successful when those who are affected are involved in planning.

WESTLEY (1956) concludes that it is not possible to produce blueprints for bringing about innovations in education. Hence we must concentrate on the factors which appear to favour or impede durable changes. A checklist of positive factors would include proven quality, low cost, divisibility into parts, ease of communicability, low complexity, strong leadership or sponsorship, a favourable rather than natural or inhibiting school or institutional environment, compatibility with the value and existing practices of adopters, effective mixure of

rewards and punishments, readiness for change in the target system or group and the appropriateness of the proposed change to the surrounding community.

Studies of how educational change takes place in various settings have produced three paradigms:(1) The research and development model proceeds from theory to practice:innovations are conceived, initiated, incorporated and evaluated as part of an elaborate design supervised by a central planning agency:(2) The Social Interaction model follows the diffusion of innovation among the members of a group or institutions and (3) The Problem solving model interprets change from the point of the individual adopter. All the three processes are at work to some degree in any innovation.

MUKHOPADYAY (1975) states that a large number of innovations (53.3%) fail when initiated by the teacher while when it is initiated by the principal, the casuality is much less, say only 23%. If the innovation is initiated by the principal or by the authority at the top, it is considered as a school programme while those initiated by individual teachers become their 'personal' programme. This study identifies the following barriers to change in secondary education: poor linkage with resource system, indifferent or interfering management which does not provide administrative support to the principal, low financial support from the management, closed organisational climate, etc., inadequate understanding of the management about the innovation, value conflict, vested interest, student and

community resistance, lack of flexibility of the administration and organisational structure of the school, lack of participation by the teachers in decision-making and absence of feedback.

PURUSHOTHAMAN (1978) states that non innovative schools exhibit mutual fault-finding tendencies and hinder any kind of change. The following are the barriers to change in secondary education: inadequate parent-teacher contact, interference from higher authorities, lack of appreciation from any source, lack of guidance from higher authorities, forceful imposition of innovations instead of being suggested to, inadequate planning at the critical stage, lack of tradition on the system and negative attitude of the students.

The American Association of Higher Education (1980) has made an international perspective of university reform. It concludes that university reform-the process of planned change in higher education-is a complex issue in many countries. In India also the case is one of failure to change despite massive expansion and general recognition of declining standards and of the irrelevance of much of the educational system to India's economy...India and Philippines are the best examples of Third world nations that have seen rapid expansion of university system, and both are faced with special problems of widespread unemployment and misallocation of resources. The report lists the obstacles to reform as follows: (1) The very organisation and tradition of the university as the custodian of culture; (2)

jealously guarded autonomy of the faculty; (3) faculty conservative elements; (4) the teachers' view of reform as a threat to their power; and (5) financial conditions. The report ends with the wordings: If it is any consolation, relatively few countries have been fully successful in the management of change. A comparative approach can at least broaden perspectives and suggest different ways of seeing issues.

All the foregoing studies indicate the need for applying the principles of management in educational administration. The prominent aspects of management that appeared in these studies are the necessity to plan the innovations consciously or the necessity to mastermind the whole process, to involve the personnel in a participative manner and to motivate them for the change, to institute a system of reward and punishment, to create a climate for the organisation of change and innovation, etc. Failure to apply the principles of management to educational administration is all the more conspicuous in the administration of universities about which a few studies are available as given below.

#### 2.5. LITERATURE ON THE APPLICABILITY OF MANAGEMENT TECHNIQUES TO EDUCATIONAL ADMINISTRATION.

A Regional Seminar on the 'Application of Modern Management Techniques in Educational Administration' was organised by the Asian Institute of Educational Planning and Administration (AIEPA) at New Delhi from 2nd to 12th November, 1970. The

objectives of the seminar were: (1) to acquaint educational administrators and planners with the theory and concept of modern management; (2) to make them aware of the application of some of the modern management techniques to administration in general and educational administration in particular; (3) to create an appreciation in the minds of educational administrators for trying out some of these techniques in the field of educational management; and (4) to promote research and studies in the application of modern management techniques to educational administration.

The seminar was attended by participants from nine countries of the Asian region. Resource persons and observers from various national and international organisations participated in the seminar.

K.T. Chandy, an industrialist, in the valedictory address expressed his belief that all methods that are available to industry for planning and administration should be capable of being applied to the field of education also, since these are primarily methods of qualitative and quantitative analysis.....The academicians, like physicians, have been saving everybody except themselves. He exhorted educationalists to apply these modern management techniques in the field of education without being prejudiced by the fact that these were first applied in the field of military or economic activity.

HOMMADI (1978) Researched into the application of modern scientific management principles to the development of

university administration in the developing countries. The study was spread over to Afganistan, Pakistan, India and Bangladesh. It attempted to offer some conceptual outlines of how a university of a developing country might transform itself and become one of the more active agents for world's tranformation. It also highlighted the problems in higher education and directions for possible solutions.

