UNIT 4 MANAGEMENT OF HIGHER EDUCATION: INSTITUTIONAL LEVEL

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4.0 INTRODUCTION

In the previous three units of this block, we discussed the growth and development of higher education in India as well as the issues that confront higher education in the present context in terms of the relevance and quality of programmes and also the concerns of access and equity. From this perspective, we also took a close look at the prospects that higher education will face in the immediate future in the Indian context. In order to place these concerns in the developing country perspective, we made a quick survey of the problems and prospects of higher education in the third world, before moving on to the consideration of the management of higher education at the systemic level in India. You will have noticed that an analysis of any contemporary development theme that concerns India is likely to run into far too many complexities compounded by a bewildering variety of problems and issues and an equally baffling multiplicity of institutions and structures set up
to deal with them. What we have just discussed in Unit-3 about the institutions and structures in higher education in India is an eloquent testimony to this complexity.

What follows in Unit-4 is an extension of these complexities, considered in the context of the organisational varieties and structures in higher education at the institutional level. We realise that it is not essential to master all these complex structures and processes to understand the functions of management in higher education; some insights in to them, however, are very helpful to appreciate how higher education is organised and managed in a world which is no more a paradigm of simplicity.

4.1 OBJECTIVES

After completing this Unit, you should be able to

- describe the broad organisational framework within which Indian universities are organised and structured,
- identify various types of universities according to their functions,
- distinguish the roles and functions of various decision making bodies and functionaries in universities,
- analyse various issues related to planning and management of universities and colleges in India.

4.2 UNIVERSITIES: THE ORGANISATIONAL FRAMEWORK

You will recall that in Unit-1, we discussed the birth of the modern university in India in 1857. For almost half a century, the main functions that universities performed were to grant affiliation to colleges, to hold examinations and to award degrees. It was only in 1904 that Indian universities (there were only four of them) were given the power to establish departments of teaching, appoint teachers and provide for the instruction of students directly enrolled by them. It meant that the number of new colleges seeking affiliation came down; it also paved the way for the establishment of new teaching universities. Some of these new universities at Dacca, Aligarh, Banaras, Rangoon, Patna and Nagpur were established as teaching and residential universities. This was soon followed by similar universities set up by several princely states that comprised British India before independence.

Around the same period, a number of institutions, founded primarily to promote a nationalist system of higher education (as against the modern university modelled on the British pattern) also came up in several parts of the country. These institutions functioned outside the formal structure of the university system during the British period, and were co-opted into the formal system after independence.
The constitutional dispensation, which we briefly outlined earlier, did not permit the central government to establish universities till it was revised in 1977. Nevertheless, it was inevitable that certain special institutions were required to be set up by the central government, and a chain of new institutions called ‘Institutions of National Importance’ were soon set up. The Indian Institutes of Technology, the All India Institute of Medical Sciences, etc. come in this category, adding to the variations in structures.

In this unit, we shall examine the management issues associated with Indian Universities.

4.2.1 Structure of universities

India has central and state universities, unitary, federal and affiliating universities, institutions of national importance, institutions deemed to be universities and open universities. The typical pattern, however, is of a state university with major financial support from a state government and support for its developmental programmes from the central government via the University Grants Commission (UGC) or the AICTE. On a functional basis, institutions of higher education consist of multi-faculty universities, single faculty universities (e.g. agricultural, technological and medical universities,) and institutions of national importance like IITs, AIIMs, etc. in addition to institutions deemed to be universities (BITS, IISc) and specialized universities like women’s universities, language universities, Ayurveda universities, etc. The institutions of higher learning existing at present in India fall into the following broad categories:

Universities established under Acts of Parliament and state legislatures are generally known as Central Universities and State Universities respectively (there are only 15 Central Universities in India in 1999). Almost all these Universities are either affiliating-cum-teaching or only teaching universities. They are also called federal or unitary universities. Besides general universities which are engaged in teaching and research in all the traditional disciplines, there are universities devoted to clusters of specialised disciplines like agriculture, medicine, technology, languages and law. The pattern and structure of governance of most of these universities are similar; the management responsibility vesting with an Executive Council (also known as syndicate or Board of Management) and the academic responsibility vesting with the Academic Council (also known as Senate or Academic Senate).

We shall now take a look at the different types of universities functioning in India on the basis of their structural patterns:

a) Affiliating universities

The affiliating type of universities have a number of colleges affiliated to a single university after satisfying the conditions laid down by the universities. The majority of Indian universities are primarily of the affiliating type. In the affiliating system, the university concerned prescribes the courses of study, holds the examinations and awards the degree while all the teaching is done
by the colleges. The university has very little to do with the appointment of teachers, and the administration of day-to-day academic functioning of the colleges. All it does is to periodically review the facilities available to them on the basis of which affiliation is renewed. The major preoccupation of the affiliating university continues to be conducting examinations which is by any standards a mammoth operation. The teachers in the affiliated colleges, who actually transact curriculum have very little say in the framing of courses or in the conduct of examinations; they do not generally get to participate in the corporate life of the university. The academic communities in colleges and universities have very little interaction among them. The sheer size of the student and teacher community does not allow any major innovation in terms of framing courses as well as teaching and examining practices. For long, such universities remained only as affiliating and examining bodies with no teaching and research. The main function of such universities was to control and coordinate collegiate education.

The University Act of 1904 made provision for teaching in the universities as well as the appointment of the teachers by the university. Thus the model of teaching and affiliating universities emerged at the beginning of this century. This model accommodated not only the affiliation of colleges but also teaching students in the university departments and its constituent colleges. Research has also been an important activity of this type of universities.

