

**MANAGEMENT
OF
HIGHER EDUCATIONAL INSTITUTIONS IN KERALA**

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This is to certify that the dissertation entitled "Management of Higher Educational Institutions in Kerala" is a record of research work done by Shri. R. Gangadharan Nair, a part-time research student of Doctor of Philosophy in the School of Management Studies, Cochin University of Science and Technology during the period of his study.

The dissertation is the outcome of his original work and has not formed the basis for the award of any Degree, Diploma, Associateship, Fellowship or other similar title or recognition.

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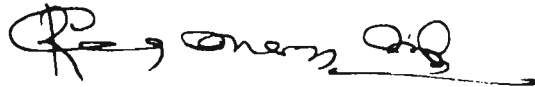
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D E C L A R A T I O N
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P R E F A C E

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The absence of innovative models evolved through systematic enquiries for the management of higher educational institutions has been pointed out by many educationalists and researchers in the field. The objective behind the present study 'Management of Higher Educational Institutions in Kerala' is to develop a model for a better and a more efficient system of management of higher educational institutions on a uniform level. An attempt is made in this study to attain the above objective through a systematic analysis of the existing management practices followed by these institutions, their organisational behaviour and their distinctive characteristics. To develop a model for the management of an open system, one has to consider the entire management processes involved, the interactions of the processes with one another and the organisational characteristics as a whole, rather than an isolated analysis of a single element or phenomenon of the system. The study is, therefore, designed to proceed in an explorative way so as to give due weight and emphasis to all these factors.

The sources of motivation for conducting such an explorative and to some extent interdisciplinary study are

mainly three. My career both as a student and teacher in the faculty of commerce and my association with the higher education system of the State for more than a decade are the primary source. I have been much fascinated by the spectacular growth of Management Science during the recent past and the changes that are being brought in the organisational character of both industrial and other institutions through their practical application. They have very often stimulated my mind to an analysis of the impact of the principles of management in the institutional behaviour of the higher education system. I happened to have a number of occasions, in the early beginning of 1984, to discuss the matter with Dr. C.M. George, Professor, School of Management Studies, Cochin. He, with his deep erudition and long practical experience, gave clarity to the somewhat vague idea lurking in my mind and inspired me to make an indepth study of the subject. He, lateron, kindly agreed to supervise the study. But for his untiring guidance and proper direction this study would not have been completed. I take this opportunity to record my profound sense of gratitude to my supervising teacher Dr. C.M. George.

The field work of the study is conducted in twenty six Arts and Science multifaculty colleges spread-over through

out the length and breadth of the State of Kerala. The academic community as a whole, especially the learned Principals and Professors and other functionaries in the administrative wing welcomed the study with great enthusiasm and extended to me their maximum cooperation. Their academic, intellectual and emotional involvement of a high order in the process of providing information for the study was yet another source of encouragement to me. Apart from supplying the necessary information through questionnaire, schedule and interview, they were only happy in laying bare the realities of life lived within the precincts of these institutions of higher learning. I recall the sense of satisfaction shown by a number of informants in many colleges for getting themselves involved in the deliberations of managerial problems of their institutions for the first time in their academic career. I hardly find words to express my gratitude for the sincere cooperation, love and wisdom bestowed upon me by all those learned academicians and other functionaries.

I am also thankful to all the respectable functionaries at the department of Collegiate Education, Zonal Deputy Directorates of Collegiate Education, Department of Higher Education, Finance and Stores Purchase Departments of the Government Secretariat and Directorate of College Development Councils of Kerala and Calicut Universities who rendered

valuable assistance to probe into the problems of the complex nature of education management. It would be a grievous fault on my part if I ignore at this moment the precious help extended to me by the various Managing Agencies of the unitary type colleges included in the study, the Nair Service Society, the Sree Narayana Trust and the Muslim Education Society. I gratefully record my sincere appreciation of the help and cooperation rendered by all those individuals and associations.

I have had the privilege of consultations with a number of learned academicians in the teaching and research departments of Education, Commerce, Sociology, Psychology and Statistics of the Kerala University at different stages of the study. Dr. C.M. Purushothaman Nair, Professor and Head of the Department of Commerce; Dr. K.R. Sivadasan, Professor, Department of Education; Dr. K. Sivadasan Pillai, Director, Centre for Adult Education and Extension; Dr. P. Gopala Pillai, Professor and Head of the Department (Retd) of Psychology and Sri. J. Rajasekharan Nair, Reader, Department of Statistics are some among them who rendered valuable consultations to me. I acknowledge my sense of gratitude to each one of them.

I am happy to record my appreciation of the help and cooperation extended to me by the Director, School of

Management Studies, and his office bearers for enabling me to pursue this study. I also owe my thankfulness to the University of Science and Technology, Cochin for permitting me to conduct this study on a part time basis.

My friends and colleagues working in affiliated colleges and in the Institute of Correspondence Courses were also kind enough to encourage me in all possible ways to conduct this study. I also take this opportunity to express thanks to all of them especially to Dr. N. Jose Chander (Director) and Sri. P.K. Rajan (Reader in English and member of the Syndicate, Kerala University) in the Institute of Correspondence Courses for sharing their rich experience in the field of higher education. I am also most grateful to my wife, who is also a teacher in Psychology in one of the professional colleges in Kerala, for her sincere cooperation for the overall performance of the study.

I acknowledge my indebtedness to the University of Kerala for granting me six months' leave with all service benefits for writing this report.

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Chapter I

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

Economists consider education as an investment in man. Education develops human resources necessary for the economic and political growth of any nation. Adam Smith stressed the importance of education and included the acquired and useful activities of all the inhabitants or members of society in his concept of fixed capital.¹ Karl Marx shared with Smith's view when he laid down that the function of education in a socialist society will be to overcome the alienation of the worker from the means of production; while developing the technical skill it will make him a complete man as well as a

¹ John Vaizey. "What Some Economists said about education," in Readings in the Economics of Education (Paris: UNESCO., 1968), p.52.

producer.² Education is also considered as a powerful instrument for social change. By inculcating moral and spiritual values, it brings changes both in the individual and in the society. It aims at creating a social order founded on the values of freedom, social justice and equal opportunity.³

Institutions imparting education are generally called as 'Service Enterprises'. Service organisations, so vital and value oriented as educational institutions, have to be properly managed in order to obtain the maximum results conducive to the social, political and economic development of a nation. But systematic enquiries into the management practices of service organisations have practically been neglected until recently. Management science developed spectacularly nowadays has recognised management as a basic input in all forms of human endeavour. If this be so, the techniques of management used extensively in other enterprises are equally applicable *mutatis mutandis* in service organisations including education where also management is a basic input. As such the present study is an attempt to enquire into the management practices followed and the management techniques used, if there is any, in one of the service enterprises namely higher educational institution. Before going into the statement of the problem and the rationale of the study, it seems necessary to have a

² Ibid., p.55.

³ Planning Commission, Third Five Year Plan (New Delhi: Government of India Publication, 1961), p.537.

brief explanation of the two terms, viz. (i) Higher education and (ii) Management.

1.1.1. Higher Education

The University Grants Commission of India brings within the ambit of higher education such institutions as "degree and diploma awarding Universities, institutions of national importance, deemed Universities and colleges of general and professional nature."⁴ This shows that diploma awarding vocational institutions like polytechnics and other such technical institutes are excluded from the sector of higher education. Universities prescribe the course content, curriculum, standards and methods of teaching, conduct of examinations and also award degrees/diplomas for various courses under the higher education system. Universities thus exercise academic control over the students, faculties and institutions imparting higher education in the above sense of the term. They wield this control by virtue of power given to them by the Central legislature or the State legislature as the case may be. For instance, there are the Central Universities like the Jawaharlal Nehru University, the Banaras Hindu University etc. established and governed by the Central Acts. There are State Universities (like the University of Kerala) established and governed by

⁴ Universities Handbook 1983-84 (New Delhi: Association of Indian Universities), p.ix.

a state enactment. Universities are generally of four different types.

(a) Teaching, residential and affiliating type - a number of separate colleges are affiliated to this type and the University itself will run its own teaching and research departments.

(b) Federal type - usually limited to a city with a number of colleges or departments closely associated with the works of the University.

(c) Unitary type - with all the teaching and research carried on at the campus.

(d) Purely affiliating type.

A University is a corporate body with a distinct corporate personality. An Act by which it is established usually prescribes only broad out-lines and general provisions under which a University has to function. Considering the technical nature of the business of the University and also the concept of University autonomy, such Acts give wide scope for delegated legislation. The power to make delegated legislation is vested in its three organs viz. a Senate an Academic Council and a Syndicate. The Senate makes the Statutes, the Academic Council passes the Regulations and the Syndicate issues Ordinances, Rules, Byelaws and Orders. University autonomy refers to the governance of a University

by its own community. The important implications of autonomy within the University are that the academic element or teachers in the University should have the final authority in all academic matters and that lay or nonacademic element and administrators should serve the academic interest of the University and not dominate the academic element.⁵ Academic freedom is the right of the teachers to express their opinion freely and their right to dissent. The teaching community individually or jointly must have the freedom to challenge the accepted pattern of social behaviour and social institutions at the intellectual level. Some of the educationalist use the words 'University Autonomy' and 'academic freedom' to mean one and the same thing. A lion's share of the financial requirements of the Universities and higher education are met by the Government. A democratic government may not be prepared to accept this concept of University autonomy on the ground that as the major financing agency and as the custodian of the moral and ethical values of the state, the Government should have some kind of control over the affairs of the University. The University Education Commission observed: "We must resist, in the interest of our own democracy the trend towards Governmental domination of the educational process. Higher education is undoubtedly an obligation of the state, but state aid should not be confused with state control over academic

⁵ S.R. Dongerkey, University Autonomy in India (Bombay: Lalvani Publishing House, 1967), p.2.

policies and practices."⁶ According to the Carnegie Commission (U.S.A.), complete autonomy is generally neither sought by higher education nor it be given by the Government, higher education however, should be substantially self-governing in its intellectual conduct, its academic affairs and its administrative arrangements.⁷ But J.N. Kaul disagrees with the above two views when he says that Government management of Universities is not itself an evil design, in fact, the Universities should consider themselves lucky if they are managed by Government with or without coercion.⁸ In Kaul's own words "the litmus test is not the extent or degree of Government control but the freedom with which a University will exercise its moral intellectual virtues."⁹

There is no separate planning machinery for education in India. Educational planning, in India, is a part of our Five Year Plans. Among the various approaches to educational planning, three approaches are widely recognised, viz., Man

⁶ Report of the University Education Commission: 1948-49 (Delhi: Government of India, 1949), p.48.

⁷ Members of the Committee, A Digest of Report of Carnegie Commission on Higher Education--Governance of Higher Education (New York: Mc-Graw Hill, 1973), p.167.

⁸ J.N. Kaul, Governance of Universities--Autonomy of the University Community (New Delhi, Abhinav Publications, 1988), p.221.

⁹ Ibid.

power approach, Social demand approach and Human resources development approach. In man power planning, the criteria for allocating the scarce resources on education are determined on the basis of man power requirements of the economy. Education is considered as a factor of production and investment in education is directly related to economic growth. The development of human resources through the education system is considered as an important pre-requisite for economic growth and a good investment of scarce resources, provided the pattern and quality of educational output is geared to the economic man power needs.¹⁰ One complaint against our educational planning is that it is not related to man power planning. Education is a sub system of the social system. While making plans on education, considerations other than economic considerations may also play a dominant role. In the past the opportunity for higher education was restricted to a limited and privileged few and a big majority were denied higher education due to social, economical and political reasons. The prime consideration during the post independence period was to ensure equalisation of educational opportunities. If equalisation of educational opportunities means equalisation of opportunities for acquisition of knowledge through formal education, man power planning in terms of number of person required to meet

¹⁰ Philip H. Combs, What is Educational Planning (Paris: International Institute of Planning, 1970), p.40.

manpower needs generally restrict enrolment and deny equal opportunities.¹¹ Thus attainment of both equalisation of educational opportunities and adoption of man power planning system may have conflicting objectives. The social demand approach, on the other hand, accepts the principle that the courses of higher education should be made available for all those who are qualified by ability to attain them and who wish to do so. The assumption of this approach is that education is a social infrastructure for development purpose and is an end in itself.¹²

Higher education in this country is said to be on a crisis. The first initiative, taken in independent India, was the appointment of the University Education Commission (1948-49) under the chairmanship of the famous scholar Dr. Radhakrishnan. After fifteen years, one more Commission was appointed under the chairmanship of Dr. D.S. Kothari - (Education Commission 1964-66). Both these commissions visualised a grand design for the renovation of the vast edifice of higher education by making a number of detailed recommendations. In 1982 J.P.Naik, the then Member Secretary of the Kothari Commission, after analysing the changes that

¹¹ Alexander V. Alex, Human Capital Approach to Economic Development (Delhi: Metropolitan, 1983), p.214.

¹² H.M. Phillips, Education and Development in Economic and Social Aspects of Educational Planning (Paris: UNESCO., 1964), p.27.

took place after publishing the report of Kothari Commission, wrote: "the crisis in higher education still continues - over production of educated persons, increasing educated unemployment, weakening of student motivation, increasing unrest and indiscipline on the campus, frequent collapse of administration, deterioration of standards and above all the demoralising effect of the irrelevance and purposelessness of most of what is being done."¹³

1.1.2. Management

Modern age is very often described as the age of organisations. Limitations of individual talent and efforts instinctively unite people to work in groups and form organisations. Chester Barnard¹⁴ (1886-1961) classifies these individual limitations into Physical, Environmental, Biological, Psychological and Social. When people work in groups to achieve selected objectives, they need management. Every institution whether it is economic enterprise or service organisation, requires methods for making decisions, ways of communicating information and ideas and ways of evaluating the success of an enterprise in meeting its objectives and

¹³ J.P. Naik, The Education Commission and After (New Delhi: Allied Publishers (Pvt) Ltd., 1982), p.163.

¹⁴ Chester I. Barnard, The Functions of the Executive. 13 ed. (London: Harward University Press, 1958), pp.22-37.

thus every institution requires management.¹⁵ This kind of organised effort can be identified in almost all activities in modern society. Business institutions, hospitals, churches, military units, Universities etc., are organisations in this sense. Organisation will then mean a similar thing whether applied to a military, a religious, an academic, a manufacturing or a fraternal corporation, though the physical environment, the social environment, the number and kinds of persons and the bases of their relations to organisation will be widely different.¹⁶ Management process, thus, has an universal application.

A widely accepted classification identifies four main stages in the development of Management thought, viz. (i) Pre-scientific management era (developments upto 1880); (ii) Classical era consisting of the scientific management era and the Process management era (roughly from 1880-1930); (iii) Human relations era (between 1930 to 1940); and (iv) Modern management era. During the Pre-scientific management era, management was on a trial and error basis without any theoretical frame work. Some basic principles were identified during this period to accomplish goals, but those principles were not recognised as separate entities. For

¹⁵ Warren Haynes and Joseph L. Massie, Management Analysis--Concepts and Cases (New Delhi: Prentice Hall of India (Pvt) Ltd., 1967), p.1.

¹⁶ Chester I. Barnard, op.cit., p.73.

instance, the most significant contribution of the Babylonians to management thought was the Code of Hammurabi which clearly recognised managerial responsibility and managerial authority.¹⁷ SunTzu in his work The Art of War (500 BC) recognised planning, directing and organising as necessary ingredients for any form of military administration.¹⁸ It is also believed that the Greeks during the Pre-Scientific management period were aware of the Universality of management, specialisation, and delegation of authority.¹⁹ During the medieval period religious groups such as Roman catholic churches and military organisations seem to have depended on management principles for the better working of their organisations. Organisational structure based on a hierarchy of authority, specialisation and line and staff concepts existed in the churches and armies of the middle ages.²⁰

¹⁷ Claude S. George, Jr., The History of Management Thought. 2nd ed. (New Delhi: Prentice Hall of India (Pvt) Ltd., 1974), pp.9-10.

¹⁸ Thomas P. Phillips, Roots of Strategy (Harrisburg: Military Service Publishing Co., 1955), p.23.

¹⁹ Claude S. George, Jr., op.cit., p.27.

²⁰ R.K. Lele and J.P. Mahajan, Principles of Management (New Delhi: Pitambar Publishing Co., 1982), p.134.

The birth of the organised movement in search of a rational and cohesive science of management is generally credited to F.W. Taylor.²¹ A group of engineers in America under the leadership of Taylor (1856-1915) developed a co-ordinated system of shop management. Later he expanded his concepts into a philosophy known as Scientific Management. Taylor's major thesis is that the maximum good for all society can come only through the co-operation of management and labour in the application of scientific methods to all common endeavours.²² Henri Fayol, (1841-1925) a French Engineer and industrialist extended Taylor's management principles beyond production management. Fayol considered management as a process consisting of five primary functions: planning, organising, commanding, co-ordinating and controlling. He proposed fourteen principles of management viz. division of work, authority and responsibility, discipline, unity of command, unity of direction, subordination of individual interest to the general interest, fair remuneration of personnel, centralisation, scalar chain, order, equity, stability of tenure, initiative and esprit-de-corps (harmony and unity).²³

²¹ Harold Smiddly and Lionel Naum, "The evaluation of a Science of managing in America", in The Evolving Science of Management ed. Melvin Zimetand Ronald G. Greenwood (New York: American Management Association, 1978), p.279.

²² Claud S. George, Jr., op.cit., p.92.

²³ Henri L. Fayol, General and Industrial Management (London: Sir Isaac Pitman and Sons Ltd., 1949), pp.20-97.

In the human relations era, we come across contributions of psychologists to management. Elton Mayo (1880-1949, a Harvard Professor born in Australia and trained in psychology), gave effective leadership for conducting experiments at the Hawthorne plant of the Western Electric Company in Chicago during 1927-1932. The Hawthorne studies revealed that a manager to be effective must recognise and understand the individual as a person with wants, drives, motives and personal goals which need satisfaction. These studies paved the way to increased application of behavioural science to management.

In the modern management era, (that is developments after 1940) there arose different schools of thoughts and their theories based on different aspects of management. Emphasis was given mainly to four aspects, organisational behaviour systems management, contingency management and operations management. The organisational behavioural theory is the outcome of the human behaviour school. This school concentrates on the 'people' part of management and rests on the principle that where people work together as groups in order to accomplish objectives, 'People should understand people'.²⁴ The social system school recognises an enterprise

²⁴ Harold Koontz, "The management theory Jungle" in Readings in Management, 3rd ed., Max D. Richards and William A. Nielander, ed. (Bombay: D.B. Taraporevala Sons and Co. (P) Ltd., 1971), p.9.

as a social system. Chester Barnard, who considered organisations as systems of co-operative effort and co-ordinated activities, is considered as the originator of the social system approach. Under the systems approach the functions of an enterprise are analysed in terms of system inputs - processing and outputs. Identification of the various sub-systems in the system, analysing internal and external environmental factors affecting them, their interactions with each other, their roles and resolving role conflicts are the main features of the system approach. The contingency approach gives emphasis on the relevancy of managerial actions under different contingencies. The behaviourists were concerned primarily with the human aspects of organisation and management. But the management scientists who concentrated on a much more scientific approach developed the operation research. Operation research makes use of mathematical models representing the technological and economic data of the problem and provides quantitative analysis for decision making.²⁵

Thus, there is a Plethora of views and definitions of management. Different approaches to the subject culminate in different definitions. The proponents of scientific management lay stress entirely on the 'best and cheapest way of getting things done' ignoring the human side. The behaviourists, on

²⁵ M. Satyanarayana and Lailtha Raman, Management Operation Research (Bombay: Himalaya Publishing House, 1980), p.4.

the other hand, give more importance to management of people. The definitions given by the management process school appear to be useful for a general understanding of the various functions of management. In fact, viewing management through its functions and analysing the interactions of various functions can also be considered as a system approach. Followers of Management process school, view management as an activity made up of different functions. The functions identified by them are planning, organising, actuating and controlling.²⁶ However, Management Scientists belonging to this school later on modified and/or added some more functions. And this functional approach got wider recognition among academicians on the subject.

1.2. The Problem

Despite the universal acceptance of the principles of management in organised institutions, the same has not received much headway in a planned endeavour like higher education in India. Most of the Commissions and Committees appointed by the University Grants Commission as well as the Central and State Governments to probe into the problems of higher education in this country have only pointed out in a

²⁶ George R. Terry and Stephen G. Franklin, Principles of Management 8th ed. (New Delhi: All India Traveller Book seller, 1987), pp.31-33.

general way that the system suffers from rigid and conservative management models. The Kothari Commission²⁷ expressed its hope that in future academicians, educational administrators and other interested persons would come forward to study seriously the problems of academic management and suggest ways and means to bring a radical improvement in the present somewhat chaotic situation. It seems that higher education system in this country requires a liberal application of the principles and techniques of management science. The investigation of the whole system of higher education through the perspective of management, is a task to be undertaken by the management faculty, even though there are many areas in the system where interdisciplinary approaches are feasible. The studies so far conducted centre round such aspects like students and faculty participation, student unrest, University finance etc. A review of those studies shows that no systematic enquiry on the management aspect of higher educational institutions has so far been done particularly in the State of Kerala. M.B. Buch and R. Govinda in their survey of researches done in India upto 1983 on educational management have pointed out that no study of a research standard has been done with regard to the innovative models of management and administration; the studies have dealt with mainly secondary school administration and almost

²⁷ Report of the Education Commission 1964-66 (New Delhi: Government of India Publication, 1966), p.325.

completely ignored the collegiate level.²⁸

The state spends twelve to thirteen per cent of its total educational outlay on higher education. Seventy-seven per cent of the total Arts and Science colleges in the state are in the private sector. The entire revenue expenditure of these private colleges are met by the State Government. The entire staff of these private colleges are under the direct payment system. The managing agencies of these private colleges are controlled by religious trusts or religious groups, the majority of which belong to minority communities. Minority community managements enjoy Constitutional privileges to establish and manage educational institutions. The State Government, by force of circumstances, extended this privilege to other forward communities also. The financial requirements to establish private colleges are met by the managing agencies. All the colleges, (both under private agencies and Government) receive grants from the U.G.C. under various schemes. During the post independence period, the higher education system in the State witnessed a mushroom growth, both in number of institutions and enrolment. This growth caused much strain on the administrative machinery. It is generally believed that high intake of students reduces the quantum of facilities available in colleges and the financial input being far

²⁸ M.B. Buch and R. Govinda, "Educational Research in India-An overview", in Third Survey of Research in Education 1978-83; ed. M.B. Buch, (New Delhi: National Council for Educational Research and Training, 1987), p.20.

too short of demand, the quality of output is deteriorating. It is quite unknown whether these institutions are effectively utilising the valuable scarce resources placed at their disposal. It is also quite unknown whether the managements at the institutional level are aware of and are putting into operation any of the generally accepted principles of management. The present study is undertaken with a few questions in mind, namely,

- (1) whether the existing style of management of these institutions by various managing agencies and Government is sufficient for the healthy development of these institutions;
- (2) whether the techniques of management applied in industry and commerce are applicable in the management of educational institutions;
- (3) how far these institutions are successful in exploring the potential sources of finance;
- (4) how far the management at the institutional level is aware of the generally accepted principles of management; and
- (5) what are the constraints, if any, for the effective application of these principles.

1.3. Specific Objectives of the Study

The following objectives have been set for this study:

1. To study the cultural and social environment of higher educational institutions in Kerala and assess the impact of such environmental factors in the total management process of these institutions;
2. To examine the rate of growth in enrolment and in expenditure of Arts and Science colleges in Kerala and the role of Government and private agencies in running them;
3. To ascertain how far these institutions are successful in exploring and utilising financial resources and to compare their effectiveness in Government and private colleges in Kerala;
4. To identify the peculiarities, if any, in the organisational structure of higher educational institutions;
5. To examine the nature of external formal controls over these institutions and the validity of the principle of unity of command,
6. To measure the leadership style of the Principals of Arts and Science colleges and to ascertain the level of academic participation in decision-making and the nature

of delegation prevailing in these institutions;

7. To examine whether a sound information system exists in these colleges and the extent to which the information system is made use of as a tool for decision-making;
8. To ascertain whether there is any kind of motivation among teachers for teaching and acquiring higher skills; and
9. To develop a functional model for the effective management of higher educational institutions and suggest structural changes, if required, to be brought into the system for such effective management, taking into consideration the findings of this study and the perception of the functionaries at institutional level regarding the observations made by Commissions/ Committees which probed into the affairs of the higher educational institutions in Kerala.

Chapter II

REVIEW OF RELATED LITERATURE =====

Systematic enquiries in the field of management in higher education are of recent origin. This is true of well developed countries in the West as well as of the developing countries like India in the East. In this chapter an attempt is made to review the literature related to such enquiries based on both philosophical and methodological analysis. The review is sub-divided into three parts: (1) related literature in the West; (ii) in India; and (iii) in Kerala, as this study centres round the management aspects of educational institutions in the State.

2.1. In the West

Advanced countries of the West, particularly America seem to have first entered the field attempting to develop a simple theoretical structure for higher education. The theories

so far developed centre round the systems approach which has been widely recognised as a research methodology in social science particularly for dealing with problems of education management. In systems approach we consider the inter-connections, the compatibility, the effect of one upon another, the objectives of the whole, the relationship of the system to the users and the economic feasibility, more than the parts standing in isolation or the functional components.¹ An educational system is a comprehensive complex system made up of many sub-systems. In order to establish an effective educational system, the systems approach must be applied not only to the design of the total system but each of its sub-systems.²

Officials of the New York City Public School made an experiment in 1967 to introduce in the Public School the Planning, Programming, Budget System (P.P.B.S.).³ Four aspects of the system were subjected to programme planning, viz. organisation, budget, personnel and curriculum. Systems Development Corporation was employed to undertake the study.

¹ Jay Forrester, Industrial Dynamics (Cambridge: The M.I.T. Press, 1961), p.5.

² James A. Roble, "An Anatomy of Systems Approach-- An Overview of methodology in education" in Systems Approach: Its Application in Education, ed., Motilal Sharma (Bombay: Himalaya Publishing House, 1958), p.56.

³ Shelly Umans, Management of Education (London: Pitman Publishing, 1972), pp.46-47.

The study revealed that the following analysis are necessary to introduce the systems approach.

(a) The educational and/or social objectives involved; (b) The major feasible alternatives; (c) For each alternative, the best available estimates of the benefits (and/or penalties) relevant to the objectives for each year considered; (d) For each alternative, the best available estimates of the total cost for each year considered; (e) The major assumptions and uncertainties associated with the alternatives; and (f) The impact of each alternative on other programmes, other activities, other level of the school system and upon private organisations if applicable.

Shelly Umans⁴ however considers that the application of systems approach to education management is rather difficult due to the following reasons:

(1) The most difficult task in any system design is a clear definition of objectives or specifications. In education the operational objectives are not clearly defined; (2) The education process is infinitely complex; (3) Unlike the case in Industry and Government there is a scarcity of demonstrable educational models for different processes and situations; (4) There is no valid and reliable instrument to measure objectives and results of education process; and

⁴ Ibid., pp.42-45.

(5) 'The human condition' plays an important role in education and the application of systems approach, it is feared, will lead to dehumanisation of the system.

In spite of these limitations, the systems specialists do not rule out the possibilities of the application of this approach to education. Comparing it with other approaches, they find it retaining a number of advantages even on the face of the peculiar nature of management in education. The purpose of the systems approach is to optimise outcomes by maximising the utilisation of available resources. This purpose is best realised when a systems approach is employed to planning, implementing and evaluating educational organisations and structures.⁵

James A. Roble of Southern Illinois University⁶ (USA) divided the systems approach in the design of an education system into eight basic steps, namely: (1) Establishing objectives for educational system; (2) Analysis of Variables--inputs and resources; (3) The design process. (He gives major stress to this step--it involves a careful analysis of both the objectives and the resources in order to establish an effective set of functions, sub-systems or sequences of events

⁵ T.A. Ryan, "Systems Approach--A Conceptual Analysis" in Systems Approach--Its Application in Education, Op.cit., p.31.

⁶ James A. Roble, Op.cit., pp.57-58.

that will obtain the desired results); (4) The feasibility study (to determine whether the objective can be accomplished and whether the time effort and resources expenditure necessary to attain the goal are justified); (5) The pilot programme testing; (6) Monitoring for feed back; (7) Tabulation, analysis and evaluation; and (8) Modification and re-evaluation (when the performance does not meet the required criteria).

Based on the systems approach and system analysis several models have also been developed. Umans Shelley refers to the model developed by Floyd Robinson, the problem action continuum model of R.I. Miller; and the three simulated models (Resource allocation model, Achievement model and Model of models) developed by Jose Classerman, etc., as the early attempts in this direction.⁷ Edward P. St.John⁸ suggested a General Management Interventional Model for small and medium sized colleges and universities. He developed this model after conducting elaborate studies in five institutions funded in the Advanced Institutional Developmental Programme (A.I.D.P). The model is as follows:

⁷ Quoted by Umans Shelley, Op.cit., pp.53-65.

⁸ Edward P. St.John, "Management System Development-An Intervention Model for Developing Colleges and Universities" The Journal of Higher Education, 51 (1980), pp.285-299.

INTERVENTIONAL MODEL - DEVELOPMENTAL MATRIX FOR
PLANNING, MANAGERIAL, EVALUATION AND ENQUIRING SYSTEMS

Phase	Planning	Managerial	Evaluation	Inquiring
I Creation	Short Range Programme Planning	Informal collaborative interactions, task oriented management.	Market studies, supply demand studies, knowledge of educational trends.	Informal, interpersonal, judgemental, consensual.
II Direction	<u>Add</u> long range planning capacity	<u>Add</u> Formal systems for maintaining existing program.	<u>Add</u> Assessment of program impact, student, faculty attitude etc	<u>Add</u> Standard format, reports of transactions, functional budgets, annual reports --some computerisation.
III Delegation	<u>Add</u> Department and college based planning	<u>Add</u> Delegate management responsibilities to administrative unit and formalisation of management policies and procedures.	<u>Add</u> assessment of sub-unit performance on stated objectives	<u>Add</u> Unit cost analysis seeking comparative data on costs, work-loads and performance data, computers required.
IV Co-ordination	<u>Add</u> Systemwide Planning, priority and goal setting.	<u>Add</u> System of coordinating diverse subunit activities and initiating co-ordinated activities	<u>Add</u> Prioritising and assessing competing system wide objectives	<u>Add</u> Objectives expressed as programs, PPBS attempted, simulate models to evaluate alternatives program cost analysis-extensive computerisation.

He divided the general concept of an institutional management system into four components, viz., (i) Planning; (ii) Managerial (day to day decision systems); (iii) Evaluation (system for evaluating progress towards planned outcome); and (iv) Inquiry (data bases and information retrieval systems used by the other three systems). This model is based on the assumption that the conditions of higher education—the levelling and the eventual decline in enrolments and increasing fiscal difficulties of both public and private institutions—have increased the importance of formal management systems.⁹

Philip Kotlar and Patrick E. Murphy¹⁰ suggest another simple model for strategic planning. The authors defined strategic planning as the process of developing and maintaining a strategic fit between the organisation and its changing marketing opportunities. The model suggested consists of four steps, viz. (1) The institution must carry out a careful analysis of its environment consisting of internal environment, market environment, competitive environment, public environment and macro environment; (2) The next step is reviewing the major resources. Resources analysis provides a key to what it can accomplish and it consists of an analysis of resources like personnel, funds and facilities; (3) These two analyses allow the organisation to formulate specific goals. Goal

⁹ Ibid., p.288.

¹⁰ Philip Kotlar and Patrick E. Murphy, "Strategic Planning for Higher Education", The Journal of Higher Education, 52 (1981) pp.470-489.

formulation is followed by strategy development in which the most efficient strategy is chosen for reaching the goals; and (4) Finally, attention is required to improve the organisation systems of information, planning and control to permit the carrying out of the strategy effectively.

It appears that the above models are developed after making a careful analysis of the environment of the higher education system and the organisational structure of the institutions selected for case study. It, therefore, follows that these models are best suited only for organisations in those environment. However the general principles like environment analysis, resource analysis, goal setting etc., can be applied in any situation.

Apart from analytical researches in the application of systems approach and the formation of models based on such researches, many functional studies on various aspects of education management have also been made in Great Britain and U.S.A.

J. Victor Baldrige and others, for instance, undertook a project study of the governance of institutions of higher education in the United States. The study conducted on a representative sample of colleges and universities in the United

States revealed the following facts:¹¹ (a) There are major organisational differences among colleges and Universities and governance and management vary greatly in different types of institutions; (b) Larger institutions give academic departments more autonomy and control over curriculum and personnel; (c) Lack of morale is evidently related to the degree of militancy and unionism within the faculty. And collective bargaining is seen as a realignment of many major power blocks within the traditional academic setting; (d) Faculty unionisation adds another strong interest group in campus politics further complicating the decision making process; and (e) Trends that are changing academic governance are increasing centralisation of administrative decisions, the role and influence of Court (Senate) decisions on the governance process and institutions, and a rather pervasive decline in faculty influence.

J. Victor Baldrige and Michael L. Tierney conducted a study on 49 liberal Arts institutions (45 of them were colleges with enrolment of less than 5,000) that had received grants from Exxon Foundation Management Development. The main objective of the study was to ascertain the impact of Management Information System (MIS) and Management By Objectives (MBO) on instructional costs. The important findings

¹¹ J. Victor Baldrige, David V. Curtis, George Ecker and Gary L. Riley, Policy Making and Effective Leadership - A National Study of Academic Management, (San Francisco: Jossey Bass, 1978), pp.180-242.

are: (1) An overall reduction in instructional cost of all types of institutions; (ii) A reduction in cost variation between departments in colleges where MIS was successfully implemented; (iii) Greater cost reduction for colleges that implemented MIS early; and (iv) Greater reduction in per student instructional costs for all those institutions.¹²

The Co-ordinating Board of the Texas College and University System introduced the Zero base Budgeting System in the Universities under its jurisdiction in 1976. William L. Boyd conducted a study with an intention to review the first two years of their procedure in implementing the systems and consider the applicability of Zero Base Budgeting in an institution of higher learning. The study revealed that¹³ the Zero Base Budgeting used in the State University of Texas is neither better nor worse than the technique which preceded it. The study neither condemns nor praises Zero Base Budgeting as used. The concept failed to achieve the high expectations that were associated with its implementation. One of the problems associated with the implementation was the difficulty in measuring the effective and efficient attainment of the goals by the institutions.

¹² J. Victor Baldrige and Michael L. Tierney, New Approaches to Management-Creating Practical Systems of Management Information and Management by Objectives, (San Francisco, Jossey Bass, 1979), pp.98-176.

¹³ William L. Boyd, "Zero Base Budgeting-The Texas Experience", The Journal of Higher Education, 53 (1982), pp.428-438.

2.2. In India

Considering the nature of infancy in the study of management in higher education even in advanced countries, it can not be gainsaid that nothing substantial has been done in India in this respect. But the peculiarities of Indian Studies on higher education management is that they are either limited within the framework of the systems approach or are confined to indepth investigations of selected sub systems of management existing in particular Universities or groups of colleges, as the following review reveals.

Management scientists in India also seem to have been influenced by the systems approach. According to Dr. Swaraj Bandyopadhyay and Dr. Binod Kumar of the Indian Institute of Management¹⁴, the concept of management of education systems envisages that such organisations, being open systems, need a twofold strategy for effectively managing themselves:

(i) a strategy for controlling problems within the system (problems pertaining to students, faculty and the administrative staff); and (ii) a strategy for coping with the problems from outside the system (interface problems), that is those mainly emerging from the process of transactions between the systems concerned and the government, the political system, the community etc.

¹⁴ Dr. Swaraj Bandyopadhyay and Dr. Binod Kumar, "Management of Education systems: A note on the problems in Managing Human Resources", in Systems Approach: its Application in Education, Op.cit., pp.152-161.

The interactions between these sub-systems very often lead to role conflicts and tension in the system. In the higher education system one could find a merger of political, professional, academic and bureaucratic forms of governance. These competing models as such are capable of promoting conflicts. Therefore much emphasis is necessary on 'conflict management' in higher education. At the micro level the process of conflict, irrespective of its causes, manifests itself in four ways, viz, intra personal, inter personal, intra group and inter group conflicts. The diagnostic studies¹⁵ conducted by the Centre for the Management of Education System at I.I.M., Calcutta, explored the factors which give rise to conflicting situations mainly in the three major sub systems of the higher education, namely, faculty, administrative staff and students. After analysing the various types of both intra and inter conflicts in the above three system the study high-lighted the importance of intergroup problem-solving approach and personnel function of the educational administrative system.

D.P. Sinha gives more emphasis to human resources management in education management. He attempted to develop a model for the management of internal sub-systems in the organisation.

¹⁵ Ibid., pp.156-157.

According to him¹⁶ the management of internal sub-system (problems within the sub-system) demands attention in mainly four areas, namely, (a) Management of financial resources; (b) Academic management; (c) Developing organisation structure; and (d) Management of human resources. Explaining his model, Sinha makes an earnest attempt to show that management of human resources is the most important and crucial among the four areas indentified above.

N.K. Upasini¹⁷ describes nine foundational theories of educational management at the institutional level viz., (i) General System Theory, (ii) Social System theory, (iii) Values theory, (iv) Organisation theory, (v) Role theory, (vi) Decision theory, (vii) Leadership theory, (viii) Communication theories, and (ix) Management theories. Under the General system theory, the approach consists of system analysis and system synthesis. System analysis includes two steps namely:

¹⁶ Dharani P. Sinha, "Management of Education Systems: Managerial and Administrative Aspects," in Management of Education in India, ed. Binodkumar, Swaraj Bandyopadhyay, S.K. Bhattacharya, Arun.P. Sinha, (Calcutta: I.I.M.C., 1976), pp.23-32.

¹⁷ N.K. Upasini, "Scope and Functions of Educational Administration", in Administration of Education, ed. K.S. Bhat and S. Ravishanker, (Delhi: Seema Publications, 1985), pp.40-85.

(a) identifying the problem—need assessment; and (b) determining the alternatives—goal analysis. System synthesis involves (a) choosing a solution strategy, (b) implementing the solution strategy, and (c) determining its effectiveness. Management tools and techniques like P.E.R.T¹⁸, P.P.B.S¹⁹, Delphi, O.R²⁰, M.I.S²¹ etc. offer great potential for increasing the rationality of the Principal in making educational decisions. The social system theory is useful for understanding the role conflicts of different sub systems within the organisation and assessing the organisational and individual behaviour. The value theory enables the Principal to assess both his own and other value orientations. The value orientations of the Principals, the Teachers, Students and Parents are powerful determinants of behaviour. Knowledge of organisational theory is essential if the Principal wants to give leadership in effecting organisational change. Role theory permits assessment of the role expectations held by the Principal himself and by his significant reference group, viz. other Principals, Teachers, Parents and Students.