So far this survey was focussed on the general principles of management and innovation as applied to educational administration. Hereafter attepts are made to concentrate on some specific innovations as they have been tried out in Indian universities and colleges.

#### 2.6. STUDIES ON DIFFUSSION AND INSTITUTIONALISATION OF INNOVATIONS IN EDUCATION.

There has been a number of studies abroad and a few in India about education administration and Innovations and their diffussion in Education. Opinion survey and attitude study questionnaires and interviewing the functionaries and students are the tools and techniques used in these studies. These researches reveal that change in educational process is a must and it is occurring everywhere the world over, but nobody is certain as to how to bring about change, there is no single solution for problems in the field; that efforts are needed at various levels; and that relatively few countries have been sucessful in the management of change. ROSS (1958) had reviewed

150 studies in the area of innovations in education. Some of the findings are:

(1) There is always a time lag between the recognition of an educational need and its adoption and institutionalisation; (2) The diffusion of educational innovation is also spread over decades; (3) About 50 years elapsed after the development of a new educational practice before its adoption by the public schools and the average American school lagged 25 years behind the rest in adopting the Practice. MORT and CORNEL (1938) made 200 studies about "Adaptability of Public School System" and found that a period of 100 years elapsed from the time of the first recognition of a need to the relatively complete diffusion of a practice designed to meet such needs. GROSS et al (1971) studied educational innovations. Their findings point to the need for leadership in the management of innovation process and the consequences in the absence of such leadership. The implementation of educational innovation requires behavioural alterations both in the teachers who play a 'catalytic role' in education and in the management. Krishnaraj (1985) also has similar conclusions which are discussed elsewhere in this chapter. CERI (1973) The Organisation of Economic Cooperation and Development (OECD) established an institution called CERI-Centre for Educational Research and Innovation in 1963 June. This Centre made a study in different member countries involving 17 case studies about the process of change. The broad conclusions of the study include:

(1) All countries are now grappling with the problem of organising a continuing process of change in schools; (2) No country can afford to ignore this trend; (3) A policy for innovations and institutions to produce them are becoming necessary in one form or another.

Another study of CERI (1972-75) involving 19 member countries concluded that the school is said to be innovative or creative if it has the ability to adopt, adapt, generate or reject new practices. Creativity is synonymous with innovativeness. The following are some of the points revealed by the study:

(1) The quality of the school is dependent upon the professional qualities of teachers; (2) Teachers need incentives in developing their professionalism; (3) In order to be innovative the school needs adequate resources and control over their use; (4) The school needs the support of external agencies in the formulation and implementation of its innovative activities; and (5) The creative school should be a base for professional development.

There are a number of studies in India about innovativeness, innovations and their diffusion in relation to educational management and administration.

RAI (1972) found that a successful diffusion of innovation within a school requires acceptance of the innovation by the teachers as well as by the students.

Many studies reveal that cordial relationship between the principal and staff is a must in educational institutions to have a climate of innovations. DARJI (1975) concludes that there exists a positive correlation between openness of climate and innovativeness of school. PANDYA (1975) had found out that effective supervision builds up the climate for educational innovations in the school. JOSEPHINE (1978) states that in order to be innovative, the school should have personality, ability, required kind and degree of participation and capacity for mobilisation, etc. SATYAVATHI (1980) has evolved a conceptual model for the process of adoption of innovations in schools in seven stages: problem awareness, search for solution, knowledge about innovation, persuading influences, decision-making, adoption and evaluation.

Thus, Indian researchers have identified the following five factors that help or retard the adoption of innovation:

(1) Teachers' characteristics; (2) Principal's characteristics, (3) organisational factors, (4) innovation characteristics, and (5) characteristics of resource system and adopter system. Most of these researches were about innovations in schools.

All these characteristics together lead one to the necessity of organising the process of innovation and change which essentially is a function of the management. There are a number of studies about the management of change.

## 2.7. STUDIES ON THE PARTICIPATION OF THE STUDENTS AND THE FACULTY IN DECISION MAKING IN EDUCATIONAL ADMINISTRATION.

Another major problem in higher educational administration is lack of involvement and participation of the students and the faculty in the administrative processes. On this subject there are a number of studies abroad, but in India its number is limited. There are many compelling reasons for involving the students and the faculty in the administration. In the case of the faculty there is considerable amount of participation. But in the case of students it is very limited and that may explain some of the reasons of unrest among the students.

ALFRED (1977) studied Decision-making and Community college board of trustees. The major areas of the study were: (1) decision-making strategies utilised by selected community college boards of trustees; (2) factors related to decision strategies; (3) level and type of board involvement in the decision-making process.

The major findings of the study include: (1) the board's concentration is in the areas of business, finance and personnel and very little attention is given to matters relating to student affairs; (2) the board often only approves and confirms the recommendations forwarded to it without any enquiry or study; (3) the Board's concern is limited to broad institutional policies and goals; (4) for the Boards the President is the source of internal information; and (5)

although the board views the state and federal governments as the most important pressurising agents, they do precious little to cope with or counter this phenomenon.