With the multiplication of the number of universities, it became necessary to assign to each of them specific territorial limits so that there are no jurisdictional conflicts in the matter of granting affiliation to colleges. This statutory assignment of jurisdiction (normally a group of districts) really meant that colleges located in those areas did not have any choice in seeking affiliation to a university. Their affiliation to the university in whose jurisdiction they were located became compulsory.

In the case of universities which were purely teaching this problem did not arise as their operations did not go beyond the campuses on which they were functioning. Nevertheless, their legislation still defined a jurisdiction, corresponding to the campus area, so that the territorial limits within which the universities can exercise their authority and perform their functions are clearly specified.

b) Unitary Universities

These are of relatively recent origin in India, they are modelled after the European universities or their more contemporary counterparts in the United States. They are essentially teaching campuses where post graduate studies and research or sometimes undergraduate as well as post graduate classes are held. It directly controls all aspects of curriculum transaction, including curriculum planning, teaching and examinations. A typical unitary university comprises of several schools or faculties, each of which, in turn comprises several departments. The school, faculty and departments are not loose administrative units. They are more academic than administrative organs.
All the teachers are appointed by the university, and they have greater representation on the university bodies and serve much greater role in shaping the academic decisions of the university. It is much easier in such universities to introduce innovative changes in terms of courses and other curricular and examination practices. It must, however, be admitted that although these universities have, perhaps, responded to a large extent to the need for attaining excellence, their response to the demand for access for a greater number of students, has not been as impressive as in the affiliating universities.

(c) Federal Universities

These universities do not affiliate colleges; instead they have constituent colleges, whose academic as well as administrative functions are clearly the responsibility of the university. The university controls the design of courses, selection of teachers, supervision of teaching activities and conduct of examination in constituent colleges. Teachers in the constituent colleges have greater representation on the university bodies in comparison with those in affiliated colleges. With the pressure of the number of colleges, this model has over time become ineffective. For example, Delhi University used to be largely a federal university, but now it has a more complicated structure with both constituent as well as affiliated colleges in addition to its post graduate campuses.

Check Your Progress 1

What are the major differences between 'unitary' and 'affiliating' universities?
Answer in about 50 words.

Note: i) Space is given below for your answer
ii) Compare your answer with the one given at the end of the Unit.

4.2.2 Universities according to roles/functions

We shall now move from the structural pattern to the functional types among the universities in India:
(a) Agricultural Universities

Soon after independence, Indian policy makers recognised the need for modernisation of the agricultural sector. This essentially meant creating an infrastructure for preparation of trained professionals in the field and for generating new and vital technologies related to agriculture through research and development and for making this know how accessible to farmers. Creation of agricultural universities was primarily to institutionalize the response to the demands on Indian higher education.

The first agricultural university was the GB Pant University of Agriculture and Technology at Pant Nagar, Uttar Pradesh. At present, 27 agricultural universities provide education at undergraduate and postgraduate levels and undertake research in agricultural and veterinary sciences. In fact extension work is increasingly being considered as the legitimate responsibility of the university in India, and credit for this should go mainly to the model set by the agricultural universities. The Indian Council of Agricultural Research (ICAR) does most of the funding for these universities. Most agricultural universities are single campus institutions, though in some cases there are more than one campus. Some of them have agricultural and veterinary colleges affiliated to them.

(b) Technological Universities

These again are universities specialising in a single faculty area of engineering and technology. The genesis of this category of universities is in the conversion of established colleges of engineering into autonomous institutions. The first of its kind was established in 1949 when the prestigious Thomson College of Engineering (established in 1857) was raised to the status of a full-fledged university called the University of Roorkee in Uttar Pradesh. In more recent times, and especially in the last three decades, some state governments took the initiative in setting up exclusive technological universities by bringing together several engineering colleges functioning as affiliated institutions of different universities within their states. They also organised their teaching programmes. The States of Andhra Pradesh and Tamil Nadu pioneered this movement and several others followed this example. Some of these technological universities are among the best in the country in teaching and research.

(c) Medical Universities

As in the case of technological universities, the establishment of medical universities also followed a similar pattern. To begin with, such universities were established primarily to bring together all the medical colleges in a state affiliated to different universities under one umbrella. Such universities were also established first in Tamil Nadu and then in Andhra Pradesh.

(e) Deemed Universities

Section 3 of the UGC ACT provides that an institution of higher education other than a university which is doing work of very high standard can be
declared as an institution deemed to be a university. This provision in the UGC Act enabled the central government to notify, on the recommendations of the UGC, several institutions which had made significant contributions to education and research outside the established university system, as institutions deemed to be universities, these institutions were required to redesign their academic and executive management structures to conform to the pattern of the formal universities. Such institutions enjoy the academic status and privileges of the university and are able to strengthen activities in the field of their specialization. Some of the prestigious institutions like the Indian Institute of Science, Bangalore, the Birla Institute of Technology and Science, Pilani, the Tata Institute of Social Sciences, Mumbai, the Gujarat Vidyapeeth, Ahmedabad, and the Central Institute of English and Foreign Languages, Hyderabad are institutions deemed to be universities. There were as many as 39 such institutions in 1996.

(e) Open Universities

With the purpose of democratising higher education and making it widely accessible especially to those sections of the society which had had no opportunities for higher education due to socio-economic or geo-demographic reasons or who had missed higher education to enter the world of work early in life, a few open universities have been established since the eighties. Andhra Pradesh Open University was the first of its kind to be established in India. At the national level the Indira Gandhi National Open University (IGNOU) was established in 1985. We shall take a detailed look at these universities later in this course.