¹⁸ Programme Evaluation and Review Technique

¹⁹ Programme Planning and Budgeting System

²⁰ Operation Research

²¹ Management Information System.

Leading, decision making and communicating are the other three crucial responsibilities of the Principal and as such knowledge of leadership theories, decision theories and communication theories are also prime pre-requisites for a Principal who wants to play his role more efficiently. Under management theories, Upasini included the four theories of organisational management, namely, theory-x; theory-y, contingency theory and situational theory as tools for transforming information in to effective communication.

Bhat and Ravi Shanker²² believe that the systems approach to education management can help to solve to a great extent the complex problems of present day educational institutions. In educational administration, systems approach has three interrelated steps, namely, (i) Planning, (ii) Organising, and (iii) Controlling. A reciprocal relationship exists between the elements of planning, organising and controlling and they constantly feed into each other.²³ However the difficulty in setting specific objectives of education, dividing its process into simple components and the absence

²² K.S. Bhat and S. Ravishankar, "Problems and Applications of Systems Approach to Educational Administration", in Administration of Education, Op.cit., pp.221-230.

²³ Ibid., p.224.

of varied and reliable instruments to measure objectives and results of educational process are the main problems in applying the systems approach to educational management²⁴.

The International Commission of Experts appointed under the auspices of the UNESCO and the International Association of Universities has been engaged in the study of the problems of admission to Universities on a global basis²⁵. It has selected India as one of the countries for the study. The office for the Indian Project collected data through a questionnaire regarding the criteria of admission and procedure of the selection of students in Colleges and allied issues from 1135 general and professional Colleges in India. The important findings of the study are:- (a) In Professional and Technical Colleges, principles of selection are being increasingly applied, but in a majority of Arts and Science colleges admissions are made without using any scientific selection procedure, (b) There is overcrowding in many colleges, and (c) There is no unanimity of opinion as regards the desirability of limiting university admission to intellectual elite.

²⁴ Ibid., pp.225-226.

²⁵ Reported in K.G. Saiyidain and H.C. Gupta, ed. Access to Higher Education in India (New Delhi: UNESCO - Associated Artists, 1962) pp.52-55.

K.K. Jamuar conducted a research study on the study habits of college students in U.P. It revealed the following points:²⁶ (1) Study habit is related to scholastic achievements. It does not depend on intelligence, but intelligence is an additional factor underlying scholastic achievement. (2) Study habit is related to the general personality adjustment and home, health, social and emotional adjustments. It is also related to background factors like position in the family, occupation of the parents, hobbies, educational and vocational habits of the student. (3) Study habit is not related to such variables as the students interest in games and sports, interest in reading books, membership in college societies, interest in music, doing some jobs along with their studies, etc.

Partha Basu and others studied the economics of education of 22 colleges of West Bengal with special reference to size and location of those institutions. It was found that the only variable which has important and significant effect on out put is the student input. Some college can

²⁶ K.K. Jamuar, Study Habits of college students (Allahabad: Indian International Publications, 1974), pp.114-118.

produce better output not because they have better environment but because they have better input.²⁷

R.C. Srivasthava's objective of studying faculty participation in college administration was to find out the general state of faculty participation and the areas, level, channels and extent of participation available to college teachers in college administration. He selected 34 non professional colleges of the Delhi University for the study. His observations²⁸ are: (1) Representation in the committee system channel of participation and staff councils is considered an appropriate channel for teachers participation in administration: (2) Most of the teachers want to share the responsibility and work of college administration but they avoid doing so because they do not find the administrative climate really conducive to participation; (3) Most of the teachers believe that decisions will be taken irrespective of their views on administrative matters; (4) Most of the colleges are inclined towards democratic functioning; (5) In most of the colleges participation is allowed only to the

²⁷ Partha Basu, Kozal Lahiri, and Amlan Datta, Economics of Education in some West Bengal colleges (Calcutta: The world press (Pvt.) Ltd., 1974), p.148.

²⁸ Ramesh Chandra Srivasthava, College Administration: A Study of Faculty and Student Participation in College Administration (New Delhi: Metropolitan Book Co., 1980) pp.185-216.

extent of giving or sharing information; and (6) Teachers indifference, groupism, lack of ability to offer constructive suggestions, self centered attitude and vested interests are also responsible for inefficient participation.

G.D. Sharma studied the cost and efficiency in the University system in India. He analysed the cost in terms of teaching inputs, student services, administration and supporting services of the Universities and colleges selected for study.²⁹ It was found that the expenditure on administrative and supporting services accounted for more than the expenditure on teaching input. Universities with an enrolment level of 3043 students can be said to be working at the optimum level where the unit cost per student is the lowest. Universities with enrolment more or less than this number are suffering from diseconomies of scale.

G.D. Sharma and Midula analysed the economics of college education by making an indepth study of the working of the Hindu College in New Delhi and its cost effectiveness. The study was done with regard to enrolment capacity and utilisation, courses of study, quality of student intake and output,

²⁹ G.D. Sharma, Institutional Cost of University Education in India (New Delhi: Association of Indian Universities, 1980), pp.197-212.

effectiveness of teaching process viewed from student teacher ratio and per teacher lecture period per week and unit input and output. The study arrived at the following conclusions.³⁰

(a) Student teacher ratio is not an indicator of effectiveness. The effectiveness should be judged on the basis of actual hours engaged by the teachers. It was found that teachers generally engage only one-third of the expected work load; (b) The per teacher cost did not vary much from faculty to faculty, but variations in cost within a faculty in different departments were significant because of the variations in work load and variations in teachers salary cost; (c) The college operated with unutilised enrolment capacity. Per student institutional cost has shown a positive correlation with the percentage of existing unutilised enrolment capacity; and (d) Negative relationship was observed between per teacher work load and per lecture cost.

Among the many suggestions for improvement made by the study team, two were to improve teachers efficiency and increase enrolment.

B.N. Sinha conducted a research study on the problems of university teachers in Bihar. He found a widespread and a deep sense of disillusionment and disappointment among the

³⁰ G.D. Sharma and Midula, Economics and College Education: A study of Hindu College (Delhi: Association of Indian Universities, 1982), pp.73-78.

university teachers there.³¹ Two reasons for such disillusionment were: (1) Life was not comfortable and dignified in the absence of academic and other facilities in the universities and (2) Non recognition of merit, favouritism, discrimination etc., on the part of the authorities. The university teachers compare their status with that of government servants or political leaders. They believe that they have greater degree of socially accepted virtues such as intelligence, honesty and kindness, but the government officer or political leader is happier and more optimistic. The society idealises his noble role as an ascetic scholar seeking truth. But he feels acute persecution in this camouflage of pseudo-martyrdom. Sixty three and half per cent of the teachers under study were found dissatisfied due to lack of motivation. Most of them felt distressed at unsatisfactory academic conditions. Seventy four percent of teachers has not done any research, twenty six per cent conducted research but felt difficulties of lack of financial aid, books and time.

An indepth study of the nature of faculty participation in the administration of two types of higher educational institutions offering professional courses of

³¹ B.N. Sinha, University Teachers and Their Problems (Delhi: Puja Publications, 1982), pp.88-102.

study viz. Teacher training and Nursing was conducted by Dr. Ramesh Chandra Srivasthava.³² In this study he compares the relationship between faculty participation practices and (a) institution's climate and (b) faculty satisfactions. In all, four tools were employed for collecting data, viz:-

(a) Participation scale consisting of 26 items spread over to three dimensions of the scale, Participation Process continuum dimension; Structure for Participation dimension, and Participation 'Feel or climate, dimension; (b) Participation Survey Questionnaire-intended to measure faculty's concept of participation in administration; reasons for permitting or not permitting participation, and the real world of participation; (c) A modified form of Lawrence A. Pervin's TAPE - FORM - B (Transactional Analysis of Personality and Environment) based on semantic differential technique to measure the institution's climate; and (d) A satisfaction scale based on an adapted version of the TAPE, consisting of 20 items to be rated on an eleven point scale for measuring satisfaction of members of faculty with their institution. Two major findings of the study are:-

³² Ramesh Chandra Srivasthava, Educational Decision Making, (Delhi: Metropolitan, 1983), pp.109-264.

(i) Participation scores are positively correlated with satisfaction scores, and teachers in institutions with high participation scores are more satisfied with their institution than those in institutions with low participation scores; and (ii) Participation scores are positively correlated with perceived climate scores and teachers in institutions with high participation scores perceive their institution's climate more favourably than those in institutions with low participation scores.

A.H. Hommadi in his research study on University Administration exposed some of the major drawbacks of the University administration in third world countries.³³ The ultimate intention of the study was to develop a conceptual framework for University administration in developing economies. The study proceeds with five major objectives, namely:

(1) deepening the understanding of educational administration in developing countries; (2) analysis of the peculiar nature of University management; (3) examine certain problem areas like role of administrators, professors, students, Government and community in educational administration; (4) to set certain rules for better educational administrative practices of Universities of developing

³³ A.H. Hommadi, University Administration in Developing Countries (New Delhi: Indian Bibliographies Bureau, 1984), pp.167-194.

countries; and (5) to build new educational practices and adoption of new educational systems. The major findings of the study are the following:-

(1) The institutionalised nature of the University administration in the developing countries is mainly responsible for frustrating major reforms which called for a severance of its ties with tradition and intended to break its monopolistic hold over key posts in the administrative system of the university; (2) The size of the faculty is very small according to the general international standards. The salary and the financial reward for the faculty is very low. There is no real plan for teachers evaluation or teaching effectiveness; (3) The political and social attitudes of university students show a high degree of correlation between socio-economic variables and the political ideology of the youth. Also there is a strong correlation between radicalism and the class origin which influence the university life towards change and innovation; (4) Regarding administration practices and organisational set up, the important observations are :

(a) the lines of authority and responsibility are not clearly identified because of sudden and unplanned growth; (b) lack of controlling policy and rules reduces administrative effectiveness in such areas as budgeting financial transactions, purchasing and personnel; (c) the University councils and committees are less than fully effective by

virtue of either of their size or of the scope of their functions; and (d) the inadequate intra organisational communication is partially responsible for some of these problems.³⁴

For improving the administration of universities and higher education, Hommadi proposed a number of suggestions and one of the suggestions is that the top organisation of the university is to be completely overhauled and streamlined along business like line.

The three factors namely self realisation, self direction and sharpening of modern learning skills should obtain greater importance at college level, but presently they are neglected. This is the summary of findings of Anand P. Srivasthava and Anil P. Srivasthava.³⁵ The authors point out that higher education today is giving importance to curriculum, inter-disciplinary studies etc, but they are subservient to self realisation and self direction. Self realisation and self direction became the two essential legs on which the corpus and mind of a student enter a college, travel through it and ultimately leave it for further entry in to real world.

³⁴ Ibid., p.182.

³⁵ Anand P. Srivasthava and Anil P. Srivasthava, Acquiring Excellence at College: A Tutorial Hand book (New Delhi: Learning Laboratory Publications., 1985) p.9.

The authors studied at length the psychological aspects of students at college level, the need for training of teachers at college level, personality development, aptitudes and attitudes at college level education, self image and cybernetics at college, learning methods and tutorial system.³⁶

Y.S. Kiranmayi in an article high lights the need for Scientific Management of Universities in India. The major complaints about the present system management, according to her, are the following:³⁷

- (1) There is no forward planning in our Universities;
- (2) Head of the University is overburdened with procedural and routine matters. He hardly finds time to devote to matters of academic importance;
- (3) The authorities at high level violate the principles of organisation. They ignore the hierarchy and by-pass the lower levels;
- (4) The span of management is too wide, delegation and decentralisation are found only in paper;
- (5) The authorities of the University management lack leadership. Leaders in Universities choose to be autocratic rather than participative or democratic;
- (6) Lack of role clarification of authorities; and
- (7) Control mechanism is ineffective, they prepare only budgets but no budgetary control is applied.

³⁶ Ibid., pp.39-197.

³⁷ Y.S. Kiranmayi, "Need for Scientific Management of Universities in India", University News, xxiv, 43(16 November 1986), pp.4-7.

2.3. IN KERALA

The State of Kerala lags behind the rest of India in making any serious study on the management of higher education. Except for sporadic committees and commissions instituted to study and solve immediate problems cropping up in the field of higher education, no persistent effort has at any time been made to evolve and implement a comprehensive system of management. The Padmakumar commission of 1970, appointed by the Government of Kerala, to advise the feasibility of introducing 'direct payment system' (meeting the entire expenditure towards pay and allowances of teaching and non teaching staff of private colleges directly by the Government) in the state was perhaps the first of its kind to point out the absence of any system of management in higher education and the defects consequent on its absence. The commission, inter alia, observed³⁸ that the growth in expenditure on higher education in the state has been largely due to a series of reactions to given situations and the ever shifting balance of pressure based on pragmatic considerations of the immediate present rather than the result of conscious policy and endeavour based on any particular approach. Commenting upon the policy of the State Government on higher education -

³⁸ Government of Kerala, Report of the Commission of Enquiry (Trivandrum: Government Press, 1970) p.15.

during the past, the commission pointed out the following defects in the system:

(1) The State has been following the social demand approach in educational planning and to satisfy the ever increasing appetite for higher education, decisions have been taken totally ignoring the resource constraints;

(2) No serious attempt has been made to link educational expenditure either to manpower projections or to conceive of education as an investment in economic growth necessarily linked to the flow of resultant benefits; and (3) Instead of restricting admissions to match enrolments to the availability of resources, in the anxiety to meet the demand, the constraints of finance and physical facilities have been deliberately ignored, leading to the inevitable dilution of standards.

The High level committee on higher education also made more or less similar observations regarding the nature of higher education in the state. In order to assist the State Planning Board to study in depth the different aspects of the state's economy and development, the Government constituted, five high level committees on different subjects in 1982. A sub-group of the committee on Education and Employment presented its report on higher education. The committee

made the following observations as regards higher education:³⁹

(a) A number of new colleges have sprung up like mushrooms in thatched sheds and rented buildings without the needed physical infr-structure, laboratory equipments or library facilities;⁴⁰ (b) The high standards of academic excellence have considerably deteriorated with the introduction of other criteria than merit for the selection of staff in Government colleges and the system of purchasing posts with donations which is rampant in private college;⁴¹ (c) Many colleges present a sorry picture with frequent strikes, poor teaching standards and they apparently act as a convenient forum for fomenting strikes in support of political parties, hooliganism under the guise of leadership training and other undesirable activities;⁴² (d) Political and communal pressures, rather than the needs of the areas concerned or the removal of regional disparities have been responsible for the creation of new

³⁹ Government of Kerala, High Level Committee on Education and Employment, Vol.II Report on Higher Education (Trivandrum: State Planning Board, 1984).

⁴⁰ Ibid., p.8.

⁴¹ Ibid.

⁴² Ibid., p.9.

colleges;⁴³ (e) It has become an accepted pattern for private managements to raise enormous funds through the sale of teaching posts and seats in college courses without any public accountability;⁴⁴ (f) In Kerala the amounts realised as fees from the college forms only 13.09 per cent of the total amount disbursed as salary to the teaching staff. In advanced countries like the United States about 25 per cent of the total cost of education in institutions of higher learning is met from the fees levied from students;⁴⁵ (g) The Director of Collegiate Education has absolutely no control over the private colleges. He is often flouted and disregarded by the Principals of colleges;⁴⁶ and (h) The present system of automatic promotions to teaching staff after stipulated period of service without any reference to their academic performance makes the Principals innocuous in the discharge of their duties in supervising the work of the teaching staff.⁴⁷

⁴³ Ibid., p.11.

⁴⁴ Ibid.

⁴⁵ Ibid., p.14.

⁴⁶ Ibid., p.21.

⁴⁷ Ibid.

The high level committee made a number of recommendations also for improving the existing system.

Another document which exposes the state of affairs of higher education in this State is the Malcolm S. Adiseshiah Commission Report in 1985.⁴⁸ The Commission was constituted to fulfil the requirements of section 71 of the Kerala University Act 1974.⁴⁹ The Commission, as a part of the inquiry, issued a questionnaire to collect information. The questionnaire was issued to 1975 respondents selected from four groups,

⁴⁸ University of Kerala, Towards Excellence in Learning: Report of the Commission for University of Kerala (Trivandrum, Kerala University Press, 1985).

⁴⁹ Section 71 of the Act: Appointment of Commission to inquire in to the working of the University.

- (1) The Government may at any time and shall, at the expiration of ten years from the commencement of this Act and thereafter at the expiration of every ten years, by order published in the Gazette, constitute a Commission which shall consist of a Chairman and such other members not exceeding five as the Government may appoint, and such order shall define the procedure to be followed by the Commission.
- (2) The Commission constituted under sub section (1) shall inquire into and report on:- (i) the working of the University during the period to which the enquiry relates; (ii) the financial position of the University including the financial position of its colleges and departments; (iii) any change to be made in the provisions of the Act or the statutory Ordinances, rules and bye-laws made thereunder with a view to bringing about improvements in the affairs of the University; and (iv) such other matters as may be referred to it by the Government, and make such recommendations to the

namely, (i) Minister/MPs/MLAs; (ii) University Authorities/ Members of University bodies; (iii) Teachers of University departments and affiliated colleges and (iv) Others.

The Commission received only 244 replies, the percentage of respondents replied to the total number of respondents selected in each group being—group (i) nil; group (ii) 8.7; group (iii) 11.7 and group (iv) 24.

The report of the Commission revealed the following:

Government as it thinks fit.

- (3) On receipt of the report and the recommendations of the Commission under sub section (2) the Government shall forthwith refer such report and recommendations to the Senate for consideration and report.
- (4) Immediately after the Senate has considered the report and recommendations of the Commission and submitted its report to the Government, the Government shall consider the report of the Senate and pass such orders thereon as they think fit and shall also cause the same to be published in the Gazette.

(1) There is no periodic University assessment and reports on its affiliated colleges as is required under section 78 of the Kerala University Act 1974.⁵⁰ No Vice-Chancellor has so far taken any steps to prepare such a quadrennial report nor the Government to whom such report was to be addressed, raised any query as to its non-observance. To some extent, the parlous state of the colleges could have been avoided and in part reversed if this constitutional instrument had been exercised by the University;⁵¹ (2) The Commission visited four Government colleges and eight Private colleges affiliated to the University of Kerala. The physical environment of Private colleges was somewhat better than the Government colleges;⁵² (3) The funds allotted for the purchase of books, laboratory equipments, furniture, etc., are not always properly utilised by the Government colleges. The funds placed

⁵⁰ Section 78 of the Act: Report on affiliated colleges: The Vice-Chancellor shall, at the end of every four years from the commencement of this Act, submit a report to the Government on the conditions of affiliated colleges.

⁵¹ Towards Excellence in Learning, Op.cit., p.18.

⁵² Ibid., p.19.

at the disposal of private colleges for maintenance are also inadequate;⁵³ (4) The Government colleges have a poor record in utilising U.G.C. aids;⁵⁴ (5) Many Principals, who step into that office in the last lap of their teaching career, are more concerned with their survival in the turbulent campus than with exploring avenues of assistance to the college;⁵⁵ (6) The peculiar system of affiliation prevailing in this state forces the Universities to do a vast array of functions which no human system can from one central point do satisfactorily;⁵⁶ (7) The communal rotation system and the communal quota system for the recruitment of staff in the affiliated colleges are one of the causes for the deterioration of standards;⁵⁷ (8) There is little hard information on the administrative structure and problems of the colleges under private management as there is for the University; and (9) In the case of Government colleges, there is heavy work load on the Directorate of Collegiate Education in managing the affairs of so many colleges.⁵⁸

The Commission through the questionnaire ascertained the criteria for a viable college. The ingredients, according to the respondents, for a viable college are :

⁵³ Ibid., p.20.

⁵⁴ Ibid., p.31.

⁵⁵ Ibid., p.32.

⁵⁶ Ibid., pp.36-37.

⁵⁷ Ibid., pp.39-40.

⁵⁸ Ibid., p.92.

(i) adequate finance; (ii) qualified and dedicated staff; (iii) limited enrolment; (iv) effective leadership of the principal; (v) excellent management, and (vi) adequate physical facilities.

If these criteria are to be applied, the Commission observed that, a good number of colleges under Kerala University are not viable and are to be closed.⁵⁹ Eighty five per cent of the respondents stated that there is political interference in the affairs of the University to such an extent that the University has lost its autonomy and sunk to the level of a department of the Government.⁶⁰

The Government of Kerala appointed the same Malcolm S. Adiseshiah Commission to enquire in to the working of the University of Calicut under a similar provision in the Calicut University Act 1975. The Commission used the same tools for collection of data and visited two Government colleges and six Private Colleges (Arts and Science) selected at random. The Commission observed the following:⁶¹

⁵⁹ Ibid., p.94.

⁶⁰ Ibid., p.103.

⁶¹ University of Calicut, Towards Learning Excellence: Report of the Commission for University of Calicut (Calicut: Calicut University Press., 1985).

(1) In the case of large number of affiliated colleges, the conditions of affiliation imposed by the syndicate have remained unfulfilled even after many years. Gross and repeated violations of University rules and procedures and criminal neglect of basic requirements laid down for affiliation have gone unnoticed and unchecked year after year;⁶² (2) Academic considerations get a low priority in decisions made by the University bodies;⁶³ and (3) Principals of Government colleges have little initiative or incentive to improve the college. The Commission inferred that the frequent transfers of Principals in Government colleges may be one of the reason for such an attitude.⁶⁴ The Commission repeated many of its findings which it made in the report of the University of Kerala.

The Government of Kerala set up an Expert committee, under the Chairmanship of Dr. K. Gopalan, to study the various aspects of the proposal to have Autonomous colleges in the State and to make recommendations. The Committee submitted its report in April 1985.⁶⁵ The Committee collected views on autonomous Colleges from teachers, employees, students, educational

⁶² Ibid., p.15.

⁶³ Ibid., p.16.

⁶⁴ Ibid., p.17.

⁶⁵ Members of the Committee, Report of the Expert Committee on Autonomous Colleges (Trivandrum: Government Secretariat, manuscript., 1985), pp.2-42.

administrators, managements and the general public. The Committee also took evidence from invited representatives of the above classes of respondents through different meetings held at Kerala, Mahatma Gandhi, Cochin and Calicut Universities. After reviewing the various recommendations made by the different Commissions and Committees appointed by the Central Government and University Grants Commission, the Expert Committee identified the following features of Autonomous colleges.

(a) In the present affiliating system, the academic authority is centralised, the affiliating University prescribes the course content, curriculum, methods of teaching etc., and enforce it up on the affiliated colleges without considering their opinion on all these aspects. The main object of conferring autonomous status to a college is to decentralise this authority so that the college will have the freedom to frame course of study, to prescribe rules of admission, to conduct examination and to devise methods of evaluation; while the parent University will continue to confer the degree accepting the evaluation done by the autonomous college; (b) The role of the parent University will be restricted to providing general guidelines, monitor programmes, to ensure overall standards and participate in quality improvement activities;

(c) The parent University will have the right to satisfy the minimum requirements before conferring this status and withdraw the status already given when it satisfies that the privilege is misused; and (d) Autonomy for a college implies that the college and its teachers assume full responsibility and accountability for the academic programme they provide. It is a kind of delegation.

From the respondents, the Committee gathered the following apprehensions against the introduction of the system in Kerala. 1. Some of the teachers consider that under autonomy they would be forced to do more work as they would lose some of the privileges and service conditions they had acquired over the years through organised effort;

2. It would create an elitists class of colleges enjoying special privileges, thus creating a kind of superior-inferior classification among colleges;

3. The course teacher would wield enormous power through continuous assessment, practical work etc., and that he might misuse the power out of prejudice or favouritism;

4. The college as a whole might boost the marks of all students either through pressure from the parents or from a desire to show high percentage of passes in examination;

5. The private managing agencies will get unbri-
dled powers to foster elitism, promote corruption and victi-
mise the staff; and

6. Communalism and party politics will exercise
powerful influence in conferring autonomous status.

The Committee rejected the fears expressed as item
(1) and (2) above and held that these fears arised for want
of proper understanding of the system. There will be no
increase in the workload of teachers, but they will become
more afcountable and responsible. Autonomous colleges will
not enjoy any special privileges except the privilege to work
hard and all rules and regulations regarding reservation, con-
cession etc., in the matter of appointments, admission etc.,
will be equally applicable to autonomous college also. The
Committee further pointed out that there is some truth as
regards the averments listed 3,4,5 and 6 above but a properly
devised control mechanism would prevent the abuse of power as
apprehended. The Expert Committee recommended the Government
to establish autonomous colleges. The first step towards
this direction, the Committee advised, would be to delink
pre-degree from colleges.

The Kerala Educational Reserach Centre sponsored a
Commission to carryout a study of the christian colleges in
Kerala under the chairmanship of the well known educationalist

and eminent scholar prof. Samuel Mathai in 1980. The Commission took the work with the main objective of having an appraisal of the realities of the life and work of the christian colleges in Kerala.⁶⁶ The Commission collected data through two questionnaire, visited most of the Christian Colleges and had discussions with the Principals, members of management, staff and student representatives and members of the public. Sixty seven per cent of the total Christian Colleges in the state were selected for the study. Some of the important findings of the Commission are the following:

- (1) The Private colleges under the dual control of Government and University lack academic and financial freedom⁶⁷
- (2) Student indiscipline and violence affect the smooth functioning of the colleges;⁶⁸
- (3) Private colleges are very often forced to admit more students than their intake capacity and this heavy enrolment creates problems for proper management;⁶⁹
- (4) Libraries and Laboratories are not properly

⁶⁶ Members of the Committee, A study of the Christian Colleges in Kerala (Trivandrum: Kerala Educational Research Centre, 1982) p.iv

⁶⁷ Ibid., p.26

⁶⁸ Ibid., p.28

⁶⁹ Ibid., p.30.

utilised;⁷⁰ (5) Several teachers seem to have little enthusiasm for their work and are seen to be positively antagonistic towards the management;⁷¹ (6) Only in eight per cent of the colleges teachers are actively engaged in decision making;⁷² and (7) Only fifty five percent of colleges receive grants regularly from U.G.C. for developmental programmes.⁷³

⁷⁰ Ibid., p.96-97.

⁷¹ Ibid., p.90.

⁷² Ibid., p.93.

⁷³ Ibid., p.103.

Chapter III

RESEARCH FRAME

The specific objectives of the present study has already been stated in chapter I. This chapter presents a description of pilot study conducted, hypotheses, methodology, limitations of the study and sample design.

3.1. Pilot study

The present study, being explorative in nature, began with a pilot study which seemed helpful in framing hypotheses, fixing tools for collection of primary data and for other detailed procedure related with the study. Accordingly, two colleges, one in the Government Sector and another in the Private sector, were selected, selection on each sector being

made under deliberate sampling method. The study commenced with a workable hypothesis that management principles are applicable in education management. The colleges selected for pilot study were (1) University college, Trivandrum, and (ii) Sree Narayana College, Quilon. The University College Trivandrum is one of the biggest colleges under the Government having 18 degree courses and 14 post-graduate courses. This college, does not offer pre-degree course. Sree Narayana College, Quilon having 14 degree courses and 11 post-graduate courses in addition to pre-degree courses under four different groups, is one of the biggest colleges under Private management. The tool employed to collect data for the pilot study was interview. Principals, Heads of Teaching Departments; Administrative Assistants (senior-most man in the office), Librarians and 5 teachers selected at random from each college were interviewed. The interview was unstructured and was in the form of free discussion. Information was elicited regarding the following aspects:

- (1) The nature of higher educational management;
- (2) The external and internal environment of the institution;
- (3) the nature and style of functioning of the College Council;
- (4) the interpersonal relationship in the organisation;
- (5) the nature of financial requirements and different sources of finance;
- (6) the extent to which financial resources are mobilised and

utilised; and (7) roles and role conflicts, if any, among the academic, non academic and student community within the organisation. All information revealed through the interview were recorded. An analysis of the data revealed through the pilot study enabled the framing of the hypotheses and the detailed procedure of the study.

3.2. Hypotheses

The following two hypotheses are set for the study.

1. Both Private and Government Colleges do not succeed in mobilising and utilising financial resources.

Sub-hypothesis

Compared to Government colleges Private colleges have a high rate of effectiveness in mobilising and utilising financial resources.

2. Principals of Arts and Science Colleges are functioning in a Benevolent Autocratic style.

3.3. Methodology

3.3.1. Nature of data used

Both secondary and primary data are used in this study.

(a) Sources of secondary data are (i) Budget estimates of State

Legislature; (ii) Annual reports of the University Grants Commission, the three affiliating type Universities in Kerala, and the Department of Collegiate Education (Govt. of Kerala); (iii) Educational statistics published by the Government of India and Government of Kerala; (iv) Annual reports of Private managing agencies; and (v) Calendars of all Arts and Science Colleges.

In order to obtain data regarding the statutory requirements for the management of colleges in Kerala the following documents are also examined in detail. (i) Acts, and Statutes, Regulations Ordinances and Byelaws framed under the Acts relating to University of Kerala, Mahatma Gandhi University and University of Calicut; (ii) Guide Book published (for office use only) by the Directorate of Collegiate Education; (iii) Orders issued from time to time by Higher Education Department and Collegiate education department including its zonal officers; and (iv) Various rules prescribed by Government and incorporated in (a) Kerala Service Rules: (b) Kerala Sub-ordinate Service Rules, (c) Kerala Service Manual, (d) Manual of Office Prodecure, (e) Stores Purchase Manual, (f) Finance Code and (g) Treasury Code.

3.3.2. Tools for the collection of primary data

The following tools are found appropriate for the collection of primary data.

3.3.2.1. Two types of Questionnaire

Questionnaire are designated as Questionnaire A and Questionnaire B; the former is intended for the Principals, and the latter to all Heads of Departments of different faculties in each of the colleges selected for study. The data called for through both types of questionnaire include the biodata of the informants, the nature of impact of external controls; the level of academic participation prevailing in decision making; the causes of students unrest; the nature of communication system, controlling system and planning in mobilising and utilising financial resources; and the opinion of the respondents regarding the comments made by the various Commissions/Committees about the higher education system in the State.¹

Administration and collection of questionnaire

Questionnaire 'A' was administered to all the Principals of the selected colleges and Questionnaire 'B' to all Heads of Departments who are members in the College Council. In a discipline where there is both degree course

¹ Copy of Questionnaire A and Questionnaire B are given as Appendix I and Appendix II respectively.

and postgraduate course, the senior most professor (cadre-first grade) is a member in the Council; in a discipline where there is only a degree course, the senior most second grade Professor (cadre) is a member in the Council and in a particular discipline where there is neither a postgraduate course nor a degree course, the senior most member of the teaching staff in that discipline is designated as head of that department and as such he is a member in the College Council. Questionnaire 'B' was administered to all these three types of Heads of Departments. The colleges selected for study were visited on two occasions. During the first visit, questionnaire A and B were handed over in person and a personal appeal to each one of them was made (in addition to a written appeal attached to the questionnaire) to fill it up correctly and carefully to the best of their knowledge, and cooperate with the study. A self addressed stamped envelope was also supplied along with the questionnaire to mail it.

3.3.2.2. A Schedule

The data regarding mobilisation and utilisation of financial resources and other statistical data pertaining to the colleges were collected through a Schedule. Data as

per the schedule were collected in the course of the first visit to the Colleges.²

3.3.2.3. Interview

Three types of informants from each college were selected during the first round of the interview, viz.

(a) Principal; (b) Head of office staff; (c) Two Heads of teaching departments each from (i) Social Science and Humanities and (ii) Science - faculties. For selecting the two Heads of Departments from each of the two strata, attempt was made to cover all the Heads of Departments on different subjects coming under each stratum on an equal proportion.

Interview was conducted during the second visit of the colleges with the help of interview schedules. A preliminary analysis of the data collected through questionnaire and schedule was made to prepare the interview schedules. Three different types of schedule were made to three different types of informants. Each schedule was divided in to two parts, the first part dealing with questions relating to issues common to all colleges; and the second part with specific issues relating to each college as ascertained through the analysis of questionnaire and schedule.

² A copy of the Schedule is given as Appendix III.

In preparing the questionnaire and interview schedules, and in conducting interviews, the researcher's own experience in the field has also been utilised. He has at his credit sixteen years teaching experience, seven years in three affiliated Government colleges³ in Kerala and nine years in a University teaching department. As a teacher in the University department he has got in addition to teaching, experience as member of the Board of Studies, subject expert in the inspection committee constituted for giving affiliation to courses in private colleges and administrative experience of three months of a Head of University department.

Interviews were unstructured, but formal. Before starting the interview the researcher introduced himself as a member in the community to which the informants belong so as to establish a rapport between the interviewer and the interviewed.

In order to ensure a high degree of reliability and depth of analysis, the summed up data collected through interview were referred to the functionaires at the higher

³ The three Government colleges in which the researcher had worked are excluded from the list of colleges selected for study to avoid any possible bias. This exclusion is so made as not to damage the sample design.

level in the second round of the interview. These functionaries include Director of Collegiate Education, all the five Zonal Deputy Directors of Collegiate Education; a cross section of officers in the Higher Education Department, Stores Purchase Department, and Finance Department of the Government Secretariat Trivandrum; a cross section of officers in the Directorates of College Development Councils of Kerala and Calicut universities, the chief superintendents attached to the audit party of both the types of colleges; and audit officers in the Accountant General's Office. Three retired Principals of Government Colleges and five retired Principals of Private Colleges were also interviewed in the second round. The clarifications, comments and opinions both corroboratory and contradictory that emerged out of the interviews at the second round are also used for the final analysis of data.

3.4. Operational definition

Benevolent Autocratic style

This is a style of leadership where the decision making process is centralised. In an autocratic style of educational administration, even the senior most members in the faculties do not enjoy any freedom to participate in

the decision making process. A Benevolent Autocrat however permits some sort of discussion, consultation or deliberation, but he himself take decisions. He seeks opinions, feelings and comments of his immediate subordinates on selected policy matters so long as his personal views are not in conflict with those of his subordinates. He believes that, by virtue of his position in the organisation, he is most competent to take decisions.

3.5. Reference Period

The reference period selected for this study is the entire sixth plan period (1980-85), but data pertaining to earlier periods are also being resorted to wherever necessary.

3.6. Limitations of the study

Considering the unwieldy nature of the subject, institutions offering professional education are excluded from the purview of the present study because these institutions, governed by a set of norms constituted by academic bodies at the national level, seem to be a separate category by themselves as far as their management is concerned.

Arts and Science colleges imparting higher education in Arts, Science and Commerce Subjects at the pre-degree, degree and postgraduate level occupy a pivotal position in

the higher education system. Over 85 percent of the total enrolment in higher education is in these colleges. The qualitative fitness and the style of management of these colleges largely influence the quality of total higher education. A serious complaint about the present system is that the standard of higher education is deteriorating day by day. Optimum utilisation of available resources is the most important quantitative ingredient that determines the qualitative element known as 'standard', as suggested by the Kothari Commission⁴ when it says that "the utilisation of the available resources is probably the most significant of all elements on which standards depend"⁵. This suggestion of the Commission is kept in mind while determining the area of the present study. Management is one of the basic inputs in any form of organisation including higher educational institutions. The utilisation of resources is largely influenced by the quality of this basic input. Since the present study makes an attempt to investigate the effectiveness of higher educational institutions in utilising financial resources as well as the existing management system, it is infact an indirect enquiry in to the qualitative

⁴ Report of the Education Commission - 1964-66; Op.cit., p.38.

⁵ Other elements suggested by Kothari Commission are (1) the structure or the division of the educational pyramid in to different levels of stages and their interrelationships; (2) the duration or the total period covered by the different stages; (3) the extent and quality of different inputs such as teachers, curriculum, methods of teaching and evaluating, equipments and buildings; and (4) the utilization of facilities.

attainment of higher education system in the State.

3.7. The Universe of the study: An overview

At present there are 172 Arts and Science colleges in Kerala affiliated to three Universities in the State. These colleges are of three types, viz., (i) Junior colleges; (ii) First Grade Degree colleges and (iii) First Grade Postgraduate colleges. Table 3.1 gives the distribution of colleges in relation to their affiliation to three Universities.

Table 3.1
DISTRIBUTION OF
ARTS AND SCIENCE COLLEGES IN KERALA (1984-85)

Serial Number	Types of Colleges	Affiliated University			Total
		Kerala Uni- versity	Mahatma Gandhi Uni- versity	Calicut Uni- versity	
1	2	3	4	5	6
1	Junior College	7	12	22	41
2	Ist Grade Degree College	14	10	13	37
3	Ist Grade Postgraduate College	23	35	36	94
	Total	44	57	71	172

Source: Directorate of Collegiate Education, Government of Kerala, Trivandrum.

A Junior college offers only Pre-degree courses whereas a First Grade degree college offers both pre-degree and degree courses, and a First Grade postgraduate college offers pre-degree, degree and postgraduate courses. Since pre-degree courses are offered both in degree and postgraduate colleges, Junior colleges are left out of the purview of the study. Hence the universe of the study narrows down to 131 numbers comprising degree and postgraduate colleges. These colleges are managed by seven types of agencies including Government. Table 3.2 below shows the managing agency wise distribution of colleges in the three Universities.

Table 3.2

DISTRIBUTION OF DEGREE AND POSTGRADUATE COLLEGES
UNIVERSITY WISE AND MANAGING AGENCY WISE (1984-85)

Sl. No.	Name of Managing Agency	Name of Universities											
		Kerala University			Mahatma Gandhi University			Calicut University			Total		
		D	P	T	D	P	T	D	P	T	D	P	T
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Christian Communities	8	5	13	7	25	32	6	8	14	21	38	59
2	State Government	1	5	6	1	4	5	5	9	14	7	18	25
3	Nair Service Society	2	4	6	0	2	2	1	4	5	3	10	13
4	Sree Narayana Trust	2	5	7	0	0	0	1	3	4	3	8	11
5	Muslim Communities	1	2	3	0	0	0	0	7	7	1	9	10
6	Miscellaneous Unitary Managements	0	1	1	1	3	4	0	5	5	1	9	10
7	Travancore Devaswom Board	0	1	1	1	1	2	0	0	0	1	2	3
Total		14	23	37	10	35	45	13	36	49	37	94	131

D = Degree college; P = Postgraduate college; T = Total

Source: Directorate of Collegiate Education, Govt. of Kerala, Trivandrum.

Out of the 131 degree and postgraduate colleges, 19 are exclusively meant for women and the rest are mixed ones. Four colleges are single faculty colleges (in the sense that a course of study in any one discipline is offered in each of these colleges) and the remaining 127 are multi-faculty colleges. Out of the 25 colleges owned by the State Government, 4 are evening colleges and 21 are day colleges. As regards ownership, management and control the managing agencies are divided into two; viz, Corporate type and Unitary type. In a Corporate type, management and control are vested in a central authority and the ownership of the colleges is also vested in that authority. The staff members, both teaching and non-teaching, including the Principals are transferable from one college to another irrespective of the jurisdiction of the affiliating University.⁶ Unitary type management means that each college is owned, managed and controlled by a single agency attached to that college. Out of the seven types of managing agencies described above, State Government, Nair Service Society, Sree Narayan Trust and Travancore Devaswom Board are Corporate type managements. Out of 10 colleges owned by Muslim Community, 4 are under one Corporate agency and the rest are Unitary type colleges.