GULLEY (1978) studied the perception of students regarding their participation as members of boards of trustees. The institution and boards were described in terms of several pre-selected characteristics and student trustees' sense of participation was defined as a perception that their freedom to participate in the managerial and behavioural processes of a task-oriented board was consistent with their expectation of what that participation should be. Student trustees were the source of information.

The major findings were that the student trustees felt a high degree of participation and freedom to speak up their mind, that they were supported, trusted and listened to by their non-student colleagues, that they were sufficiently involved as trustees. They also felt that the non-student trustees are not quite aware of the problems of the university in areas where the student trustees are more involved in their new role as board members. In other similar studies it was observed that student discipline and training would enhance considerably if they are entrusted with more responsibilities such as the management of hostels, running of youth welfare boards, cultural, activities, etc. Listening to and accomodating students' views in matters directly affecting them will be a right step in the decision-making process. Studies in Indian higher education scene tend to recommend that colleges and university departments should set

up councils of students' affairs consisting of students and teachers. Such studies do not indicate any serious participation for students in decision-making in academic matters. This is seen as an unhealthy trend and the recommendations of such studies are for greater participation for students in such areas so that students may feel part and parcel of the system and that they may work for the success of the system.

Such studies, however, do not recommend student participation in the matter of staff appointment, their promotion, etc., but students should be given opportunities to have free and fearless interaction and discussion with teachers in academic matters.

SHARMA (1972) studied management of education system with special reference to decision-making and organisational health. The objectives of his study included: to study (1) a technological university; (2) a technology oriented university; (3) an Indian Institute of Technology; (4) to compare the above three systems of education with reference to governance, decisional participation of existing and expected faculty members and organisational health; (5) factor analysis of organisational health, etc. The sample consisted of 400 faculty members of the three above-mentioned institutions. The tools included interviews, questionnaires, document analysis, etc. The research findings are (1) the three educational systems are different from governance point of view; (2) the decisional participation of the faculty is on the lower scale; (3) faculty

members are desirous of having more participation; and (4) relationship between organisational health and existing decisional participation of faculty members was significant.

## 2.8. STUDIES ON SOME OF THE INNOVATIONS INTRODUCED IN INDIAN HIGHER EDUCATION.

Introduction of innovations and effecting qualitative change in the higher educational system of India have been a continuing concern of educationists. In recent times there were some specific innovations introduced in the affiliated colleges of India. There are a few studies and some literature available on some of them, which are discussed in the subsequent pages.

The more prominent innovations tried out in Indian universities and colleges recently are semestral system, examination reforms such as continuous internal evaluation, question banking, grading system, co-curricular activities in colleges and universities, COSIP and COHSSIP, correspondence course, etc. Most of these studies were conducted on survey method and in a few instances, case study method also was employed. The tools and techniques used by these researchers were administering questionnaires including attitude scales to teachers, students and the administrators, conducting interviews with these groups and individuals, document analysis, etc. Some of these studies are analysed in detail below.

### 2.8.1. SEMESTER SYSTEM.

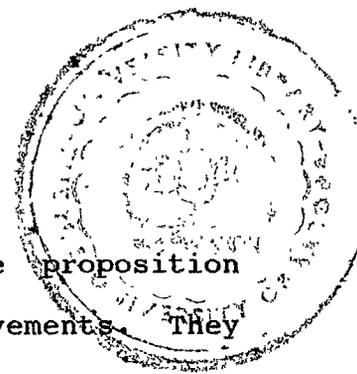
Introduction of semestral system in universities and affiliated

colleges is one of the innovations in which the University Grants Commission has been taking very active interest in recent years. A number of universities have introduced and successfully institutionalised this system in their departments and affiliated colleges. In some universities and colleges it has been discontinued partially or fully due to various reasons.

Many researchers have thrown light on semester system in universities and colleges. Thus, PILLAI and PILLAY (1973), ROSHIAH (1979), AKHTAR (1980), SOMAIAH (1980), RAO (1980) KANGASABAPATHY (1985) and others studied different aspects of semester system.

ROSHIAH (1979) studied perception of college teachers in Madras about the desirability and feasibility of introducing semester system in their colleges and the influence of biographical and institutional background on their perceptions especially in regard to institutional climate, leadership behaviour, teacher morale and dogmatism. He found out that the type of institutional climate prevailing in a college and teacher morale do not have any significant relationship to the way in which the teaching communities perceive the innovations. The task-oriented authoritarian behaviour of the principals has been perceived as one of the problems besetting the introduction of semester system in colleges. The teaching communities expect the principals to establish patterns, channels of communication, and methods and procedures in making semester system feasible.

In general, Roshiah concludes that the teaching community in



Madras city accepted semester system as a desirable proposition and that they keep an open mind for possible improvements. They have different perceptions about teaching, learning, evaluation and the curriculum under the semester system. Great scope for teacher-student interaction, sound learning and democratisation of the departmental activities, etc., are visualised by the teachers as the positive outcome of introducing semester system.