(f) Institutions of National Importance

You will recall that while discussing the role of the central government in education (in section 3.2.1 of this block), we had drawn your attention to the constitutional dispensation of the powers and responsibilities in education between the central and the state governments. We had mentioned there that except to a limited, but potentially significant, extent, the primary responsibility for education was that of the states. Only the state could establish universities; the centre did not have the power to do so. However, the centre had the explicit responsibility to establish and maintain institutions and facilities which were of national importance. In pursuance of this power, the central government established, under Acts of Parliament the five Indian institutes of Technology as centres of excellence in engineering and technology education. Two similar institutions were set up in medical education, the All India Institute of Medical Sciences in New Delhi and the Post-Graduate Institute of Medical Education and Research in Chandigarh. Another major institution in this category is the Indian Statistical Institute at Calcutta. The total number of such institutions in the country is only 12. All these are highly specialised centres with state-of-the-art facilities and high quality expertise. Most of them are devoted to education and research and admit students on the basis of all India selection. The Acts empower them to award their own degrees. Most of them are funded directly by the central government and have a governance structure comparable to that of the
universities though their Governing Bodies have a fair proportion of people nominated by the government on them.

**Check Your Progress 2**

What is the difference between technological universities and Indian Institutes of Technology? Answer in about 50 words.

**Note:**

i) Space is given below for your answer.

ii) Compare your answer with the one given at the end of the unit.

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**4.3 GOVERNANCE OF UNIVERSITIES**

The experience of universities in the country varies depending upon the type of the university, the period for which it has been in existence and whether it has been under the control of the union government or a state government. One thing, however, is common to all Indian universities and that is, that they have all been established under legislation, central or state, and that they are all intended to function as autonomous institutions. In addition to the state-established universities, there is another category, namely, those which are 'deemed to be universities'. There are quite a number of them. They do not belong to a uniform pattern and their governance structure also varies from institution to institution.

Briefly stated, autonomy of a university is its freedom to organize and administer its affairs as a corporate body in accordance with the law by which it is established. The autonomous character of the university is reflected in its internal management, the freedom with which it can decide its policies and programmes, appoint its personnel, (both teaching and non-teaching), determine their relationship with one another and facilitate their smooth functioning with a view to realizing their objectives.

Obviously, a university exists primarily for its students and scholars and, through them and their work, for the society at large. It provides them learning opportunities in a variety of ways through teachers in the classrooms, books in the libraries and experimental facilities in the field or in the laboratories, opportunities of interaction with other students in seminars, tutorials, group projects or in numerous other forums and activities based in hostels, clubs and associations. An important source of learning is actual experience of social and environmental realities first hand, investigation of phenomena and situations and actual participation in activities of a creative
and developmental nature. The university should have facilities, structures, management, and above all, programmes available in sufficient variety so that each student can learn according to his/her inclination, aptitude and need. It is only thus that the student can get the best out of the university and the nation gets sustenance from its human resource developed through the university system.

The concept of education and hence of educational institutions has undergone a great change in recent years. Education is no longer just creation and dissemination of knowledge. Education also has social concerns, and must grapple with the problems of contemporary life outside its immediate areas of concern. Students and institutions have to be involved in study, work and services related to national development which have come to be called the third dimension of education. Research and creative activities of the students and institutions are channeled for tackling specific problems of regional and national development. This new concept has great potential for making education an investment rather than merely a social service. It should be able to attract far more funds for its programmes and to pay back to society handsome dividends through not only human resources development, but also participation and intervention in the whole process of socio-economic and cultural development. Through its linkages with research institutions, industry, agriculture, and the government, the university should be in a position to enrich academic programmes and offer a variety of services to the society.

4.3.1 Constitution of universities

Since the university is a creation of the legislature and legislation is always the preserve of the government of the day, it is for the governments to decide what all should go into the legislation when establishing a university. It is these provisions in the Act that will ultimately determine the nature and extent of autonomy that a university will enjoy.

It should be emphasised again that autonomy is not a legal or constitutional concept. It is the Committee on Governance of Universities said in 1971 “an ethical and an academic concept”. This concept does not question the sovereignty of the legislature to make laws or to discuss and determine the nature and structure of universities, as well as their right and their obligations. University autonomy does not suggest that universities are a state within a state, and a law unto themselves. The university cannot claim autonomy as a matter of privilege, but as a condition necessary for it to discharge its duties and obligations. The two conditions on which university autonomy is predicated are (i) autonomy within the university, and (ii) autonomy in relation to agencies and authorities external to it, particularly the government.

Much will depend on how the decision-making bodies of the university are constituted and what their composition is. At this point, it is important to remember a major, and perhaps, a unique feature of the functions associated with the management of universities. You will recall that in block 1, while discussing the functions and processes involved in the management of
universities, we have drawn your attention to a number of components. If you take a close look at these components, you will see that they fall into two categories, namely, (i) functions and processes associated with the administration of the institution, and (ii) the teaching-learning functions and their processes. While the first category of functions (which include the management and administration of personnel, finance, infrastructure), the second category is all in the realm of academic management (curriculum design, instructional system, teaching, student assessment). This later category of functions does not always lend itself to conventional styles and methods of management.