⁶ Inter-university transfer of teachers in private colleges has been prevented by the Government with effect from 21-11-'87, however this restriction is not made applicable to teachers in Government Colleges.

Out of 59 colleges owned by the Christian Community, six colleges are under two different corporate type managements and the rest are unitary type colleges. Table 3.3 shows the distribution of colleges owned by different denominations of the Christian Community.

TABLE 3.3

DISTRIBUTION OF COLLEGES OWNED BY CHRISTIAN COMMUNITY (1984-85)

Name of the Sub Community	Number of Colleges		
	Degree college	Post graduate college	Total
1	2	3	4
1. Catholic			
a) Latin Catholic	2	6	8
i) Jesuit Society	1	1	2
b) Syrian Catholic	10	18	28
c) Malankara Syrian	1	1	2
i) Malankara Syrian knanaya group	1	1	2
Total	15	27	42
2. Non-Catholic			
a) Orthodox	2	4	6
b) Jacobites	0	1	1
i) Jacobite - Knanaya group	1	0	1
c) Marthoma	1	2	3
d) C.S.I.	1	3	4
e) Evangelical group	1	0	1
f) Combination of orthodox, Marthomaite and C.S.I.	0	1	1
Total non-catholic	6	11	17
Total Christian Colleges	21	38	59

Source: Directorate of Collegiate Education Government of Kerala, Trivandrum.

There is wide variation in the number of courses offered in each college. This necessitates a classification on the basis of the number of degree and postgraduate courses offered in the colleges owned by different managing agencies, and is given in Table 3.4.

Table 3.4

NUMBER OF COURSES OFFERED IN COLLEGES
UNDER DIFFERENT MANAGING AGENCIES (1984-85)

Serial Number	Name of Managing Agency	Number of courses offered		
		Degree course	Postgraduate course	Total
1	2	3	4	5
1	Christian Communities:			
(i)	Catholic	280	85	365
(ii)	Non-catholic	139	48	187
2	State Government	177	83	260
3	Nair Service Society	113	30	143
4	Sree Narayana Trust	92	25	117
5	Muslim Community	69	28	97
6	Miscellaneous Unitary	93	24	117
7	Travancore Devaswom Board	20	3	23
Total		983	326	1309

Source: Directorate of Collegiate Education, Government of Kerala, Trivandrum.

3.8. Sample Design

Twenty per cent of both degree colleges and postgraduate colleges are selected for detailed study by applying Multi-phase sampling technique. Sample phases adopted are:

- (i) University;
- (ii) Managing Agency; and
- (iii) Courses offered.

3.8.1.1. Phase - I University-wise

Table 3.5 below shows the number of colleges selected for study under each of the three Universities and the slight modifications made to avoid fraction of figures in arriving at the above numbers.

Table 3.5

NUMBER OF COLLEGES SELECTED FOR STUDY - UNIVERSITY WISE

Serial Number	Name of the University	20 percent of the universe			Actual Number of colleges selected		
		D	P	T	D	P	T
1	2	3	4	5	6	7	8
1	Kerala University	2.8	4.6	7.4	3	4	7
2	Mahatma Gandhi University	2.0	7.0	9.0	2	7	9
3	Calicut University	2.6	7.2	9.8	2	8	10
Total		7.4	18.8	26.2	7	19	26

D = Degree college; P = Postgraduate college; T = Total

3.8.1.2. Sample Phase - II - Managing agency-wise

Table 3.6 below shows twenty percent of colleges under each of the seven types of managing agencies and the number of colleges selected after necessary modifications to avoid fraction of numbers.

Table 3.6

NUMBER OF COLLEGES SELECTED FOR STUDY:
MANAGING AGENCY-WISE

Sl. No.	Name of Managing Agency	Twenty percent of the universe			Number of college selected		
		D	P	T	D	P	T
1	2	3	4	5	6	7	8
1	Christian communities	4.2	7.6	11.8	4	8	12
2	State Government	1.4	3.6	5.0	1	4	5
3	Nair Service Society	0.6	2.0	2.6	0	2	2
4	Sree Narayan Trust	0.6	1.6	2.2	1	1	2
5	Muslim community	0.2	1.8	2.0	0	2	2
6	Miscellaneous unitary	0.2	1.8	2.0	0	2	2
7	Travancore Devaswom Board	0.2	0.4	0.6	1	0	1
Total		7.4	18.8	26.2	7	19	26

D = Degree colleges; P = Postgraduate colleges; T = Total

Data shown in Table 3.5 and 3.6 are combined in Table 3.7 which shows the number and type of colleges selected University-wise and Managing agency-wise.

Table 3.7
NUMBER OF COLLEGES SELECTED FOR STUDY:
UNIVERSITY-WISE AND MANAGING AGENCY-WISE

Sl. No.	Name of Managing Agency	Name of Universities									Total		
		Kerala			Mahatma Gandhi			Calicut					
		D	P	T	D	P	T	D	P	T	D	P	T
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Christian community	2	1	3	1	5	6	1	2	3	4	8	12
2	State Government	0	1	1	0	1	1	1	2	3	1	4	5
3	Nair Service Society	0	1	1	0	1	1	0	0	0	0	2	2
4	Sree Narayana Trust	1	1	2	0	0	0	0	0	0	1	1	2
5	Muslim community	0	0	0	0	0	0	0	2	2	0	2	2
6	Miscellaneous unitary	0	0	0	0	0	0	0	2	2	0	2	2
7	Travancore Devaswom Board	0	0	0	1	0	1	0	0	0	1	0	1
Total		3	4	7	2	7	9	2	8	10	7	19	26

D = Degree colleges; P = Postgraduate colleges; T = Total

3.8.1.3. Sample phase-III-Courses offered:

On the basis of the sample frame as per Table 3.7 above, twenty six colleges are provisionally selected. The number of courses offered in the provisionally selected colleges are tabulated to ascertain whether the provisional selection satisfies the sample design as per the third sample phase, viz., 20 per cent of the courses offered in the Universe. Table 3.8 gives the result of such tabulation.

Table 3.8

NUMBER OF COURSES OFFERED IN THE PROVISIONALLY
SELECTED COLLEGES AND ITS PERCENTAGE

Sl. No.	Name of Mana- ging agency	Number of courses in the selected colleges			Percentage of the Universe		
		D	P	T	D	P	T
1	2	3	4	5	6	7	8
1	Christian communities:						
(i)	Catholic	47	19	66	16.79	22.35	18.08
(ii)	Non-Catholic	44	15	59	31.70	31.30	31.56
2	State Government	41	19	60	23.16	22.89	23.10
3	Nair Service Society	24	13	47	21.24	43.30	32.09
4	Sree Narayana Trust	20	11	31	21.73	44.00	26.49
5	Muslim community	11	5	16	15.94	17.86	16.49
6	Miscellaneous unitary	21	5	26	22.59	20.08	22.22
7	Travancore Devaswom Board	7	0	7	35.00	0.00	30.40
Total		215	87	302	21.87	26.89	23.01

D = Degree courses; p = Postgraduate courses; T = Total

3.8.2. Other criteria applied in the provisional selection

- a) Location of the college: In the case of selection of colleges belonging to one managing agency under a particular University, location of the colleges is taken as the basis for selection in order to maintain rural-urban equilibrium.
- b) Representation to Women's colleges: Two women's colleges are included in the provisional selection.
- c) Representation to Backward district: 'Malappuram' is the only backward district identified by the University Grants Commission for the purpose of granting assistance. Out of 5 postgraduate colleges located in this district, two are, therefore, included in the provisional selection to satisfy the need of backward representation.

As a result of the inclusion of these additional criteria over and above the sample frame fixed as per Table 3.7, the percentage of courses in the selected colleges belonging to Muslim Community has gone down to 15.94 per cent for degree courses and to 17.86 per cent for postgraduate courses. Similarly, the percentage of degree courses under Catholic Christian Managements also has diminished to 16.79 per cent. Since the overall percentage of both degree courses and postgraduate courses is above 20 per cent and because the provisional selection satisfies the three sample phases originally set as well as the three additional criteria mentioned above, it has been decided to accept the provisional selection as the final list for further enquiry. The list of colleges selected for study is given in Table 3.9.

Table 3.9
LIST OF COLLEGES SELECTED FOR STUDY

Sl. No.	Name of the University	Name of the college	Name of the Managing agency	Size	District	Year of Establishment
1	2	3	4	5	6	7
1	Kerala University	University College, Trivandrum	State Government	D x P	Trivandrum	1866
2	"	Mahatma Gandhi College, Trivandrum	Nair Service Society	x	"	1948
3	"	Christian College, Kattakada	Church of South India-- South Kerala Diocese	x	"	1965
4	"	Fathima Matha National College, Quilon	Diocese of Quilon	x	Quilon	1951
5	"	Sree Narayana College, Quilon	Sree Narayana Trust	x	"	1948
6	"	T.K. Madhava Memorial College, Nangiarkulangara	"	x	Alleppey	1964
7	"	Christian College, Chengannur	Marthoma Church	x	"	1964

7

3 4

1	2	3	4	5	6	7
				D	P	
8	Mahatma Gandhi University	St. Aloysious College, Edathua	St. George Church, Edathua	x	Alleppey	1965
9	"	Marthoma College, Thiruvalla	Marthoma Syrian Church	x	Pathanam-thitta	1952
10	"	Government College, Kottayam	State Government	x	Kottayam	1972
11	"	Assumption College, Changanacherry	Arch Diocese of Changanacherry	x	"	1950
12	"	Baselious College, Kottayam	Malankara Orthodox Church	x	"	1964
13	"	Nair Service Society Hindu College, Changanacherry	Nair Service Society	x	"	1949
14	"	Devaswom Board College, Thalayolaparampu	Travancore Devaswom Board	x	"	1965
15	"	St. Albert's College, Ernakulam	Arch Diocese of Verapoly	x	Ernakulam	1946
16	"	Union Christian College, Alwaye	Union Xian College Association	x	"	1921

				2	7	

1	2	3	4	5	6	7
				D	P	
17	Calicut University	Government College, Trichur	State Government	x	Trichur	1972
18	"	Panampally Memorial Govt. College, Chalakudi	"	x	"	1975
19	"	Christ College, Iringalakuda	Christ College Educational Society	x	"	1956
20	"	St. Mary's College, Trichur	C.M.C. Education Society	x	"	1946
21	"	Sree Krishna College, Guruvayoor	Guruvayoor Devaswom Board	x	"	1964
22	"	Muslim Education Society Ponnani College, Ponnani	Muslim Education Society	x	Malappuram	1968
23	"	Pocker Sahib Memorial Orphanage College, Thirurangadi	P.S.M.O. College Society	x	"	1968

1	2	3	4	5	6	7
				D P		
24	Calicut University	St. Joseph's College, Devagiri	Carmalite of Mary Imaculate	x	Calicut	1956
25	"	The Zamorin's Guruvayoorappan College, Calicut	H.H. The Zamorin of Calicut	x	"	1877
26	"	Government Arts and Science College, Calicut	State Government	x	"	1964

				2	8	
=====						

D = Degree College

P = Post-Graduate College

3.9. Assignment of code words

In order to avoid the difficulty of repeating the lengthy full names of the selected colleges in the Tables that follow, certain code words are assigned to them. The names of the colleges will hereafter be abbreviated to those code words in Tables, while their full names will be used in the descriptive part of the report. The code words assigned to each of the selected colleges are given in Table 3.10.

TABLE 3.10
CODE WORDS OF COLLEGES IN THE SAMPLE

Serial Number	Name of the College	Code word
1	2	3
1	Assumption College, Changanacherry	AC
2	Aloysius College, Edathua	AE
3	Baselious College, Kottayam	BK
4	Christian College, Chengannur	CC
5	Christian College, Iringalakkuda	CI
6	Christian College, Kattakada	CK
7	Devaswam Board College, Thalayola- parampu	DT
8	Fathima Matha National College, Quilon	FQ
9	Mahatma Gandhi College, Trivandrum	MG

1	2	3
10	Muslim Education Society Ponnani College, Ponnani	MP
11	Marthoma College, Thiruvalla	MT
12	Nair Service Society Hindu College, Changanacherry	NC
13	Pocker Sahib Memorial Orphanage College, Thirurangadi	PT
14	ST. Joseph's College, Devagiri	SD
15	ST. Albert's College, Ernakulam	SE
16	Sreekrishna College, Guruvayoor	SG
17	ST. Mary's College, Trichur	ST
18	Sree Narayana College, Quilon	SQ
19	T.K. Madhava Memorial College Nangiarkulangara	TN
20	Union Christian College, Alwaye	UA
21	Zamorin's Guruvayoorappan College, Calicut	ZC
22	University College, Trivandrum	TVM
23	Government College, Kottayam	KTM
24	Panampally Memorial Government College, Chalakkudi	CDY
25	Government College, Trichur	TCR
26	Government Arts and Science College, Calicut	CLT

Chapter IV

CULTURAL AND SOCIAL ENVIRONMENT OF HIGHER EDUCATIONAL =====

INSTITUTIONS IN KERALA =====

The management process of any form of organised endeavour is to a great extent conditioned and formulated by environmental factors. These environmental factors may be either social, cultural, economical, political and technological or all these factors working together. In fact, influence of one or the other of these factors is likely to be more intensive in an open system like higher educational institution. Among the varying environmental factors that influence the management process of higher educational institutions, social and cultural factors seem to predominate, and the present chapter makes an attempt to

survey briefly the extent of influence exerted by these two factors. The chapter is divided into two parts. The first part analyses, on a historical perspective, the developments in organised form of university education in the State before and after the establishment of statutory universities, the role played by Government and Private agencies and the role conflict that ensue between them. The second part makes a quantitative assessment of the system of education in arts and science colleges in Kerala.

4.1.1. Developments before establishing statutory Universities in the State

The proverbially high rate of literacy in Kerala,¹ which ranks the state first among other Indian States, is not a recent development consequent on a sudden spurt of educational activities. It is, on the contrary, a long standing phenomenon, the roots of which have to be sought in the inherent desire for knowledge and love of learning of the people fostered and nourished by the liberal educational policies of the enlightened rulers of the erstwhile princely states.

¹ GROWTH RATE OF LITERACY IN IN INDIA AND KERALA
(in percentage)

Year	1901	1911	1921	1931	1951	1961	1971	1981
INDIA	5.35	5.92	7.16	9.50	16.67	24.02	29.45	36.03
KERALA	11.14	13.31	19.02	21.34	40.47	56.85	60.42	70.42

Source: Census of India - Serial 10 - Kerala
(Directorate of Census Operations, Kerala, 1982)

Educational institutions flourished in Kerala even in very ancient times. They were of three types: the Kudipallikudams (elementary schools) the Kalaries (physical and military training schools) and the Patasalas (Vedic Schools). The Pallikudams owed their origin to Buddhist or Jain influence, the Kalaries had a Dravidian origin and the Patasalas were Brahminical in character.² Higher learning was imparted in separate institutions called the Salais in South Kerala and Subha Mutts or Temple Universities in central and north Kerala. These centres of advanced studies came into vogue in the 9th century A.D., largely because of royal patronage. Admissions to these institutions were restricted to Namboothiri Youths and the system of education was that of the residential type known as the 'Gurukula Vidyabhyasa'. Like our modern Universities, these Subha Mutts conducted examinations and awarded degrees. Eminent scholars were honoured by awarding the degree of 'Bhattathiri'. To win such honours, candidates had to submit either a thesis for the approval of eminent scholars or to present themselves before an assembly of eminent scholars and prove their proficiency.³ Obtaining the title of Bhattathiri had not been an easy task and it is said that Melpathur Narayana

² Mathew M. Muzhiveli, Education in Ancient Kerala (Mal.) (Trivandrum: Balan Publications, 1947), p.43.

³ Ibid., p.75.

Bhattathiri, the celebrated author of Narayaneeyam, was successful only on the seventh occasion with his famous treatise on Sanskrit Grammar Prakriya Sarvaswam. Regular seminars and disputations were held in those days inside temple precincts which without hesitation we may rank with the Universities' of the Middle Ages in the West.⁴ In the further south many such Universities sprang up in later years. Some of them even in Organisational matters bore a close resemblance with the famous Universities of North India like Nalanda and Vikramasala.⁵ It is believed that during the second century A.D. there was one such University in 'Thirkanamathilakam' near Thiruvanchikulam, the then capital of Kerala.⁶

English education began in Travancore much earlier than in most parts of British India and before any other native state took initiative to introduce it. It was the Christian Missionaries who laid down the foundation of modern higher education in Kerala. The pioneering efforts of the Missionaries, supported by liberal state patronage, led to the

⁴ Silver Jubilee Celebrations Committee, University of Kerala - Silver Jubilee Volume (Trivandrum: University of Kerala Publication, 1963), p.3.

⁵ Ibid.

⁶ K.P. Padmanabha Menon, A History of Kerala, ed. G.K. Krishna Menon (Ernakulam: Cochin Government Press, 1937), IV, p.503.

establishment of several english schools at different parts of Kerala, consisting of the princely States of Travancore, Cochin and the Malabar District of the Madras presidency. These schools gradually got the approval of the Madras University to present candidates for matriculation examination and in course of time they were converted into colleges affiliated to the Madras University. English Education spread in the princely States of Travancore and Cochin at a quicker pace than in the District of Malabar, directly administered by the British, and the credit for this speedy dissemination of the new knowledge goes to the rulers of the princely states who firmly believed that education was the only means to liberate the masses from wants, disease, ignorance and poverty.

In 1818 Re: Mead founded the Nagercoil Seminary which was the first institution to give regular english education in Travancore.⁷ The seminary gradually grew up into a second grade college. In 1816 the Syrians established a college at Kottayam, originally meant for training religious functionaries, but later on thrown open to secular education. H.H. Rani Lakshmi Bayi granted a donation of Rs.20,000 to the funds of the college.⁸ Direct State

⁷ T.K. Velu Pillay, The Travancore State Manual (Trivandrum: Government of Travancore, 1940), III, p.698.

⁸ Ibid., p.699.

interference in the field of higher education began in 1817 when Her Highness Rani Gouri Parvathy Bayi issued a rescript⁹ directing that the state should defray the entire cost of education of its people. In 1834 H.H. Swathi Thirunal, (the famous composer) the Maharaja of Travancore, visited the Nagercoil¹⁰ seminary and invited Mr. Roberts, the Head Master, to establish an English School at Trivandrum. The 'Free School' thus established was taken over by the State in 1835 and was called the Maharaja's Free School. In 1866 the school was raised to the status of a college and affiliated to the Madras University. This college was known as H.H. The Maharaja's College of Trivandrum.¹¹ State endeavours under the auspices of the royalty was brisk during this period in starting more and more schools and colleges. In 1864 the Sarkar Girls School was started; in 1895 the Government Normal School was established; and in 1917 the Government Sanskrit School began functioning in Trivandrum. Later on

⁹ Rescript - an official policy statement having the effect of an order of the State.

¹⁰ Nagercoil - a place 69 kms. south of Trivandrum, was part of the erstwhile State of Travancore, now ceded to Madras State.

¹¹ In 1924 the Arts and Science Departments of the College were bifurcated and the Arts Department was shifted to Thycaud to form the H.H. The Maharaja's College of Arts. The former college was re-designated as H.H. The Maharaja's College of Science. This college became the nucleus of the University of Travancore during 1937-57 and from 1937 it began to be known as the H.H. The Maharaja's University College, Trivandrum.

all these schools were expanded into colleges. The Girls School became the H.H. The Maharaja's Women's College in 1897, the Normal School was converted into a Post-Graduate Training College in 1911 and the Sanskrit School was raised to the status of a Sanskrit College in 1936. In addition in 1875 a Law College was also started in Trivandrum. In the private sector the St. Berchman's School founded in 1891 at Changanacherry was converted into a college in 1922. A group of men belonging to different christian denominations of Travancore started the Union Christian College at Alwaye in 1921.

English Education in the princely state of Cochin began in 1818 when a grant-in-aid school was started at Mattancheri by Christian Missionaries. This was followed by the establishment of Government English Schools in Trichur and Thripunithura in 1837. The Government School started at Ernakulam in 1845 became a college in 1875 and it came to be known as H.H. The Maharaja's College, Ernakulam. In the private sector the Catholic Diocese of Trichur started St. Thomas College, Trichur in 1921.

Development of higher education in the Malabar District during the above period witnessed the establishment of four colleges, all under private management. A school started at Calicut in 1849 by the Basel Evangelical Mission was converted into a college in 1909, the Brennen High School founded at Tellicherry in 1862, became a college

in 1890. (This college was taken over by the Government in 1919). The present Government Victoria College at Palghat began as a Private School in 1866 and it became a college in 1888. An English School started in 1877 by H.H. Sir P.K. Manavikrama Maharaja Bahadoor, the Zamorin of Calicut for the exclusive use of the members of his palace was later thrown open to all caste Hindu boys. It functioned as the nucleus for a College in 1879.¹²

A review of the developments of higher education during the period prior to the establishment of statutory Universities in this state reveals the active participation of the state both in establishing institutions of its own and in promoting private efforts in this field by liberal patronage.

4.1.2. Development of Universities in the State

The first University in the princely State of Travancore namely the Travancore University, constituted under the Travancore University Act of 1937, came into existence on 1 November 1937. The feasibility of establishing a University in the state had already been examined by three committees set up in 1919, 1923 and 1932. The most important objective of the University was the development of

¹² The Present Zamorin's Guruvayoorappan College, Calicut.

technological education with a strong practical bias and the establishment of a College of Technology. The development of Malayalam literature and the conservation of what is best in Kerala Art and Culture were also stressed while stating the objectives of the University. H.H. The Maharaja of Travancore Sir Bala Rama Varma was the first Chancellor, Sir C.P. Ramaswami Aiyar, the Dewan of Travancore, was appointed to hold the post of Vice-Chancellor in addition to his duties as Dewan. When the University was started, the literacy percentage in the state was 28.9 per cent and there was a school for every two square miles.¹³ Ten colleges formerly affiliated to the Madras University (six Government Colleges and four Private Colleges) were affiliated to the Travancore University at its inception. In 1939 the Government broadened the activities of the University by transferring to it the administrative control of all the Government Colleges hitherto managed by the Director of Public Instruction. The officers and teachers of the University were treated as Government servants governed by the State Service Regulations. Sir C.P. Ramaswami Aiyar continued as Vice-Chancellor upto 1947 and during the period of his administration he gave effective leadership in co-ordinating the activities of the University and the Government. In 1949

¹³ University of Kerala Silver Jubilee Publication,
 Op.cit., p.27.

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after the merger of the princely State of Cochin with Travancore the Colleges in the Cochin area also came under the control of the Travancore University.

After the formation of the Kerala State on 1 November, 1956, the University of Travancore was reconstituted into a teaching, affiliating and federal University for the whole State of Kerala vide the Kerala University Act of 1957. The proclaimed objectives of the University were the conservation, promotion and development of Kerala Art and Culture and the Malayalam language and the gradual change of the medium of instruction into Malayalam in all the educational institutions of the State, as well as the provision of greater facilities for post-graduate study and original research in all branches of learning by establishing centres of post-graduate study and original research in different parts of the state. Nineteen institutions under the control of the University were transferred back to the control of the State Government, the teachers of the University ceased to be Government servants and the University thereafter had only departments and affiliated colleges, and no constituent colleges. The administrative control of the Government colleges throughout the State was brought under the Directorate of Collegiate Education in 1957.

Following the recommendations of the Kothari Commission, the State Government accepted the 'ten plus two

plus three' pattern in 1964. In fact the pattern had by the time become an all India pattern. The immediate concern before the State Government then was to find out an appropriate place to accommodate the 'plus two' stage. The first alternative was to declare it as a higher secondary course (as has been done in more than 80 per cent of the states in India) and in that case it has to be accommodated in high schools. The second alternative was to treat the 'plus two' course as a 'Pre-degree' course. Considering the poor facilities available in almost all high schools, Government decided to accommodate this course in separate institutions called 'Junior Colleges' affiliated to the University. A number of Junior Colleges were therefore sanctioned and the 'plus two stage' in the state became a part of University education. It was hoped that in addition to providing a preparatory course of studies for students intending to go on to a degree course, these Junior Colleges would develop some self contained vocational and job oriented courses for those who wished to terminate their formal education at the end of two years.¹⁴ But gradually the private managements of Junior Colleges approached the Government and the University to 'upgrade' those colleges to start degree and post-graduate courses. Both Government and the University, yielded to their demands and most of the 'Junior Colleges' were upgraded. Thus, the original idea behind the formation

¹⁴ A Study of the Christian Colleges in Kerala,
 Op.cit., p.12.

of Junior Colleges has been watered down. As a result the size of the Colleges in the state has become unwieldy, the campus has become more troublesome and the administrative machinery has become strained and cumbersome. The University Grants Commission gives assistance to affiliated colleges only for the development of degree and post-graduate courses, and the plus two pre-degree course attached to colleges receive no assistance for development. Naturally the affiliated colleges tend to divert assistance earmarked for other courses to pre-degree courses too and therefore some of the educationalist believe that the clubbing of the pre-degree course with other higher courses has adversely affected the entire higher education system in Arts and Science Colleges.

By the year 1968, the University of Kerala had become one of the largest among the Universities in the country. There were 149 affiliated colleges (including Junior Colleges) spread-over the entire state. Proper administration of the University became difficult to the authorities and on the recommendations of a committee the University of Calicut was instituted in 1968. Fifty six colleges spread-over six districts in the Malabar area were affiliated to that University. Like the Kerala University, the University of Calicut is also a teaching, affiliating and residential type. With the objective of developing higher education with particular emphasis on post-graduate studies and research in applied

science, technology, industry and commerce the third University, The University of Cochin established in 1971 is a federal type University.¹⁵ In 1983 one more University was formed as a teaching, affiliating and residential type namely the Gandhiji University¹⁶ by bifurcating the Kerala University. Its territorial jurisdiction extends over three districts and five taluks and its headquarters is at Kottayam. With the establishment of the Gandhiji University, the Kerala University has become the smallest University in the State (among teaching and affiliating type) both in terms of territorial jurisdiction and in the number of affiliated colleges.

4.1.3. Minority Rights and Private Managing Agencies

The period following 1957 witnessed a rapid growth of colleges especially in the private sector. At present more than 85 per cent of the private colleges are owned and managed by religious sects or social organisations based on caste ties. More than 72 per cent of the colleges in the private sector belong to minority communities. Minority communities enjoy constitutional privilege to establish and administer educational institutions of their choice under Article 30 of

¹⁵ The University of Cochin has been redesignated as University of Science and Technology, Cochin, in 1986.

¹⁶ The Gandhiji University has been redesignated as Mahatma Gandhi University in 1988.

the Constitution of India.¹⁷ Some of the observations made by various High Courts and the Supreme Court regarding the ambit and scope of this Article are as under: (1) An individual member or a group from a minority community can exercise the right given under this Article, provided the educational institution established is for the benefit of the community; (2) The effective management of the affairs of the educational institution is the right of the minority community establishing it, and the minority community have the right to form their own governing bodies to manage their educational institutions without State interference; (3) However the State can regulate the exercise of this right by reasonable measures, and the reasonableness of a condition put on the exercise of this right has to be judged in relation to the good it will do to the minority community and institutions concerned and not in relation to the general public interest; (4) Even regulatory measures that are not totally destructive of the substance of the right given in this

¹⁷ Article 30 of the Constitution

Right of minorities to establish and administer educational institutions: (1) All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice. (2) The state shall not, in granting aid to educational institutions, discriminate any educational institutions on the ground that it is under the management of a minority, whether based on religion or language.

Article, but only abridge the same are unconstitutional; and (5) It is lawful on the part of the State to prescribe curriculum and syllabi, qualifications of teachers, service conditions of teachers and standards of education as conditions for granting recognition, affiliation or grant in aid to such institutions. It can also be seen that Article 30 comes under Part III of the Constitution dealing with fundamental rights. The right to enforce fundamental rights through the highest Courts in this country is also a fundamental right under the same Part.

There were widespread allegations against private managing agencies receiving pecuniary benefits for appointments of teachers and administrative staff and admission of students. Unions of teachers and students, political parties and members of the legislature raised these complaints very often and clamoured for reform. The agitation for redressal and reform gained strength and momentum during 1968-69 and the Government, in response, came forward with a new Act, The Kerala University Act of 1969, repealing the former Act of 1957. The new Act laid down certain deterrent provisions (vide section 49 to 63 of the Act) to curb the powers of the private agencies. The right to manage a college was taken away from the founders of the college and was vested in a 'Governing body' for a unitary type college (an agency having only one college under its control) and in a 'Management Council' for

colleges under Corporate type of management. The Governing body consisting of eleven members included one nominee each of the Government and University, the Principal of the concerned College, one elected member of the teaching staff and the remaining members nominated by the managing agency.¹⁸ The Management Council consisting of 21 members included one nominee each of the Government and University; two elected members of the teaching staff, one Principal of the Colleges by rotation and the rest of the members being nominated by the concerned Corporate management.¹⁹ Thus apparently the founders of the College retained an upper hand in the composition of the bodies. But it was also provided that the Governing body or the Management Council should administer the college/colleges in accordance with the provisions of the Act and Statutes, Ordinances, Regulations etc. made by the University from time to time.²⁰ The authority to prescribe the powers, functions and procedures to be followed in managing the college/colleges was the University.²¹ The Governing Body or the Management Council as the case may be was given the status of a body corporate having perpetual succession and a common seal. Thus the position of these

¹⁸ Section 48 of the Kerala University Act 1969.

¹⁹ Sections 49 of the Act.

²⁰ Sections 48(5) and 49(5) of the Act.

²¹ Sections 48(6) and 49(6) of the Act.

newly created bodies was such that once they are created they go beyond the hands of the managing agencies and obey commands only from the University. If any managing agency refuses to fall in line with the commands as aforesaid, Government reserves the right to confiscate the management of the college and entrust it to the University for an initial period of two months.²² Thirty six writ petitions questioning the validity of the Act were filed before the High Court of Kerala in 1969. Among them, thirty three were from different denominations of the Christian community and the other three were in the names of (i) Sree Sankara College Association, Kalady (unitary type), (ii) Sree Narayana Trust, Quilon, (Corporate type) and (iii) Nair Service Society, Changanacherry (Corporate type). The last three petitioners belonged to different groups in the Hindu Community. On an unfavourable judgement from the High Court, the State and the University preferred appeal in the Supreme Court.²³ At the hearing the State Government submitted before the Supreme Court that any provision of law or regulatory measure held inapplicable to minority institutions will not be enforced against the majority institutions also.²⁴ The Supreme Court dismissing

²² Section 63.

²³ "State of Kerala Vs Very Rev. Mother Provincial etc." All India Reporter (Nagpur: All India Reporter Ltd., 1970), Supreme Court, p.2079.

²⁴ Ibid., p.2081.

the appeals of the Government and University (with cost) held the regulatory provisions as unconstitutional and ultra vires.²⁵ It was argued before the Court that the regulatory provisions were made in the Act with good intention to safeguard the interest of higher education in the state and also on a par with the suggestions of the Kothari Commission. The Supreme Court observed: "We have no doubt that the provisions of the Act were made bonafide and in the interest of education, but unfortunately they do affect the administration of those institutions and rob the founders of that right which the Constitution desires should be theirs".²⁶ The constitution of Governing bodies and Management Councils is again incorporated in the Kerala University Act of 1974. The number of members in the Governing bodies is raised to 13 by giving additional representation to the Chairman of the College Union and an elected representative of the non-teaching, staff of the College.²⁷ The number of members in the Management Council is also raised to 23 in the same way.²⁸ All other provisions in the old Act giving 'blanket' powers to the University

²⁵ The Court struck (1) Section 48(2) (4) and (6);
 down: (2) Section 49(2) (4) and (6);
 (3) Section 53(1) (2) (3) and (9);
 (4) Section 56(2) and (4); and
 (5) Section 58 and 63 of the Act of 1969.

²⁶ All India Reporter, Op.cit., p.2085.

²⁷ Section 52 of the Kerala University Act of 1974.

²⁸ Section 53 of the Act.

disappeared in the new Act. However, it is provided that these Governing bodies or Management Councils shall advise the Unitary management or Corporate Management, as the case may be, in all matters relating to the administration of the private college/colleges in accordance with the provisions of the Act and Statutes, Ordinances etc. made thereunder.²⁹ It is not specifically stated in the Act that the concerned managing agencies are bound to adhere to the advice given by these bodies. Private managing agencies did not fail to question the Constitutional validity of these provisions in the Court and the matter is still pending decision before the High Court of Kerala .

4.1.4. Grant-in-Aid System and Direct Payment System

Until 1962 the entire financial requirements for running Private Colleges were met by the concerned managing agencies. The State Government introduced the grant-in-aid system in 1962 which provided the Colleges with a teaching grant covering 60 per cent of the deficit of the running expenses of the colleges. In 1967 the percentage of the grant was raised to 80. The deficit was the difference between the income from tuition and other fees and the actual expenses on salaries and other revenue expenses. In 1970

²⁹ Sections 52(3) and 53(3) of the Act.

the teachers of Private Colleges put forward the demand for direct payment of their salaries by Government on a par with those of the Government College teachers. One among the strong reasons favouring the teacher's above demand was the implementation of the staff pattern and scales of pay in respect of non-teaching staff in vogue in Government Colleges to their counterparts in Private Colleges in 1970. Government appointed the Padmakumar Commission to study and advise the feasibility of the demand. Considering the huge financial commitment involved in the system and absence of any Governmental control over private colleges, especially in the light of Supreme Court decisions, the Commission advised the Government not to yield to the demand. Things headed on to a crisis when private college teachers went on strike for 62 days in 1971. Side by side with the agitation of teachers, students organisation, particularly those groups affiliated to the political parties in power, put forward the very legitimate demand for equalisation of tuition fees. The fees charged by private colleges were a bit higher than those in Government Colleges. They also wanted to have a rational principle to be followed in the admission of students and appointment of staff in private colleges. Teachers union supported the students not simply because the students also voiced their grievances, but because equalisation of fees detrimental to the interests of the management would also bring them into

the fray and a total paralysis of the higher education system would force the Government to succumb. The prolonged agitation of the students compelled the Government to issue orders equalising fees in all colleges in June 1972. Private College managements refused to accept the order unless the Government was prepared to compensate the deficit. Government turned down the request. Alternatively Government put forward the proposal of introducing direct payment of salaries to all staff and defraying the entire revenue expenses for running the colleges on a pre-determined proportion, provided Private management were prepared to accept certain norms for selection of staff and admission of students. The norms prescribed by the Government were not acceptable to Private managements. They declared strike and a good number of colleges remained closed for 52 days in 1972. Thus the prolonged agitation by students, teaching staff and private college managements, created quite an embarrassing situation during 1970-72 in the field of higher education. Party politics, communal politics and pressure groups within and without the Government seemed to have played their respective roles in the complicated issue. At last the whole issue was brought before the Central Government and after informal discussions by the central leaders with all the affected parties an agreement was arrived at. The Private college managements accepted a modified version of the original norms prescribed by the Government for the selection of staff and admission

of students. In turn, Government agreed to disburse the entire salary of teaching staff and also pay a per-capita grant towards contingency and maintenance expenses of colleges. The colleges have to collect the prescribed tuition fees and remit the amount to the Government. It was also decided to implement the scheme by the Government entering into independent agreements³⁰ with each one of the Unitary managements and Corporate managements. Thus the scheme of direct payment came into force in September 1972 with retrospective effect from 1st June 1972. Details of the conditions of the agreement (known as Direct Payment Agreement) so far as necessary for this study are discussed among other things in Chapter V.

4.2. A Quantitative Assessment of the System

Quantitative assessment of higher education in Arts and Science colleges is undertaken under three different but closely related aspects, viz. growth rate of enrolment in higher education; the problem of increasing numbers; and the subsequent increase in expenditure.

4.2.1. Growth Rate of Enrolment in Higher Education

Table 4.1 below gives the enrolment number of students during 1974-75 to 1984-85 in the Arts and Science colleges in the State.

³⁰ Government, later on, incorporated the conditions of the agreement in an Order, viz. G.O.MS.185/72 Edn dated 30-8-1972.

Table 4.1

ENROLMENT OF STUDENTS IN THE ARTS AND SCIENCE COLLEGES OF KERALA

Year	Total enrolment	Index of growth
1	2	3
1974-75	1,53,240	100.0
1975-76	1,64,987	107.6
1976-77	1,75,992	114.8
1977-78	1,84,467	120.4
1978-79	1,95,070	127.3
1979-80	2,09,931	136.9
1980-81	2,40,318	156.8
1981-82	2,67,151	174.3
1982-83	2,87,304	187.4
1983-84	2,92,456	190.8
1984-85	2,97,452	194.1

Source:- Directorate of Collegiate Education,
Government of Kerala, Trivandrum.

Taking the academic year 1974-75 as the base, the average annual growth rate in the enrolment of students during the period ending 1984-85 is 9.4 per cent. This growth rate applies to all the three courses of study, i.e. pre-degree, degree and post-graduate taken together.³¹ A coursewise break-up of enrolment is shown in Table 4.2.

Table 4.2
BREAK-UP OF ENROLMENTS IN ARTS AND SCIENCE COLLEGES
IN KERALA

Year	Enrolment in Pre- Degree Courses	Index of growth	Enrolment in Degree & Post-gra- duate courses	Index of growth
1	2	3	4	5
1974-75	87,583	100.0	65,657	100.0
1975-76	1,01,546	115.9	63,441	96.6
1976-77	1,06,555	121.6	69,437	105.7
1977-78	1,07,152	122.3	77,315	117.7
1978-79	1,11,434	127.2	83,636	127.3
1979-80	1,23,858	141.4	86,073	131.1
1980-81	1,46,296	167.0	94,022	143.2
1981-82	1,67,559	191.3	99,592	151.7
1982-83	1,81,591	207.3	1,05,713	161.0
1983-84	1,86,296	212.7	1,06,160	161.7
1984-85	1,88,601	215.3	1,08,851	165.8

Source:- Directorate of Collegiate Education,
Government of Kerala, Trivandrum.

³¹ The two official source of Secondary data in Kerala are the Economic Review published by the State Planning

The average annual growth rate of pre-degree courses is 11.5 per cent and that of degree and post-graduate courses is 6.6 per cent. This fact indicates that average annual growth of the total enrolment (9.4 per cent as per table 4.1) is considerably influenced by the high enrolment in pre-degree. The average annual growth in enrolment in higher education (excluding pre-university, intermediate, pre-professional etc.) in India for the period from 1974-75 to 1984-85 is 4.87 per cent.³² Compared with the corresponding percentage of 6.6 in Kerala, it is evident that the growth rate in enrolment is high in Kerala. But this growth rate than the national average does not rank the State first or near first among all other Indian States in respect of enrolment in higher education as is commonly believed. Table 4.3 given below compares growth in enrolment in different states in India.