PILLAI & PILLAI (1979), studied the working of semester system with the objectives of (1) assessing of semester system, (2) estimating the reactions of principals, parents, teachers and students towards semester system, (3) evaluating the internal assessment procedure and (4) suggesting modifications.

The findings of the study are: (1) Principals, parents, teachers and students favoured semester system; (2) urban students and female students were highly favourable, (3) Arts and Commerce students were more in favour than the science students, (4) no variation between the teachers' and students' views about the effectiveness of semester system, (5) opinion varied among the four groups regarding the pre-planning of the semester system, administering seminars and other new methods, internal assessment, etc., and (6) there were disciplinary problems in men's colleges even after introducing semester system.

SOMAIAH (1980) studied the attitude of teachers and students towards semester system of education. According to his findings, there was no blanket favour or disfavour for semester system by teachers and students. On certain elements of the system they

are positively inclined and on certain others negatively. 96 per cent teachers and 94 per cent students favour a smaller teacher-student ratio of 1:30. Both the groups are positive about the capacity of the system to reduce the stress and strain on the mind of the students by dividing the year into two. The students feel that semester system reduces the opportunities for extra-curricular activities. 78 per cent of the students and 75 per cent teachers favour internal assessment. There is the complaint from teachers and students that no proper orientation was given before introducing the system.

AKHTAR (1980) made a critical study of the semester system in selected universities in India. The components of the study were, purpose of semester system, flexibility and freedom in the formulation of courses under it, the methods of teaching and evaluation adopted as a consequence of its adoption, the opinion of teachers and students with regard to the academic improvement and study habits as a consequence of semester system, the difficulties faced by the teachers and students and the attitude of teachers and students towards semester system.

Her findings are that the attitude of teachers and students towards semester system is positive and there is no significant discrepancy between the perceptions of teachers and students. Teachers wanted more clerical staff, better cyclostyling facility and improvement of teacher-student relationship. Students suggested better planning of the courses, more use of seminars, quizzes, discussions and project works. Finally

semester system can be implemented with necessary modification depending upon the local needs. The researcher has developed a paradigm for the implementation of semester system.

RAO (1980) studied the implementation of some innovations in higher education. One of the innovations was semester system. The others were internal assessment, correspondence course and M.Phil. In this study the university as an adopter system has been taken as a unit and the UGC has been taken as the resource system. Case study method is followed. Six universities were studied. In each university three innovation from among the four were studied.

As per the study, the factors helping successful implementation of innovation are: awareness of the problem, communication facilities, decision-making procedures, smoothness in general administration procedures, awareness of library facilities, etc. The resistant factors in the process are: lack of proper understanding about the objectives of the innovation, lack of dissemination of knowledge about the innovation and lack of effective information flow.

KANAGASABAPATHY (1985) also studied semester system and its institutionalisation in Madhura Kamaraj University. His theme was 'Management of change in Madhura Kamaraj University'. Along with semester system he also studied grading system and co-curricular activities.

He attempted to find out how the application of the principles of management in the realm of higher education will bring about change in the process of introducing innovations.

The findings of the study are:

- 1) The executive personnel and the target population had differing perspectives on the need for the innovations. Grading system and co-curricular activities were withdrawn since the students did not feel the need for the innovation. (2) In planning the innovations even the past experience in the field of the same university was not considered. (3) There was no free and fair discussion in academic council about the introduction of grading system and co-curricular activities, and such discussion preceeded the introduction of semester system which alone continues while the former two have been withdrawn. (4) Semester system was well planned while the other two were not planned properly. (5) The innovations were introduced without sufficient staff members appointed. (6) There was no sufficient motivation for the staff for implementing the innovation. (7) There was no proper dissemination of information (8) No proper orientation was given to the teachers; (9) The university authorities were not prepared adequately to meet the resistance against the withdrawn innovations, while they were prepared for the retained one; (10) There was lack of training in leadership for the university authorities and for the principals for dealing with the resistance; (11) No timely remedial actions were taken to control/manage the crisis; and (12) Co-curricular activities programme was withdrawn in haste without giving a

fair trial.

Thus semestral system in universities and colleges is one innovation that has been fairly well institutionalised. The main reasons for the acceptance for it is the creation of a climate for it through well-thought out plans and programmes, timely support and intervention in moments of crisis by the universities and by UGC and adequate financial assistance from the UGC. It does not mean that semestral system as an innovation in higher education in India is without its drawbacks and detractors, that the acceptance of it by certain academic sections is without qualaifications and that certain groups does not have better perceptions and acceptance than others.

#### 2.8.2. COSIP AND COHSSIP PROGRAMMES.

JAIN (1981) studied COSIP (college Science Improvement Programme) and COHSSIP (College Humanities and Social Sciences Improvement Programme) sponsored by the UGC in selected colleges in India.