These two distinctive types of managerial functions are reflected in the governance structure of universities. Every university has two important decision-making bodies. The Executive Council (Board of Management or Syndicate) is the principal executive body dealing with all the functions of the first category, and the Academic council (in some cases called the Senate) is the principal academic body, taking all the decisions in areas falling in the second category. This duality in the decision-making processes is the unique feature of university management.

It does not follow that the broad areas of concern assigned to these two bodies are mutually exclusive, and that there are no overlaps between them. Further, the decision taken by one body may have implications for the other. For instance, if the Academic Council were to decide to launch an entirely new programme, the Executive Council will have to arrange for personnel, finances and infrastructure. On the other hand, if the Executive Council finds that due to shortage of resources, some of the current programmes require to be reviewed, the Academic Council will have to look at the issues. In other words, it is necessary for the health of the university that the two bodies function organically, with mutual respect and co-ordination though in practice it is not unusual to see conflicts arising between the two. It is inherent in the nature of functions of the universities that there is always some tension between the academics and the administrators, sometimes also institutionalised in terms of the conflicts between the Executive and Academic Councils. Normally, while prescribing the composition and functions of these two bodies, the legislation also takes care to specify the matters on which, and the manner in which, either body consults the other. However, since execution of any decision requiring funds, people and facilities is in the domain of the Executive Council, this body is perceived to have an edge over the Academic Council in terms of power and authority.

With this understanding of a significant complexity in the structure and pattern of governance of universities, we shall now proceed to take a close look at the constitution of these bodies, the functions they perform and the power they exercise.

4.3.2 The executive council

The Executive Council (also called Syndicate or Board of Management) is the authority that takes all executive decisions and implement them. All
administrative and financial powers are exercised by this body. Generally the Executive Council consists of the Vice-Chancellor as its Chairman, a Pro-Vice-Chancellor, two Deans, three or four representatives of teachers, two or three representatives (generally Heads) of colleges or institutions affiliated to the university, three or four nominees of the government, and two or three members of the Senate who are external members. There could be minor variations in this broad pattern of composition from university to university. The significant point is that it has the majority of its members from within the university, and an adequate representation of interests from outside. The internal and external representation is generally in the ratio of 3:2 with the total membership ranging between 15 and 20.

The important functions of the Executive Council are:

- making statutes and ordinances which govern the conduct of all the sub-systems of the university,
- control of the finances and properties,
- management of personnel (recruitment, promotion, conditions of service, welfare),
- supervision over the management of institutions/colleges affiliated to the university,
- redressal of grievances of teachers, staff and students.

It should be noted however that the power of legislation (rule-making) in all academic matters can be exercised only after consulting the Academic Council and its views are obtained.

### 4.3.3 The academic council

The Academic Council is the principal academic authority of the university. All decisions on programmes, courses, teaching methods, evaluation systems, academic standards, creation of new departments, etc fall within the purview of the Academic Council. However, as we have said in the previous section, the scheme of university management envisages a sharing of powers and authority between the External Council and the Academic Council, with the former enjoying a slight edge over the latter.

The Academic Council is essentially a body comprising the academics of the university. It is chaired by the Vice-Chancellor and consists of the Pro-Vice-chancellor(s), all Deans, all Heads of Departments, representatives of the Heads of affiliated institutions and colleges, and representatives of all categories of teachers both from the Department and the affiliated institutions, and in several cases also of representatives of students. Depending upon the size and nature of the university, the Academic Council can be a body of 50-250 members. Where the number of teachers is large, representation is provided normally through the method of election, and where the number of teachers is small, a system of nomination or rotation is followed.

The important functions of the Academic Council are:
- laying down the academic policies of the university;
- supervision of the academic policies and giving directions on methods of instruction, evaluation of research and improvements in academic standards;
- inter-faculty coordination for joint projects, programmes, etc.;
- recommending statutes/ordinances concerning academic matters like establishment of departments, laboratories, research centres, committees for admission and examination, qualification of teachers, award of degrees, diplomas and other qualifications, conduct of examinations, institution of scholarships and fellowships, student fees, etc.

Generally, the universities will also have a set of academic regulations that provide for procedures to be followed in various matters like admission, examination, declaration of results, etc. These regulations are also framed by the Academic Council. To the extent statutes/ordinances/regulations are internal legislations, they require the approval of the Executive Council.

Check Your Progress 3

What are the major functions of the Executive Council and Academic Council? How are conflicts in the functioning of these two bodies resolved? Answer in about 70 words.

Note: i) Space is given below for your answer.
   ii) Compare your answer with the one given at the end of the unit.

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4.3.4 Faculty/schools

As knowledge expands, and the number of disciplines and specialisations within them multiply, it becomes difficult for large bodies like the Academic Council to usefully devote attention to all the academic problems of all the disciplines. As a measure of decentralisation of the academic decision-making processes, most universities have constituted faculties or schools to take care of these problems leaving the Academic Council only to exercise a broad supervisory function. The Faculties/Schools generally comprise related or cognate departments and subjects and function with a broad measure of autonomy.

Usually, a Faculty/School consists of the discipline or subjects assigned to it by the Academic Council and consists of the Dean, all Professors in the Faculty, all Heads of Departments, representatives of different categories of
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teachers (Readers and Lectures), representatives of teacher from other faculties, and a small number of external experts.

The major functions of the Faculty/School are:

- coordination of teaching and research in the departments assigned to the faculty;
- promotion of inter-disciplinary teaching and research;
- prescribing courses of study and their syllabi;
- appointment of Boards of Studies and Committees for undertaking research projects;
- recommending the scheme of examinations and the methods of assessment of student performance.