 Board and Statistics for Planning published by the Department of Economics and Statistics, Government of Kerala. Enrolment figures of Arts and Science colleges given in these two documents are found slightly different. Hence primary data is used in Tables 4.1 and 4.2. The variation in figures is highly insignificant.

³² Computed from the figures given in U.G.C. Annual Report 1985-86 (New Delhi: University Grants Commission), Appendix IX-II, p.vii.

Table 4.3

GROWTH IN ENROLMENT IN DIFFERENT STATES/UNION TERRITORIES
IN INDIA

Sl. No.	States/ Union Territories	Average annual com- pound rate of growth from 1980-81 to 1984-85
1	2	3
1	Andhra Pradesh	.. 9.2
2	Assam	.. 13.4
3	Bihar	.. 20.1
4	Gujarat	.. 4.0
5	Haryana	.. 6.1
6	Himachal Pradesh	.. 9.0
7	Jammu Kashmir	.. 4.5
8	Karnataka	.. 6.0
9	Kerala	.. 4.5
10	Madhya Pradesh	.. 6.4
11	Maharashtra	.. 6.3
12	Manipur	.. 14.7
13	Meghalaya and Nagaland	.. 2.3
14	Orissa	.. 5.3
15	Punjab	.. 2.5
16	Rajasthan	.. 4.3
17	Tamil Nadu	.. 5.1
18	Uttar Pradesh	.. 1.8
19	West Bengal/Tripura and Sikkim	9.7
20	Delshi	.. 6.6

Median = 6.05

Source: U.G.C. Annual Report, 1984-85,
Op.cit., Appendix III, p.x.

Note:- The above rate of growth is calculated
after excluding enrolment in pre-
university, intermediate,
pre-professional etc.

The rate of growth in Kerala is below the median. Kerala is one of the few states where pre-degree course is a part of the collegiate education. We have already seen in Table 4.2 that the total rate of growth is considerably influenced by the rate of growth at the pre-degree level. Thus it seems that, at institutional level, the State of Kerala is also facing the problem of numbers.

4.2.2. Problem of numbers

One of the problems before the higher educational administrators in India and in the state of Kerala is the problem of numbers. In fact all the developing economies in the world are facing this problem. A study of this aspect conducted on a global basis revealed that during the period from 1950 to 1981, in the third world countries as a whole, the number of enrolment in higher education multiplied 18 times, they were growing at 9.8 per cent per year, doubling every seven years.³³ The high rate of growth in enrolment may be due to the social demand approach to educational planning followed in these countries. Reviewing the growth

³³ Quoted by Surendra J. Patel, "The Swift Narrowing of the Educational Distance between the Developed Countries and the Third World", Journal of Higher Education, 10, 3 (spring 1985), pp.147-151.

rate in India during the last three decades the University Grants Commission made the following observations:

- (a) "Enrolment at the level of higher education as a proportion of the relevant age - cohort is hardly adequate in spite of the unprecedented growth that has taken place.
- (b) In spite of the fact that there is need to regulate expansion in view of the limitations of resources, it is not easy to deny expansion altogether. The weaker sections of the society have looked upon higher education as the only means for social and economic mobility and to deny them access to higher education would be against all canons of social justice and equality.
- (c) It would not be proper to determine the demand for education from the point of the labour market alone, without due considerations of the social, cultural and humanistic aspect of education." 34

Higher education was once a privilege of a selected few. It was denied to socially backward classes. The policy of the British Government was not in favour of the spread of education in the right manner. After independence the general awareness among the masses regarding the virtues of higher education, development of new areas of knowledge, development of media, liberal policy of the Government etc., positively contributed for this high rate of growth. Status

³⁴ U.G.C. Annual Report 1982-83, Op.cit., p.2.

value of a University Degree in society, lack of enough alternate avenues for study, linking of jobs with University Degrees and the constant reduction in the cost of education from the point of view of parents etc. are other contributory factors helping this high growth rate.

In Kerala, the pioneering and dedicated efforts of social and religious organisations like the Christian Missionaries, Nair Service Society, Sree Narayana Trust, Muslim Education Society and a good number of other independent unitary type organisations, cannot be ignored while assessing the growth of higher educational opportunities in the State.

The staggering growth rate in enrolment and the academic and managerial problems consequent thereon have led the Malcolm S. Adiseshiah Commission to recommend restriction of enrolment. To reduce numbers for pre-degree course, the Commission suggested that admission be restricted to those securing 50 per cent marks or more in the S.S.L.C. examination or that each college admit students on the basis of an aptitude test conducted by it.³⁵ This opinion of the Commission has invited wide criticism. The Commission also recommended to shift the pre-degree courses to Secondary

³⁵ Towards Excellence in Learning, Op.cit., p.124.

Schools that are well equipped and are willing to run this course, or alternatively, conduct the courses in Junior Colleges which on that account should not be upgraded.

4.2.3. Increasing numbers vis-a-vis increasing expenditure

Increase in enrolment naturally leads to increased expenditure and the burden of this expenditure falls upon the Government, especially since the introduction of the system of direct payment of salaries to teachers and other administrative staff. An analysis of the expenditure of the State during the period under review is given in Table 4.4.

Table 4.4

ANALYSIS OF EXPENDITURE OF THE STATE GOVERNMENT
ON HIGHER EDUCATION³⁶

Year	Actual expendi- ture on total Education (Rs. in lakhs)	Index of growth	Actual expendi- ture on total Higher educa- tion (Rs. in lakhs)	Index of growth	Percen- tage of column (4) to (2)
1	2	3	4	5	6
1974-75	10,319	100	1,126	100	10.9
1975-76	12,896	125	1,569	139	12.2
1976-77	14,103	137	1,629	145	11.6
1977-78	14,523	140	1,640	146	11.3
1978-79	16,005	155	1,762	156	11.1
1979-80	18,434	179	1,939	172	10.5
1980-81	21,098	204	2,242	199	10.6
1981-82	24,003	233	2,607	232	10.9
1982-83	26,524	257	3,202	284	12.1
1983-84	30,707	298	3,989	354	13.0
1984-85	34,595	335	4,566	406	13.2

Source: Budget Estimates of the State Government
from 1975-76 to 1985-86.

³⁶ The amounts given in column 4 are the actual expenditure of the State Government towards "University and other higher education"; minor heads of expenditure being -
(a) Direction and Administration, (b) Government Colleges,
(c) Assistance to University for non-technical education
(d) Assistance to non Government Colleges; (e) Institute of higher learning; (f) Scholarships and (g) Other expenses.

As per the Table, the average annual rate of growth of expenditure during the period is 23.5 per cent on total expenditure and 30.6 per cent on higher education expenditure. The rate of growth in expenditure on higher education is high. Column No.6 of the Table seems to show that the attention of the Government on the development of higher education is more concentrated from 1982 - 83 onwards. This shift in expansion seems reasonable in the light of the fact that General Education has already brought with in its fold the maximum number of enrolments within the prescribed age groups. Data in Table 4.5 compares the growth rate of enrolment in General education with that in Higher Education.

Table 4.5

COMPARISON BETWEEN THE RATE OF GROWTH OF ENROLMENT
IN GENERAL EDUCATION AND HIGHER EDUCATION

Year	Index of growth in enrolment in General Education	Index of growth in enrolment in Higher Education
1	2	3
1974-75	100	100
1975-76	98.6	107.6
1976-77	99.9	114.8
1977-78	102.5	120.37
1978-79	103.3	127.3
1979-80	104.1	136.9
1980-81	104.5	156.8
1981-82	105.5	174.3
1982-83	105.3	187.4
1983-84	105.6	190.8
1984-85	106.0	194.1

Source:- (1) Column No: 2 - Directorate of Public Instruction, Government of Kerala, Trivandrum
(2) Column No. 3 - Table 4.1, Column 3 of this study.

During the period under review the school education showed an annual average growth rate of only 0.6 per cent whereas it is 9.4 per cent in higher education. This is because in school education the enrolment ratio rose upto 96.4 per cent in the age group of 5-9 and 86.2 per cent in the age group of 9-11 as recorded in the 1981 census.³⁷ Thus the State has already made sufficient progress in achieving its Constitutional obligation to provide free and compulsory education for all children upto the age group of 14. Since the enrolment in the school education reached its target, Government has to concentrate more on higher education, which is more capital intensive and to an extent specialised in nature. Table 4.5 gives an indication that there is a move towards this direction from 1982 - 83 onwards.

The average growth rate in expenditure on higher education in Kerala is 30.6 per cent (Table 4.4) and it is comparatively higher than the average growth rate in enrolment which is 9.4 per cent (Table 4.1), taking Arts & Science Colleges as the base. Comparing the annual growth rate in enrolment with that in real expenditure on higher education as given in Table 4.6, it can be seen that the average growth rate in real expenditure (10.9 per cent) is a little bit higher than the growth rate in enrolment.

³⁷ Government of Kerala, Economic Review - 1985 (Trivandrum: State Planning Board, 1986) p.65.

Table 4.6

RATE OF GROWTH IN REAL EXPENDITURE OF THE STATE
ON HIGHER EDUCATION

Year	Actual expenditure (Rs. in lakhs)	Real expenditure ³⁸ (converted in to 1970-71 prices) (Rs. in lakhs)	Index of growth of real expenditure
1	2	3	4
1974-75	1,126	644	100
1975-76	1,569	907	141
1976-77	1,629	924	143
1977-78	1,640	883	137
1978-79	1,762	949	147
1979-80	1,939	891	138
1980-81	2,242	871	135
1981-82	2,607	927	144
1982-83	3,202	1110	172
1983-84	3,989	1262	196
1984-85	4,566	1349	209

³⁸ All India Wholesale Price Index Numbers (Source Reserve Bank of India Bulletins during the periods mentioned in Column No.1) are used for converting the money expenditure into real expenditure.

Eventhough the State of Kerala stands first in expending the highest percentage of its annual revenue on education and also that the growth rate in real expenditure is on a par with the growth rate in enrolment, it is found that the position of the State reaches only around the median in all the three years from 1982-83 to 1984-85 when the percentage of amount spent on higher education to total expenditure on education by different States in India is compared.³⁹ For instance, in 1982-83 Kerala spent only 12.1 per cent of total expenditure on education for higher education, whereas the neighbouring States of Tamil Nadu, Karnataka and Andhra spent 17.2 per cent, 18.7 per cent and 19.5 per cent respectively (median 11.2 per cent).⁴⁰ In addition to the State Government's expenditure, the University Grants Commission is also financing higher education in the States. The Commission gives assistance to both Universities and affiliated colleges for specific programmes. A comparison of the total U.G.C. expenditure (both for Universities and affiliated colleges) in different States from 1982 - 83 to

³⁹ Analysis of Budgeted Expenditure on Education
(New Delhi: Ministry of Education - Planning, Monitoring and Statistical Division, Government of India, 1985) p.46.

⁴⁰ Ibid.

1984 - 85 as revealed in the Annual Reports of the Commission also shows that Kerala is one of the States utilising lesser amount of U.G.C assistance. For instance, in 1983-84 the per student expenditure of the Commission in Kerala was Rs.157, the maximum and minimum per student expenditure being Rs.269 (in Punjab) and Rs.89 (in Karnataka) respectively (Median Rs.194).⁴¹

Thus, a superficial analysis will lead one to conclude that neither the State Government nor the U.G.C is providing enough financial assistance to higher education in the State. This laxity on the part of the State Government and the U.G.C in providing enough quantum of funds is in a way co-existent with the effectiveness of the institutions in exploring and utilising all available financial resources. In other words even if sufficient resources are placed at their disposal, non-utilisation or under-utilisation of funds on the part of the beneficiaries may also lead to a reduction in the actual expenditure of the financing agencies. Therefore, it seems necessary to have an analysis, at micro-level, of the effectiveness of the institutions in exploring and utilizing financial resources and the impact of such effectiveness on the total financial outlay. Chapter V attempts an analysis of this aspect.

⁴¹ Figures computed from the data given in U.G.C Annual Report 1983 - 84, Op.cit., Appendix XXX pp.XLVIII-LIV.

Chapter V

FINANCIAL RESOURCES OF ARTS AND SCIENCE COLLEGES

IN KERALA

Managerial efficiency of any organisation whether profit motivated or service oriented can be measured from two angles, viz. from the point of view of effectiveness in mobilisation and utilisation of monetary and non-monetary resources and also from the point of view of quality and quantity of output obtained. In fact the latter is dependent on and conditioned by the former. The effectiveness in utilisation of non-monetary inputs is to a very great extent depended upon the effectiveness in mobilising and utilising monetary resources. In an organisation where the output or the end product is intangible in the form of services,

satisfaction or benefits, the quantity and quality of infrastructural facilities, that is, the inputs provided are the most exact indices to ascertain the efficiency of management of that institution. Higher educational institutions are in fact one such service oriented organisation. Their ability in mobilising monetary resources and utilising them to furnish adequate infrastructural facilities within their campus determines their efficiency in management. This chapter, therefore, tries to analyse the various potential sources of finance to Arts and Science Colleges in Kerala and to assess how far the managements of these colleges are effective in mobilising these resources.

A college needs funds to meet two types of requirements, namely, fixed investment requirements and recurring expenditure requirements. Funds required for construction and acquisition of equipments, books and other basic infrastructure come under fixed investments. Replacement of equipments and procurement of additional equipments, books and other accessories to enlarge the existing facilities or to meet the requirements towards diversification and expansion are also fixed investments. Expenses towards payment of salaries, running the establishment, purchase of laboratory supplies and materials, periodicals and journals, meeting contingencies, maintenance etc., are recurring expenditure. A college gets affiliation to each course of study from the

concerned University only after satisfying the University that it has fulfilled all the basic requirements (like building, equipments, staff, books etc.) necessary for affiliation. Since the objective of this chapter is to analyse and measure the effectiveness in mobilising financial resources after getting affiliation, the sources of finance mobilised to create conditions of affiliation are excluded from the purview of the study. The reference period selected for this analysis is the entire sixth plan period (1980-1985), but data pertaining to earlier periods are also being resorted to wherever necessary.¹

The analysis is divided into two parts: the first part dealing with Private colleges and the second with Government colleges. Finally, both the analyses are combined so as to have a comparative study and to draw general conclusions.

The sources of finance for an affiliated college in Kerala are classified into two, viz., external sources and internal sources. The agencies financing under external sources are (a) University Grants Commission and (b) State Government. Internal sources comprise the fees collected by the college from students and in the case of Private colleges the contributions made by private managements.

¹ Unless otherwise mentioned at the bottom of concerned Tables that follow, the quantitative data for this chapter is collected through the schedule.

5.1. PRIVATE COLLEGES

5.1.1. External Sources

As already stated the agencies financing under external sources are (i) University Grants Commission and (ii) State Government.

5.1.1.1. Assistance from University Grants Commission

University Grants Commission (U.G.C.) is a body constituted by the Central Government under the University Grants Commission Act 1956, for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities.² An important function of the Commission for achieving this objective is to give financial assistance both for quantitative and qualitative expansion of affiliated colleges. The Commission does not have any legal power over the colleges other than the power to enforce the conditions under which assistance is given and to withhold assistance when such conditions are violated. The Commission exercises its such power directly and also through the affiliated Universities. In the beginning of every plan the Commission issues guidelines describing the various schemes of assistance during the plan period, the

² 'Functions of the Commission', University Grants Commission Act 1956 (Trivandrum: Kerala University Press, 1982), Section 12, p.5.

conditions for giving such assistance, mode of disbursement, the application format and purposes sought to be achieved through each scheme. These guidelines along with scheme-wise pamphlets are circulated among the affiliated colleges in India either directly and/or through the respective Universities. In addition, the Commission used to give wide publicity about its schemes through its own publications and other journals.

In order to qualify for these assistance the primary condition required of a college is to get itself recognised as a 'University' under section 2(f) of the University Grants Commission Act 1956.³ Regulations framed under section 26(1)(d) of the Act stipulate the following conditions for getting recognition under section 2(f).⁴ (a) The college is affiliated to, or forms a constituent member of, or is run directly as a University college by or is an institution recognised by a University; (b) it provides instructions, upto Bachelor's Degree or upto Post-Graduate Degree or for Post-Graduate Degree only or provides instructions for a Post-Graduate

³ Section 2(f) of the Act:
University means University established or incorporated by ... or under a Central Act, a provincial Act or a State Act and includes any such institution as may, in consultation with the University concerned, be recognised by the Commission in accordance with the regulations made in this behalf under this Act.

⁴ Circular No.F.33-34/65(CD/CP) pt.IV dated 12.6.1974 of University Grants Commission.

Diploma course of a duration of not less than one academic year; and (c) it is registered as a society under the societies Registration Act, 1960 or is a body corporate incorporated under any Central or State Act or is a Trust.⁵

It can be seen that these regulations are within the reach of any degree or post-graduate college to get recognition. A college in Kerala can start functioning only after getting affiliation to the concerned University under whose territorial jurisdiction it is established. However, junior colleges in Kerala which provide instruction only upto pre-degree level are not eligible for recognition. But the existence of a pre-degree course along with degree or post-graduate courses is not a bar for recognition and hence the first grade and post-graduate colleges in Kerala having pre-degree courses also are able to avail of assistance and divert it for the development of education at 'plus two' stage also. The colleges seeking recognition have to apply for the same through the affiliated University and produce an indemnity bond executed by the registered society or trust by which it is managed.

During the sixth plan period the University Grants Commission offered three types of assistance to the recognised colleges, viz. (i) Basic assistance; (ii) Under-Graduate development assistance.⁶ In addition to these

⁵ Clause 'C' is not applicable in the case of a college run by Government or a local authority.

⁶ All these categories of assistance were in existence during the earlier plan periods also.

specific schemes, colleges were eligible to get assistance under two Quality Improvement Schemes also, namely, the College Science Improvement Programme (COSIP) and the College Humanities and Social Science Improvement Programme (COHSSIP), initiated by the U.G.C in 1970-71 and in 1974-75 respectively. Before analysing the actual statistical data of assistance given to and utilised by colleges, it seems necessary to have a brief survey of the nature of these five types of assistance.⁷

(i) Basic assistance

As the name implies, basic assistance was given for the development of basic facilities, namely, (a) augmenting the library service by purchase of books and journals; (b) improvement of laboratory facilities for under-graduate instruction; and (c) improving the faculty by deputing teachers to M.Phil courses, academic conferences, orientation courses, workshops and short term training programmes in India. Assistance for purchase of books and journals was calculated at the rate of Rs.50/- per student beyond plus two stage subject to a maximum of Rs.40,000 to a college. The colleges were advised to utilise 30 per cent but not more than 50 per cent of this grant for setting up or augmenting book banks; 10 per cent for

⁷ The schemes described here are those intended for multi-faculty colleges. The Commission had separate similar schemes for single faculty colleges like Law Colleges, Training Colleges, Physical education Colleges, Music Colleges etc.

appointment of temporary professional staff needed for accession, processing and cataloging of books and/or for stacking purpose and the rest for the purchase of journals. Colleges offering science courses such as physics, chemistry, zoology, home science, geography, etc., were eligible for assistance for improving laboratory equipments. The quantum of assistance was determined at the rate of Rs.150/- per science student subject to a maximum of Rs.50,000 to a college. An amount upto 10 per cent of the grant could be utilised for providing storage and maintenance of equipments. The grant could neither be utilised for meeting any recurring expenses for laboratory nor to meet the conditions of affiliation for opening new courses. Under the faculty improvement scheme a college could depute permanent teachers below the age of 45 with atleast a second class Masters degree to undergo M.Phil./course of one year duration in any University department. The number of teachers that could be deputed was determined on the basis of total staff strength. A college having permanent teachers between 5 and 12 could depute one teacher, between 13 to 20, two teachers, between 21 to 30, three teachers and colleges having more than 31 teachers could depute four teachers during the plan period. The college deputing teachers must give salary to such teachers treating their deputation period as duty and they can appoint substitute/substitutes. The Commission's assistance under this scheme would be to meet the substitute's salary in the initial

scale of pay with all usual allowances. While sending proposals, the college should show an estimated amount required to meet the substitutes' salary.⁸ While deputing teachers the college should ensure that not more than two teachers are away at a time. In addition, on the basis of proposals, Commission would also meet expenses (travelling allowance, daily allowance and registration fee if any) for deputing teachers to academic conference, short term courses and orientation courses in India. The college can show an estimated amount in the proposal for such deputation.

In addition to a recognition under section 2(f) of the Act the college seeking basic assistance should have a minimum strength of 150 students (beyond plus two' stage) on 15th October of the preceding year or the same year which ever is later and five permanent teachers (excluding Principal and Physical education Instructor/Director). It can be seen that in Kerala where all colleges face the problem of heavy enrolment, these eligibility conditions can be easily fulfilled by any college. The basic assistance described above was paid by the Commission on 100 per cent basis, that is, without

⁸ The Commission would also provide a contingency grant of Rs.1500 per annum for meeting expenses on book and chemicals etc., per teacher and if the institute he joins for M.Phil course is situated beyond a distance of 40kms, a living allowance at the rate of Rs.500 per month to the deputed teacher through the university or institute where he under goes the course. Such assistance is over and above the substitutes' salary payable to the parent college.

requiring any matching contribution from the concerned college.

(ii) Undergraduate development assistance

Over and above basic assistance, colleges which fulfilled the prescribed eligibility conditions were eligible for assistance under this scheme. A college seeking assistance under this scheme should have (a) a minimum of four teaching departments with a minimum of two teachers in each of these departments and atleast ten permanent teachers (excluding Principal and physical education teachers); (b) an overall student teacher ratio of 30:1; and (c) a minimum of 300 students (relaxable to 200 in the case of Women's colleges and colleges in backward/rural areas⁹ at the time of applying for assistance. A college which satisfied these conditions was eligible for a maximum grant of Rs.4 lakhs; and if the student strength beyond plus two stage exceeded 601, Rs.5 lakhs. The proposal of a college for the total amount of Rs.4 lakhs or Rs.5 lakhs as the case may be, must contain an estimated breakup proposal under four heads namely (i) Books and Journals; (ii) Laboratory equipment, (iii) Faculty improvement; and (iv) Building Projects. The amount allowable for building construction was restricted to 35 per cent of the total

⁹ Backward area means areas identified by Planning Commission as backward area and rural area means an area atleast ten kms outside the limits of Municipality, Corporation, Town, Cantonment, Notified area or similar other urban bodies.

ceiling and the Commission through its circular advised the colleges to propose and utilise 20 per cent of the total ceiling for books and journals, 20 per cent for equipment and 25 per cent for faculty improvement. It was not compulsory that a college should seek assistance under each of these categories. The methods of utilization for books and journals and equipment are the same as that for the basic assistance. Under teachers faculty improvement programme a college could depute teachers for undergoing Ph.D. course and the pattern of assistance was exactly the same as that of M.Phil. course under basic assistance scheme.

In addition, the Commission had two other special programmes of undergraduate development to help those colleges which were situated in backward areas and those providing educational facilities to scheduled caste and scheduled tribe students. If these colleges could not apply for undergraduate development assistance as described in the preceding paragraph due to their inability to fulfil the eligibility conditions, they can seek assistance under these special programmes. The first programme was known as Assistance for Intensive Development of Colleges situated in educationally backward areas. The Commission in consultation with the Universities and after assessing the higher educational backwardness, identified certain

districts all over India as backward areas.¹⁰ Colleges situated in these areas having atleast 150 students (beyond plus two stage) and five permanent teachers were held eligible for assistance up to Rs.4 lakhs per college. Under the second scheme a college having atleast five permanent teachers¹¹ and a minimum of 100 students (beyond plus two stage) of whom atleast 35 belonging to scheduled castes and scheduled tribes was also held eligible for assistance upto Rs.4 lakhs (Such college need not be situated in a backward area). If the enrolment exceeds 175, the minimum percentage of SC and ST students was stipulated as Twenty. The objectives behind these two schemes were to remove regional imbalances and protect the interests of the weaker sections of the community.

Assistance under this scheme was given on a sharing basis. Except for faculty improvement programme including remedial courses (for which the Commission provided 100 percent assistance) the management of the college was also required to contribute a fixed percentage of the total proposal as matching contribution. The sharing proportion between U. G. C.

¹⁰ In Kerala the Malappuam District has been identified as backward area for this purpose.

¹¹ For counting the number of teachers in both the cases, Principal and physical education instructors/director are excluded.

and management was 75:25 for proposals on books and journals and Scientific equipments and 50:50 for building construction¹² other than construction of Women's hostel's where the sharing basis was 75:25. The required proportionate matching contribution must be shown in the original proposal and while giving the utility certificate the college must satisfy the Commission that it has spent atleast the minimum amount arrived at as per the sharing basis. The sharing basis for colleges seeking assistance under the two special programmes was also the same except that the U.G.C's share was 75% for the construction of men's hostel's in those colleges.

(iii) Postgraduate development assistance

In addition to assistance under the above two schemes, a college having post graduate departments in Arts/Science/Commerce were eligible for Postgraduate development assistance. The maximum amount of assistance under this scheme for a college was determined on the basis of the number of postgraduate departments which could fulfil the following eligibility conditions: (i) An arts department must have atleast four teachers with M.Phil or equivalent degree/research work of which atleast 2 teachers have Ph.D or equivalent research work; and a science

¹² Building here means Academic buildings including extension, of library and labs, workshop sheds and, men's hostels, women's hostels, staff quarters/teachers hostel, canteen building and improvement of facilities in the existing hostel.

department must have atleast six teachers with M.Phil or equivalent degree of research work of which three hold Ph.D degree or equivalent research publications; (ii) the department subscribes to atleast six standard journals in the subjects; (iii) the department has atleast one research project undertaken by faculty members; and (iv) the minimum strength of full time students in two year P.G.course is twenty. Each department under humanities and social science was eligible for a maximum assistance of Rs.1.5 lakhs; departments like Geography, Maths, Statistics, Microbiology and Psychology were also eligible for a maximum assistance of Rs.1.5 lakhs each. The ceiling amount was Rs.2 lakhs for each science departments like Physics, Chemistry, Botany, Zoology, Geology, Biochemistry and Home Science. As in the case of undergraduate assistance the total proposal must contain a break-up proposal under different heads, namely (i) books and journals; (ii) equipments in the case of science departments; (iii) faculty improvement programme including the proposal for the creation of senior academic posts like readers and professors;¹³ and (iv) building construction. The assistance was 100 per cent for books, journals, equipment, faculty improvement programmes and creation of teaching posts.

¹³ The qualifications and mode of recruitments to these posts are the same as for similar posts in the University departments and the Commission would approve the posts only if the college creates these posts on a permanent basis and agrees to meet the expenditure after the expiry of the plan period.

For building construction the management had to contribute 50 per cent of the total proposed amount.

It is true that it is difficult for a college in Kerala to fulfil the eligibility condition as regards the required number of teachers with research qualifications. The basic qualification for entry into the teaching service of a college in Kerala is a second class Masters Degree. Neither research qualifications nor research experience is a basic condition. After getting entry into service, acquisition of better skills is normally related to the nature and extent of motivation prevailing in the organisation. A high degree of such motivation is essential so that the management of the college would get a high rate of U.G.C assistance under post-graduate assistance scheme. Improved facilities resulting from utilising such assistance and better quality of teaching emanating from highly skilled teachers would improve the standard and quality of higher education. Probably this may be the objective behind the imposition of such a high eligibility condition. The U.G.C had faculty improvement schemes in the 4th and 5th plans. A college with a long term faculty development plan and a high degree of motivation could equip its faculty with the help of U.G.C assistance itself so that it may get postgraduate assistance in future plans if it has not become eligible for it during the 6th plan. As regards the second condition (subscribing to journals), a college can satisfy it solely with the help of U.G.C assistance. It may be recalled that the U.G.C insisted on spending only 30 per cent of the assistance

received for books and journals (both under basic assistance scheme and undergraduate assistance scheme) and the balance can be utilised for subscribing to journals.

(iv) College Science Improvement Programme (COSIP)

This programme was initiated in 1970-71 to bring about qualitative improvement in the teaching of science subjects in the colleges. The objective behind the scheme is to make the learning of science subjects an interesting and exciting experience by developing scientific talents of the students who in turn may develop a sense of scientific reasoning and apply scientific solutions to the problems of a developing nation. The programme aims at exploring new methods and techniques in the teaching of science subjects (at the undergraduate level) through a number of innovative programmes. Production and use of integrated set of learning materials, participation of students in seminars, discussions, project work, etc., are examples of such programmes. No separate quantitative eligibility conditions are prescribed. Eligibility is determined after evaluating the Development Plan submitted by the college. A critical analysis of the circular issued by the U.G.C. in this regard shows that the Commission is not compelling the colleges to follow a structured process. Rather the college can design and follow its own methods. The Commission offers a good number of examples of innovative programmes. However the Commission advised colleges to follow three formulas for preparing the

Development Plan viz., (a) establish long term goals for modernising and rationalising science teaching in conformity with the syllabus and curriculum prescribed by the concerned Universities; (b) identify the strength and weakness of the existing methods of science teaching; and (c) identify the steps necessary to achieve the established goal. The maximum assistance under the scheme is Rs.3 lakhs spread-over a period of three years at the rate of Rupees One lakh per year.

(v) College Humanities and Social Science Improvement
(COHSSIP)

Introduced in 1974-75, the objective of this programme is to bring about qualitative improvement in teaching of humanities and social sciences at undergraduate level. Adoption of new teaching methods, inter-disciplinary approach to teaching, use of audio visual and other teaching aids, conducting job oriented courses, socio-economic surveys and study tours etc., are some of the schemes suggested by the Commission in its guidelines for introducing this programme. Just like COSIP, there are no specific eligibility conditions; eligibility is mainly determined by the soundness of the Development Plan. No structured method for implementing the plan is suggested and the assistance is given in two phases. In the first phase of 3 years the Commission would provide assistance at the rate of Rs. One lakh per annum, and on the satisfactory implementation

of the plan in the first phase, assistance upto Rs.2 lakhs per year for two years will be given in the second phase ¹⁴

Even though no specific eligibility conditions such as minimum number of students, staff, departments, facilities are prescribed, the Commission made it clear that a selective approach would be followed in determining the colleges under both COSIP and COHSSIP. In the case of COSIP apart from the merit of the proposal, the commission would also look into the performance of the college in science teaching (evaluated through the results of University examinations) the physical facilities and qualifications of teachers for ranking purpose. For COHSSIP the selection would be on the basis of grading done on a 35 point scale taking into consideration five factors, viz., (a) qualification of teachers; (b) students teachers ratio; (c) performance in the University examinations; (d) library resources; and (e) merit of the proposal. No part of the assistance under both the schemes could be used for fixed capital commitments of the institution and no matching contribution is compulsory.

¹⁴ There is no plan period limit for COSIP and COHSSIP. A college can place its proposal at any time. For all other category of assistance the scheme will be valid only for the particular plan period, even though, as it is found, the Commission have homogeneous plans in all plan periods; with slight variations in eligibility conditions.

Utilisation of assistance

No time limit was prescribed to apply for assistance under the schemes (i) to (iii) described above, colleges were free to apply at any time during the plan period, but considering the time gap required to the sanctioning of the grant and its utilisation, colleges were advised to apply in the beginning of the academic year itself. They were also informed that fresh proposals made in the previous year of the plan (1984-85) would normally be rejected. This flexibility in sending applications enables a college to create minimum requirements (such as subscription to journals, getting recognition under 2(f) etc.) even after announcing the schemes. Applications are to be routed through the Directorate of college development council attached to and forming part of the affiliated Universities and orders of sanction are directly send to the respective colleges; the Principals receive the cheque directly from the Commission and they can utilise the amount as per the proposal. No procedural formalities need be complied with in utilising the amount. The assistance are usually given in two or three instalments and the final utilisation certificates should be countersigned by a qualified practising Chartered Accountant. If the construction work is not completed at the end of the plan period, the unspent portion of the grant will be a first charge against the grants sanctioned for the same purpose, in the next plan. In the case of faculty improvement programme a little bit of procedure is involved. After

getting the sanction, the Principal has to forward the details of teachers proposed to be sent for M.Phil. or Ph.D. programme and obtain specific sanction for each teacher from the U.G.C. To avoid delay they can incorporate these details at the time of making the application itself. After getting the specific sanction for each teacher, the college has to approach the Department of collegiate education to obtain sanction for deputation. This is necessary because in Kerala the salary of all teachers in private colleges is paid by the State Government. Simultaneously the concerned teachers must apply for admission to the University where they want to undergo the course. When sanction for deputation is given by the Department of Collegiate education and selection has been made by the University; the college can depute the teachers. Even though the operative part of this process is over at this stage the procedural part comes to an end only when the principal makes a substitute appointment and claims the substitute's salary from the U.G.C. (against the allotment of grant for faculty improvement) and remits it to the State Government.

Effectiveness in Exploring and utilising assistance

Out of the twenty six colleges selected for study, 21 are private colleges of which 15 are Postgraduate colleges and the rest being Degree colleges. Of this 17 colleges (80.95 per cent) applied for U.G.C. assistance during the sixth plan,

10 colleges through the Kerala University and 7 colleges through the Calicut University.¹⁵ Four colleges (19.05%) have not applied for any assistance. It can be seen from Table 5.1 that all these colleges fulfilled all the conditions necessary to obtain basic and undergraduate assistances and as such they were also eligible for assistance under COSIP and COHSSIP.

Table 5.1

DETAILS OF COLLEGES WHICH HAS NOT APPLIED FOR UNIVERSITY GRANTS COMMISSION ASSISTANCE DURING SIXTH PLAN

Sl. No.	Name of College	Student strength beyond plus two stage on 15th Oct. 1980	Staff strength on 15th Oct. 1980	No. of departments in '80	Average number permanent teachers per department
1	2	3	4	5	6
1	CK	312	88	10	8.8
2	DT	396	68	10	6.8
3	AE	212	49	5	9.8
4	TN	213	43	7	6.1

¹⁵ Mahatma Gandhi University was not in existence at the commencement of the 6th plan; all colleges now under the jurisdiction of Mahatma Gandhi University were affiliated of Kerala University.

Colleges 3 and 4 are located in areas beyond 10 kms of the nearest municipality and hence for these colleges a minimum student strength of 200 was sufficient to get undergraduate assistance. In Kerala all colleges both private and Government follow the same staff pattern and the overall student staff ratio is not more than 30:1 in all colleges. Even though all these colleges satisfied all the conditions for getting basic assistance and undergraduate assistance they could not get any assistance for want of recognition under section 2(f) of the U.G.C Act. Colleges 1 to 3 got provisional affiliation to Kerala University in 1965, and college 4 got provisional affiliation in 1964 in the same University. Upto 1972 a provisional affiliation was sufficient to get recognition under section 2(f). In June 1972 the University Grants Commission Act was amended to insert section 12A under which a University (means and include a college) established after 1972 is eligible to get assistance only after getting a declaration of fitness issued by the Commission and the Commission has been authorised to prescribe conditions for declaring such suitability.¹⁶ Under this provision the commission prescribed permanent affiliation for colleges as a condition. But

¹⁶ Section 12 A of the U.G.C. Act: Prohibition regarding giving of any grant to a university not declared by the Commission fit to receive such grant - No grant shall be given by the Central Government, the Commission or any other organisation receiving any funds from Central Government, to a University which is established after the commencement of the University Grants Commission (Amendment) Act, 1972 Unless the Commission has, after satisfying itself as to such matters as may be prescribed, declared such University to be fit for receiving such grant.

colleges already in the recognised list were exempted from the provisions of this amendment. University of Kerala gives only provisional affiliation in the first instance and colleges have to apply for permanent affiliation later on when they satisfy the University that the conditions prescribed for getting permanent affiliation are fulfilled. Colleges already in the recognised list of University Grants Commission did not take much interest in getting permanent affiliation probably because nothing was deprived to them for want of such permanency. Degree courses in all these four colleges were started in 1972 August-October period. But it is found that they applied for recognition under section 2(f) only in 1980. They were quite ignorant of the amendment of the U.G.C Act and they applied for recognition without obtaining permanent affiliation. Keeping their applications in abeyance the U.G.C directed them to obtain and forward permanent affiliation certificates, and all the four colleges failed to obtain such certificates in consequence of which they could not get recognition under section 2(f).

5.1.1.1.1. Basic assistance

All the 17 colleges which had applied for assistance got basic assistance under four heads, viz., (i) Books and journals, (ii) Lab-equipment, (iii) Teachers faculty, and (iv) Academic conference. Details of basic assistance applied for and received on item Nos.(i) and (ii) are shown in Table 5.2.

Table 5.2

BASIC ASSISTANCE ON BOOKS AND JOURNALS AND
LAB-EQUIPMENT RECEIVED BY SEVENTEEN
COLLEGES DURING SIXTH PLAN

Sl. No.	Books and Journals		Lab-equipment	
	Amount applied and sanctioned to each college Rs.	No. of colleges	Amount applied and sanctioned to each college Rs.	No. of colleges
1	2	3	4	5
1	40,000	12	50,000	14
2	39,750	1	40,000	1
3	34,750	1	27,900	1
4	26,500	2	19,800	1
5	21,700	1		
Total	1,62,700	17	1,37,700	17

Amounts shown in column Nos. 2 and 4 are the maximum amount eligible for each of those colleges shown in column Nos. 3 and 5 respectively calculated in accordance with the student strength as on 15th October 1980. All the above 17 colleges utilised 100 per cent of the amount received under these two heads and hence they achieved cent per cent efficiency in availing of basic assistance for Books and Journals and Lab-equipments. But this high rate of efficiency is not uniformly found in utilising facilities under the third head, namely, Teachers Faculty Improvement. Each of these 17 colleges, as per the strength of permanent teachers in 1980, was eligible

for deputing four teachers for M.Phil.course. The number of teachers proposed in the application of these colleges and the number of teachers actually deputed are given in Table 5.3

Table 5.3

NUMBER OF TEACHERS PROPOSED AND DEPUTED FOR
M.PHIL COURSE DURING SIXTH PLAN

Sl. No.	Name of the college	No. of teachers proposed and sanctioned	No. of teachers deputed	Percentage of column No.4 to total eligibility
1	2	3	4	5
1	AC	Nil	Nil	0
2	BK	2	Nil	0
3	CC	3	3	75
4	CI	4	4	100
5	FQ	4	4	100
6	MG	3	2	50
7	MP	3	1	25
8	MT	4	3	75
9	NC	4	4	100
10	PT	3	2	50
11	SD	3	3	75
12	SE	3	1	25
13	SG	4	4	100
14	ST	Nil	Nil	0
15	SQ	4	4	100
16	UA	3	3	75
17	ZC	4	3	75
Total		51	41	

Average efficiency = 60.29, Standard Deviation¹⁷ = 37.56

¹⁷ Standard Deviation (S.D) in all the Tables in this chapter is computed by using the formula

$$\sqrt{\frac{\sum (x - \bar{x})^2}{(n-1)}}$$

As against a total eligibility for deputing 68 teachers, the colleges proposed only 51 teachers (75 percent), and deputed only 41 teachers (60.29 percent) during the plan period.