The objectives were to study:

(1) the acceptance of these programmes by the teachers; (2) attainment of their aims and objectives; (3) reaction of the students about the effectiveness of these programmes; (4) Problems faced by the principals in implementing them; (5) the utilisation of funds for the programme; and (6) the trend of students' achievements through these programmes.

21 colleges were selected for the study and teachers and students from these colleges were the respondents. Some of the major findings are:

(1) Some progressive colleges have made significant achievement in various academic activities. But all the participating colleges have not benefitted equally. The success of the programme depends on a number of factors.

(2) The inhibiting factors experienced by the teachers in implementing the programme are heavy workload, lack of incentive, etc.

(3) Problems faced by the principals: The UGC does not disburse the grant in time, the teachers expect remuneration for doing extra work, lack of motivation among teachers, etc. The university's rigid curricula do not allow the introduction of any innovative activity.

### 2.8.3. EXAMINATION REFORMS IN INDIAN COLLEGES AND UNIVERSITIES.

NARSIAN (1978) studied innovation in higher education in India. The objectives included: (1) The role of the UGC in introducing examination reform in selected universities; (2) Channels of communication used by UGC in the dissemination of information; (3) reaction of university personnel on suggested examination reforms; (4) the extent of adoption of the reforms; (5) nature and type of resistance to it; and (6) suggestion for modification of the reform.

The study included three innovations, namely, Internal assessment, Question bank and Grading. The tools used were analysis of records, from the UGC office, rating scales and interview schedules. Her respondents included Vice-Chancellors, Registrars, Controllers of Examination, Academic authorities, teachers and students of twelve Indian universities.

Her analysis helped to interpret the role of the resource system, characteristics of planned change, strategies adopted for communication and reaction of adopters. Her conclusion is that if the institutional culture and the general attitude of adopters are taken care of, and if the modification of the action plan are based on the criteria of problem-solving techniques, the possibility of success is high.

She suggested an action plan for the implementation of innovation which in brief is (a) defining detailed programme of action; (b) fixation of time targets; (c) training programmes for the personnel involved; (d) development of a plan for academic links within the university departments and other universities which implement the programme; (e) finding out adequate resources; and (f) forecasting for probable resistance and providing for possible alternatives to obviate them. She cautions that care has to be taken that the number of programme implemented at a time is the minimum to avoid confusion and to keep closer contact with the UGC office for better clarity of ideas and plans. The researcher further found that from the

point of view of administrators in the universities, lack of the following elements lead to resistance, namely, incentives, favourable climate, resources and vision, initiatives to change, clarity of objectives. In addition to these, resistance is also due to increased workload, rigidity of the structures and lack of involvement. She further observes that the administrative authorities in the universities have not formulated any procedure in detail for the implementation of the programme within their universities. In general, lack of planning and organised efforts for the implementation on the part of the universities are manifest.

#### 2.9. STUDIES ON THE MANAGEMENT OF AFFILIATED COLLEGES.

Almost 85 per cent of the higher educational enrollment in India is in the affiliated colleges. The problems of management of these colleges assume great significance in this context. There are many studies in India about these problems. There are problems in affiliated colleges related to all the areas of management. The following studies highlight some such problems.

SINGH (1981) studied Administrative problems of affiliated colleges. There are altogether 54 findings for the study. The major ones include that (1) the starting of new affiliated colleges without proper planning has led to many administrative, financial and disciplinary problems; (2) appointments in the colleges are often dependent upon caste and religious affiliations, and they are given to the next of kith and kin of

the management; (3) many management board members are uneducated people and so they are unable to grasp nor tackle problems of higher education; and (4) delays in approving appointments by the university and delays in giving grants create administrative and academic problems.

Over-crowding in colleges, lack of residential facilities for staff and students, financial stringency, etc., are administrative problems. Actual teachers do not have any role in evaluating the students. This results in problems of indiscipline and of low quality in examinations.

TONPE (1978) studied the problems of college management. He observed that education in India through the years has been a concern of the private sector. After independence private management started getting less interested in education for various reasons. But those who did not have any love for standards and principles in education are increasingly venturing into the field in order to wield political and other powers and make profit out of education. These greedy people make education a business and reduce the teachers into serfs and intellectual labourers rather than partners in the work of moulding the young generations.

There have been enlightened managements who consider teachers as co-workers for a common cause and who are proud of their teachers and who encourage them to grow. Such managements have also started involving the students in the decision-making process.

HEREDIA (1981) studied the structure of performance of college education-an organisational analysis of Arts and Science Colleges in Bombay. He examined the internal organisational structure of colleges affiliated to Bombay university, with special reference to organisation, principles of bureaucracy and professionalism, teaching-research dilemma, institutional innovation and external examination system. The basic research problem focussed on the functional efficiency of the affiliating university in a changing social situation and rising expectations it must meet within the constricting limitations.