The Faculties consisting of the members mentioned above generally function as the Boards of Studies in the concerned disciplines. Wherever new programmes and courses are proposed, the recommendations of the Faculty/School go to the Academic Council for approval/ratification. In that sense, the Faculty/School should be considered as a sub-system of the Academic Council with no independent authority or power of its own.

4.3.5 The court (senate)

The structure of governance described above is the pattern that has emerged in the last three decades or so in India. Prior to that, most universities in the country had a Court (for Central Universities) and Senate (for State Universities). This body was the supreme authority of a university. It worked in the older days, but with the growing complexity in the functioning of universities, there has been a review and reformulation of the composition, functions and powers of this body.

Traditionally, the Court/Senate consisted of a cross section of the academic community (teachers, administrations and students) and representatives of different sections of the general community outside the university (legislators, civil servants, representatives of business/industry, the learned professions, former students, and so on). All decisions taken by various organs of the university were subject to ratification by this body. Over a period of time, this practice became difficult to follow as Court’s ratification of all decisions could not be taken for granted. Where the Courts disapproved decisions, friction followed and the smooth functioning of the university became impossible.

Nevertheless, the significance of such a body, consisting as it does, of a cross section of the larger society and members of the university community was not lost sight of. After all, a university existed for the society, and the needs, requirements and aspirations of that society should find fulfillment in the activities of the university. A body like the court (senate) did precisely that: on the one hand, it reflected the society’s expectations through the members
representing the larger society, and on the other, it provided a window of opportunity to the university community to inform the general society about its policies, programmes and problems. This function of building bridges, of reviewing programmes and policies on the basis of informed views and making them responsive to social needs was considered a vital function for the management of the university.

In recognition of this role, the Court (Senate) in later legislations were designated as a ‘deliberative’ body reviewing policies and programmes, making suggestions for improvements and development, and to express views on the overall performance of the university on the basis of its annual performance reports. With this major change in its powers and functions, the Court (Senate) continues to be a body provided in the Acts of most Universities in the country. Their composition as indicated above also remains more or less unchanged.

With this change in the functions and powers of the Court (Senate), it is no more saddled with the burden of having to over-rule decisions of the university. For that reason, some of the more recent legislations have altogether dispensed with the provision to constitute a Court (Senate) for universities established under them.

4.3.6 Finance committee

All universities have Finance Committees which prepare the budget, set the ceilings of expenditure and manage the university fund. It decides on investment of funds which are not required for immediate expenditure, considers and recommends purchases of equipment and stores, construction of buildings, considers and makes recommendations on the annual accounts, and so on. The Finance Committee of a University is not an independent decision-making body. It can only make recommendations on financial matters to the Executive Council which alone can take decisions on them. Some Acts provide that certain matters which involve continuing financial commitments like creation of new positions and revision of pay scales should not be considered by the Executive Council unless the Finance Committee has considered them in the first place, and made its recommendations.

The Finance Committee is chaired by the Vice-Chancellor. But its most important members are the nominees (mostly officers) of the government which provide the finances. There are, in addition, one or two members of the Executive Council and one or two external members on the Finance Committee. In actual practice, however, the nominees of the funding agencies play a dominant role in the proceedings of the Finance Committee.

4.3.7 Other models of governance

The pattern discussed so far is what prevails for the Governance of Indian Universities which could be said to belong to the liberal tradition. However, there are variations to this pattern, specially in respect of the professional universities as well as the Institutions of National Importance.
For example, the pattern of governance of the Indian Institute of Technology (IITs,) which are Institutions of National Importance is as follows:

The Board of Governors, is responsible for the general superintendence, direction and control of the affairs of each IIT. It consists of

- the Chairman to be nominated by the Visitor;
- the Director Ex-officio;
- one person to be nominated by the government of each of the states comprising the zone in which the institute is situated, from among technologists or industrialists of repute;
- four persons having special knowledge or practical experience in engineering or science education to be nominated by the Council;
- two professors of the institute, to be nominated by the Senate.

Interestingly, the Chief Executive (Director) is not the chairman of the managing body as in the universities where the Vice-Chancellor is also the Chairman of the Executive Council.

A significant feature of the composition of the Board is that unlike in universities it does not have members of political parties and bureaucrats representing the govt. In the absence of power brokers within the Board discussions can and do take place in an objective manner.

Further, in the university system, an aggrieved person has practically no court of appeal - the VC who has made a decision is unlikely to let the issue be discussed freely in a meeting which he or she chairs. In the IIT system, the Board acts as an effective channel to get any grievance against the Director discussed.

One of the administrative innovations in the IIT system is the creation of the posts of functional deans such as Academic Affairs, Research and Development, Student Affairs in contrast to faculty based deanships prevalent in universities. It has helped to promote interdisciplinary efforts and effective management through better coordination.

The agricultural universities in India also have a somewhat different structure. They have Boards of Management and no Courts (Senates). They are involved in major extension activities and therefore have significantly larger association with the local communities in their work and management.

Check Your Progress 4

Do you consider it necessary that a university should have a forum for interaction with the larger society, as a part of its governing structure? Would such a forum interfere with the functioning of the university?
4.4 THE PEOPLE WHO MANAGE THE UNIVERSITIES

In the previous sections, we have looked at the corporate structure of the university, and the powers and functions of its decision-making bodies. By their very nature, these bodies cannot be expected to run the day-to-day affairs of the university and to remain responsible and accountable for all that it does. This responsibility vests with the officers of the university. We shall now consider who these people are, how they are appointed and what functions they perform in the management of the university.