Wide variation in the utilisation of funds under the last head, namely, Academic conference under Basic assistance is found both in the amount proposed and actually utilised. Table 5.4 shows the amount applied and sanctioned to the colleges.

Table 5.4

ASSISTANCE APPLIED AND SANCTIONED FOR ACADEMIC
CONFERENCE DURING SIXTH PLAN

Sl. No.	Amount applied and sanctioned	No. of colleges	Type of college
1	2	3	4
1	5,000	11	all pg
2	4,000	1	degree
3	3,000	2	all pg
4	Nil	3	one pg and 2 degree
	Total	17	

Pg = Post graduate college, degree = degree college

Colleges under serial numbers 2 and 3 got only Rs.4000 and 3000 respectively because they applied only for that amount. Had they applied for Rs.5000 each, they would have got it. However, in the light of the fact that no ceiling was fixed in the U.G.C guidelines in this regard, the percentage of amount utilised to the amount sanctioned is taken as the index to measure efficiency. It is found that the colleges lag much behind in deputing teachers for Academic conference. Only four colleges utilised the amount as can be seen from Table 5.5.

Table 5.5

AMOUNT OF ASSISTANCE UTILISED FOR ACADEMIC CONFERENCE

Sl. No.	Name of college	Amount sanctioned Rs.	Amount utilised Rs.	Percentage of amount utilised to amount sanctioned
1	2	3	4	5
1	CC	4,000	2,130	53.25
2	MT	3,000	210	7.00
3	SD	5,000	322	6.44
4	UA	5,000	4,950	99.00

The average percentage of these four colleges is 41.42; the average percentage of all the 17 colleges taken together is 9.75 with S.D 26.35.

5.1.1.1.2 Undergraduate assistance

All the 17 colleges which have got basic assistance applied for undergraduate assistance. Among them the applications of two postgraduate colleges¹⁸ were found defective and therefore rejected by the U.G.C. These two post-graduate colleges had more than 601 students above the plus two stage and more than 8 teaching departments with more than seven permanent teachers in each department. But the development proposals sent by these two colleges had structural defects in the descriptive part as well as in the furnishing of relevant information in support of the claims. Out of the 15 colleges whose applications were accepted by the U.G.C, 11 colleges had each a student strength of more than 601, above plus two stage, and the remaining 4 colleges had only less than 601 each, above plus two stage, as on 15 October 1980. Hence the former 11 colleges were eligible for assistance upto Rs.5 lakhs each and the latter four colleges upto Rs.4 lakhs each. It is found that all these 15 colleges were not equally successful in sending proposals for the entire eligible amount. Table 5.6 shows the total amounts and breakup amounts of assistance applied for during the plan period.

¹⁸ ST. Alberts College, Ernakulam and Sreekrishna College, Guruvayoor.

Table 5.6

UNDERGRADUATE ASSISTANCE PROPOSED DURING THE SIXTH PLAN

Sl. No.	Name of college	Amount involved in the proposal (Rs.)								Total Percentage eligible of column No. 7 to 8
		Books & Journals	Equipment	Teachers Faculty	Construction	Total	7	8	9	
1	2	3	4	5	6	7	8	9		
1	AC	70,000	60,000	Nil	1,75,000	3,05,000	5,00,000	61.0		
2	BK	1,00,000	1,00,000	Nil	1,75,000	3,75,000	5,00,000	75.0		
3	CC	1,00,000	1,00,000	Nil	Nil	2,00,000	4,00,000	50.0		
4	CI	1,00,000	1,00,000	Nil	60,500	2,60,500	5,00,000	52.1		
5	FQ	86,145	1,00,000	45,000	1,49,965	3,81,110	5,00,000	76.2		
6	MG	1,00,000	1,00,000	Nil	Nil	2,00,000	5,00,000	40.0		
7	MP	80,000	80,000	Nil	Nil	1,60,000	4,00,000	40.0		
8	MT	70,000	51,500	Nil	48,825	1,70,325	5,00,000	34.07		
9	NC	1,00,000	1,00,000	1,25,000	Nil	3,25,000	5,00,000	65.00		
10	PT	80,000	80,000	26,800	63,000	2,49,800	4,00,000	62.45		
11	SD	1,00,000	1,00,000	90,000	65,000	3,55,000	5,00,000	71.00		
12	ST	80,000	80,000	Nil	1,40,300	3,00,000	4,00,000	75.00		
13	SQ	75,000	75,000	Nil	1,29,300	2,79,300	5,00,000	55.86		
14	UA	99,750	99,750	79,500	1,65,500	4,44,500	5,00,000	88.90		
15	ZC	1,00,000	1,00,000	80,000	Nil	2,80,000	5,00,000	56.00		
Total		13,40,895	13,26,250	4,46,300	11,72,090	42,85,535	71,00,000			
Percentage to column No.8		18.89	18.68	6.28	16.50	60.35	100			

In the guidelines the U.G.C has fixed a ceiling of 35 per cent of total eligible assistance for construction, and expressed the hope that the college would propose utilisation of atleast 20 per cent of the total assistance for books and journals, 20 per cent for equipment and 25 per cent for improving teachers faculty. However it was not compulsory that a college should seek assistance for all the purposes. Column No. six of Table 5.6 shows that 5 colleges had no construction programme and the proposals of 4 colleges were below 50 per cent of the ceiling amount. In the course of the visit to the colleges it was observed that the classrooms and laboratories were overcrowded in all colleges due to high intake. The Government introduced the shift system¹⁹ in 1979 and all private colleges except the two women's colleges (serial Nos. 1 and 12 in Table 5.6) adopted it. But it is open to the colleges to go back

¹⁹ The shift system was introduced in 1979 to meet the heavy rush of students. The system was originally intended for pre-degree course, each working day being divided into ~~two~~ shifts by reducing the total working hours from 5 to 4. But when it was put in to practice the Principals found it very difficult to manage the pre-degree classes under one set of time schedule and degree classes in another set of schedule simultaneously and therefore the system was extended to degree and postgraduate classes also. At present the morning shift is meant for a group of pre-degree students and the entire degree and postgraduate, students and the afternoon shift for another group of pre-degree students. In the course of interview all Principals and Professors expressed dissatisfaction over the system as it has created much strain in the administrative machinery and faculty management. All of them earnestly think that the shift system as a whole has to be dispensed with at the earliest.

to the normal system if they should find sufficient space for accommodation. Therefore it cannot be maintained that it was the absence of any scope for construction work that dissuaded 5 colleges from proposing any amount and 4 colleges proposing below 50 per cent of the maximum amount. The two Women's colleges which have not adopted the shift system even proposed the maximum amount for construction. But U.G.C. assistance for construction is only 50 per cent (75 per cent in the case of women's hostels) of the total proposal and hence the financial soundness and the willingness on the part of the managing agencies are influencing factors in this regard. But colleges having no proposal or proposal at a lower amount could have diverted their proposal amount under this head to other items since there was no individual ceiling for those items. Column Nos. 3 and 4 of Table 5.6 show that all colleges individually and as a whole restricted their proposal for books and equipments below or upto 20 per cent. Here also the willingness of managing agencies to contribute 25 per cent of the total proposal under books and equipment is a deciding factor since U.G.C. assistance under those two heads is only 75 per cent. In the absence of such willingness the possible item for making maximum diversion of proposal is on Teachers faculty for which the U.G.C's share of assistance is 100 per cent. But column 5 of Table 5.6 shows that nine colleges had no proposal under this item, and out of the six colleges which made proposals, the proposals of five colleges were below 25 per cent of total assistance. It is evident from the analysis

of proposals on other items that the intention of the colleges was not to concentrate more on tangible assets like building, equipments and books because of the low rate of proposal under these heads. It is also found that the gap between the amount actually proposed and maximum amount eligible (column 8 minus column 7) is much higher than the amount required to make up the proposal under this item to at least 25 per cent, and hence even if the colleges had proposed 25 per cent it would not have disturbed the existing proposals on other items. We have already seen that deputation of teachers to acquire higher qualifications enables the managements to get future assistance under postgraduate development scheme.²⁰ Thus, when this part of the analysis is juxtaposed with the comparatively low percentage of utilisation of funds under faculty improvement programmes and academic conferences under basic assistance, it is evident that faculty developmental programmes get very low attention in the total developmental activities of the colleges.

²⁰ The U.G.C. guidelines suggested a wide range of activities under the Teacher's Faculty Improvement scheme other than deputing teachers for three year research programme leading to Ph.D. degree. Conducting remedial courses for students belonging to weaker sections of society with the help of senior students and part time staff, doing extension activities in the neighbouring areas for the benefit of the weaker sections of the society in the form of specific programmes, and creating additional teaching and technical staff with a view to improving the standard of teaching are some among these other activities.

The proposal as given in table 5.6 were accepted and sanctioned by the U.G.C except the building construction proposal for Rs.1,75,000 of the Baseliious College (Sl.No.2 of the Table) which was rejected due to technical defects in the preparation of plans and estimates. It is found that with slight variation in the case of three colleges, all colleges utilised 100 per cent of the amount sanctioned. Table 5.7 shows the utilisation of undergraduate assistance.

Table 5.7
UTILISATION OF UNDERGRADUATE ASSISTANCE DURING
SIXTH PLAN

Sl. No.	Name of the college	Percentage of amount utilised to total amount sanctioned	Percentage of amount utilised total eligible amount as per column 8 of Table 5.6
1	2	3	4
1	AC	100.00	61.0
2	BK	100.00	40.00
3	CC	100.00	50.00
4	CI	100.00	52.10
5	FQ	82.64	63.00
6	MG	100.00	40.00
7	MP	100.00	40.00
8	MT	100.00	34.07
9	NC	100.00	65.00
10	PT	89.27	55.75
11	SD	100.00	71.00
12	ST	100.00	75.00
13	SQ	100.00	55.86
14	UA	95.60	85.00
15	ZC	100.00	56.00

- (i) Average percentage of utilisation to maximum eligible amount (n=15) = 56.3 (with SD 14.35)
(ii) Average percentage of utilisation to amount sanctioned (n=15) = 97.37
(iii) Average percentage of utilisation²¹ to maximum eligible amount (n=17) 49.36; S.D = 23.

²¹ Taking in to account two colleges which got Basic assistance but failed to obtain undergraduate assistance.

An analysis of the percentage spent by all colleges on the four individual items of undergraduate assistance in comparison with the ideal spread-over suggested by the U.G.C on these items is shown in Table 5.8. It is found that colleges utilised 91.2 per cent and 90.6 per cent of the suggested proportion on Books and Journals and Equipments respectively. But the percentage is only 23.6 and 40.12 on Teachers Faculty and Construction respectively. The low percentage on these two items has reduced the percentage of the average of the total amount utilised to 56.3.

Table 5.8

COMPARISON BETWEEN AMOUNT UTILISED ON INDIVIDUAL ITEMS OF UNDERGRADUATE ASSISTANCE AND SUGGESTED SPREAD-OVER UNDER GUIDELINES

Sl. No.	Description	Individual items				Total
		Books and Journals	Equip-ment	Teachers Faculty	Constru-ction	
1	2	3	4	5	6	7
1	Suggested spread-over (Percentage)	20	20	25	35	100
2	Maximum eligible amount based on suggested spread-over (Rs. in lakhs)	14.2	14.2	17.75	14.85	71.00
3	Actual utilisation (Rs. in lakhs)	12.95	12.865	4.19	9.97	39.98
4	Percentage of item 3 to 2	91.2	90.6	23.6	40.12	56.3

For ascertaining the quantum of assistance utilised under books and journals, equipment and construction, the figures certified by the Chartered Accountants are taken, but for teachers faculty a different approach is followed. Colleges which had deputed sufficient number of teachers (having regard to the U.G.C allotment under this item to each college) are assumed to have utilised the amount under this head fully and Tables 5.7 and 5.8 are prepared, accordingly.²² The other approach namely depending on data regarding the amount actually claimed from U.G.C and reimbursed to State Government is found inappropriate since the process of claiming the salary of substitutes from U.G.C by all colleges is either delayed or moving at a snails pace. It is found that only 20.27 per cent of total amounts involved under M.Phil programme (basic assistance) and 8.84 percent of the total amount under Ph.D programme had been claimed and reimbursed to Government at the end of the 6th Plan by all the colleges in the sample. A discussion with a cross section of officers in the Department of Collegiate Education revealed that colleges in general (both private and public) lag much behind in claiming substitutes' salary from U.G.C. A rough estimate made by this department in June 1985 showed that an amount of Rs.44.8 lakhs

²² Out of six colleges which got assistance under teachers faculty, five colleges deputed a total of 8 teachers for Ph.D programme which was their maximum. It is therefore assumed that they utilised cent percent of the assistance. One college could not depute any teacher and entire amount is treated as unutilised. No other activities other than deputing teachers for Ph.D. course had been undertaken by any college under this programme.

was outstanding by way of substitute salary to be claimed by colleges and reimbursed to Government during the period covering the fifth and sixth plans. While deputing teachers, the Principals enter into an agreement with Government under which they themselves are personally responsible for claiming and clearing the dues under this head.

5.1.1.1.3. Postgraduate Assistance

Out of 15 postgraduate colleges selected for study only eleven had post graduate courses in 1980; four other colleges started postgraduate courses in the course of the sixth plan. In the eleven colleges there were 44 postgraduate courses in 1980, and they were eligible for a total assistance of Rs.73.50 lakhs as shown in Table 5.9.

Table 5.9

NUMBER OF POSTGRADUATE DEPARTMENTS IN ELEVEN COLLEGES
IN 1980 AND MAXIMUM ELIGIBLE ASSISTANCE FROM U.G.C
FOR POSTGRADUATE DEVELOPMENT

Sl. No.	Name of college	Postgraduate departments ²³				Max. eligible assistance Rs.in lakhs
1	2	Humanities and Social Science	Geography Maths etc.	Physics Chemistry etc.	Total	7
1	CI	1	0	2	3	5.50
2	FQ	2	0	3	5	9.00
3	MG	1	1	1	3	5.00
4	MP	1	0	0	1	1.50
5	MT	0	1	1	2	3.50
6	NC	5	1	0	6	9.00
7	SD	1	1	0	2	3.00
8	SE	1	1	1	3	5.00
9	SQ	6	1	4	11	18.50
10	UA	1	1	2	4	7.00
11	ZC	3	0	1	4	6.50
Total		22	7	15	44	73.50

Of these eleven colleges, six colleges alone applied for assistance. The applications of three colleges were rejected by the Commission and during the plan period only 3 colleges (27.27 per cent) got postgraduate assistance.

²³ Departments under column 3 and 4 were eligible at the rate of Rs.1.50 lakhs each and departments in column 5, at the rate of Rs.2 lakhs each.

It is found that the reason for the rejection of the applications of the three colleges by the U.G.C and for the reluctance of the other five colleges to apply for assistance has been the same, namely, their inability to fulfil the first eligibility condition of having the minimum number of teachers with research qualifications and with research projects. The three colleges which got assistance would not apply for the maximum amount since they were unable to satisfy the conditions in all postgraduate departments. Table 5.10 lays down the quantum of postgraduate assistance applied, granted and utilised by these three colleges.

Table 5.10

DETAILS OF POSTGRADUATE ASSISTANCE RECEIVED BY
THE COLLEGES IN SIXTH PLAN

(Rs. in lakhs)

Sl. No.	Name of the College	Maximum Allowable amount Rs.	Amount applied Rs.	Amount granted Rs.	Amount utilised	Percentage of column 6 to 5	Percentage of column 6 to 3
1	2	3	4	5	6	7	8
1	MT	3.50	2.50	2.40	2.40	100	68.57
2	SQ	18.50	12.00	11.25	9.25	82.2	50.00
3	UA	7.00	4.00	3.97	3.449	86.8	49.27

Average percentage utilised to eligible amount by 3 colleges = 55.94, average percentage utilised by total post graduate colleges (n = 11) = 15.26; SD = 26.58.

**5.1.1.1.4. Assistance under the Quality Improvement Programmes
(COSIP and COHSSIP)**

Unlike the other schemes described above, assistance under COSIP is given only once to a college for a continuous period of three years and assistance under COHSSIP is given in two phases, the first phase consisting of a continuous period of three years and the second phase a continuous period of two years, to all colleges offering courses for undergraduate education. Therefore the data for these two type of assistance have been collected for the periods starting from the year of inception of these two schemes upto 1984-85. All the 21 colleges selected for study were eligible for assistance under both the schemes. But only 17 colleges alone had recognition under section 2(f). An analysis of data of these 17 colleges showed that only 3 colleges (17.65 percent) got assistance under COSIP and 4 colleges (23.53 percent) got assistance under COHSSIP till the end of 1985. No college got any assistance under the second phase of COHSSIP. Tables 5.11 and 5.12 give the details of assistance under COSIP and COHSSIP respectively.

Table 5.11

DETAILS OF ASSISTANCE RECEIVED BY THE COLLEGES
UNDER COSIP FOR THE PERIOD FROM 1970-71
TO 1984-85

Sl. No.	Name of College	Maximum eligible amount Rs.	Amount applied Rs.	Amount granted Rs.	Amount utilized	Percentage of column 6 to 5	Percentage of column 6 to 3
1	2	3	4	5	6	7	8
1	FQ	3,00,000	1,50,000	96,000	87,171	90.80	29.05
2	SQ	3,00,000	3,00,000	3,00,000	3,00,000	100.00	100.00
3	ZC	3,00,000	2,00,000	1,75,000	1,00,000	57.14	33.33

Average percentage utilised to eligible amount by three colleges = 54.13, Average percentage utilised by 17 colleges = 9.55 with SD = 25.45.

Table 5.12

DETAILS OF ASSISTANCE RECEIVED BY COLLEGES
UNDER COHSSIP FOR THE PERIOD FROM
1974-75 TO 1984-85

Sl. No.	Name of college	Maximum eligible amount Rs.	Amount applied Rs.	Amount granted Rs.	Amount utilised	Percentage of column 6 to 5	Percentage of column 6 to 3
1	2	3	4	5	6	7	8
1	C1	3,00,000	2,00,000	1,90,000	1,90,000	100.00	63.33
2	FQ	3,00,000	1,00,000	1,00,000	1,00,000	100.00	33.33
3	SQ	3,00,000	2,00,000	1,32,514	1,16,614	88.00	38.87
4	2C	3,00,000	1,00,000	33,000	32,186	97.50	10.73

Average percentage utilised to eligible amount by 4 colleges = 36.56

Average percentage utilised to eligible amount by 17 colleges = 8.60;

S.D = 18.52

Taking in to consideration all the 17 colleges recognised under section 2(f) it is found that they utilised less than ten percent of assistance under both the schemes. The main criterion for selection of a college under these schemes was its having a development plan. 17.6 percent of colleges had such plans for improving their science teaching with 54.4 percent effectiveness and 23.53 percent had plans for improving their humanities

and social science teaching with 36.53 per cent effectiveness. It is also found that no college other than those listed in Table 5.11 and Table 5.12 had applied for assistance under both the schemes. This shows that the grading technique of the Commission to select colleges for assistance is not the real deterrent, but lack of interest and the consequent absence of any definite plan to be implemented that debar colleges from enjoying in full the benefits offered.

A study conducted in 1984,²⁴ after selecting 13 COSIP colleges and 12 COHSSIP colleges located all over India, and collecting data through questionnaire from 146 science teachers and 127 humanities and social science teachers from the colleges selected for study, showed that the major impact of the schemes was on the method of teaching. Without affecting the lecture method of teaching, the study found, the colleges gave more emphasis to project work, tutorial system, seminars, workshop activities, laboratory activities, symposium, group discussion, and assignment. The study came to the conclusion that the adoption and diversification of these methods led to a more meaningful involvement of teachers and students in the teaching learning process. But preparation of a developmental

²⁴ R.P. Jain, "COSIP and COHSSIP". New Frontiers in Education, XIV, 3 (July-September, 1984), pp.59-66.

plan with stated objectives, strategies and policies and its effective implementation is not a simple affair. It involves a number of processes and it appears that a high degree of involvement and participation of teachers in all these processes is an important ingredient in the successful implementation of such plans.

Thus it is seen that the colleges showed relatively a high performance in exploring assistance for purchase of books and journals and equipment both under basic assistance and undergraduate assistance, but their efficiency showed a declining trend as regards other schemes and it reached the rock bottom of 8.6 per cent under the last item, that is, COHSSIP.

5.1.1.2. Grants from State Government

The conditions for giving grants to private colleges are governed by the Direct Payment Agreement executed between the Private managing agencies and Government in 1972. Prior to 1962 the private agencies were not getting any assistance from Government, but they were in receipt of assistance from the University of Kerala from 1957-58 to improve the salary of teachers. Upto 1957 the salary of private college teachers was so low as a consolidated sum of Rs.85/- and Rs.125 respectively for tutors and lecturers

whereas their counterparts in Government Colleges received a running scale of Rs.85 - 150 for tutors and Rs.125 - 250 for lecturers. In 1957-58 the University Grants Commission announced a pay scale of Rs.200-400 to lecturers and the Commission agreed to bear 50 per cent of the excess amount over the existing pay (75 per cent in the case of women's colleges) for a period of five years if the scale was implemented in the states. The University of Kerala agreed to bear the balance of 50 per cent and as a result the U.G.C scale of pay was first introduced in Kerala. In 1962 the period of U.G.C assistance came to an end and circumstances reached to such a stage that if Government was not prepared to give assistance, the private agencies would go back to their previous scale of pay. To prevent such an anomalous situation the Government intervened and with effect from 1-4-1962 the Grant in Aid Code system was introduced.²⁵ Under this Code, Government agreed to pay teaching grant based on 60 per cent (raised to 80 per cent from April 1966) of the excess in the approved recurring expenditure over the income of the college from tuition fees reckoned at standard rate.²⁶ As per Rule 19 of the Code, approved recurring expenditure comprised such expenditure incurred in connection with the salary of teaching and non teaching staff, taxes, ordinary repairs, contingencies

²⁵ As per Government Order (P)934/Edn dated 31-12-1962.

²⁶ Standard rate means the rate at which fees were collected in Government Colleges.

and other accessories. These grants would be supplementary to the income of the college from fees. At that time the private colleges were levying tuition fees at the rate of Rs.18 per month for Inter-mediate courses and Rs.20 per month for Degree courses while the corresponding rates in Government Colleges were Rs.15.50 and Rs.18 respectively. There was no direction in the code as regards parity of fees. The private agencies got 60 per cent of the excess of (80 per cent from 1966) expenditure over fees calculated at standard rates as grant in addition to the freedom to collect excess fees of Rs.2.5 and Rs.2 per student per month from intermediate and degree students respectively.

The circumstances leading to the introduction of the Direct Payment System from 1972 have already been mentioned in Chapter IV. Under this system each college independently entered into an agreement involving reciprocal promises between that institution and the Government, the Government agreeing to: (a) pay salary to both teaching and non teaching staff at the rates applicable to their counterparts in Government colleges; (b) regulate the service conditions and staff pattern of both teaching and non teaching staff on a par with those in Government Colleges without impairing the right of private agencies to exercise administrative control over the staff and (c) pay the private agencies grants under four heads namely (i) Contingency grant (ii) Maintenance grant,

(iii) Laboratory grant and (iv) Library grant. The private agencies in their turn agreed to:-

(a) regulate the staff pattern in accordance with the pattern approved by the affiliated University every year on the basis of strength of students and prescribed work load;

(b) to make appointments to vacancies arising out of the above staff pattern on the basis of a rank list prepared by a duly constituted Selection Committee; (c) to abide by certain conditions laid down as regards admission of students every year; and (d) remit the tuition fees collected every month to Government. The Selection Committee in the case of teaching staff consists of five members, viz., two representatives of the private agency which make the appointment (of which one shall be the Chairman of the Committee), one principal/head of department of the colleges(s) belonging to the managing agency; one Government Officer of the rank of Secretaries to Government or District Collectors chosen by the agency and deputed by the Government; and one subject expert chosen by the agency from a subject-wise panel of experts prepared by the affiliated University. The Committee for the selection of non teaching staff consists of three members of which two are representatives of the private agency and one Government officer of the status of Revenue Divisional Officers or Deputy Collectors chosen by the agency and deputed by the Government. Any meeting convened for the selection of teaching staff will become invalid if it does-

not include both the Government officer and the subject expert and the presence of the Government officer is compulsory for the selection of non teaching staff. While making appointments the managing agency shall have the right to reserve every alternate vacancy or 50 per cent of the total vacancies being filled up on the basis of merit from among the candidates of the community to which the college belongs. In the case of admission of student the private agency has to reserve 20 per cent of the total seats to candidates belonging to Scheduled castes; Scheduled tribes community; 50 per cent of seats (40 per cent in the case of colleges belonging to a backward community) should be filled up on the basis of open merit; 10 percent of the seats (20 percent in the case of colleges belonging to backward community) should be reserved for the community to which the college belongs to be filled upon merit basis from among students of that community and the balance 20 per cent of the seats are open to the agency to admit as per their will and pleasure.

In 1972 there were 104 private colleges in Kerala and 103 colleges entered in to the agreement in 1972-73 and the 104th college in 1973-74. It is not compulsory that private agencies should enter into such an agreement but they preferred to enter into it because they found it as a measure of great relief not only from the immediate burden of paying salari

to their staff but also from future issues of higher wage demands, better working conditions, etc., from the staff. Even under the Grant in aid Code system many of them faced the financial difficulty of paying salaries especially in the months of April and May during which period there is no fee collection. After the agreement the Managements got the right to admit on 20% of the seats in addition to 10 per cent of the seats (20% in the case of colleges belonging to backward community) to the community to which the college belongs, and the right to make appointments on every alternate vacancy of both teaching and non-teaching staff on the basis of merit from among the candidates belonging to that community. The Management of the college can make use of all the special fees collected from students every year. They will also get contingency grant (to meet the expenses of running the establishment of the college), Maintenance grant (to meet the revenue for repairs and maintenance of the college) Laboratory grant (to meet revenue expenses of laboratories over and above the special fees collected for the same) and Library grant (to meet expenses for subscription of periodicals, journals and books over and above the special fees collected for the same). However, the fixed investment requirements of the college like purchase of furniture, equipment, heavy maintenance of buildings and expenses in connection with expansion

and diversification have to be met by the Managements. The assistance from U.G.C. helps the college to meet the expenses towards the purchase of books and equipments and the construction of buildings, but even in those cases Managements have to meet matching contributions. U.G.C assistance cannot be made use of for starting new courses, or for providing basic infra structure. Since the Managing Agencies do not have any source of income for meeting all these requirements from the college, they have to depend on the community for which the college belongs and or the general public. Moreover, the corporate type of Managements have to run a separate establishment for managing all colleges under them for which the direct payment agreement does not provide any assistance.

It appears that the provisions in the agreement for the constitution of staff selection committee, is not too rigid on the part of the Managing Agencies. They got the right to choose the Government Officer and subject expert from a fairly long list of persons in the respective categories, and the Committee can be reconstituted every year. In the case of corporate Managements having colleges under the jurisdiction of more than one University, such Committees are to be constituted separately for selection to vacancies arising under each University. The period of the rank list is one year. It is not compulsory on the part of the Managements, to make at least one

appointment from such a rank list. In the case of Corporate Managements inter-university transfers of both teaching and non-teaching staff are possible and if they so desire they can shift vacancy under one University to another before or after the publication of a rank list.²⁷ The communal quota system (reserving every alternate vacancy to the community of the college) in private colleges introduced under the direct payment system is comparable with the system of making appointments in Government colleges by the Public Service Commission. In the process of selection of teachers by the Public Service Commission also every alternate vacancy is reserved to different backward communities to meet the requirements of Article 16(4) of the Indian Constitution. But in Governmental service the reservation is restricted to members of the backward communities only. In the private sector a good number of colleges are owned by communities other than backward and so the reservation is extended to those communities also. At the same time a number of backward communities including Sched

²⁷ Section 64 of the Kerala University Act of 1974 and 64 of the Calicut University Act of 1975 prohibit inter university transfer of teachers. But the Acts gave power to prescribe the date(s) of coming into force of the different provisions of both the Acts to Government and the Government. The Government implemented all provisions except Section 64 of both the Acts. This provision continued upto November 1987. On 21-11-1987 notification S.R.O.No.1547/87 and S.R.O. No.1548/87, the Government declared that Section 64 of the Acts shall come into force from 21-11-1987.

appointment from such a rank list. In the case of Corporate Managements inter-university transfers of both teaching and non-teaching staff are possible and if they so desire they can shift vacancy under one University to another before or after the publication of a rank list.²⁷ The communal quota system (reserving every alternate vacancy to the community of the college) in private colleges introduced under the direct payment system is comparable with the system of making appointments in Government colleges by the Public Service Commission. In the process of selection of teachers by the Public Service Commission also every alternate vacancy is reserved to different backward communities to meet the requirements of Article 16(4) of the Indian Constitution. But in Governmental service the reservation is restricted to members of the backward communities only. In the private sector a good number of colleges are owned by communities other than backward and so the reservation is extended to those communities also. At the same time a number of backward communities including Scheduled

²⁷ Section 64 of the Kerala University Act of 1974 and Section 64 of the Calicut University Act of 1975 prohibit inter-university transfer of teachers. But the Acts gave power to prescribe the date(s) of coming into force of the different provisions of both the Acts to Government and the Government implemented all provisions except Section 64 of both the Acts. This position continued upto November 1987. On 21-11-1987 vide notification S.R.O.No.1547/87 and S.R.O. No.1548/87, the Government declared that Section 64 of the Acts shall come into force from 21-11-1987.

Castes and Scheduled Tribes cannot enter into the service of private colleges under reservation since they do not have any college in Kerala. The Direct Payment System enhanced the status of a private college teacher. He got parity as regards service conditions, scales of pay and other service benefits like promotion, gratuity and pension. He also got a wide bargaining power since his service conditions are linked with those of other civil servants in the State. In fact his position is better when compared with a teacher in a Government college in the sense that a private college teacher can contest for election to any local authority or Legislative Assembly of the State or Union Parliament²⁸ without resigning his post²⁹ and upon his election or nomination to such bodies he will continue to be a teacher in the college and the period of his membership in such bodies though treated as on leave without salary, will be counted for other service benefits like promotion, seniority, increments and pension.

The Direct Payment Agreement, entered on September 1972 was implemented with retrospective effect from 1st June 1972.

²⁸ Under Section 62 of the University Acts.

²⁹ In the case of a Government college teacher he has to resign from service before filing nomination because he is holding an office of profit under Government which is a disqualification for becoming a candidate under the Election Laws.

The implementation of the scheme considerably increased the work load of both the Department of collegiate education and Universities. Three zonal offices were created under the Department of collegiate education in 1972³⁰ with territorial jurisdiction over the private colleges and each zone is placed under the charge of a Deputy Director in the rank of Government college Principal and deputed from among them. The main functions of these zonal offices are: (a) to countersign the salary bill of staff of private colleges every month; (b) to keep and maintain service records of private college staff and sanction increment, leave and recommend promotion and pension benefits; (c) to sanction all the four types of grants mentioned earlier to private colleges; (d) to conduct departmental audit every year on these college and report the findings to higher authorities; and (e) to act as a last link in the hierarchy of the Government machinery for implementing the system. The number of zonal offices was raised to five in May 1984. An important work on the part of the Universities was to fix the staff strength of each college every year on the basis of prescribed work load and strength of students. The Direct payment system caused much strain in the administrative machinery of both the Department of collegiate education and the Universities

³⁰ As per the Government Order M.S.220/72 Edn dated 3-10-1972.

and in the initial periods both of them lagged behind in finishing their work in time.³¹

5.1.1.2.1. Contingency grant and Maintenance grant

The Government in consultation with the representatives of Managements of colleges, the Director of collegiate education and the Universities, prescribed the mode of fixing these type of grants in 1973.³² The grant under contingencies is towards meeting recurring expenditure for running the establishment of the college. A total of fifteen specific items³³ were prescribed which could be met out of this grant. Maintenance grant is meant for the annual white and colour quarters, petty repairs upto Rs.1000, repairs of doors and windows and minor replacements. Total grant per year under each head is ascertained on the basis of strength of students every year and different per capita rates for different categories of students were also fixed in 1973 as given in Table 5.13.

³¹ The Report of the Comptroller and Auditor General of India, (civil) for the year 1975-76 (Trivandrum: Government of Kerala Publication) pointed out that the Universities could complete staff fixation work of only 93.7%, 80.7% and 7.7% of the total colleges in 1973-74, 74-75 and 75-76 respectively (para 7.3, p.204). Similarly the zonal offices could complete audit of only 38.4%, 14.2% and 7.6% of the total colleges in 1973-74, and 75-76 respectively (Ibid).

³² Government Order (MS)No.89/73 Edn dated 19-6-1973.

³³ Like stationery, printing, postage, telephone charges, water charges, taxes, insurance, purchase of chalk and dusters etc.

Table 5.13

PERCAPITA RATE OF CONTINGENCY GRANT AND
MAINTENANCE GRANT

Type of Student	Contingency grant (Rate per student)		Maintenance grant (Rate per student)	
	Arts Student	Science student	Arts student	Science student
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
Predegree student	7.00	8.00	4.50	6.00
Degree student	9.00	10.00	5.00	6.00
Post graduate student	12.00	15.00	8.00	10.00

The amount worked out as per the above rates on the basis of strength of students in every year is subjected to a ceiling. For contingency grant the ceiling fixed in 1973 was Rs.7500 for Junior colleges, Rs.15000 for Degree colleges and Rs.20,000 for Postgraduate colleges. For maintenance grant the ceiling amount for Junior, Degree and Post graduate colleges was Rs.6000, Rs.10,500 and Rs.12,000 respectively. The rates are subject to revision once in every five years. The managing agency thus is eligible to get every year, either the amount calculated at the per capita rates as shown in Table-4.12, or the ceiling or the actual expenditure whichever is less. The Zonal Deputy

Directorates were authorised to release an advance of 50 per cent of both types of grant in May every year and to release the final grant in March of the same academic year. It was also provided in the order to release the arrear grant for 1972-73, and advance grant for the year 1973-74 forthwith.

It is found that out of 21 colleges selected for study 18 colleges (85.7 per cent) received these two types of grant upto 1978-79, and 3 colleges (14.3 per cent) received them upto 1977-78 and no college got the grants after 1978-79. This is due to a dispute between the Managing agencies and government as detailed below. The accounts of the Private colleges are audited by the Accountant General under sections 14, 15 and 20 of the Comptroller and Auditor Generals (Duties, Powers and Conditions of Service) Act 1971³⁴ in addition to the departmental audit conducted by the state Government. In the audit report of 1974-75³⁵ the Comptroller and Auditor General pointed out that as regards 37 private colleges (for which audit was completed in 1974-75) teaching grant under the Grant in Aid Code system aggregating to Rs.145.05 lakhs was paid in

³⁴ This Act framed under Article 149 of the Constitution empowers the Comptroller and Auditor General to audit the receipts and expenditure of any body which is substantially financed by grant or loan from the Consolidated Fund of India or State. Receipt of Grant or Loan not less than 25 lakhs annually is sufficient, to treat that body as substantially financed for this purpose.

³⁵ Report of the Comptroller & Auditor General (Civil) Op.cit., p.202.

excess and hence inadmissible. According to the report, these private colleges were eligible only for ten annual grants (from 1962-63 to 1971-72) under the Grant in Aid Code System, whereas they actually received eleven annual grants. Before publishing the report as such the Accountant General in November 1974 intimated this fact to the State Government.³⁶ Government later on ascertained that all the 104 private colleges, which signed the agreement, received one grant in excess and the total amount involved amounted to Rs.2.59 crores, the amount alleged to have been received by each college varying from Rs. one lakh to 7.4 lakhs. Government ordered in 1975³⁷ that the excess grant would be recovered from all those colleges by adjusting the amount against their future claim for contingency and maintenance grants. The Zonal Deputy Directors directed the Principals of private colleges to submit a chalan for transfer credit of the amount to the Government along with their claim for contingency and maintenance grant every year. Fortysix writ petitions were filed in the High Court of Kerala in 1980 challenging the above Government Order. On 15-6-1986 the High Court issued an interim judgement whereby the Court directed the

³⁶ Vide letter No.RepIII op-474/74-75 dated 14-11-1974.

³⁷ Government Order (MS) 108/79/H.Edn dated 7-6-1979.

Government to consider the whole issue afresh and issue appropriate orders after giving the petitioners reasonable opportunity to present their grievances. Para four of page number 4 of the judgement reads thus:³⁸

"As a satisfactory material is not made available to us to decide the question of fact as to whether excess payment has been made as stated, it is not possible for us to record any positive findings in this behalf... After grants were paid to the petitioners from time to time without objection by the authorities no decision could have been taken by the authorities adversely affecting the interest of the petitioners directing them to take good the alleged excess payment without giving them an opportunity of showing cause..."

At the time of entering into the Agreement of 1972, Government had no information about the alleged excess payment and it was only after receiving letter from the Accountant General in 1974 that the Government got first hand information. Government could gather the entire information only in 1979 by invoking its own machinery. The Direct Payment Agreement is a 'contract' within the meaning of the Indian Contract Act of 1882 creating mutual obligations. Variations or modifications of the terms and conditions of every contract require mutual consent. Of course the Government have the right to recover the excess payment even otherwise. But till 1986 the Government failed to prove before the Court that the said funds have really slipped off the hands of the well defined grant in Aid Code System.

³⁸ Registrar, High Court of Kerala - Interim Judgement on OP No.785/80 and others (manuscript) dated 15-6-1986.