His major observations are that the teacher is not seen as a professional but as a salaried employee constrained by his pedagogic burden; that the Principal was the most predominant influence in the college; creative leadership is not given the freedom to blossom; faculty's authority in the institutional administration was small; administrative and financial control are fully with the principal and the management of the colleges had a high degree of paternalism and bureaucratisation and low professionalism.

All these issues and problems relating to affiliated colleges point at the need and applicability of the principles of management to educational administration. Studies on this specific problems are not available. But there are some literature that make mentions in this regard which are discussed below.

## 2.10. STUDIES AND LITERATURE ON AUTONOMOUS COLLEGES IN INDIA.

In addition to semestral system and co-curricular activities, Kanagasabapathy also studied grading system in universities and colleges. While the semestral system is somehow getting rooted in the university and collegiate education in India, the other three innovations, namely, Continuous Internal Evaluation, Question Banking and Grading system are having more difficulties to get established. COSIP and COHSSIP were not necessarily changes in the system but they were programmes intended to improving the teaching of science and humanities in the colleges. They did make qualitative improvements in the teaching of the subjects and their effects may last wherever these programmes have been implemented.

These innovations and programmes were tried out in university departments and affiliated colleges. In these colleges the system of prescribing the course and curriculum and conducting the examinations by the universities was followed. To that extent the colleges had to function within this framework and their functional freedom to introduce and experiment with these innovations and programmes were limited. Naturally, decisions and remedial actions were delayed and such delays had their negative effect on the success of the programmes. For a meaningful experimentation with the innovation a piece-meal arrangement such as this would not work. There was need for decentralising the entire system so that the decisions are taken

at the centres where actual teaching and learning are taking place, i.e., in the colleges. Such a change in the very system itself was introduced in conferring autonomy to colleges in the year 1978-79.

There are two known researches conducted in Indian universities which partially study certain aspects of autonomous college system. They have been conducted by Krishnaraj (1985) in the University of Madras and Mani Jacob (1987) in M.S. University of Baroda. These studies are reviewed below. After that two self-evaluations conducted by Loyola College (Autonomous), Madras, on its autonomous functioning at five yearly intervals and two evaluative studies conducted on autonomous colleges by NIEPA in two occasions are also referred to and reviewed. KRISHNARAJ (1985) studied leadership styles in autonomous and non autonomous colleges. The variables he studied are the organisation structure, leadership behaviour and decision making process. The objectives of his study were: To find out the perception of the teachers of the autonomous and non-autonomous colleges about their (1) organisational structure (2) leadership behaviour, and (3) decision making process and (4) to compare these variable as styles of functioning of their principals in autonomous and non-autonomous colleges.

This was a survey type of comparative study collecting data from teachers of autonomous and non-autonomous colleges affiliated to three universities in Tamil Nadu.

The major findings of the study are:

(1) There is more specialisation in autonomous colleges; (2) Autonomous colleges are more formalised. Breach of the formalised procedures, rules and regulations are more in non-autonomous colleges while it is minimal in autonomous colleges; (3) Centralisation is low in autonomous colleges; (4) Consulting the lower levels of hierarchy is higher and more frequent in autonomous colleges; (5) There is high degree of integration in both the types of colleges. However, departments of non-autonomous colleges are more integrated than those of autonomous colleges; (6) Departments of non-autonomous colleges are more autonomous than those of the autonomous colleges. (7) There is no significant difference between autonomous and non-autonomous colleges in leadership behaviour. When compared to autonomous colleges, the principals of non-autonomous colleges take more steps in speaking and acting as representatives of the member of organisation, they make more efforts in maintaining a well-knit organisation by resolving inter member conflicts.

Principals of autonomous and non-autonomous colleges do not differ in the following dimensions of decision making: (a) speed of decision, (b) objectivity, (c) attention to details, (d) desire for factual evidence, (e) willingness to delay decision, (f) ability to decide with limited information, (g) liking for decision, (h) readiness to delegate decision, (i) time horizon of decision, (j) performance under stress, and (k) anxiety about decisions after they have been made. However, they differ in the following dimensions, namely, request advice, receptivity to

advice, independence of judgement, and explicitness of methods.

The findings of the study also indicate that teachers of autonomous colleges are entrusted with more responsibility in their specialised professional activities than teachers of non-autonomous colleges. That there is need for decentralisation of power in higher educational institutions.

The successful functioning of autonomy in colleges largely depends upon the initiative and motivation shown by the faculty of these colleges which in turn depend upon decentralisation of power and facility to participate in decision making. Both the types of colleges are centralised organisations; autonomous colleges, however, are less centralised. Managements are still suspicious of the capacity of teachers to take appropriate decision and of the possibility of the misuse of power by teachers. If the teachers in autonomous colleges evolve a code of conduct for themselves, to govern their behaviour, such apprehensions on the part of the administrators may subside. JACOB (1987) made case studies of eight Educational Innovations in eight Affiliated Colleges of India. One of them was Atuonomy to Colleges. He studied its introduction and implementation in Lady Doack College, Madhurai.