4.4.1 The visitor/chancellor

We have seen in the previous unit that the state performs a broad supervisory function over the universities it has set up. However, in the exercise of this supervisory function, an effort is made to distance the political executive from the university management. This objective is achieved by vesting the supervisory function with the Head of State, President of India in the case of Central Universities and Governors of States in the case of State Universities. The University legislations make these provisions.

The Visitor/Chancellor performs the following functions:

- appointment of the Vice-Chancellor,
- nomination of the specified number of members on the Executive Council/Syndicate,
- approval/disapproval of statutes and ordinances or amendments to them,
- institution of inquiries into mismanagement, if any
- adjudication of appeals against the decisions of the university which are perceived to be in violation of the university law.

These functions are vested in an authority outside the university to ensure objectivity and fairness in their performance. Distancing the political executive from the processes associated with the performance of these functions strengthens this view. Nevertheless, to the extent that the Head of State has to perform his/her functions on the advice of the Council of
Ministers, the distance remains more symbolic than real. At any rate the Visitor/Chancellor cannot be conceived as officers of the university in the sense that they belong to the category of people who manage the universities. Then, who are the real managers? We shall now turn to them.

4.4.2 The chancellor

The Central Universities have a statutory office of Chancellor who is the head of the University. An eminent person in public life is appointed to this office by the Visitor on the recommendation of the Executive Council. He presides over the meetings of the court and the convocations of the university. He is not vested with any other functions or powers.

The State Universities do not have a corresponding statutory office. The Governor, who is the Chancellor, also performs these roles. To that extent, he is deemed to be an officer of the university. This duality in the role of the Chancellor’s office in State Universities has often caused considerable ambiguity and confusion.

4.4.3 The vice-chancellor

The vice-chancellor is the administrative and academic head (Chief Executive Officer) of the university. He/she is actually a scholar-administrator. He/she is the keeper of the university's conscience, as mentioned in the University Education Commission Report 1948-49. And as stated by the Kothari Commission (1964-68), he/she should be committed to the university’s pursuit of scholarship and truth. He/she has a crucial role to play in the successful functioning of the university. On him/her depends to a great extent the success with which a university is able to function effectively and efficiently to fulfill its objectives. The term of appointment of a vice-chancellor is generally for a period of three years in most of the state universities and five years in central universities. In a few states, it is four years. It is seldom that a Vice Chancellor gets a second term. The main functions of a vice-chancellor of a university are the following:

- The vice-chancellor is ex-officio the Chairman of the Executive Council (Syndicate or Board of Management) and the Academic Council as well as the Finance Committee and other statutory bodies like Planning Board and Selection Committees.
- As the Chief Executive, he/she is responsible for ensuring that the university functions in accordance with the provisions of the Act, statutes, ordinances, and regulations.
- He/she is responsible for ensuring discipline among teachers, staff and students.
- In an emergency, he/she can exercise any power of any authority and report the matter to the authority concerned for ratification of the decision.
- He/she can delegate his powers to other officers.
The vice-chancellor of Indian universities is appointed by the Visitor/Chancellor from a panel of names recommended by a Committee of eminent persons specially constituted for this purpose. These committees normally have three members – two nominated by the Execution Council, and one by the Visitor/Chancellor. The Committee recommends a panel of three or more persons from whom the Visitor/Chancellor selects one. Generally, the person to be appointed is recommended by the Government to the Visitor/Chancellor.

4.4.4 The pro-vice-chancellor/rector

The Pro-Vice-Chancellor/Rector is the second level executive officer in a university, who is appointed by the Executive council on the recommendations of the vice-chancellor. In most cases he/she is selected from amongst the senior Professors of the University though appointments from outside the university is also possible. He/she exercises the powers and performs the duties that are prescribed by the university or delegated by the vice-chancellor.

The term of office of the PVC/Rector is generally laid down by the Executive Council. It is normally three years and is co-terminus with the term of office of the vice-chancellor.

The PVC/Rector is expected to share the responsibilities of the vice-chancellor in the areas assigned to him/her. He/she also officiates for the vice-chancellor when the latter is either away from the headquarters on official business or on leave. Hence, the prime functions of the PVC/Rector is a kind of partnership with the vice-chancellor to ensure the effective functioning of the university.

4.4.5 The deans

Dean of Faculty is the Head of the faculty and is responsible to the Vice-Chancellor for the organisation of the teaching and research programmes as well as maintenance of the standards of teaching, research and extension functions in the faculty. A Dean is normally appointed from among the Professors in the Departments that comprise the faculty for a period of 2-3 years through a system of rotation according to seniority.

4.4.6 The registrar

The position of Registrar who is the head of the administrative wing of a university is a key position. He leads the university’s civil service, is the custodian of all university records, and represents the university in all its dealings with the outside world. He is ex-officio, the Secretary of all the Statutory bodies of the university, issues notices for their meetings, prepares the agenda, and also the minutes of the meetings. These key functions of the Registrar enable him/her to occupy a position of pre-eminence in the university management. He is privy to all discussions at the meetings of the various bodies, and has easy and quick access to all records which together
make him/her the most knowledgeable person as far as the university management is concerned. For that reason, he/she is in a position to render useful advice to the vice-chancellor and members of various authorities.