Of the 21 colleges selected for study 20 colleges are involved in the suit. The Zamorins Guruvayoorappan College agreed with the terms of the Government order in 1979 and they are adjusting their contingency and maintenance grant against the excess grant. An interview with the Principal and two members of the Governing Council of that college revealed that the college as such does not agree with the findings of the Government that excess grant had been paid, but to avoid litigation they preferred to adjust the grants. Principals of other colleges are of the firm view that the withholding of the grants since 1978/79 caused much strain to their Management in finding resources for advancing money to meet expenses for maintenance and contingency. In the case of Corporate Managements like Nair Service Society, Sree Narayana Trust (each having 14 colleges under their control) and Muslim Education Society, the quantum of funds required to meet these obligations for all colleges for all these years was too heavy for them to bear. On the otherhand, Malcolm. S. Adiseshiah Commission in its two reports said³⁹ that many Managements find it worthwhile to forgo the grants rather than make the adjustment, because the interest due even at the rate of 10 percent on the excess grant received under Grant in Aid Code System would be much more than the maximum eligible amount of

³⁹ Towards Excellence in Learning, Op.cit., p.96 and Towards learning Excellence Op.cit., p.39.

contingency and maintenance grant to them.⁴⁰ After the interim judgement, Government directed the Managements to execute bank guarantee to the extent of the amount covered under the 'excess' grant as a condition for releasing the contingency and maintenance grant till the final verdict of the Court. Government has revised the rate of these grants only with effect from 1986-87 onwards even though it was agreed at the time of signing the agreement that the rates will be revised once in five years. It may be pointed out that the state Government, having an obligation to safeguard the interests of students seeking higher education in these colleges, ought to have been more active in finding an amicable solution without prolonging the issue to such a long time. Even if the findings of the Government is correct, Government has to blame its own machinery for allowing the Managements to receive one grant in excess under the Grant in Aid Code System. Nevertheless it is the obligation of Managements to refund the excess, if any, they received. But it seems wisdom on the part of the Government to initiate an early settlement in the matter, because the Managements in the absence of funds to carry on maintenance of buildings and meet office expenses, water charges, cleaning

⁴⁰ It appears that the Adisesiah Commission was fully convinced that the colleges received the excess eleventh grant. The Commission suggested in its two reports to the Govt. to write off the amount and continue the grants under Direct payment system.

charges, etc., may indulge in such unfair practices like demanding donation for admission of students or appointment of staff. These practices if resorted to will be detrimental to the interests of the student community and to the moral and ethical values of education.

5.1.1.2.2. Laboratory and Library Grant

Laboratory grant is meant for meeting recurring expenses incurred in the laboratories, and Library grant is for the purchase of books, periodicals and journals. The colleges collect special fees from the students every year under these two items. Expenditure over and above the fees so collected enables a college to get grants from the Government subject to the ceiling fixed for them. The fees collected towards these two items are deposited in the Personal Deposit Account (P.D. A/c) opened in the name of the Principal and the Principal can operate the account. Special fees in respect of those who enjoy fee concession will be paid to the college from the Harijan Welfare Department of the Government. Table 5.24 gives the amount of laboratory and library fees collected from students every year from 1972-73.

Table 5.14

RATE OF LABORATORY AND LIBRARY FEES PER YEAR
IN ARTS AND SCIENCE COLLEGES IN
KERALA FROM 1972-73 TO
1984-85.

Name of fees	Payable by whom	Rate per student ⁴¹		
		Predegree class 3	Degree class 4	Postgraduate class 5
1	2	Rs.	Rs.	Rs.
Laboratory Fees	Science Students	5/-per Science sub- ject	10/- for main subject and 5 for each Sub- sidiary subject	45
Library Fees	All students	2/-	2/-	2/-

Government after consulting with the representatives of the Managements, Universities and the Director of collegiate education prescribed the per-capita rate of Laboratory grant and Library grant in 1975.⁴²

⁴¹ The rate per student has been doubled from the academic year 1985-86 onwards.

⁴² As per Government Order (MS)107/75 H Edn. dated 28-5-1975.

The Laboratory grant payable is at the rate of Rs.7.5 per student for pre-degree science courses, Rs.20 per student for degree science courses and Rs.50 per student for postgraduate science courses. Library grant is calculated at the rate of Rs.2 per pre-degree student, Rs.4 per degree student and Rs.8 per postgraduate student. The grant is calculated every year on the basis of the student strength as on 1st November and a college is eligible for these two types of grants to the extent to which the expenses over each item subject to the ceiling amount calculated at the per-capita rate mentioned above. The order released in June 1975 directed to pay 50 per cent advance of these two grants for the year 1975-76 and it was further stipulated that after 1975-76, 50 per cent advance grant will be given in May of every year based on the total grant given for the previous year and the full claim will be settled in March of the same academic year. Government also directed to release the arrear grants for the years 1972-73 to 1974-75 as per these rules.

It is found that all colleges have not shown equal interest in utilising these two types of grants. Detailed data regarding the actual amount availed of during the period from 1980-81 to 1984-85, showed that a good number of colleges failed to utilise any grant, only 19.04 per cent of the colleges utilised laboratory grant and 14.29 per cent utilised library grant regularly. Details are given in Table

Table 5.15

CLASSIFICATION OF COLLEGES ON THE BASIS OF AVAILING
OF LABORATORY AND LIBRARY GRANT FROM 1980-81
TO 1984-85.

Sl. No.	Nature of availing of grant	Laboratory Grant		Library Grant	
		Number of colleges	Percentage	Number of colleges	Percentage
1	2	3	4	5	6
1	Regularly	4	19.04	3	14.29
2	Occasionally	5	23.81	5	23.81
3	Never	12	57.15	13	61.90
Total		21	100	21	100

Ten colleges which have not utilised Laboratory grant have not utilised library grant also during the entire period. It is also found that colleges coming under serial number one and two of Table 4.15 have not utilised the grant fully as shown in Table 5.16 and 5.17.

Table 5.16

PERCENTAGE OF ELIGIBLE AMOUNT OF LABORATORY GRANT UTILISED BY COLLEGES WHICH AVAILED OF SUCH GRANT REGULARLY/OCCASIONALLY FROM 1980-81 TO 1984-85

Sl. No.	Name of college	Percentage of eligible amount of grant utilised ⁴³					Average Percentage
		80-81	81-82	82-83	83-84	84-85	
1	2	3	4	5	6	7	8
1	AC	78.3	81.7	90.1	100	100	90.00
2	BK	Nil	70.2	Nil	Nil	Nil	14.04
3	CI	68.3	67.8	70.1	72.0	80.5	71.74
4	MG	Nil	Nil	Nil	58.3	Nil	11.70
5	MP	Nil	38.2	Nil	39.4	Nil	15.50
6	PT	Nil	70.4	66.7	68.9	74.1	56.02
7	SD	70.2	68.8	73.1	74.0	78.9	73.00
8	ST	Nil	50.2	50.8	67.1	70.1	47.60
9	UA	58.3	70.1	64.1	68.1	73.5	66.82

Average percentage of utilisation of 9 colleges = 49.59;

Average percentage of utilisation of 21 colleges = 21.25

with S.D = 31.24

⁴³ Eligible amount of Laboratory grant for each year is ascertained on the basis of strength of students undergoing science courses in pre-degree, degree and postgraduate classes on 1st November and multiplied with the prescribed differential per capita rate. Figures of actual grant received each year is collected from the Personal Deposit Account Register (special fees) of the colleges.

Table 5.17

PERCENTAGE OF ELIGIBLE AMOUNT OF LIBRARY GRANT
UTILISED BY COLLEGES WHICH AVAILED OF SUCH
GRANT REGULARLY/OCCASIONALLY FROM
1980-81 TO 1984-85

Sl. No.	Name of college	Percentage of eligible amount utilised ⁴⁴					Average Percentage utilised
		80-81	81-82	82-83	83-84	84-85	
1	AC	62.8	61.7	68.8	92.1	92.3	75.54
2	BK	Nil	40.3	Nil	Nil	Nil	8.06
3	C1	Nil	36.4	Nil	Nil	48.3	16.94
4	MP	Nil	48.7	56.2	40.8	40.2	37.18
5	PT	Nil	Nil	Nil	Nil	20.8	4.16
6	SD	42.8	44.7	71.2	48.3	60.81	53.56
7	ST	25.2	Nil	38.1	Nil	62.40	25.14
8	UA	60.1	48.3	60.8	60.7	63.50	58.68

Average percentage of utilisation of 8 colleges = 34.90

Average percentage of utilisation of 21 colleges = 13.29

with SD = 23.12.

Thus, it is seen that the colleges utilise only 21.25 per cent of eligible laboratory grant and 13.29 per cent eligible library grant. The rate of special fees throughout the period from

⁴⁴ Eligible amount of library grant for each year is ascertained on the basis of total strength of students in different courses on 1st November and multiplied with the prescribed differential per-capita rate. Grant received each year is collected from the Personal Deposit Account Register (special fees) of the colleges.

1972 to 1985, remained unaltered, even though the All India wholesale price index has raised from 105 to 378.4 during this period (1970-71 base). In spite of the hike in prices of consumable items in laboratory, periodicals, journals and books; 57.15 percent of the colleges never spent any amount other than the laboratory fees collected and 61.90% of colleges never utilised any amount other than the fees collected for their library. In the course of interview the heads of departments of science subjects were requested to quantify the percentage of practicals they could complete with the amount of laboratory fees collected taking 1983-84 as a base year in order to know how far it is essential for colleges to explore laboratory grant. The summarised opinion collected from heads of departments of four popular science subjects are shown in Table 5.18.

Table 5.18

AVERAGE PERCENTAGE OF PRACTICAL WHICH COULD BE COMPLETED WITH THE AMOUNT OF LABORATORY FEES IN FOUR SCIENCE SUBJECTS ⁴⁵

Sl. No.	Name of faculty	Name of courses		
		Pre-degree	Degree	Postgraduate
1	2	3	4	5
1	Chemistry	25.80	30.20	10.00
2	Botany	34.40	41.50	18.10
3	Zoology	52.30	58.40	30.40
4	Physics	73.00	79.10	69.05

However, the heads of departments of all colleges said that they had somehow managed to do almost all the practical work as per the syllabus by some other means. When they were requested to reveal the means, the heads of departments of 4 colleges said that they used to collect a nominal fees from students, the heads of another 5 colleges, said that they used to direct the students to bring essential science materials by themselves and the heads of the rest of the colleges refused to reveal the exact source, probably because collection of any fees other than the prescribed fees is banned under

⁴⁵ Limitations of Table 5.18. The data given in this Table are not on the basis of any cost analysis made by the head of departments, they are based on a rough estimate made by them on the spot of interview.

Table 5.18

AVERAGE PERCENTAGE OF PRACTICAL WHICH COULD BE
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⁴⁵ Limitations of Table 5.18. The data given in this Table are not on the basis of any cost analysis made by the heads of departments, they are based on a rough estimate made by them on the spot of interview.

University Ordinances and orders of the Government. It is understood that they also followed either of the two alternatives revealed by others.

It is also found that all colleges subscribe to newspapers and periodicals for general reading but most of the colleges seem to show lesser interest in subscribing to technical journals. Out of the 15 postgraduate colleges selected for study two colleges subscribed to an average of four journals per department (subject) in 1984-85 and the subscription rates of the rest of the colleges were below four. The details of subscription of the 15 postgraduate colleges on 1984-85 are given in Table 5.19.

Table 5.19

AVERAGE NUMBER OF TECHNICAL JOURNALS SUBSCRIBED IN
POSTGRADUATE COLLEGES IN 1984-85⁴⁶.

Sl. No.	Arts and Commerce Subjects		Science subjects	
	Average number of Journal per subject	No. of colleges	Average number of journals per subject	No. of colleges
1	2	3	4	5
1	4	2	4	2
2	3	2	3	0
3	2	5	2	2
4	1	3	1	3
5	below 1	3	below 1	2
6	Nil	0	Nil	6
	Total	15		15

Out of the six degree colleges, only two colleges subscribed to technical journals and in each case the average number per subject is below one. Fourteen colleges out of 15 shown in Table 5.19 received U.G.C assistance during the sixth plan including assistance for books and journals under Basic assistance scheme and Undergraduate development assistance scheme. Under the U.G.C guidelines, the colleges have

⁴⁶ Technical Journal' is used to mean any journal other than journals intended for general reading and includes those journals which give importance to (wholly or partly) matters of academic interest pertaining to a single subject or inter disciplinary in nature and those intended for expanding the general knowledge of students preparing for competitive examinations.

to spend a minimum of 35 per cent but not more than 50 per cent of the assistance for the purchase of books and 10 per cent, if they so desire, for creating additional temporary posts for accession, processing etc., and U.G.C expects that the rest of the amount will be spent for journals. But it is found that they spent more funds for purchase of books, than the above limit. Even colleges which had utilised library grant gave more importance to books. As a result of all these they could give only lesser importance to journals as is evident from Table 5.19. Thus, it can be seen that the non-utilisation or under utilisation of library grant is not for want of any scheme for providing the minimum basic requirements to students.

5.1.2 Internal Sources

5.1.2.1. Special fees

Tuition fees collected by the colleges are remitted to Government, whereas the special fees collected once in every year are utilised by the colleges for their own purpose. The colleges collect those fees and deposit them in a Personal deposit account (P.D.a/c) or saving account in the nearest government treasury. Table 5.20 shows the various items and rates of special fees that prevailed in arts and science colleges in Kerala from 1972-73.

Table 5.20
 RATES OF SPECIAL FEES IN ARTS AND SCIENCE
 COLLEGES FROM 1972-73 TO 1984-85⁴⁷

Sl. No.	Name of fees	Rate per student
		Rs.
1	Admission fee	10
2	Atheletic fee	10
3	Magazine fee	3
4	Stationery fee	3
5	Association fee	2
6	Medical inspection fee	2
7	Calendar fee	1
8	Student Aid fund	1
9	Visual education fee	1
		----- 23

Admission fee is payable by a student only once for every course and all other fees are payable every year along with the first instalment of tuition fees. Thus a predegree

⁴⁷ Library fees and Laboratory fees are also special fees collected along with the fees given in the Table and operated in the same manner. But over and above the fees those two items are subjected to grants from Government. Since the utilisation of these two items is discussed earlier, these two types of fees are excluded here. In addition to the list of fees given in the Table the college also collect special fees under three more items, namely sports affiliation fee, university union fee and matriculation fee. Since these fees are remitted to the concerned affiliated university, they are also excluded from the Table.

student and a postgraduate student pays Rs.28 per year and a degree student Rs.26.33 per year as special fees.⁴⁸ In the case of students enjoying fee concessions, the Principal can claim their special fees at the above rate per head from the Harijan Welfare Department of the Government, and credit the amount in to the P.D. a/c. The Principal while operating the P.D. a/c has to follow the P.D. rules prescribed by Government and directions contained in Chapter IX of the University first Ordinances. He has to keep a subsidiary register for each of the items and a consolidated register for all the items together. The financial year for operating P.D. a/c is from 1st June to 31st May. Neither the P.D. rules prescribed by the Government nor the University Ordinances define the purposes for which these fees are to be used. Government rules prescribe the purposes for which it should not be used. Colleges follow convention or precedents in this regard and according to the known conventions the purposes for which these fees can be used are the following;

(a) **Atheletic Fee:** recurring expenses of the physical education department of the college, conducting sports and games, purchase of sports equipments etc. (b) **Magazine fee:** printing and publising college magazine. If advertisement

⁴⁸ Pre-degree and postgraduate courses are two year courses; the admission fee is spread over to two years; the duration of degree course is three years, and the admission fee is spread over to three years.

charges are collected it must also be credited to this account. (c) Stationery fee: conduction of internal examinations in the college. (d) Association fee: expenses in connection with the functioning of students union, cultural activities, cultural competitions etc. (e) Medical inspection fee: conducting medical inspection by engaging qualified medical officers. (f) Calendar fee: printing and publising college calendar. College calendar is an important communicator between the college and students. It usually contains the objectives of the college, college rules, co-curricular and extra-curricular programmes of the college, scholarships, prizes and awards instituted in the college; details of University examinations and the college almanac. (g) Student aid fund: giving nominal assistance to poor students who do not enjoy any other concession from any other source. (h) Visual education: purchase of audio visual tapes, and equipments for visual education.

No specific purpose is attached to admission fees. The college, while issuing application forms for admission, collects Rs.2 per application as registration fee. It is found that the whole expenses for printing application forms can be met out of this fees and the surplus if any will be accumulated in the P.D.a/c as registration fees.⁴⁹ There

⁴⁹ Since registration fee is not collected from regular students, but only from 'prospective students', it is not shown in Table 5.20. But it is also a source of income in the P.D.a/c; and hence statistical data herein after include balance under this item also.

is no other expense usually attached to conducting admissions. The college has to meet its expenses on various items from the collection pertaining to the respective items. If the amount on any particular item is not sufficient to meet expenses of any year in that item, the Principal can divert funds from other items. This diversion can be of two types: (1) diversion of funds from other items having unspent balances during the current year, and in the absence of any such balance (ii) diversion of funds from the accumulated balance of the same item or other items. Diversion of funds as described (ii) above requires the prior permission of the Zonal Deputy Directorate. Thus by using any one of the two types of diversion, admission fees can be made use of for other items. The accumulated balance in the P.D. a/c can also be made use of as a source for meeting any unexpected item of expenditure or item of 'lasting purpose' intended to be of service to the student community of the college as a whole.⁵⁰ But the term 'lasting purpose' does not allow the Principal to cover items of expenditure of a capital nature which would increase the assets of the Management like construction of buildings or play grounds, buying equipments or books.

The special fees prescribed in 1972-73 remained unchanged for a period of 13 years, that is, up to 1984-85. The cocurricular and extracurricular activities of the college

⁵⁰ Government Order (MS) 312/83/H.Edn. dated 30-12-1983.

are linked with the utilisation and adequacy of funds in P.D. a/c. It appears that the fees collected under each head are not adequate when compared with the purposes sought to be achieved and the general cost escalation over the years. Data collected to analyse the effectiveness of colleges in utilising the amounts they actually collect from students show that heavy balances accumulate every year in the P.D. accounts and a number of colleges lag behind in utilising the balances. Table 5.21 shows the accumulated balance in P.D. accounts of colleges selected for study as on 31-5-1985.

Table 5.21

BALANCES IN THE PERSONAL DEPOSIT ACCOUNTS OF COLLEGES
AS ON 31ST MAY 1985.

Sl. No.	Name of college	Accumulated balance Rs.
1	2	3
1	AE	2,42,658
2	BK	3,34,542
3	CJ	8,452
4	FQ	2,77,112
5	MG	3,53,625
6	MP	2,10,847
7	MT	3,45,842
8	NC	3,62,718
9	PT	1,39,085
10	SD	1,03,428
11	SE	1,70,494
12	SG	2,51,367
13	SQ	2,38,686
14	UA	1,27,987
15	ZC	2,83,652
16	AC	44,179
17	CC	1,30,196
18	CK	88,624
19	DT	4,04,200
20	ST	1,20,452
21	TN	3,26,077

Sl.Nos 1 to 15 are postgraduate colleges and 16 to 21 are degree colleges. An analysis of individual items showed that more than 30 per cent of the balances in 19 colleges are due to accumulation in admission fees. No medical inspection was conducted in 11 colleges from 1979-80 to 1984-85,⁵¹ and more than 10 per cent of the balances in 12 colleges are due to under-utilisation of funds under stationery fees. Apart from these, the items having balances vary from college to college and in one college from year to year. The amount of balance in P.D. a/c is related to the number of students in each college and keeping this point in view, the data in Table 5.21 is further processed in Table 5.22 to ascertain the effectiveness in utilising the special fees.

⁵¹ Under chapter XI of the first ordinance of both Kerala and Calicut Universities, conducting medical inspection of each student in every alternate year is compulsory. It is also made compulsory, the forwarding of medical inspection report of the qualified medical officers who conducted the inspection by the Principal to the affiliated University.

Table 5.22

ANALYSIS OF THE ACCUMULATED BALANCES IN PERSONAL
DEPOSIT ACCOUNTS OF COLLEGES⁵²

Sl. No.	Name of the college	Accumulated balance per student	No. of year's collection involved in accumulated balance	Percentage of column 4 to total period involved (13 years)	Percentage of years collection utilised 100-column (No.5)
1	2	3	4	5	6
1	AE	123.18	4.50	34.61	65.39
2	BK	162.95	5.95	45.76	54.24
3	C1	3.47	0.13	1.00	99.00
4	FQ	73.78	2.69	20.69	79.31
5	MG	128.17	4.68	36.00	64.00
6	MP	115.02	4.20	32.31	67.69
7	MT	117.75	4.30	33.08	66.92
8	NG	93.26	3.40	26.15	73.85
9	PT	61.93	2.26	17.38	82.62
10	SD	48.21	1.77	13.62	86.38
11	SE	77.46	2.83	21.77	78.23
12	SG	96.38	3.52	27.08	72.92
13	SQ	64.02	2.34	18.00	82.00
14	UA	56.88	2.08	16.00	84.00
15	ZC	110.59	4.04	31.08	68.92
16	AC	16.88	0.61	4.69	95.31
17	CC	76.22	2.77	21.31	78.69
18	CK	27.80	1.01	7.77	92.23
19	DT	165.93	6.04	46.46	53.54
20	ST	56.26	2.05	15.77	84.23
21	TN	136.71	4.97	38.23	61.77

Average Percentage of utilisation 75.77 with S.D. 12.27

⁵² Technique used in Table 5.22.

Utilisation of funds under P.D. accounts shows a high percentage with lesser variation when compared to utilisation of funds under other sources. Ten colleges (47.6 per cent) are above average; 3 colleges (14.3 per cent) utilised more than 90 per cent, and 5 colleges (23.8 per cent) utilised between 80 per cent and 90 per cent. In raising funds under this source, the effort on the part of management is comparatively negligible because these fees are levied compulsorily on all students. For utilising funds also there is a high amount of freedom, the funds are always at the disposal of the college,

(a) Column-3 Balance of P.D. accounts as shown in column 3 of Table 5.21 is divided by the strength of students of the respective colleges during the year 1984-85. Strength as on 1st November 1984 is taken for this purpose, since for official purposes the strength of a college is taken as on 1st November.

(b) Column-4 Pre-Degree and postgraduate students pay at the rate of Rs.28 per head and degree students at the rate of Rs. 26.33 per head every year as special fees. On the basis of student strength in 1984-85 it is found that the average percentage of predegree and postgraduate students to total strength is 63 in post graduate colleges and the average percentage of pre-degree students to degree students is 69 in degree colleges. Thus the weighted average of special fees per student in post-graduate and degree colleges is Rs.27.38 and Rs.27.48 respectively. Figures in column 3 is divided by 27.38 for serial Nos.1 to 15 (which are postgraduate colleges) and by 27.48 for serial Nos. 16 to 21 (degree colleges) to get column 4.

(c) Column-5 Balances used for analysis is the accumulated balance from 1972-73 to 1984-85, hence the figures in column 4 is divided by 13.

(d) The percentage of utilisation of funds under P.D. accounts is the percentage of the total amount utilised from 1972-73 to 1984-85 to the total amounts collected during that period. In the course of data collection it is found that in many colleges systematic data regarding the fees collected and utilised in a few years from 1972 onwards are partly missing. Hence it is decided to follow the procedure adopted in Table 5.22 to interpret the single figures of accumulated balances.

except a few formalities in the case of diversion from previous year's balances. On the other hand these funds are meant for the bare requirements of the students like conducting class examinations medical inspection, sports and games, cultural activities etc. Only 8 colleges (38 per cent) succeed in utilising more than eighty per cent of funds placed in their hands in such a nature and the heavy accumulated balances in the case of the rest of the colleges as shown in Table 5.21 show that idle funds are awaiting disposal amidst widespread complaint from faculty and students as regards insufficient facilities in all colleges.

5.1.2.2. Other sources

Private agencies usually raise funds from the public especially from the community to which the college belongs to meet in part the requirements of the colleges. An analysis of the cash book of all colleges selected for study and the information revealed in the course of interview with the Principals showed that no funds had been raised in such a manner during the period under review. The contributions of the managing agencies were confined to meeting matching contributions towards U.G.C assisted programmes to the extent to which they availed of such assistance; and meeting the eligibility requirements for affiliating new courses of study started during the period.

Thus mobilising funds from such sources for creating additional facilities or augmenting the existing facilities or meeting the recurring expenses of the colleges was practically nil during the period under review.

5.1.3. Summary of findings regarding effectiveness of private colleges in exploring and utilising financial resources.

The forgoing analysis attempts to evaluate the effectiveness of private colleges in exploring and utilising the financial resources both external and internal. The external sources include assistance from University Grants Commission and grants from State Government. The internal source is the collection of special fees from students. The study covers all sources of finance accessible to private colleges in Kerala except the contribution of managing agencies towards fixed investments in equipment and other infrastructure required to meet the affiliation conditions. The share of investment of private managing agencies to meet the matching contributions towards U.G.C assisted programmes is revealed through the analysis of the extent to which such assistance is explored by such agencies. The summary of effectiveness in exploring and utilising financial resources in quantitative terms is given in Table 5.23.

Table 5.23

EFFECTIVENESS IN EXPLORING AND UTILISING FINANCIAL RESOURCES BY PRIVATE COLLEGES⁵³

Sl. No.	Name of source	cumulative serial number of schemes	Name of scheme	Average - (x) 5	Measure of effectiveness Standard deviation ($\sqrt{n-1}$) 6
1	U.G.C.	1	<u>Basic assistance:-</u>		
			Books and Journals	100.00	0
		2	Equipments	100.00	0
		3	Teachers faculty	60.29	37.56
		4	Academic conference	9.75	26.35
				67.51*	43.60*
		5	Undergraduate assistance	49.63	23.00
		6	Postgraduate assistance	15.26	26.58
		7	COSIP	9.55	25.45
		8	COHSSIP	8.60	18.52
2	State Govt. (Grants)	9	Laboratory grant	21.25	31.24
		10	Library grant	13.29	23.12
3	Students	11	Special fees	75.77	12.57

* Combined average and combined standard deviation.

53 (a) Availing of contingency and maintenance grant had been frustrated due to dispute between Managing Agencies and Govt. and hence, quantitative effectiveness as regards utilisation of this grant is excluded.

(b) The average effectiveness in exploring assistance under various schemes from U.G.C. is computed taking into account only

(1) All private colleges succeed in exploring resources for the purchase of books and journals and equipments. The effectiveness on these two items is 100 per cent under basic assistance and 90 to 91 per cent under undergraduate assistance (Table 5.8). In utilising funds for the purchase of books journals and equipment under the scheme of undergraduate assistance a matching contribution of 25 per cent of the total proposal was insisted. The effectiveness in contributing such matching contribution is also between 90 and 91 per cent.

(2) Exploration of resources for construction projects under undergraduate assistance is effective to the extent of 40.12 per cent (Table 5.8). For exploring assistance under this scheme a high rate of matching contribution was insisted, that is, 50 per cent of the total proposal. This shows that effectiveness in exploring financial resources is inversely proportionate to the contributions the managing agencies themselves have to make.

(3) But this tendency is not seen in the case of faculty improvement where no matching contribution was insisted. Even with no financial strain on the part of managements, the

17 colleges (80.95 per cent) which got recognition under section 2(f) of the U.G.C. Act. We have seen in Table 5.1 that 4 colleges (19.05 per cent) were ineffective even in getting a recognition; however these four colleges, since they belong to a separate class for this reason, are excluded from computing the average effectiveness of recognised colleges in exploring assistance from U.G.C.

effectiveness in deputing teachers to acquire higher qualifications and to participate in academic conferences has narrowed down from 60.29 percent in the case of M.Phil. course to 23.6 per cent in the case of Ph.D. programme⁵⁴ and to 9.75 per cent in the case of academic conference. It has to be borne in mind that, development of faculty has a two fold impact on the effectiveness of the organisation. It raises the quality of teaching and thereby academic standards and it paves the way for the managements to seek assistance from the University Grants Commission for the development of postgraduate education.

(4) Compared to other schemes of assistance from the U.G.C, the rate of assistance for postgraduate development is very high. The managements of private college have utilised only 15.26 per cent under this scheme. Colleges by and large do not succeed in subscribing to journals. The position in this regard could have been improved by a balanced utilisation of U.G.C funds from basic assistance and undergraduate assistance in the previous plans. Data regarding the subscription of journals during the sixth plan (Table 5.19) and the comparatively low percentage in effectiveness in utilising funds for the developments of faculty as seen above (item 3) show that the colleges are likely to be prevented from availing of assistance under postgraduate development scheme in the future plans.

⁵⁴ Table 5.8.

(5) Effectiveness in utilising funds under two quality improvement programme, namely COSIP and COHSSIP, is below 10 per cent. The objective behind these two plans is to improve the standards of teaching and learning and fuller utilisation of resources under such plans are likely to enhance the standards of education.

The efforts made by colleges in providing the basic requirements to students can also be measured by their performance in utilising laboratory grant and library grant. Colleges succeed in utilising laboratory grant only to the extent of 21.25 per cent and library grant to 13.29 per cent. But in the utilisation of special fees the performance of the colleges has increased to 75.77 per cent. No efforts is involved in exploring funds under this head, and infact, the comparatively low percentage of utilisation of funds under other schemes is not because of the availability of idle funds but because of the administrative in-competency of colleges in exploring fully the sources. But it can be seen that funds are remaining idle under the head special fees.

Thus the above analysis support the view that private colleges by and large give low priority towards the development of faculty and provision of bare necessities to students in the developmental programme.

5.1.4. Nature of Consistency in Effectiveness

At the same time there is wide variation among colleges in exploring and utilising financial resources. This variation is reflected in column 6 of Table 5.23, the standard deviations in all cases being high. Hence it is decided to ascertain the nature of consistency in efficiency among colleges in exploring resources under various schemes. The measurement of such consistency enables to know whether each college maintains a uniform degree of efficiency in exploring resources under all sources so as to classify colleges and compare them on the basis of the degree of uniform efficiency kept up by them. To ascertain the rate of consistency in efficiency, colleges are classified into three grades, namely Grade-A, Grade-B and Grade-C, on the basis of the individual performance of each college in exploring resources under all the eleven schemes mentioned in Table 5.23. The criteria adopted to determine grade values are given below:

1. Grade A - Average effectiveness plus standard deviation
2. Grade C - Average effectiveness minus standard deviation
3. Grade B - Below 'A' and above 'C'

On the basis of the average performance (column 5, Table 5.23) and standard deviation (column 6, Table 5.23) of effectiveness, Grade values of each item are determined following the above criteria, and grade values for all the eleven

programmes (Column 4 Table 5.23) are similarly ascertained. The position of each college under each programme is determined by comparing its performance under each item with the corresponding grade values. Table 5.24 gives the number of items in which each college secured different grades.

Table 5.24
GRADATION OF COLLEGES ON THE BASIS OF EFFECTIVENESS
IN EXPLORING AND UTILISING FINANCIAL
RESOURCES⁵⁵

Sl. No.	Name of college	Number of sources in which the college come under:-			Total number of sources
		Grade A	Grade B	Grade C	
1	2	3	4	5	6
1	UA	7	2	2	11
2	C1	6	2	3	11
3	SQ	6	2	3	11
4	SD	5	3	3	11
5	FQ	4	3	4	11
6	MP	3	3	5	11
7	MT	3	3	5	11
8	NC	3	2	6	11
9	ZC	2	5	4	11
10	MG	2	3	6	11
11	SE	2	2	7	11
12	AC	5	1	4	10
13	PT	3	4	3	10
14	CC	3	3	4	10
15	ST	3	3	4	10
16	SG	3	1	6	10
17	BK	2	2	6	10
18	CK	1	0	2	3
19	AE	0	1	2	3
20	DT	0	0	3	3
21	TN	0	0	3	3

⁵⁵ a) Sl.Nos. 1 to 11 are postgraduate colleges as on 1980, these colleges were eligible for all the 11 types of assistance listed in Table 5.23 col.(4).

No. colleges maintain a uniform rate of efficiency and the efficiency variation of any college is not confined to two closely related grades. But the position of the last three colleges (Sl.Nos.19 to 21) are exceptions to this finding; these three colleges failed to get recognition under section 2(f) of the U.G.C Act and hence were unable to secure any U.G.C assistance. We have already seen that these colleges failed to get recognition owing to their own lapse in procuring permanent affiliation. Their real position as regards U.G.C. assistance is therefore below grade 'C' and hence it can not be said that they maintain a uniform rate of efficiency. Thus it is found that there is high variation among colleges in efficiency rates and this variation is far more glaring in the case of individual colleges in exploring funds under different schemes.

5.2. GOVERNMENT COLLEGES

Colleges established and managed by State Government should also be affiliated to the concerned Universities and the conditions for affiliation are the same both for Private

b) Sl.Nos. 12 to 17 are degree colleges eligible for 10 types of assistance.

c) Sl.Nos. 18 to 21 are colleges which failed to get recognition under 2(f) of U.G.C. Act, these colleges were eligible for 3 types of assistance.

and Govt. colleges. Government colleges are corporate type in the sense that the management of such colleges comes from a central authority, that is, the Government. All colleges function as constituent parts of the Department of Collegiate Education under the direct administrative control of the Department of Higher Education of the State Government. A Government college gets finance from three sources, viz, (1) assistance from University Grants Commission (2) budget allotments of the Government under (a) plan scheme and (b) non plan scheme and (3) fees collected from students.

5.2.1. Assistance from U.G.C.

The norms, eligibility conditions, quantum of assistance and mode of availing and utilisation of assistance as described in the case of Private colleges are applicable as such to Government colleges also. After getting recognition under section 2(f) of the Act, the Principals of Government colleges forward their applications for assistance through the Department of Collegiate Education to U.G.C. The Principals get funds directly from the Commission and while utilising them they are to follow both the regulations of U.G.C. as well as the general rules prescribed by the State-Government from time to time. The Principals of Government colleges themselves are competent to sign the utility certificates and they need not obtain the

certificate of a qualified Chartered Accountant as in the case of a Private College. The Principals themselves prepare the proposals for assistance under various schemes but for preparing proposals for construction they have to seek the help of Public Works Department (P.W.D) of the State Government. Plans and estimates for construction work are prepared by this department and the Principal of each Government college incorporates the building proposals along with other proposals. After getting the assistance, the amounts allotted for construction work are handed over to the P.W.D and the utilisation of funds for construction is under the direct control of that department. Principals meet the matching contribution requirements for utilising U.G.C assistance from a budget plan provision under the head "development of U.G. and P.G. students in Govt. colleges with U.G.C. assistance" and the P.W.D. meets the same requirement from another sub head of the plan allotment called "Implementation of U.G.C. assisted Schemes."

Out of 25 postgraduate and degree colleges owned by the State, 5 colleges are included in the sample of colleges selected for study. Before analysing the data of the colleges in the sample it is decided to enquire in to the overall behaviour of the universe as such towards exploring U.G.C. assistance during sixth plan. It is found that only 52 per cent of the colleges got assistance during the above period and the rest of the colleges either had not applied for any assistance or not got

recognition under section 2(f). Table 5.25 gives the classification of Govt. colleges (universe) on the basis of availing of U.G.C. assistance during sixth plan.

Table 5.25

CLASSIFICATION OF GOVERNMENT COLLEGES (UNIVERSE) ON
THE BASIS OF AVAILING OF U.G.C. ASSISTANCE
DURING SIXTH PLAN

Sl.No.	Basis of classification	Number of colleges	Percentage
1	2	3	4
1	Recognised under 2(f) and applied for assistance	13	52
2	Recognised but not applied for assistance	4	16
3	Not recognised under 2(f)	8	32
Total		25	100

Source - Department of Collegiate Education, Trivandrum.

All the 13 colleges under Serial No.1 in Table 5.25 got basic assistance and 8 colleges out of the 13 got undergraduate development assistance and no college has got any assistance under the postgraduate development scheme. Out of the 8 colleges which got undergraduate development assistance, construction proposals were placed by four colleges, and U.G.C. rejected all these proposals since these colleges

could not submit completion certificates of building proposals approved during the fifth plan. Therefore no Government college has got any assistance for construction during the sixth plan. Thus only 32 per cent of the Government colleges got both basic assistance and undergraduate assistance and 20 per cent got only basic assistance during entire sixth plan period.

The data collected on the five colleges included in the sample also substantiate the above finding. Table 5.26 below shows the classification of the five colleges on the basis of U.G.C. assistance availed of during sixth plan.

Table 5.26

CLASSIFICATION OF GOVERNMENT COLLEGE (SAMPLE) ON
THE BASIS OF AVAILING OF U.G.C. ASSISTANCE
DURING SIXTH PLAN

Sl.No.	Name of the College	Basis of classification	No.	Percentage
1	2	3	4	5
I (a)	TVM	Recognised and got basic assistance and undergraduate assistance		
(b)	KTM	" "	2	40
II	CLT	Recognised but not applied for any assistance	1	20
III (a)	TCR	Not recognised		
(b)	CDY	" "	2	40
Total			5	100

Arts and Science College, Calicut (Sl.No.2) has not applied for any assistance during sixth plan, even though it has got basic assistance and undergraduate assistance during fifth plan. In 1980 this college had 484 students in 10 degree courses and 36 students in one postgraduate course. Due to the lapse on the part of the college in applying for assistance it missed the chance of getting Rs.90,000 for books and equipment and Rs.5,000 for academic conferences in addition to faculty improvement assistance to the extent of sending four teachers for M.Phil course. Under undergraduate assistance the college was eligible for Rs.5 lakhs. The Government college, Trichur, (Sl.No.3(a)) had been provisionally recognised by U.G.C., and the U.G.C. directed the college to furnish a declaration to the effect that it would secure permanent affiliation from Calicut University during the course of the sixth plan as a condition for converting provisional recognition into regular recognition. The college failed to present such a declaration and consequently the provisional recognition has also been withdrawn. The Government college, Chalakudy (Sl.No.3(b)), is a degree college with one degree course. The average annual effective strength in the above degree course throughout the sixth plan period was 128 students as against the sanctioned total strength of 150 students. Every year the college admitted 150 students, but dropouts consistently reduced the strength to fluctuate between 127 and 135 every year. Since the minimum student strength for recognition under 2(f) was 150, this college was unable to apply for recognition.

5.2.1.1. Basic Assistance

The details of assistance applied for and utilised to the maximum for books and journals and equipment by two colleges under basic assistance are shown in Table 5.27.

Table 5.27

BASIC ASSISTANCE APPLIED FOR AND UTILISED BY GOVERNMENT COLLEGES DURING SIXTH PLAN

Sl.No.	Name of the college	Assistance applied, received & utilised		
		Books and journals	Equipment	Total
1	TVM	40,000	50,000	90,000
2	KTM	27,600	15,300	42,900
Total		67,600	65,300	1,32,900

These two colleges have not maintained the above rate of efficiency in deputing teachers for M.Phil course under basic assistance. Each of the college was eligible for deputing four teachers. The University College, Trivandrum applied for two teachers which the Commission approved and the college deputed those two teachers. Govt.College, Kottayam, applied for and obtained sanction for deputing three teachers, but this college also deputed only two teachers. Thus in both

cases the percentage of utilisation to that of eligibility is 50 per cent. As regards academic conference both the colleges got assistance of Rs.5,000 each, but none had utilised any amount. The effective utilisation percentage of Government colleges as regards basic assistance is given in Table 5.28.