The objectives of the study were: (1) to examine the concepts and objectives of selected innovations; (ii) to find out by whom and how they were developed and diffused; (iii) how they were adopted and implemented; (iv) the factors which facilitated or constrained them; (v) to study the related aspects such as

evaluation, personnel, cost, consequence, change agency and dissemination. His general conclusions include the message that effective innovations have an eloquent message and it need to get transformed far and wide, penetrating the defensive shells of self-complacent institutional system. This process can be expedited by agencies and organisations that have an interventionist and enabling role. But such extenal help can reach only upto a point. Beyond that is the region of human motivation, creativity and organisational dynamics of the campus. The vision, goals, resources and work ethics of the community on the campus can make or mar the success of innovations.

The objectives of the innovation, namely, autonomy to colleges, were to enable the colleges to exercise freedom in framing courses of study and syllabi; devising appropriate teaching methods; conducting evaluation and assessment independently; and developing principles of admission of students. In the non-autonomous system these were responsibilities performed by the universities. These functions were now assumed by the college and a high degree of success has been achieved by the colleges in implementing these objectives. The consequences of the innovation were largely functional and positive.

Judging from the performance of the student body no major change seemed to have taken place in the traditional worry and stressful concern over examination results. The number of tests and examinations have increased with little time left for

creative pursuits for students. The teachers were burdened with excessive work due to the new responsibilities thrust upon them. The intended new emphasis on work experience and orientation to application and employability were still very tenuous and the major concern was still academic. Doing more of what was being done still seemed to be in progress.

On the whole the concept and practice of autonomy seemed to have been accepted by the college community and the parents. Autonomy was an experiment in combining freedom with responsibility. Autonomy offers the congenial climate for not only isolated innovations, but a package of innovations in all areas of college life. While the universities may take still more time to give independence to colleges, nothing prevents individual colleges from planning for change and innovations.

**LOYOLA (1985)** Loyola College, Madras, at the end of five years of autonomy conducted a three day seminar in 1984 involving most of the then autonomous colleges. They have brought out a book titled as 'Autonomous Loyola'. It contains the important papers presented and addresses made by the eminent resources persons and a few group evaluation of the working of autonomy in various colleges. It serves as an important source book on the subject of autonomy to colleges.

**LOYOLA COLLEGE, MADRAS (1989)** at the completion of ten years of autonomy, instituted a Commission headed by Dr. D.Shankar Narayan to evaluate the planning, performance, achievements and failures of the college with its 15 departments in Arts, Science

and Commerce during the past ten years, since 1978-79.

The Commission identified eight performance parameters; They are: (1) The Institution, (2) Special Programmes, (3) Relevance, (4) Excellence, (5) Self-reliance and Cost Awareness, (6) Innovation (7) Development, and (8) Transformation. Based on these parameters it was looked into whether the institution has developed over the years its perceptions and operations towards: (a) achieving excellence, (b) incorporating relevance, (c) enabling participation and (d) developing an organisation which is dynamic, flexible, responsive to emerging challenges of education and society and so efficient in all its operations.

The Commission has identified a few achievements by Loyola college. They include: (1) The contents of curriculum and course have been enriched and updated. Unitized course structure and credit system have been adopted. The main discipline in an undergraduate programme is streamed into (a) General, (b) Core and (c) Elective courses.

(2) Many innovative techniques to teaching-learning process such as project work, guided laboratory/library work, seminars, group discussions, etc. are introduced. However, lecture method still occupies key positions.

(3) Streaming of students has worked satisfactorily for English language teaching, but not for other subjects. (4) Evolved an acceptable system of continuous internal evaluation and terminal assessment with equal weightage. (5) In the administrative

structure, autonomous Loyola has been motivated by creativity, characterised by effectiveness and health for organic development and coordinated by principles of effective participation. This policy has been carried out by emphasising functional efficiency.

The concluding remarks of the Commission includes: "Ten years of autonomy to Loyola College has resulted in an educational institution not only with adequate infra-structural facilities but also innovative educational programmes, instructional methods and evaluation techniques."

NIEPA (1987), The National institute of Educational Planning and Administration supervised two studies on autonomous colleges. The first was a study visit by 21 college principals from different parts of the country to the then existing 12 autonomous colleges in Tamil Nadu. The second one was case studies of a few colleges that became autonomous before and after the National Education Policy, 1986. This study was made in 1989. The study visit by the 21 principals of the colleges was made while the policy frame work on Education (NEP) was being discussed, i.e, before 1986. The objective of the first study was to familiarise the college principals with the working of the autonomous colleges as well as to examine the strong and weak points of the working of this system so that the concept of autonomy and accountability is better understood and strengthened.

The study report concentrated on the following aspects:

(i) Concepts and practice of autonomy and accountability.

(ii) Process, problems and critical issues of autonomous functioning of colleges. (iii) Impact on students, teachers, non-teaching staff and the community at large, (iv) Structural and procedural changes required to strengthen the concept of autonomy and accountability, and (v) Policy suggestions.