The Registrar is normally appointed by the Executive Council ( Syndicate) on the recommendation of a Selection Committee presided over by the vice-chancellor. Once appointed, he/she holds office till retirement. However, in recent times, appointment to this office is also being made for short tenures of 5 years at a time. Although this method of appointment continues to be in vogue in several universities, the State Governments in some cases have taken over the responsibility for appointment of Registrars. Where, in a state, there are several universities, a system of transfer of the Register from one university to another is also in vogue.

4.4.7 The finance officer

The Finance Officer is the manager of the University's funds and properties. The financial management practices in the universities in India were traditionally confined to judiciously managing the expenditure since the largest single source of income was the grants given by the government (almost 90-95%) of the total income. This required proper preparation of the budget, setting the ceilings for every item of expenditure, and ensuring that the expenditure did not exceed the ceilings. The pre-occupation of university Finance Departments was thus more on accounting and monitoring the observance of procedures than mobilising resources and managing the finances.

Since the Finance Officer was a key functionary in university management, and was responsible mainly for managing government funds, an officer from the government used to be appointed on deputation to this position by the universities. In recent times, some state governments have taken it upon themselves to appoint the finance officer who then was not an employee of the university. Though this practice amounted to the university's loss of the freedom of choice of its Finance Officer, given the dependence on the state for funds, it had to go by the wishes of the government.

Check Your Progress 5

Who is the Chief Executive of the University and who is the Head of the Administration wing? What should be the linkage between them for effective administration of the university? Answer in about 50 words.

Note: i) Space is given below for your answer.
ii) Compare your answer with the one given at the end of the unit.
4.5 MANAGEMENT OF COLLEGES

While looking at the Indian higher education system, we have repeatedly made references to "colleges", which constitutes over 80% of the system. Any discussion on management of higher education in India will not be complete unless one looks also at the management of these colleges.

College education started in the middle ages when the then Muslim rulers set up "Madrasa" for the study of History, Philosophy, Arabic and Persian. Towards the end of the 17th century, the British rulers set up more such institutions for the study of English, grammar, law, geometry, arithmetic and also Sanskrit language. By the middle of the 18th century, many more institutions came up for teaching western education, especially European literature and Science. Through the 18th and 19th centuries, several Christian Missions founded a number of institutions, mainly to train teachers to begin with, and later to teach European literature, philosophy and science. By the mid 19th century, as we have noticed, there were a number of colleges in India offering education in a variety of disciplines and subjects associated with western education along with a number of what was then known as the 'oriental colleges'.

One of the major issues that prompted the establishment of universities in India was encouragement of a regular and liberal course of education by conferring academic degrees as evidence of attainment in the different branches of the Arts and Sciences. The universities were established on the London university model, conferring degrees upon persons coming from any affiliated institution who has pursued a regular course of study for a given time and has passed the required examination. This was the original affiliating university model in which all teaching was conducted at colleges. We have already discussed the working of this model and therefore we shall move straightaway to look at the management of these colleges.

4.5.1 Types of colleges

In the previous unit, we have had a brief discussion on the relationship between the state governments and the colleges (3.4.3). We had mentioned then that colleges were mainly established by the governments or private trusts or societies. We shall now elaborate on these types.

A government college is one directly established by a state government. It functions like any their government department. The expenditure of the college is met directly by the government, through appropriations voted by the legislature; all the personnel working in the college, including teachers, are government employees. All their terms and conditions of service are the same as those applicable to the civil service (recruitment, promotion, retirement and staff benefits). Perhaps, the major departure from the regular civil servants is that teachers in government colleges have vacations.

A private college is established by a Trust or a Society registered under the relevant laws in the country. This registration is essential to give the college a
legal status. The management of the college then vests in the Trustees, or the governing body of the society. The Trust Deed or the Memorandum of Association of the society would provide for the composition of the Board of Trustees or the Governing body, and the manner of administering the college and its properties. The promoters (the Trust/Society) make the initial investments (land, buildings, equipment and staff) and generally seek some support from the concerned state government for maintaining the college in later years, as education remains a state responsibility (the notion here is that private initiatives are only to supplement the state efforts).

There is a third category of colleges, called the University Colleges. These are established and maintained by the universities themselves either on their own campuses or elsewhere in their jurisdiction. Such university colleges will have a management scheme decided by the university which appoints a Managing Committee or a Governing Body. For all practical purposes, these colleges are integral parts of the university which provides the funding and controls its work though they have a technically differentiated management structure. These colleges are also known as constituent colleges.

### 4.5.2 Colleges and the universities

Almost one hundred and sixty years ago, the British said that the purpose of establishing universities in India was to encourage education in European languages and science by conferring degrees on those who have shown evidence of having pursued a course of study in an affiliated institution and passed the required examination. It is unfortunate that this notion of passing an examination and securing a degree continues to dominate the psyche of many Indian students who enroll in colleges. It is this relationship between the university and the college is what is known as ‘affiliation’.

What are the main features of this affiliation? Most Indian Universities require the fulfillment of the following conditions:

- the college should have a legal status (the management should be by a government, or a registered Trust or Society);
- it should be providing instruction for courses of study prescribed by the university;
- it should have the infrastructure and staff to organise and conduct teaching according to the standards prescribed by the university;
- teachers should have qualifications laid down by the university;
- the management should undertake to meet all the expenditure required for the maintenance of the college.

There could be a long list of these conditions going into minute details of several requirements. It is the fulfillment of these requirements that earns for the college the status of affiliation. And once affiliated, all that the college has to do is to teach the courses prescribed by the university according to the syllabi set by it. After completing the prescribed period of study, the college
can present the students at the university held examinations, and those who qualify will get the degrees.