Table 5.28

AVERAGE PERCENTAGE UTILISATION OF BASIC
ASSISTANCE BY GOVERNMENT COLLEGES ⁵⁶

Sl.No.	Sub head of assistance	Average percentage of utilisation to eligible amount (n = 3)	Standard deviation
1	2	3	4
1	Books and journals	66.67	57.73
2	Equipment	66.66	57.73
3	Faculty improvement	33.34	28.86
4	Academic conference	0	0

5.2.1.2. Undergraduate Assistance

The maximum eligible amount of assistance under this head as per the eligibility conditions of the U.G.C. for the

⁵⁶ As in the case of Private colleges, all colleges which got recognition under section 2(f) of the U.G.C Act are taken in to account for ascertaining the number to compute the average percentage effectiveness in all the Tables that follow including Table 5.28.

two colleges which got assistance, namely, the University College, Trivandrum, and Govt. College, Kottayam, was Rs.5 lakhs and Rs.4 lakhs respectively. These two colleges applied for only 42.26 per cent and 19.10 per cent respectively of the maximum eligible amount. The break-up figures of the proposals are given in Table 5.29.

Table 5.29

UNDERGRADUATE ASSISTANCE APPLIED AND SANCTIONED
TO GOVERNMENT COLLEGES DURING SIXTH PLAN

Sl. No.	Name of the college	Amount involved in the proposal (Rs.)					Maximum eligible amount	Percentage of column 7 to 8
		B	E	F	C	T		
1	2	3	4	5	6	7	8	9
1	TVM	75,000	75,000	61,300	Nil	2,11,300	5,00,000	42.26
2	KTM	50,000	Nil	26,120	Nil	76,120	4,00,000	19.10
Total		1,25,000	75,000	87,420	Nil	2,87,420	9,00,000	31.94
Percentage to column No.8		13.89	8.34	9.71	0	31.94	100	

B = Books and Journals; E = Equipment; F = Faculty Improvement;
C = Construction; T = Total

The entire amount applied for was granted. While making the proposals both the colleges lagged behind in proposing amounts in accordance with the suggested proportion under each item with the result that the total amount proposed was reduced to 31.94 per cent of the eligible amount. It is gathered from the files of the colleges that the first college had no construction programme since it could not complete the construction of a building undertaken in the fifth plan and the second college being a newly constructed college at that time had no plan of construction. But these two colleges could have apportioned the proportionate eligible amount for construction to other items like books, equipment or faculty development. The amounts utilised by these two colleges are given in Table 5.30

Table 5.30

UNDERGRADUATE ASSISTANCE UTILISED BY GOVERNMENT
COLLEGES DURING SIXTH PLAN

Sl. No.	Name of the college	Undergraduate assistance utilised	Percentage of column 3 to total amount received	Percentage of column 3 to total eligible amount
1	2	3	4	5
1	TVM	1,51,300	71.60	30.26
2	KTM	20,750	27.26	5.19
		1,72,050	59.86	19.1

Average percentage utilised by colleges to the maximum eligible amount = 11.82 with SD = 16.18 (n = 3)

It can be seen that Govt. colleges do not succeed in utilising the entire amount applied for even when the amount applied for is below 32 per cent of the eligibility. While calculating the amount utilised under teachers faculty, the entire amount sanctioned to University College, TVM, is deemed as utilised as it has deputed one teacher for Ph.D, while the entire amount given to Government College, Kottayam is treated as unutilised as it has not deputed even a single teacher. No other activity is under taken under this head in both the colleges. An analysis of the percentage utilised by these two colleges on the four individual items and comparison with the ideal spread over suggested by the U.G.C. are shown in Table 5.31.

Table 5.31

COMPARISON BETWEEN THE AMOUNT UTILISED ON SUB HEADS
OF UNDERGRADUATE ASSISTANCE AND SUGGESTED SPREAD-OVER

Sl. No.	Description	Sub-heads of Assistance				Total
		Books and Journals	Equip- ment	Faculty improve- ment	Constru- ction	
1	2	3	4	5	6	7
1	Suggested spread -over (percentage)	20	20	25	35	100
2	Maximum eligi- ble amount (dis- tributed on the basis of sugges- ted spread-over) Rs.	1,80,000	1,80,000	2,25,000	3,15,000	9,00,000
3	Amount sanc- tioned Rs.	1,25,000	75,000	87,420	Nil	2,87,420
4	Amount utilised Rs.	65,750	45,000	61,300	Nil	1,72,050
	Percentage of item 4 to 2	36.52	25.0	27.24	0	19.1
5	Percentage of item 4 to 3	52.56	60.00	70.00	0	59.86

The two colleges utilised only 36.52 per cent and 52 per cent respectively of the maximum amount on books and equip-ment and 27.42 per cent on faculty improvement. The total

amount utilised has thus been reduced to 19.1 per cent of the maximum eligible amount and 59.86 per cent of the amount actually received. This underutilisation on books, journals and equipment was not for want of any provision in the budget for meeting matching contribution. The average annual percentage of budget allocation utilised for meeting matching contribution by all Government colleges during the sixth plan period, was only 14.94.⁵⁷

5.2.1.3. Postgraduate Assistance

During the sixth plan no Government college applied for post-graduate assistance. The University college, Trivandrum, had, thirteen post-graduate courses in 1980 and the total eligible amount under postgraduate development was Rs.21.5 lakhs. The Kottayam college had one post graduate course in 1981 and was eligible for a maximum amount of Rs.1.5 lakhs. Both these colleges could not satisfy the eligibility conditions as regards teachers with research qualifications, research projects and subscription of journals. The University College, Trivandrum having 13 post-graduates courses in the beginning of the plan (and one more course added at the end of the plan to make the total 14) in addition to 18 degree

⁵⁷ Computed from the data given in Administration Report of the Directorate of Collegiate Education (Govt. of Kerala, Publication, 1980-81 to 1985-86).

courses has not subscribed for any journal throughout the plan period. This is the biggest college in the State in terms of number of students enrolled for degree and postgraduate courses and one of the very few Arts and Science colleges in the State having no pre-degree courses. The reading room attached to the library of this college can hardly accommodate 15 students at a time, and the college library does not have either the classification system or a catalogue cabin. Even if there were no budget allotments under the State Government to introduce technical organisation system in the library, these basic requirements could have been met out of U.G.C. assistance. As per U.G.C. guidelines as already stated, 10 per cent of assistance given for books both under basic assistance and undergraduate assistance could be utilised for appointment of temporary professional staff needed for accession, procession and cataloguing of books and/or for stacking purposes. This college founded in 1866 was receiving assistance from U.G.C. since its inception. But as the college spent the entire amount under books and journals for the purchase of books alone, it could not provide these basic facilities. The students of this college make use of a spacious and properly maintained library quite adjacent to the college owned by the University of Kerala. But the ineffectiveness in procuring and utilising U.G.C. assistance forbade the college from creating these

facilities within its own campus and also deprived it from fulfilling one of the conditions for the postgraduate assistance. The Govt. college at Kottayam also did not subscribe to any journal during the sixth plan period and it also failed to introduce the technical organisation system in its library.

5.2.1.4. Assistance under COHSSIP and COSIP

No Government college selected for study has availed of any assistance under COHSSIP since its inception by U.G.C. The University college, Trivandrum, applied for an assistance of Rs.3,00,000 under COSIP in 1976-77 and the Commission granted Rs.2,00,000. The total amount utilised by the college upto the end of 1984-85 out of this grant was Rs.98,100, being 49.05 per cent of the amount sanctioned and 32.7 per cent of the eligible amount. The other college has not applied for any assistance under COSIP; thus:

The average amount utilised by the colleges to the eligible amount under COHSSIP = Nil and
under COSIP = 10.9 with SD = 18.88 (n = 3)

5.2.2. Budget allotments from Government

A Government college receives budget allotment every year from Government under (a) non plan and (b) plan scheme.

5.2.2.1. Allotments under Non-plan scheme

Allotments under non plan scheme are meant for meeting recurring expenses and the main sub heads under non plan scheme are (i) Materials and supplies (ii) Office expenses and (iii) Other charges. The expenses of the college towards purchase of scientific materials and consumables for laboratory work, subscription of periodicals, journals, purchase of books, replacement of equipments of small value etc are met from the sub head 'Materials and supplies'. Government colleges remit the laboratory fee and library fee collected from students as special fees to the Government treasury and all expenses which the private colleges meet out of laboratory fees and library fees together with library grant and laboratory grant are met by Government colleges from the subhead 'materials and supplies'. Office expenses like stationery, telephone charges, water charges etc. are met from the second sub head—Office expenses'. All other expenses like minor replacement and repairs, cooli charges, freight carriage etc are met from 'Other charges'. Allotments under non plan scheme to individual colleges are made by the Department of collegiate education based on the total allotment made to that department in the budget of the State Government. Allotments under individual items are made usually in two instalments. In the course of interview the Principals of all colleges opined that the budget allotments are quite insufficient to meet the various

requirements of the college especially for meeting expenses towards consumable items in the laboratory, subscription of periodicals, etc. In spite of this complaint of inadequacy of allotments, it is found that the colleges fail to utilise fully whatever allotments they received. Table 5.32 shows the percentage of budget allotments under non plan scheme actually utilised by the colleges for the period from 1980-81 to 1984-85.

Table 5.32

AVERAGE PERCENTAGE OF BUDGET ALLOTMENTS UNDER
NON PLAN SCHEME UTILISED BY COLLEGES
FROM 1980-81 TO 1984-85

Sl.No.	Name of the college	Sub heads of allotments			Average
		Materials and supplies	Office expenses	Other charges	
1	2	3	4	5	6
1	TVM	54.25	95.26	88.43	79.41
2	KTM	52.81	94.60	68.60	72.00
3	CDY	72.41	96.75	61.70	76.95
4	TCR	70.81	91.25	91.72	84.59
5	CLT	66.83	92.35	82.26	80.48
Average		63.42	94.04	78.54	78.66

Average percentage of utilisation by 5 colleges
under all sub heads = 78.66 with SD 15.31.

Compared to office expenses and other charges, utilisation of funds under 'materials and supplies' is low in all colleges. There is time limit for spending funds under both plan scheme and non plan scheme such as that after the expiry of the financial year the balances in the individual items would automatically lapse. Thus these five colleges allowed to lapse 36.58 per cent of their allotment on materials and supplies over the period under review. It can be seen that inspite of the complaint by all functionaries of Government colleges concerning the inadequacy of budget allotments to meet the basic requirements of students in library and laboratory; ineffectiveness in the utilisation of allotted funds also co-exist in all colleges.

5.2.2.2. Allotments under plan scheme

Allotments under plan scheme are intended to implement specific programmes in the colleges during the plan period. The sixth plan allotments to colleges were ear-marked for eight programmes as detailed in Table 5.33.

Table 5.33

PROGRAMMES IMPLEMENTED IN GOVERNMENT COLLEGES
DURING THE SIXTH PLAN

Programme Number	Name of the programme	Description of the Programme
1	Study tour	conducting of study tours to students in science faculties
2	Purchase of furniture, lab equipments and books	meeting fixed expenditure towards these items
3	Development of undergraduate and postgraduate students with U.G.C. assistance	meeting the matching contribution required under U.G.C. assisted programmes
4	Faculty development and research	improving the development of research and to provide facilities for special training to teachers
5	Special component plan- Remedial courses	to provide remedial courses at pre-degree level of english, commerce and science subjects
6	Book Bank Scheme	organising book banks in newly upgraded colleges and junior colleges
7	Student amenities	improving the facilities like canteen and dining room and purchase of T.V. sets for hostels.
8	Planning Forum	assisting planning forums in colleges.

Allotments to individual colleges under these programmes are made by the Department of collegiate education every year during the plan period. Each college does not get allotments under all items every year. The department follows a system of implementing a group of programmes in one set of colleges and another group of programmes in another set every year and there exist a system of rotation of programmes among colleges. Such being the system of implementation, it seemed necessary to collect the data of the universe as such to know the effectiveness in implementing these programmes in Govt. colleges. Table 5.34 shows the percentage of allotments utilised under different programmes by all Govt. colleges during the sixth plan period.

Table 5.34

PERCENTAGE OF PLAN ALLOTMENTS UTILISED BY GOVERNMENT COLLEGES (UNIVERSE)
ON EIGHT PROGRAMMES IMPLEMENTED DURING 1980-81 TO 1984-85

Programme Number	Percentage of utilisation				Average percentage of utilisation	
	1980-81	1981-82	1982-83	1983-84		1984-85
1	82.00	68.00	61.00	66.00	69.00	69.20
2	61.80	69.60	6.70	49.60	46.00	46.74
3	9.60	17.50	31.00	2.30	14.30	14.94
4	Nil	Nil	0.00	5.00	51.00	18.67
5	Nil	Nil	43.00	87.60	43.30	57.97
6	95.50	87.00	33.00	67.50	88.50	74.30
7	44.00	27.00	10.00	82.00	52.00	43.00
8	91.00	29.00	76.00	58.00	16.00	54.00
Average	63.98	49.68	32.58	52.25	47.50	47.35

Source:- Percentage computed from the data given in Administration Reports of The Directorate of Collegiate Education, Op. Cit., 1980-81 to 1985-86.

The programme wise average utilisation = 47.35 per cent with SD = 21.58.

58 (a) The same numbers allotted in Table 5.33.

(b) No allotments were made on programme numbers 4 and 5 in 1980-81 and 1981-82 and they are shown as 'Nil' in the Table.

The lowest percentage of utilisation 14.94 per cent is on programme number 3, that is, the provision for meeting matching contribution to U.G.C. assisted programmes, viz., purchase of books, journals and equipments under undergraduate and postgraduate development schemes.⁵⁹ This low percentage utilisation on this item substantiates the earlier findings that Government colleges do not succeed in utilising the U.G.C. assistance even in purchase of books and equipments. The other items having the percentage of utilisation below the programme-wise average are, faculty development and research, student amenities and purchase of furniture, lab-equipments and books. It is already seen that these colleges failed to utilise any assistance under postgraduate development scheme during the sixth plan and their effectiveness in utilising resources under the two quality improvement programmes and assistance under teachers faculty improvement are also comparatively low. Considering also the fact that only 63.42 percent of budget allotment on 'materials and supplies' under non plan scheme is utilised by these colleges, it appears that the managements of Govt. colleges do not give much importance to two aspects, viz. development of faculty and provision of bare necessities to students, which in fact, materially influence the standard and quality of higher education provided by them. Implementation

⁵⁹ There is a separate provision in the budget under plan scheme for meeting matching contribution for construction projects assisted by U.G.C. Since this provision is utilised by the Public Works Department, it is not included in the programme list in Table 5.33.

of book bank scheme in newly upgraded colleges (No.6) and the conducting of study tours (No.1) show a higher percentage of performance compared to the programmewise average. A college can buy books from any book seller who is prepared to offer 10 per cent discount. For conducting study tours willingness of one or two teachers and a programme prepared by the concerned science faculty alone are needed. Thus the effort required on the part of management for the implementation of these two programmes is comparatively less, may be because of this factor these two items showed a higher percentage of utilisation.

5.2.3. Internal Sources

A Government college collects tuition fees and special fees from students at the same rates applicable to students in Private colleges. The list of special fees are given in Table 5.20. Out of special fees collected under nine items, a Government college remits fees under three items in addition to library fees and laboratory fees, in Government treasury, and all tuition fees are also similarly remitted to Government. Special fees remitted to Government are (1) admission fees, (2) calendar fees and (3) medical inspection fees. The college thus retains special fees under six items namely (1) atheletic fees (2) magazine fees (3) stationery fees (4) association fees (5) students aid fund and (6) visual education fees and the Principals of

Govt. colleges credit these amounts every year in a Personal Deposit account opened in the treasury. The mode of operation of the P.D. a/c and the rules for diversion of the balances are both in Private and Govt. colleges. Special fees retained under six heads can be utilised for the purpose for which they are collected; laboratory requirements and library requirements are met out of the amount under the sub head, 'materials and supplies' under non plan budget allotments. College calendar and application forms for admissions are printed in the Government press. Therefore the registration fees collected by the sale of application forms are also remitted to the Government.

The total special fees collected and retained by the Government colleges under six items at the rates given in Table 5.20 amount to Rs.20 per student per year. This rate remained unaltered through out the period from 1972-73 to 1984-85. The accumulated balance in P.D. accounts as on 31.5.1985 are shown in Table 5.35.

Table 5.35

ACCUMULATED BALANCES IN THE PERSONAL DEPOSIT ACCOUNTS⁶⁰
OF GOVERNMENT COLLEGES AS ON 31-5-1985

S1. No.	Name of college	Balance in PD a/c as on 31-5-'85	Balance per student	No. of year's collection accumulated	Period from which the balances are drawn	Total No. of years for which the figure in column (3) belongs	Percentage of column 5 to 7	Percentage of column 8 to 9
1	TVM	1,88,878	71.98	3.60	1957	28	12.86	87.14
2	KTM	87,398	36.62	1.83	1972	13	14.07	85.93
3	CDY	23,785	31.96	1.60	1975	10	16.00	84.00
4	TCR	49,228	41.47	2.07	1972	13	15.92	84.08
5	CLT	77,972	28.88	1.44	1964	21	6.85	93.15

Average percentage of utilisation = 86.86 with SD 3.75

⁶⁰ The very same methods used in the construction of Table 5.22 (for interpreting similar data in the case of private colleges) are followed in the construction of this Table also. In the case of colleges mentioned as S1.Nos. 1 and 5, the balance of fees collected from 1957 and 1964 respectively are included in the accumulated balances. The rates of special fees during 1957 to 1972 were slightly different from the rates prescribed in 1972. This slight variation is ignored while computing figures in column 5 of the Table 5.35.

5.2.4. Summary of findings in the case of Government colleges

The managements of Government colleges do not seem to be effective in exploring and utilising funds from U.G.C. Thirty two per cent of colleges failed to get themselves recognised under Section 2(f) and 16 per cent of colleges failed to apply for assistance even after getting recognition. Fifty two per cent of the colleges got both basic assistance and undergraduate assistance during the sixth plan. No Government college got any assistance for the development of postgraduate education during the sixth plan. Colleges which got assistance had not proposed the entire amount eligible under undergraduate assistance. Such colleges also lag behind in utilising fully the amount received from U.G.C. While exploring assistance for undergraduate development they proposed only 31.9 per cent of the eligible amount (Table 5.29) and could utilise only 59.86 per cent of the amount received (Table 5.30). This aspect of underutilisation is confined not to a single sub item of assistance, but is spread-over to all sub items. Thus, these colleges utilised only 52.56 per cent of assistance received for books, 60 per cent for equipments and 70 per cent of the amount received for faculty development. (Table 5.31) The utilisation percentage of assistance received under COSIP is 49.05 per cent.

This fact of under-utilisation can be seen in other sources also. In the case of budget allotment under non-plan

scheme and plan scheme Government colleges succeed in utilising only 78.66 per cent (Table 5.32) and 47.35 per cent (Table 5.34) respectively. But funds under special fees has been utilised on a much higher rate, the percentage of utilisation being 86.86 per cent.

Thus the above analyses reveals that it is the non availing of funds rather than non availability of funds that characterises the management of Government colleges.

5.3. Comparison between Private and Government colleges

A comparative analysis of the effectiveness of Private and Government colleges in mobilising and utilising financial resources shows that, out of eleven items (including four sub items) of sources analysed, sources under nine items (including all the four sub items) are comparable. Among these nine items Government colleges seem to lag behind in seven items (including all the four sub items) of sources. In the seven items in all of which Private colleges showed high performance, Government colleges present a zero level performance in three items. Table 5.36 describes this comparative picture.

Table 5.36

COMPARATIVE ANALYSIS OF THE EFFECTIVENESS
BETWEEN PRIVATE AND GOVERNMENT COLLEGES
IN MOBILISING AND UTILISING FINANCIAL RESOURCES⁶¹

Sl.No.	Name of source	Measure of effectiveness (\bar{X})	
		Private college	Government college
1	2	3	4
1	Basic: Books and Journals	100	66.67
2	" Equipment	100	66.67
3	" Faculty Improvement	60.29	33.34
4	" Academic Conference	9.75	0
5	Undergraduate Assistance	49.63	11.82
6	Postgraduate Assistance	15.26	0
7	COSIP	9.55	10.9
8	COHSSIP	8.60	0
9	Laboratory Grant	21.25	N.A
10	Library Grant	13.29	N.A
11	Budget allotment-non plan	N.A	78.66
12	Budget allotment-Plan	N.A	47.35
13	Special fees	75.77	86.86
Average of items 1 to 8 (n=8)		44.13	23.67
		(SD = 39.65)	(SD = 28.72)
Average of items 9 to 13 (n=3)		36.77	70.95
		(SD = 34.00)	(SD = 20.85)
Average of all the sources (n=11)		42.12	36.57
		(SD = 36.65)	(SD = 33.85)
Combined average		= 42.35	

N.A = Not applicable

⁶¹(a) While counting the numbers for taking the averages, colleges recognised by U.G.C. but not availed of assistance or

Private colleges succeed in utilising funds under books and journals and equipment. They utilised cent percent under undergraduate assistance. Government colleges also succeed in utilising cent percent on these two items under basic assistance. But since one college had not applied for any assistance, their effective percentage has gone down to 66.67 per cent. However, under undergraduate assistance scheme, Govt. colleges stand far behind in utilising assistance for books and journals and equipment. They utilised only 36.52 per cent and 25 per cent respectively on these two items. They also gave lesser attention to development of faculty and quality improvement programmes and totally ignored construction work. Private colleges succeed in utilising funds once when they come into their hands where as Govt. colleges fail in fully utilising the resources placed at their disposal. For instance Private colleges spent 97.37 per cent of undergraduate assistance

partly availed of assistance are also being included but number of colleges which failed to get recognition are excluded. Thus for the first eight items (S.Nos.1 to 8) n=17 for Private colleges and 3 for Govt. colleges and for the rest of items (Sl.Nos.9 to 13) n=21 for Private colleges and 5 for Govt. colleges.

(b) Under the U.G.C. guidelines sub item wise ceiling is fixed for all the four items under basic assistance, whereas for all other types of assistance the ceiling is fixed on the total amount, hence these four sub items are projected as such.

(c) Combined average is ascertained as follows:-

	N	\bar{X}
Sources under items 1 to 8:		
Private colleges	17 x	44.13
Govt. colleges	3 x	23.67
Sources under 9 to 13 (3 items):		
Private colleges	21 x	36.77
Govt. colleges	5 x	70.95
Combined average		42.35

sanctioned; while Govt. colleges made use of only 59.86 per cent of the same assistance given.

Utilisation of budget allotments under non plan and plan schemes is not comparable with the utilisation of library and laboratory grants. Private colleges get laboratory and library grants only after they utilise fully the fees collected from students on these two items. Govt. colleges meet the same requirements along with other recurring expenses from non plan allotments without any supporting fee collection. To utilise library and laboratory grants Private colleges have to explore the same from Government. But plan and non plan allotments for the same purposes are funds directly placed under the hands of Govt. colleges. Utilisation of special fees is a comparable item in which the performance of the Govt colleges is comparatively better. The average percentage utilisation of funds from sources other than U.G.C. is 70.95 in Govt. colleges which is 92.95 per cent higher than that of 36.77 per cent of utilisation in Private colleges. However since Private colleges have a high utilisation percentage under U.G.C. assistance, the overall percentage of utilising financial resources by Govt. colleges is only 15.17 per cent higher than that of private colleges.

5.4. Testing of hypothesis-I

- (a) Main hypothesis: Both Private and Government colleges do not succeed in mobilising and utilising financial resources.

A scrutiny of the item-wise performance in mobilising and utilising financial resources by both type of colleges as given in Table 5.36 and the overall averages given in the said Table reveal that even though the colleges show a high rate of performance in exploring resources for acquiring books, journals and equipments, they fail in mobilising resources for qualitative development. Resources for the development of faculty, providing bare necessities to students in laboratories and libraries and facilities for improving the system of teaching, are mostly under-utilised. The combined average percentage of utilisation of financial resources is 42.35. This shows that, as a whole, more than half of the total resources available are not explored and utilised. This finding supports the main hypothesis that all colleges in general do not succeed in mobilising and utilising financial resources.

- (b) Sub-hypothesis: Compared to Government colleges, Private colleges have a high rate of effectiveness in mobilising and utilising financial resources.

The two types of statistical tests, widely used to examine the validity of hypotheses are parametric tests and non parametric tests. Under parametric test certain assumptions are made about the parameters of the parent population. One of such assumptions is that the parent population is normally distributed. In the present study the population is not sufficiently large. It consists of only 131 units. Moreover the present study is an explorative one, there is no earlier research findings enabling to make an assumption that the population is normally distributed. Hence it is decided to discard parametric test and follow nonparametric test. Accordingly WilCoxon-Mann-Whitney test ('U' test) is applied to examine whether the two sets of samples are drawn from identical populations. The number of items of sources of finance for both samples are taken as eleven - (Items 1 to 10 and 11 in the case of Private colleges and items 1 to 8 and 11 to 13 in the case of Government colleges in table 5.36) It is found that the lowest 'U' statistic as per the test is 52 and the critical value at 5 per cent level ($n_1 = 11, n_2 = 11$) is 30. Hence it is concluded that the two sets of samples are not drawn from identical population and they differ significantly. Thus the sample having the highest rank values (135 as against 118), namely, Private colleges are better than Government colleges. Therefore the sub-hypothesis is also retained.

5.5. Co-variation between effectiveness in mobilising financial resources and size of colleges

It is also desired to measure the relationship between the efficiency in mobilising financial resources and the size of colleges as measured by their respective student strength. For the analysis two variables are computed as under.

(a) Efficiency Index

This is the value ascertained for each college by adding up the percentage of efficiency in securing financial resources under all the items as described in Table 5.36. Two types of such indices are computed namely x_1 and x_2 . x_1 is the total of efficiency in all the eleven sources, and x_2 is the total of efficiency in all the sources except the source under postgraduate assistance (U.G.C).

(b) Size of the Colleges (Y)

The student strength of individual colleges are taken to determine the size. For this purpose the student strength as on 1st October 1985 is taken as a sample.

Table 5.37 shows the values of x_1 , x_2 and Y as described above.

Table 5.37
EFFICIENCY INDEX ⁶² AND STRENGTH OF COLLEGES

Sl.No.	Name of colleges	X ₁	X ₂	Y
1	2	3	4	5
1	C1	603	603	2436
2	FQ	505	505	3756
3	MG	366	366	2759
4	MP	385	385	1833
5	MT	452	383	2937
6	NC	439	439	3899
7	SD	565	565	2145
8	SE	304	304	2201
9	SQ	627	577	3728
10	UA	718	669	2250
11	ZC	444	444	2565
12	TVM	526	526	2624
13	KTM	460	460	2386
14	CLT	321	321	2699
15	AC	522	522	2617
16	BK	316	316	2053
17	CC	457	457	1708
18	PT	449	449	2246
19	SG	373	373	2608
20	ST	432	432	2141
21	AE	65	65	1970
22	CK	92	92	3189
23	DT	53	53	2435
24	TN	61	61	2385
25	CDY	308	308	744
26	TCR	315	315	1187

⁶² a) figures having a decimal values of 0.5 or more are rounded off to the nearest whole number and decimal values less than 0.5 are discarded.

The test

Spearman's Rank Correlation is computed to measure the relationship. In order to have a detailed analysis Rank correlation is computed under three stages.

(i) Stage 1

Rank correlation between the efficiency index (x_1) and corresponding Y values of all 14 post graduate colleges (nos.1 to 14 of Table 5.37) during the beginning of sixth plan.

(ii) Stage 2

Rank correlation between X_2 and corresponding Y value of all the 20 colleges (nos.1 to 20 of Table 5.37) recognised under section 2(f) of the U.G.C. Act during the sixth plan.

(iii) Stage 3

Rank correlation between X_2 and corresponding Y value of all the 26 colleges.

b) In assigning efficiency index values for Govt. colleges for utilising resources under plan expenditure all the five colleges are credited with the identical average value obtained as per Table 5.34.

Findings

Stage	'n'	Spearman's 'r' values	Critical value at 5 per cent level
1	2	3	4
(i)	14	- 0.002	0.53
(ii)	20	+ 0.096	0.445
(iii)	26	+ 0.23	0.42

It can be seen that there is no significant correlation in all the three stages. This analysis, thus, reveals that there is no relationship between efficiency of colleges in mobilising financial resources and the size of the colleges as measured by their respective student strength.

Chapter VI

EXISTING MANAGEMENT SYSTEM =====

It has been shown in the previous chapter that Arts and Science colleges in Kerala do not succeed in mobilising and utilising all the available financial resources; what they could make use of during the period of study was only 42.3 per cent of the available resources. In utilising this 42.3 per cent resources wide variation among the colleges selected for study is also found. No college seems to have a uniform rate of efficiency in exploring resources from all the available sources. The areas which do not receive much attention are development of faculty, quality improvement programmes in teaching and utilisation of library and laboratory facilities. No correlation between the efficiency in exploring resources and strength of students is observed in colleges. The often repeated jargon that increasing strength of students is detrimental to

managerial efficiency also seems not entirely true. These findings inevitably necessitates an enquiry into and an analysis of the actual managerial processes by which these institutions are maintained. The objective of this chapter is to carry out such an enquiry and make an analysis of how these colleges are managed and what principles, if any, guide them in managing these institutions. The conclusions arrived at from the analysis will help to make suggestions, if need be, to improve the existing system.

As already stated, the present study is an explorative one in nature. There is no earlier research findings to understand the extent to which the principles of Management Science, developed especially in western countries and widely adopted in business organisations, are applicable in the management of higher educational institutions. Even if any such findings are there in relation to any higher educational institutions elsewhere in this country, they are in toto inapplicable to the management of similar institutions in this state because of two reasons. One is that the higher education system in each state is closely linked with its own cultural and social environment. So long as this environment differs from State to State, as in India, the system too differs in its nature and functioning. Secondly, the techniques adopted in managing these institutions are likely to be related to the management philosophy of the agencies which own them. In Kerala, as already pointed out, the higher

education sector is significantly dominated by private agencies and seventy seven per cent of the colleges are owned and managed by different religious trusts or religious groups. The attitude, belief and cultural orientations of these different religious or social groups in developing an appropriate management philosophy may differ and the value orientations in shaping their independent management technique need not be identical to those found elsewhere. However, all these higher educational institutions are 'organisations' and as such they may exhibit certain characteristic features synonymous with any other types of organisation.¹ In this context, the present chapter, apart from analysing the existing system of management, also makes an attempt to compare the existing system with the management principles developed in managing other organisations.

6.1. A Comparative Analysis

Before going into the details about the existing management system, it is pertinent to point out two distinctive features of an educational organisation as compared to

¹ Peter Drucker, however believes that the institution itself is in effect a fiction. The social reality behind the decisions of organisations is the people and their decisions. [Peter Drucker, Management Tasks, Responsibilities, Practise (New Delhi: Allied Publishers Pvt. Ltd. 1975), p.5.]

a business organisation (as observed in the course of study). The whole theory of western management principles centres round the process of setting up of objectives and management, in fact, deals with setting, seeking and realising objectives. The most difficult part in analysing the extent to which management principles suitable to other organisations are applicable to educational institutions is the identification of the specific objectives of these institutions. In the course of interview both classes of respondents (Principals and Professors) were requested to reveal (1) the objectives of their institutions and (2) whether they follow a practice of setting up of the objectives in advance. It is found that a very good number of functionaries lack enough clarity with regard to the operational objectives of the colleges. More than forty eight per cent of the respondents stated their objectives in general terms, but aiming at high values, ambitions and broad expectations. Majority of the respondents replied that they do not have any objectives other than those stated in the college calendar. Out of 26 colleges selected for study, the calendars of 13 private colleges contained an objective clause, and in the case of eight private colleges and all Government colleges the calendars do not have such a clause. A survey of the stated objectives of the above 13 private colleges revealed that all of them

are in general terms. For instance, the objectives of Assumption College, Changanacherry (a women's college) are: (1) to strengthen the spiritual and moral fibre of the human material, (2) to develop the intellect; (3) to instil a taste for scholastic improvement and aesthetic appreciation; and (4) to stimulate an awareness of the dignity of womanhood. The stated objectives of the Baseliious College, Kottayam, are: (a) to develop the potentialities of young men and women and help all those engaged in the pursuit of Truth and Knowledge keeping in view the intellectual, physical and spiritual values; (b) to inculcate a sense of discipline, social responsibility and community service in the youth; and (c) to provide society with the right kind of leadership and train men and women competent and capable of appreciating the problems in life in various spheres and make them worthy citizens of our country. Providing higher education of the highest standards, encouraging sound learning, building up character and upholding social justice and spiritual values are the objectives of Marthoma College, Tiruvalla. The Sree Narayana College, Quilon, aims at preparing students for a life of usefulness to our Republic and of profit and happiness to themselves by inculcating upon them noble qualities by eradication from their minds all traces of provincialism, communalism and sectarianism and above all, by fashioning them into men of character and culture so that their lives may be an

advertisement of Sree Narayana Guru's high ideals to the world. The Sreekrishna College, Guruvayoor, codifies the entire objectives into one sentence, viz. 'Thamasoma Jyothir Gamaya' (Lead me from the Darkness of ignorance to the light of Wisdom). The stated objectives of the rest of the private colleges also run mostly in the same language. The Department of Collegiate Education, with which the management of all Government colleges are vested, identified its main function as to provide facilities for higher education by starting and upgrading colleges and introducing new courses.² A survey of the 12 sub functions mentioned under the above main function shows that there is no clue to understand that the Department intends to manage the college with stated objectives, apart from a statement mentioned as item number nine that the Department will take necessary steps to improve the academic standards of students belonging to SC/ST Communities.³ All the colleges in Kerala impart higher education in accordance with the norms prescribed by the affiliated Universities and a close examination of all the University Acts is also made with an intention to ascertain whether the Universities spelt out the objectives of the institutions affiliated to them or in the absence of any such clauses, any inference can be made

² Administration Report of the Directorate of Collegiate Education, 1984-85, Op.cit., p.9

³ Ibid., p.18.

about the objectives of the affiliated colleges from the stated objectives of the Universities as such. All the 172 Arts and Science colleges in Kerala are affiliated to three affiliating type Universities in the State, and the Acts of these three Universities do not contain any clause dealing with the statement of objectives. However Section 2 of the Cochin University of Science and Technology Act 1986 states the objectives of the Cochin University of Science and Technology.⁴ This University, even though originally intended as a federal type at the time of its inception in 1971 as University of Cochin, is functioning as a unitary one without any colleges affiliated to it. Section 5 of the Kerala University Act 1974, while explaining the powers of the Kerala University (affiliating type) states that the University shall have the power to provide for instruction and training in such branches of learning as the University may deem fit and to make provisions

⁴ Section 2 of the Act:

The University shall have the following objects, namely:-
 (i) to prosecute and promote research in applied science, technology, industry, commerce, management and social science for the advancement of knowledge and for the betterment of society; (ii) to provide facilities and offer opportunities for graduate and post-graduate education in applied science, technology, industry, commerce, management and social science by instruction, training, research, development and extension and by such other means as the University may deem fit; (iii) to devise and implement programmes of education in applied science, technology, industry, commerce, management and social science that are relevant to the changing needs of society, in terms of breadth of diversity and depth of specialisation; (iv) to serve as a centre for fostering co-operation and exchange of ideas between the academic and research community on the one hand and industry on the other;

for research and for the advancement and dissemination of knowledge. Going through the various other powers described in that section it can be inferred that the University is meant for disseminating knowledge, promoting research, conducting examinations, awarding degrees and diplomas and also for exercising academic control over students, faculty and institutions affiliated to it.⁵ The Statutes framed under the University Acts provide conditions of affiliation, responsibilities of the principals of the colleges, financial stability of the colleges; functioning of the college council and a list of other minimum requirements which a college has to satisfy in its daily working. The Ordinances prescribed under the Acts prescribe the rules for collection and utilisation of fees, management of college hostels, medical inspection of students, work load of teachers, minimum qualifications of teachers, attendance, working hours, etc. Under these laws, the affiliating University possesses the right to enforce these minimum requirements in the affiliated colleges.⁶ In

 and (v) to organise exchange programmes with other institutions of repute in India and abroad with a view to keeping abreast of the latest developments in relevant areas of teaching and research.

Government of Kerala, Kerala Gazette--Extra-ordinary (Trivandrum: Government Press, 1987), Vol.XXXII, No.34, pp.1-2.

⁵ The Calicut University Act of 1975 and The Gandhiji University Act 1985 contain exactly the same provisions in the same words.

⁶ Malcolm S.Adishesiah Commission, in this context pointed

organisations structured on bureaucratic lines, rules are considered as the means for achieving the organisational goals and as such one may be able to trace out the objectives by analysing the rules. Applying this criterion and examining the relevant rules spread over in the University laws, it can be said that the objectives of the affiliated colleges are to inculcate higher education to the students selected as per the university norms, and to promote extra-curricular and co-curricular activities in the campus. It can be seen that the University laws prescribe only the minimum requirements (as regards qualification of staff, facilities, working days, etc.) and as such, compliance with the University laws cannot be interpreted as the sole objective of the colleges. These rules and regulations are, in fact, conditions for the mere existence of the colleges and each college can set up specific objectives within the frame work of the University's rules and regulations. It is found that, apart from the general statements contained in the calendars of 48 per cent of the colleges, no college succeeds in identifying its objectives and as such they do not follow the system of setting up of specific objectives for managing the colleges. Setting up of specific objectives, on the other hand, creates clarity in the minds of the functionaries as regards their roles in the organisation and enables

 out that in the case of a large number of affiliated colleges the conditions of affiliation imposed by the University have remained unfulfilled even after many years. Gross and repeated violation of University rules and procedures and criminal neglect of basic requirements laid down for affiliation have gone unnoticed and unchecked year after year.
 (Towards Learning Excellence, Op.cit., p.15).

them to monitor activities of the college towards achieving the objectives and evaluate their own performance by comparing the objectives set and results obtained. Absence of such a system is thus one of the features of higher educational institutions in Kerala. This aspect of absence of clarity in specifying organisational objectives is pointed out by many authorities in this field. For instance, Drucker⁷ says that the objectives and results of all service institutions are intangible. Sethi⁸ pointed out that the Indian education system is overloaded with too many objectives and the number of crises the system is facing is more or less concomitant with the number of objectives with which the system is loaded or the contradictions created by conflicting objectives. Bhiday,⁹ on the other hand, suggests that the University Acts must necessarily contain an appropriate academic preamble dealing with the goals of higher education and its relationship to society.

The second point of difference which a higher educational institution possesses when compared with other organisations is the difficulty associated with the former in establishing an organisational structure. Organisational

⁷ Peter F. Drucker, *Op.cit.*, pp.138-147.

⁸ J.D. Sethi, The Crisis and Collapse of Higher Education in India (New Delhi: Vikas Publishing House, 1982), p.21.