This study report reveals that:

(1) some of these colleges have attempted to frame curriculum for some of the courses which have relatively close bearing on societal needs. A good number of these colleges have introduced foundation, core and applied courses (2) some changes have taken place in the methodology of teaching. (3) Most colleges have introduced internal evaluation of the students in addition to semester-end external evaluation. (4) teachers are involved in decision making on academic matters. (5) Some of the teachers have availed of the opportunities offered for professional and academic enhancement of their qualifications. (6) No systematic planning process and performance based mechanism of accountability has been introduced in these colleges. (7) The behavioural pattern of the students has significantly changed, and they seem to have become more responsible and serious about their studies. (8) Participation of the teachers and the community in the implementation led to success and solved many critical issues without much difficulty. (9) The colleges are successful to a

large extent in implementing the innovation.

NIEPA (1989) Autonomous Colleges: A Critical Analysis of Case Studies, had the objective of identifying the problems that are being faced by these colleges in implementing the scheme of autonomous colleges along with possible solutions. The findings of the study include: (1) The formation of autonomous colleges is an attempt in the direction of bringing about changes in quantity and quality of higher education. (2) The tripple objectives of higher standards in education, accountability of institution and promotion of national integration are to be achieved through bringing about radical changes in the course structure, admission policy and evaluation methods; making the autonomous colleges fully accountable for the quality and content of education and thus making them responsive to national integration. (3) the literature related to autonomy of colleges have not reached the newly formed autonomous colleges, especially of the Northern States. This might be one reason for the resistance of teachers to this scheme. (4) Organisation of training programmes for the faculty is a must for the successful impenation of the programme. (5) Making the allotted finances available in time is a condition for the success of this innovation.

#### 2.11. CONCLUSION.

The above studies looked into various aspects of autonomous colleges. The present investigation is an attempt to undertake

a comprehensive evaluation of the management of autonomous colleges. The underlying reasons for choosing this study are centred around the following points:

(1) Since collegiate education under the affiliating system is very rigidly defined and centrally controlled by the universities, any major innovation into the system has to come from above, i.e. from the UGC, University, etc. In the case of autonomous colleges, involvement of the UGC as a major partner and innovator and the universities as facilitators cannot be ruled out. But as the very term 'autonomy' signifies, it has to come primarily from the colleges as a self-determination by the 'college community', namely, the academics, the students, and the college administrators to go autonomous. There has not been any study that searched into this kind of involvement. This investigation purports to study the involvement and initiative of these agencies in bringing about autonomy to their colleges.

(2) Concluding his study, Mani Jacob (1987) made the following suggestion for future study which also was taken into account in deciding for this study: The comprehensive innovation 'College Autonomy' will be completing its first decade of implementation in 1988 and is slated to attain the status of integration in the higher education system of the country. A study of the functioning of the autonomous colleges at this stage would be of relevance and advantage to educational practices. (3) With a view to suggest a future course of action, the investigator has studied the evolution of this idea of autonomous colleges from a

historical perspective. The initial processes in bringing about autonomy to colleges are studied. Then the various programmes of autonomous functioning are studied, keeping the management of these aspects in focus. The role played by various personnel and agencies in planning, organising, decision-making, communicating, evaluating, adapting and discontinuing are studied in detail (4) The more common functions of management process and administration are planning, organising, directing, staffing, coordinating, reviewing and budgetting. In these aspects college and university administration can be seen similar to that of other organisations.

The investigator is taking some of these management concepts to form a basis for evaluating the processes and programmes of an educational innovation tried at the higher educational level in India, namely, the conferring of autonomy to colleges. There are many similarities in the processes of educational and business managements. It is true that application of business management techniques in education is still in the elementary experimental stage, and it is argued that when applied with suitable modifications, these techniques will be highly profitable for educational administration.

(5) In spite of the numerous suggestions and recommendations by Commissions and Committees, innovations in higher education in India started in an organised manner only after the coming into existence of the University Grants Commission in the fifties. Naturally, in most of these innovations and researches on them,

the UGC has been taken as the resource system and the universities as the adopter system. There are, of course, some innovations like the COSIP and COHSSIP introduced by the UGC where the colleges are the adopter system. But here the colleges had to function exclusively within the rigidly prescribed boundaries of the universities for academic and administrative activities.

Conferring of autonomy to colleges is a recent innovation in higher education and here again the UGC is the resource system and the college the adopter system, but with the difference that in most aspects the colleges are freed from the rigidity of the university system and are enabled to be their own to a great extent.

(6) There were a number of review committees to study the working of autonomous colleges. Most of these had only limited purposes, such as, statutory review by Committees instituted by the universities for extending the autonomy to colleges for another term, private studies undertaken by college managements to assess their working, etc. There has not been any comprehensive study about the whole programme on a national level to probe into the management of the processes and programmes of autonomous colleges. As such the investigator has taken up this study to evaluate the management of autonomous college programmes and the process of introducing autonomy for the first ten years from its inception in 1978-79.