We have already said that in this scheme, teachers in colleges have not initiative left to them to decide what to teach and how. This situation often leads to lack of enthusiasm in teaching and indifferent teacher-student interaction. These in turn have serious consequences for the quality of education.

4.5.3 Autonomous colleges

It was to remedy some of these inadequacies of the affiliating system that a proposal to convert several colleges into autonomous institutions was seriously canvassed in the National Policy on Education 1986. The substance of this proposal was a transformation of the existing university — college relationship in which colleges could take up a lot more initiative while maintaining their affiliated status. The proposal involved:

- the university concerned declares selected colleges as autonomous colleges after satisfying itself about the record of its performance, its commitment to quality, teachers' qualifications and attainments, the quality of management and its capacity to raise resources;
- on such declaration, the college would be free to prescribe its own courses of study, design the curricula, determine the teaching methods and practices, hold its own examinations and decide its own evaluation systems;
- the university concerned will award the degrees.

The response to this scheme was less than enthusiastic. Though it was envisaged that about 500 colleges would become autonomous during the period upto 1990, the figure has reached 150 mark at the end of 1999. The reasons for this tardy progress are:

- college teachers see the proposal as a device to break their collective strength by separating the managements of several colleges from the existing unified management structure of the affiliating university;
- teachers and employees feel that the managements of colleges (government and private) will become arbitrary as they will go out of the governing discipline of the university;
- teachers apprehend an increase in their workload with no corresponding benefits;
- students fear that their load will also increase as they will have more to learn;
- some universities are reluctant to lose their more prestigious institutions from their hold.

Whatever the reasons, the fact remains that a necessary and innovative reform which would have brought the college teachers centre stage in higher
education is languishing for want of support from those for whom it was designed and developed.

### 4.6 LET US SUM UP

This unit dealt with, in some detail, the micro-management of higher education at the institutional level. We have considered the organisational structure of universities and colleges in India, their governing patterns and management structures and also the relationships among various constituents of the large structures. These discussions have been presented to provide you with a deeper understanding of the institutional structures on the one hand, and the people who manage the institutions, on the other. We hope that this presentation would have given you a better appreciation of the principles and values that constitute the culture of higher education management. Yes, we said the culture of management. The last two units of this block would have provided you some insights into the making of that culture which distinguish the management of education from the profession of managing business and industry.

### 4.7 CHECK YOUR PROGRESS: POSSIBLE ANSWERS

1. Unitary Universities are single campus institutions engaged in teaching and research in their own departments; they have no institutions outside their campuses. Federal Universities have constituent colleges involved in cooperative teaching; the colleges are integral units of the university. The affiliating university does most of its teaching through several colleges scattered over a wide geographical territory. Each of these colleges has an independent management, their teaching programmes and methods are however determined and controlled by the university.

2. The Indian Institutes of Technology (IITs) were established by the Government of India as institutions of National Importance through an Act of Parliament. They were designed to be centres of excellence in education and research in engineering and technology and allied fields. The technological universities established by the State Governments, on the other hand, are umbrella institutions to which all existing engineering colleges in a state are affiliated. They have also their own departments engaged in teaching and research of a high order.

3. The Executive Council, as the name suggests, is concerned primarily with the executive governance of the university as an organisation, managing its personnel, finances and properties. The Academic Council concerns itself with the core functions of the university, namely, organising teaching and research, designing and developing the curricula, determining the teaching methods and prescribing the student assessment procedures and practices. Without performing these functions, a university cannot exist; but for performing them, it needs
personnel, funds and facilities. To the extent that these key inputs are controlled by the Executive Council, there can be conflicts, but the top management of the university which is at the helm of both the councils can guide and lead the members of both bodies to reach decisions that are in the best interests of the university.

4. A university is essentially a social system. Its policies and programmes should therefore reflect the expectations as well as the aspirations of the society that supports it. There can be no better way to ensure this synergy between the university and its environment than to provide for an interactive, mechanism as a limb of the university's structure. It is of course necessary to ensure that this instrument, while mirroring the social concerns, does not have the power to overrule the university's decisions.

5. The vice-chancellor is the Chief Executive and Academic Officer of Universities in India. He heads both the academic and administrative organisations of the university. The Registrar, who is responsible for the administration (property, personnel and records) functions under the overall supervision of the vice-chancellor. His major responsibility is to advise the vice-chancellor on all matters relating to the internal administration, university rules and procedures, methods and practices and so on. He is also responsible for carrying out all decisions taken by the university.
REFERENCES AND SUGGESTED READINGS

(Given below are the titles which have been used to prepare this Block. It is NOT suggested that you should go looking for these books to study them in original. If you can manage, you may look for a few titles, but they are not obligatory for completing the course successfully).


IGNOU (1997) *INTEND-OPENET*, New Delhi : IGNOU.


NIEPA (1985) National Commission on Teachers in Higher Education, National Institute of Educational Planning and Administration, New Delhi.


Dear Student,

While studying the units of this block, you may have found certain portions of the text difficult to comprehend. We wish to know your difficulties and suggestions, in order to improve the course. Therefore, we request you to fill out and send us the following questionnaire, which pertains to this block. If you find the space provided insufficient, kindly use a separate sheet.

**Questionnaire**

Enrolment No. □□□□□□□□□□

1. How many hours did you need for studying the units?

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2. Please give your reactions to the following items based on your reading of the block:

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3. Any other comments:

Mail to:
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STRIDE, IGNOU, Maidaan Garhi
New Delhi - 110068, India.