⁹ M.R. Bhiday, From Isolation to Mainstream: Higher Education in India (New Delhi: Radiant Publishers, 1986), p.9.

structure here means the pattern of relationships (authority line relationships) among the various people occupying the positions. The effective functioning of any formal organisation requires the creation of a number of authority relationships and one of the basic principles of organisation is the Scalar Principle¹⁰ which says that authority and responsibility should flow in a clear unbroken line from the highest executive to the lowest operative in the organisation. It is found that as far as higher educational institutions are concerned, it is difficult to establish such a structure in the organisation. The first level of hierarchy of the organisation consists of the Principal who is both an academic and administrative head. The second level consists of Professors who are heads of departments of various faculties in the college and the third level comprises teachers attached with each faculty. In a strict legal sense, the heads of departments are the subordinates of the Principal and the other teaching staff are the subordinates of both the heads of departments and the Principal. But viewing the organisation from an academic angle and considering the nature of academic duties associated with each head of department and teaching staff and their roles in imparting

¹⁰ The other principles are (1) Unity of command (2) Span of Control (3) Exception Principle and (4) Specialisation.

P.M. Jockson, The Political Economy of Bureaucracy (New Delhi: Heritage Publishers, 1987), p.22.

knowledge in the concerned discipline, it is difficult to establish a system of super-ordination and sub-ordination among the functionaries as understood in the case of other organisations. The heads of departments and other teachers associated with each teaching department possess specialised knowledge in a particular discipline. They are more competent than anybody else to determine the standards in teaching and planning methods for ensuring effectiveness in transmitting knowledge in their concerned discipline. The Principal is one among the teachers, having a specialised knowledge in one discipline, and his ability to influence the heads of departments and teachers in discharging the academic functions is very much limited. Even in each discipline, teachers handling different subjects may develop their own independent system of teaching and evaluation to suit the requirements of their area of specialisation. Teachers in colleges belong to a professional group of academicians. Professional ethics demand from them both the functions of inculcating the existing knowledge and creating new knowledge. A.Halachmi of Tennessee State University (U.S.A.) in this connection says that "education, like music, results from the multiple efforts of many individuals, each an artist in his own right, each with axiomatic convictions about his central role and critical contribution in the end result."¹¹ The

¹¹ Arie Halachmi, "The Educational Administrator and the Symphony Conductor--Resembling each other and Drafting Apart" in Administration of Education, ed., K.S.Bhat and S.Ravishanker, Op.cit., p.461.

relationship among the Principals, heads of department and teachers of colleges gets another dimension when we analyse the role of teachers in affiliated colleges in the administration of Universities to which the same colleges are affiliated. The very same teachers who are subordinates of the Principal within the campus get legitimate authority to dictate terms to the Principal through their association with the various bodies functioning under the affiliating University. When once the corporate veil of the University is pierced, we can find that the teachers in affiliated colleges through their significant representation in various bodies of the University like Board of Studies, Faculties, Academic Council, Senate and Syndicate prescribe the course content, curriculum, standards of instruction and conditions of affiliation, conduct of examinations etc. and wield wide academic powers over the affiliated colleges. The teachers by virtue of their membership in various Boards of Examination determine the criteria for evaluation, do the evaluation work and announce results and their authority in almost all these functions is absolute. Thus even though, for strict administrative purposes, it is possible to establish scalar relations among the Principal, heads of departments and teachers, in the real process of transmitting knowledge for which these institutions exist, it appears that it is difficult to establish a system of superordination and subordination among them which is considered as the most pervasive characteristic in modern organisations

These two observed point of differences, namely, the absence of the process of setting up of operational objectives and the limitations associated with the implementation of scalar principle, makes education management more complex than the management of any other organisation. It also appears that the existence of these two peculiar characteristic features creates reservation for the lifting up of management techniques as such, developed mainly in western countries and widely applied in the management of business organisations, for the management of educational institutions over and above the modification which one must necessarily make on such techniques to adjust the cultural and social variations in the field of its application. A college is considered as a community of teachers and students and the object and subject of educational institutions are human beings. The educational administrator co-ordinates the efforts of different individuals in the organisation to get things done. Keeping in view of the above observations further analysis in this chapter regarding the existing system of managing Arts and Science Colleges is made, giving emphasis to human dimension of management, that is, the cooperative behaviour of the functionaries within the organisation. Accordingly, the analysis in this chapter is divided into six parts, as given below:

1. The organisational structure of Arts and Science colleges, nature of duties, duration of office, external directions and controls over the heads of institutions;

2. The leadership styles of heads of institutions;
3. The nature of planning existing in these institutions;
4. The nature of delegation existing in the organisation;
5. The nature of information system prevailing in them and how far such a system is made use of for decision making; and
6. The system of motivation prevailing among teaching staff of these institutions.

6.2. Data Collection

Tools used for the collection of data for this chapter are (i) Two types of questionnaire (Questionnaire A and questionnaire B) and (ii) interview.¹² As already stated in chapter III of this study questionnaire A is administered to Principals and Questionnaire B to professors who are heads of departments and members in the college council. The heads of departments to whom questionnaire B is administered belong to three categories, namely, First grade Cadre Professors (in discipline having both Degree and Post-Graduate courses); Second grade Cadre Professors (in discipline having only degree courses) and Lecturers (discipline having only Pre-degree courses). The details of questionnaire issued and collected are shown in Table 6.1.

¹² Details regarding the administration of questionnaire, selection of respondents for interview and methods of conducting interview are described in chapter III of the study.

Table 6.1
 DETAILS OF QUESTIONNAIRE ISSUED AND COLLECTED

Sl. No.	Type of Informants	Types of Colleges							
		Private colleges	Govt. colleges	Total	Issued Nos.	Collected Nos.	Issued Nos.	Collected Nos.	Total
1	2	3	4	5	6	7	8		
1	Principals	21	21	5	5	26	26		
2	First Grade Professors	68	65	19	18	87	83		
3	Second Grade Professors	125	111	25	22	150	133		
4	Lecturers	40	30	12	10	52	40		
TOTAL		233	206	56	50	289	256		
PERCENTAGE		100	88.4	100	89.4	100	88.5		

Out of 26 respondents from the category of Principals, 16 (61.5 per cent) are members in Board of Studies (in different subjects); 4 (15.38 per cent) in Academic Councils and 3 (11.5 per cent) in Faculties (of different subjects) of the concerned Universities. Fourteen Principals (all from Private colleges) are members in the governing bodies of their colleges. From the category of heads of departments, 48 (18.75 per cent) are members in Board of Studies; and 10 (3.9 per cent) in Academic Councils of the affiliated Universities. Two members of the Syndicate (one each from two Universities) are also included in the second category. Two Principals and 18 heads of departments hold Ph.D. degree and 8 respondents from the latter category hold M.Phil. degree.

6.3. The organisational structure of colleges;
nature of duties, duration of office, external
directions and controls over the heads of
institutions

6.3.1. The organisational structure of colleges

The head of an Arts and Science college is named as Principal. He is the key person in the academic and administrative hierarchy of the organisation. In Government colleges he is appointed by the Government from a select list prepared from among the first grade cadre professors of all Government colleges under the Department of collegiate education. The select list is prepared on the basis of merit and ability, seniority being considered only when merit and ability are approximately equal.¹³ Persons included in the select list are ranked in the order of their seniority and appointments at a time are made from the select list prepared. The rules do not prescribe any criteria for assessing the merit and ability and except in the case of candidates who are disqualified from further promotions by virtue of

¹³ Rule 3(b) of the Special Rules of the Department of Collegiate Education as per Government Order (P)357/PD dated 28.10.1967.

disciplinary actions, all candidates are deemed to possess equal merit and ability. As a result, the senior-most first grade cadre professor is elevated to the office of the Principal. Through an amendment in the rules with effect from 1981, Government insisted that a candidate should have a minimum of 25 years teaching experience to get an entry in the select list. In Private colleges, the Principals are appointed by the concerned Private managing agency following either of the two methods prescribed. Under the first method, the managing agencies can follow the system adopted in Government colleges, i.e., promoting the senior-most first grade cadre professors. Under the second method they can appoint a Principal on the basis of open selection made by a select committee constituted as per the procedure laid down in the Direct Payment Agreement for the selection of teachers. A minimum of 10 years teaching experience is insisted for selecting a candidate for the post. At present, the Nair Service Society, one of the corporate type agencies, follows the first method and all the rest of the agencies follow the second method in appointing the principal. The difference in the maximum salary of first-grade professor and Principal is only a nominal amount; a senior-most first grade professor on his appointment as Principal gets only an additional

monetary benefit of Rs.90 per month after 1983.¹⁴ In the case of Private colleges appointing principals on the basis of selection (second method) the pay scales of the Principals are determined on the basis of previous position as teachers and they will be paid only the next higher grade. Thus, when a private agency selects a lecturer for the post of Principal, he will receive only the salary of a second grade professor and when they select a second grade professor, he will get the pay scale of a first grade professor only, notwithstanding the fact that they are also designated as Principals with the same duties and responsibilities. For instance, the Principal of Fathima Matha National College, Quilon, draws the salary of a second grade professor in the midst of 34 first grade professors (10 cadre and 24 non-cadre) in various disciplines in the college and the Principal of Baseliious College, Kottayam, draws the salary of a first grade professor among other 12 first grade professors (2 cadre and 10 non-cadre), in the college in 1984-85. It is evident from this that the rules

¹⁴ Pay Scales of Teachers in affiliated colleges

<u>Category of Post</u>	<u>Pay scales with effect from 1978</u>	<u>Pay scales with effect from 1983</u>
(1) Principal	1300-1900	2100-3040
(2) First Grade Professor	1125-1725	1950-2950
(3) Second Grade Professor	910-1550	1500-2685
(4) Lecturer	700-1270	1150-2270

framed by the Government do not relate the pay scales of Principals to the duties attached to them. However, the Principals of colleges following the shift system get additional allowance of Rs.200 per month and in the case of Government colleges having evening college attached to the day college, the principals get further additional allowance of Rs.200 per month. Out of the 21 private colleges selected for study 19 colleges have introduced shift system and out of the 5 Government colleges, 4 colleges have adopted the shift system, evening colleges are attached with 3 colleges of which two belong to colleges having shift system. The normal working time of a Principal in a college having shift system is from 8 a.m. to 6 p.m. (there is slight variation in accordance with the variation in the working time of shifts) and in a Government college having both shift system and evening college or evening college only the normal working time of the Principal is from 8 a.m. to 9 p.m.

The second level in the hierarchy consists of heads of departments of different faculties and the head of the administrative unit of the college. Faculties having both post-graduate course and degree course have two heads of departments in each faculty, a first-grade cadre professor and a second grade cadre professor, the former in charge of the overall supervision and the latter in charge of the degree and pre-degree courses. Faculties having only degree courses,

are headed by second grade cadre professors and discipline having only pre-degree course, the senior-most lecturer in the concerned discipline will be recognised as the head of department. In the administrative unit of the college the rank of the head of office is determined on the basis of student strength. Colleges with student strength of 2500 or more have the post of Administrative Assistant as the head of office; where the student strength is below 2500 and above 1000 the office is headed by a senior superintendent and where the student strength is below 1000 the head of office is designated as Junior Superintendent.¹⁵ All the three posts are filled up from the ministerial staff of the college (in the case of Government colleges, from the ministerial staff of the Department of collegiate education) by promotion. The duties, powers and responsibilities of the heads of department of teaching departments are not defined either in the special rules of the Department of collegiate education or in any of the laws made under the University Acts. In organisations structured on bureaucratic lines, in the absence of clearly defined roles of officers, one has to resort to conventions

¹⁵ Pay scales of Senior office staff

<u>Category of Post</u>	<u>Pay scale with effect from 1978</u>	<u>Pay scale with effect from 1983</u>
(1) Administrative Assistant	700-1270	1250-2500
(2) Senior Superintendent	650-1150	1100-2100
(3) Junior Superintendent	520--900	950-1640

or precedents to understand the nature of duties attached to such offices. Conventionally, the heads of departments of each discipline prescribe the time-table for the staff under their control, supervise the academic work of the department and help the Principal in coordinating the work of different faculties for the effective functioning of the college. The third level of hierarchy consists of teachers attached to different teaching faculties of college and office staff attached to the office of the college. Considering the broad objectives which any institution of higher learning has to perform in the effective transmission of knowledge, vast functions of wide ranging nature are attached to the office of the Principal. He admits the students; mobilise the resources; channelise resources for the various requirements of the system and co-ordinates the curricular, co-curricular and extra-curricular activities in the campus. Inside the campus the Principal always works along with three classes of people namely students, teaching staff and non-teaching staff. It is found that the average student strength of a degree college is 2174 (range 744-3189) and that of a post-graduate college is 2541 (range 1187-3899). The average strength of teaching and non-teaching staff of selected colleges is found to be 110 (range 25-188) and 59 (range 34-84) respectively. A peculiar feature of higher educational institutions in Kerala is the strong development of informal organisation within the

formal organisation. All the three classes of people as mentioned above have formally recognised associations with external political ties and there is multiplicity of unions among each of the different classes of people. The principal, as a leader of the formal organisation, has to harmonise the role conflicts among these informal groups, he has to motivate people and develop strong interpersonal relations for achieving the overall objectives of the organisation. It can be said at the outset that the three functions of management, namely Planning, Leading and Controlling are associated with the post of Principal as the head of institution. In this context it is desirable to examine the duration of office of the Principal, the nature of training or other orientation if any received by him and the nature of assistance extended to him in discharging the various functions.

6.3.2. Duration of office; nature of training and nature of external assistance received by Principals

The term duration of office is used to mean the length of service of one person as Principal, the number of years calculated includes the period already spent by him as Principal and the period left out upto the age of his retirement. It is found that the Principals of Private colleges have a long duration of office as compared to their counterparts in Government colleges. Out of the Principals of

21 private colleges, 4 of them (19 per cent) have more than 15 years; 10 (47.6 per cent) between 10 to 15 years and 7 (33.4 per cent) between 8 to 10 years as duration of office. In Government colleges 4 principals (80 per cent) have only 2 years and one Principal (20 per cent) has 4 years as duration of office.¹⁶ Since most of the Private agencies follow the system of selecting Principals rather than appointing them on the basis of strict seniority, the Principals of such colleges are left with a long duration of office. On the other hand, in Government colleges especially after implementing the rule that a person should have a minimum 25 years teaching service to qualify himself to become Principal, Principals assume their office at the fag end of their service. Principals are also requested to furnish information regarding the number of training courses, seminars or conferences undergone by them after assuming charge as Principals in three structured areas of administration viz. general administration, academic administration, and student unrest, with provision to add any other area of administration as they like. They are also requested to reveal the agency which arranged the courses, conferences, etc. and the duration of each of them. It is found that Principals of 3 private colleges attended courses on general management of

¹⁶ Figures computed with the help of questions ii to vi of Questionnaire A.

not more than 2 weeks arranged by the A.I.A.C.H.E.,¹⁷ Bangalore and one Principal (Private college) attended a course arranged by the U.G.C. on academic administration for a period of three weeks. Among the Principals of Government colleges, one Principal attended a course on management development programme arranged by the I.M.G.¹⁸ for 3 weeks duration and the rest of the Principals did not get any opportunity to undergo any training, orientation or seminars and conferences regarding the management of colleges during their service as Principals. It is also observed that the system does not have any concerted programme for giving any such orientation to teachers either before or after assuming office of Principals. Three corporate type of Private agencies¹⁹ conduct conferences of Principals every year and in these conferences Principals used to place their difficulties and grievances and in the course of interview, the Principals of such corporate type colleges said that, the annual conferences under no circumstance have been extended as a venue for discussing the management techniques they have to follow in effective management of the colleges.

¹⁷ All India Association for Christian Higher Education.

¹⁸ Institute of Management in Government, Government of Kerala.

¹⁹ Nair Service Society, Sree Narayana Trust and Muslim Education Society.

The Department of collegiate education also conducts conference of Principals of Government colleges at frequent intervals and these conferences also, as the principals said, do not discuss the managerial problems of colleges from an academic perspective. More than eighty per cent of the Principals of Christian colleges are members in the Governing bodies of their colleges constituted by the concerned private agencies. The Principals of these colleges said that they used to get enough opportunity to have a meaningful interaction between them and other members in the governing bodies especially the functionaries in the Church or Diocese and other representatives of the sub-community to which the colleges belong. However, apart from references to general policies for the effective management of colleges, these bodies do not give any specific guidelines regarding the various management practices they have to follow in specific situations. The corporate type Private managing agencies mentioned above have a wide range of activities, namely managing schools, technical institutions, hospitals, estates, etc., besides managing colleges. Even though all the three corporate type agencies have a separate cell for higher education, these cells function as a part of general administrative machinery conditioned by the overall objectives of the corporate bodies. In the case of christian colleges also the managing agencies have a number of social service programmes other than managing colleges. It is true that the

higher education cell attached to corporate type managing agencies and independent governing bodies attached to unitary type colleges consist of representatives of the concerned social or religious groups with broad vision about the general objectives of educational institutions and willingness to serve the institutions with dedicated mind, they, by and large, lack any specialised knowledge in the management of higher educational institutions. We have already seen in Chapter IV that the provisions in the Kerala University Act 1969 regarding the constitution of statutory Governing bodies (for unitary type colleges) and Management Councils (for corporate type colleges) were struck down by the Court as unconstitutional and a modified version of the provision for the constitution of these bodies in the subsequent University Acts have also been challenged in the Court and the whole issue is pending before the Court. It is not specifically mentioned either in the 1969 Act or in the subsequent Acts that these Governing bodies/ Management Councils are meant for giving management consultative service at the institutional level or imparting any specialised skill over the functionaries of the college. In spite of the fact that the constitutional validity of these bodies are being examined by the Court, The Zamorin's Guruvayoorappan College, Calicut, has constituted the Governing body as per the Calicut University Act of 1975 and it is found that this is the only college where such a body is constituted.

A discussion with three members of the statutory governing body of this college (namely the Principal and the representatives of the teaching and non-teaching staff) revealed that the governing body is functioning as an intermediary between the Principal and the managing agency. The representatives of the three groups of persons inside the campus (students, teaching and non-teaching staff) get opportunity to discuss their problems with the Principal and other members including a member of the Syndicate of the Calicut University as its nominee. The respondents expressed high satisfaction that the governing body acts as a venue for resolving interpersonal conflicts inside the organisation mainly through better communication resulting from the deliberations in the body. Apart from this, the Principal does not find the governing body as a forum for deriving any aid for resolving specific issues on day-to-day management of the college. May be due to the fact that the Court has intervened, neither the University nor the Government has taken any further steps to prescribe the role of these bodies in the management of the colleges. It is found that the Government nominee (Zonal Deputy Director of collegiate education at Calicut) in the statutory Governing body of the above college attended only two meetings since its inception. A discussion with the present zonal Deputy Director revealed that he has not been informed either by the Government or the University as regards his role in the

governing body and in the absence of any such clarification he apprehends that his mere participation may lead him to make any commitment in the body likely to affect detrimentally his official duties which include the overall supervision of the direct payment system in that college also. Interview with the three Principals of private colleges who attended the management courses arranged by A.I.A.C.H.E., Bangalore, and one Principal of Government college who attended the management development programme arranged by the I.M.G., Trivandrum, revealed that they got some idea about the general management principles on planning, organising, leading, etc. But they seem to be unaware of the methods by which these principles can be applied in the management of educational institutions. They **have not** got any opportunity to discuss these principles either with the functionaries at higher level or with their colleagues as to how these principles could be applied in given situations and what structural changes are necessary for the working of such principles.

It is not irrelevant here to know the nature of assistance received by the Principals from their managing agencies (in the case of Government colleges, from the Department of collegiate education) in the day to day management of the colleges. The information is elicited through question number 6 of questionnaire A where 8 structured areas of

college management were given and the respondents were asked to identify the area/areas in which they receive instructions or suggestions from their managing agency. Table 6.2 shows the information, revealed by the Principals.

Table 6.2

AREA/AREAS OF COLLEGE MANAGEMENT IN WHICH THE PRINCIPALS RECEIVE INSTRUCTIONS/SUGGESTIONS FROM THE MANAGING AGENCIES

Sl. No.	Name of the area	Number of Principals who receive instructions/suggestions	
		Private colleges n=21	Government colleges n=5
1	2	3	4
1	Exploring financial resources from U.G.C.	3	Nil
2	Utilisation of financial resources from U.G.C.	Nil	Nil
3(a)	Utilisation of grants from Government	Nil	N.A.
3(b)	Utilisation of plan and non-plan allotments	N.A.	Nil
3(c)	Utilisation of special fees	Nil	Nil
4	Discipline among students	3	Nil
5	Academic planning	Nil	Nil
6	Control over teaching staff	Nil	Nil
7	Control over non-teaching staff	Nil	Nil
8	Motivating academic staff	3	Nil
9	Motivating non-teaching staff	Nil	Nil
10	Managing co-curricular and extra-curricular activities	Nil	Nil
11	General matters	21	5

N.A. Not applicable

Principals of three Private colleges replied that apart from general matters, they receive specific instructions from their managing agencies regarding collection of resources from U.G.C., maintenance of discipline among students and motivating teaching staff. The three colleges²⁰ identified all the above three areas and among these three colleges two are women's colleges. Principals of all other colleges responded that they receive only general instructions on the overall conduct of the affairs of the colleges and the nature of assistance does not take the form of any specific instructions on any area of management. In the course of interview Principals of private colleges said that they themselves take all steps in preparing proposals for seeking assistance from U.G.C. and state Government. Apart from consultations regarding items requiring matching contributions, the managing agencies do not interfere in the administration of the assistance. However the assistance received for constructions work is utilised by all private colleges with substantial involvement of managing agencies. In all other functional areas of management, Principals themselves take decisions. In the case of Government colleges also, apart from giving general instructions through orders or circulars issued by the Department of collegiate education from time to time, the

²⁰ (a) Assumption college, Changanacherry, (b) St.Mary's college, Trichur, and (c) Union Christian college, Alwaye.

Department does not extend any specific assistance to the Principals in managing the institutions. For instance, all the development proposals for U.G.C. assistance are prepared and finalised by the Principals themselves. The role of the Department is confined to forwarding the proposals to appropriate authority after seeking clarifications from the Principals on items found necessary. We have already seen in chapter V that one of the Government colleges which received assistance under earlier plans failed to make any proposal for assistance from U.G.C. during the sixth plan.

It is found that in two Private colleges out of three which receive, as they said, specific instructions on three areas of management, follow a system of rotation of Principals in every 5 years. The primary objective behind the rotation of Principalship in these two Christian colleges is to accommodate the different sub-groups of the community which own the colleges, in the headship of the institutions. The Principals who retire by rotation and eligible for re-appointment, are members in the governing council in both the colleges. By virtue of their experience, these members are capable of giving considerable assistance on specific areas of college management. The third college (Women's college) which receives specific instructions from managing agency belongs to a corporate type christian management having three more Women's colleges in the state. The governing council of

this corporate management includes the principals of all these colleges and these principals pool their experience, and their interactions with other members enable the council to formulate specific guide-lines on selected areas of management. It can be seen that, for giving specific suggestions in any area of management the agency must have specific knowledge on the issues confronting such area and it may be due to the absence of sufficient number of persons with specialised knowledge in different aspects of day to day management of colleges in the governing councils, the managing agencies, by and large, abstain from giving specific suggestions.

Even though all Private colleges, whether unitary type or corporate type, are managed by a body of persons constituted by the managing agencies, no such arrangement exist in the case of Government colleges. The University Acts which directs the private agencies to constitute statutory Governing bodies/ Management councils do not insist on the existence of such bodies in Government colleges. All Government colleges are controlled by the Department of collegiate education headed by a Director who is often an officer in the I.A.S. cadre and posted from the general pool of I.A.S. officers allotted to the State by transfer.²¹ He is assisted by an Additional

²¹ Upto August 1980 the post was filled up by promoting a senior-most Principal of Government colleges. Through an order issued on 21.8.1980 (Government Order (Rt)No.5495/80/GAD) Government converted the post of Director in the Senior IAS cadre initially for a period of one year and extended later on from time to time.

Director (posted by promoting the senior-most Principal of Government colleges) and a Deputy Director. For a period of 5 years from August 1980 to July 1985, four different I.A.S. officers officiated the post of Director of Collegiate Education, the duration of office of the first two officers being 5 and 7 months respectively. The Deputy Director in the third line of hierarchy of the Department and the Deputy Directors at the five zonal offices of the Department are in the rank of the Principals, a senior-most first grade cadre professor from among the list of first grade cadre professors of Government colleges can be directly promoted as Deputy Director or as Principal of a Government college. It has already been pointed out that compared to Private colleges, Principals in Government colleges are appointed at the fag end of their service. Apart from attending the Principal's conference convened by the Director at irregular intervals (the minutes of such meetings are not usually kept in the office) the Principals of Government colleges do not get enough opportunity either to interact with their colleagues or to discuss the specific issues connected with the day to day management of the colleges collectively.

Thus, it is seen that except in the case of three colleges (11.5 per cent) on three specific areas, Principals of colleges do not get any assistance from their managing agencies in the day to day management of the colleges and the entire managerial functions are vested in their hands. The

Principals by and large do not get any training or orientation either in general administration or in academic management and compared to private colleges, Principals in government colleges are appointed at the fag end of their service.

6.3.3. Principle of Unity of Command

One of the general principles of organisational structure established by the classical administrative theorists is the principle of Unity of Command. According to this principle no person in any organisation should receive orders from more than one supervisor. Fayol, one of the classical theorists who developed this idea from a top management perspective put forward this principle as one of the basic principles of management.²² He believed that when one person reported to more than one superior, conflicts in instructions and confusion of authority would result. It is decided to test the validity of this principle in the management of higher educational institutions. It is found that the Principals of Government colleges receive commands from two sources, viz., the Government (directly as well as through the Department of collegiate education) and the affiliating University. Principals of Private colleges receive commands from three masters viz. (1) Government (2) affiliating University and (3) the

²² Henri Fayol, General and Industrial administration (London: Sir Isaac Pitman and Sons, 1949), p.19.

managing agency. Principals were requested to respond as to whether this dual command or trinal command, as the case may be, leads to conflicts in instruction and confusion of authority. Four sub-questions were asked in question number 7 of questionnaire A. Scaling technique was used in two of such sub-questions to measure the responses. The respondents were asked to state whether they find any overlapping of orders from dual/trinal sources, experience any contradiction on execution of one set of communications with those of others and whether they prefer that all these communications should come from one source and if so the reasons for such a preference. Table 6.3 shows the responses against the first two sub-parts of the question.

Table 6.3

IMPACT OF DUAL/TRINAL CONTROL OVER THE PRINCIPALS
OF COLLEGES

Sl. No.	Name of Impact	Number of Principals who feel the impact	
		Private colleges (n=21)	Government colleges (n=5)
1	2	3	4
1	Overlapping of communications:		
(a)	Always	Nil	Nil
(b)	Sometimes	6	Nil
(c)	Never	15	5
2	Contradiction of communications:		
(a)	Full	Nil	Nil
(b)	Part	3	Nil
(c)	Nil	18	5

From a theoretical perspective, the control exercised by the University over the affiliated colleges can be described as 'Academic Control'. The University gives directions as regards course content, curriculum, teaching standards, nature of facilities required, quality of staff, conduct of examinations, etc., and, for giving such directions, the University possesses more technical knowledge and skill than any other agency. The directions from Government over Private colleges are almost confined to the implementation of the Direct Payment Agreement and it can be described as 'Administrative Control'. The role of Private managing agencies in managing their colleges is conditioned by the above described academic control and administrative control. In other words through affiliating the college to the University and becoming a party to the Direct Payment Agreement, the private agency agrees to manage the college subject to all lawful directions issued by the University and Government in accordance with the provisions in the University laws and Direct Payment Agreement respectively. This can be called as 'Managerial Control'. Controls exercised by the Government and the Department of collegiate education over Government colleges are confined to areas other than those in which the University exercises academic control as described above as per University laws. Thus it can be seen that the total control over a college can be divided into three, namely, (a) Academic control; (b) Administrative Control and (c) Managerial Control;²³ in the case of Private colleges these

²³ The terms academic control, administrative control and

three controls are vested in three agencies and in the case of Government colleges the latter two controls are exercised by a single agency. Thus if these three/two organs exercise their jurisdiction within the defined boundaries, there need not arise a situation of confusion of authority and/or conflicts of instructions. But the perception of the Principals in the light of the real situations is shown in Table 6.3. Six Principals of Private colleges feel overlapping of communications on certain areas and three among them feel part contradiction on execution of one set of communication with those of others. An analysis of the information collected through interviewing the above six Principals regarding the issues in which the communications from different agencies overlap and contradict with each other revealed the following:

(1) Overlapping of Communications

Overlapping is perceived by Principals of six colleges in the Communications of University and Government. The Direct Payment Agreement entered between the Government and Private managing agencies inter alia stipulated conditions for the admission of students, selection of staff, collection and remittance of fees, payment of grants and allied matters.

 managerial control are used in this part of the study in a very limited sense to mean as what is described above only.

Later on, Government issued necessary orders in pursuance of the Agreement and these orders issued at different times contain details of eligibility conditions and payments of different grants, operation of P.D. accounts, procedure for disbursing salaries to staff and pattern of both teaching and non-teaching staff in Private colleges. Almost all the above conditions and rules are later on incorporated in the University laws also, except the provisions regarding the payment of grants to Private colleges. For example, the conditions of service of both teaching staff and non-teaching staff are incorporated in the First Statutes of the both the Kerala and Calicut Universities²⁴ with special provisions relating to the drawing and disbursing of salaries under direct payment system and the resulting duties and responsibilities of the Principals. Chapter VIII and IX of the First Ordinances of both Kerala and Calicut Universities prescribe the procedure for the collection, custody and disposal of the fees collected in Private colleges even though all these matters are elaborately dealt with in the orders issued by the Government in pursuance of the Direct payment Agreement. Thus, as far as Principals of Private colleges are concerned, communications intended to communicate one and the same thing are coming from two sources. Section 83 of both the Kerala University Act of 1974 and Calicut University Act of 1975 empowers the Government to

²⁴ Mahatma Gandhi University also follows the Statutes and Ordinances prescribed for Kerala University.

make the First Statutes and First Ordinances of the respective Universities and the above mentioned Statutes and Ordinances are issued by the Government at the first instance. Thus, both the above set of communications are made by the same agency. However, the power to amend, repeal or vary the First Statutes, and First Ordinances is vested with the concerned University. It is seen that the above duplication of communications became inevitable due to the requirements under the University Acts.²⁵ Under section 60 of the University Acts, the conditions of service of teachers of the Private colleges are to be provided by the Statutes. Section 36 of the Acts empowers the Universities to make Ordinances prescribing the rate of fees, workload and pattern of teaching staff, etc., and section 38 of the Acts authorise them to make Regulations for the admission of students to the various courses of studies. We have already seen that the sources demanding obligations from private agencies arise out of the Direct Payment Agreement. Any violation of the obligations empowers the Government to withdraw the direct payment, whereas after incorporating these conditions in the University laws, the University also gets concurrent jurisdiction to enforce the obligations under section 68 of the University Acts.²⁶ Thus it appears that

²⁵ University Acts mean The Kerala University Act of 1974 and The Calicut University Act of 1975.

²⁶ Section 68 of the Acts:
 If the Syndicate is satisfied that any Private college has

the overlapping of communications is inevitable to suit the requirements of the system.

(ii) Contradictions of Communications

Mere overlapping of communications need not result in confusion of authority or conflicts in instructions unless there exists contradiction on execution of those communications. Out of the six Principals who perceived overlapping, 3 Principals of Private college reported part contradiction in the execution of the overlapping communications. The data gathered as regards these perceived contradictions revealed the following:

At the time of admissions, each college (both private and government), collects at the rate of Rs.2 per application form as 'Registration fee' from the prospective students. In the case of Government colleges the application forms for admission to various courses of study are printed by the Government and the fee collected by selling these applications are remitted to Government. In Private colleges the expenses for printing the application forms are met by the Private agencies. The Principal of Sree Narayana College, Quilon

not complied with any provisions contained in this Act, or in the Statutes, Ordinances, Regulations, Bye-laws, orders or rules, it may recommend to the Government for withholding or discontinuing aid or grant or it may disaffiliate the college from the University.

credited the registration fees collected to the accounts of the managing agency (Sree Narayana Trust). The Zonal Deputy Director of collegiate education at Quilon, on receipt of the report from the audit party attached to the zone, pointed out this as a gross violation of the Direct Payment Agreement and rules thereunder, and requested the Principal to claim back the amount from the Trust and remit it in the P.D. account of the Principal. The zonal Directorate permitted to claim the expenses in connection with the printing of application forms from the P.D. account after claiming back the Registration fees as above. The Principal justifying his original decision informed the Directorate that he is bound to remit to P.D. account the fees collected from the students alone, and since Registration fee is collected from the 'Prospective students' as the selling price of the application forms, such amounts are beyond the ambit of the Direct Payment Agreement. Refusal on the part of the college to fall in line with the argument of the Deputy Directorate resulted in the withholding of pension benefits of all the Principals who retired from the college after 1972. Under the rules framed for the implementation of the Direct Payment Agreement, the Principals of Private colleges are responsible for the proper maintenance of accounts regarding fee collection and payment of salaries. The above college relied on the opening sentence of Rule I, of Chapter IX of the Kerala University First Ordinances which reads as follows: "All fees collected from Students under

the following items shall be deposited in a Personal Deposit Account/Savings Account in the name of the Principal in a Treasury nearest to the college". Five items of special fees, and caution deposit collected from students are mentioned therein among which Registration fee is not included; but there is an exhaustive clause as the seventh item which reads as "any other collection except tuition fee permitted by the Government."²⁷ The Zonal Directorate on the other hand gave emphasis on the orders issued by the Government under Direct Payment Agreement which reads as follows: "A separate account in the treasury, would be opened in the name of the Principal for remittance of special fees, admission fees etc., that is, all items of fees collection other than those remitted to Government Account."²⁸ The phrase 'from students' is not used in the Government order. As such it is interpreted by the Zonal Directorate that the college is bound to deposit in the P.D. accounts all collection irrespective of the fact whether it is collected from students or 'prospective students'. On a close perusal of the provisions in the University Ordinances, orders issued by the Government and the Direct Payment Agreement, it is seen that the University Ordinances do not convey

²⁷ Kerala University First Ordinances, 1978 (Trivandrum: Kerala University Press, 1979), p.40.

²⁸ Government Order M.S.No.185/72/Edn. dated 30.6.1972, Para 5.

a different meaning other than those intended by the orders of the Government and the contradiction occurred due to the literal interpretation of the usage 'from students' without trying to have a harmonious construction taking into account the other provisions in the University laws. Rule 2 of Chapter IX of the Ordinances, for instance, directs the colleges that all items of receipt shall be brought to the office cash book in the first instance and remitted to the credit of P.D. account at the earliest date possible. Rule 1 of Chapter XV of the said Ordinances prescribes the various rates of fees to be collected by private colleges and Registration fee is included as an item of fees under this rule. Rule 2 of the above chapter contains a mandatory direction to the Private colleges not to levy any other fees other than those specified in the Ordinances. It cannot be inferred that the provisions in the Ordinances permit the colleges to have a separate treatment of the Registration fees simply because of the fact that the usage 'from students' appeared only once in the provisions relating to fees collection, that is, in the opening sentence of Rule 1 of Chapter IX. It is also observed that out of the 21 private colleges selected for study all other 20 colleges remitted the Registration fees to P.D. account including another college owned by the Sree Narayana Trust.

Out of the Principals of three private colleges who perceived part contradiction in the communications of Government

and University, the perception of the other two Principals is related to the fixation of strength of teaching staff in private colleges. The strength of teaching staff of each private college is fixed by the concerned University every year on the basis of the workload prescribed in the University Ordinances and the strength of students as on 1st November of the previous year. Teachers who come within the strength so fixed by the University alone are eligible for direct payment of salary by the Government for which the concerned college has to seek the approval of the Director of collegiate education. The Director of collegiate education is also competent, as per the rules, to examine in detail the workload of each department of study in each college and satisfy himself that no extra staff is permitted to continue in service. The satisfaction of the Director is over and above the satisfaction of the University and three minor incidents are pointed out by the above two Principals who alleged contradiction of communications. It is found that these incidents occurred owing to the interpretation of the same rule by two offices, namely, that of the University and Department of collegiate education and adoption of different criteria for fixations of staff strength. In fact, there is no contradiction in the rules prescribed by the Government and University, since the Government in its order made it clear that the Director of collegiate education would follow the rules prescribed by

the University for staff fixation. One instance has also been pointed out in one of the above two colleges where the Private agency created ten teaching posts in three different departments having only pre-degree courses in all the three departments, considering each department as independent units.²⁹ The affiliating University combined two of the above three departments and treating the two departments as one unit approved the creation of only 9 posts in the college. In this case also it is seen that there is no contradiction of orders issued by the Government and University regarding staff fixation and the University is competent to combine the departments as above under the Ordinances and the whole thing occurred due to the defect in the information system of the concerned college. Thus it is seen that the dual or trinal control over the Principals of colleges does not result in conflict of instructions or confusion of authority. However the overlapping of communications and the consequent concurrent jurisdiction of both the University and the Department of collegiate education on certain provisions of the Direct Payment Agreement create some sort of confusion in the minds of Principals of certain colleges.

In response to the question as to whether the Principals prefer all the above communications to come from one source,

²⁹ All these three departments belong to the faculty of social sciences.

Principals of six private colleges answered affirmatively. The reasons pointed out by them for such preferences are clarity in instructions and reduction in office work. In the course of interview all these six Principals expressed doubt about the feasibility of such a system in the management of higher educational institutions.

In the light of the above analysis it appears that in the field of management of higher educational institutions control from more than one source is sustainable and desirable in spite of the organisational tradition that no executive can serve more than one master at a time. Higher educational institutions are exceptions to the principle of Unity of Command.

6.4. Leadership Styles of Principals of Arts and Science Colleges

The behavioural scientists in the light of many research findings established that the degree of willingness to work hard with zeal and confidence on the part of the subordinates is related to the ability of the leader to influence them. Wherever an executive is working along with a group of people, the process by which the executive influences the group in accomplishing the objectives of the organisation is called leadership and as such leading is considered as an important ingredient of management. We have seen in the previous part of this chapter that the Principals of colleges by and large do not get enough support from their concerned managing agencies in the day to day decision-making process, the entire management of the colleges being vested in their hands. It is also seen that the existing dual or trinal control over them do not disturb them in managing the institutions. As stated earlier, these institutions are not following the practice of setting up of objectives and it is difficult to apply the scalar principle in the organisational structure. On the other hand, the Principals are working with a group of people employed in different branches of learning in the college who belong to the professional group of academics.

In this context, it is decided to examine the leadership styles of the heads of institutions. The phrase 'leadership style' is used in this study to mean the pattern of behaviour which a Principal adopts in leading the faculty members to get things done within the college. The nature of analysis centering round this enquiry is limited to a basic question, namely, whether the Principal allows senior academics in the college to participate in the decision making process, and if so, to what extent?; or alternatively, whether he himself takes decisions? Thus the variable set to measure leadership style is the participation of senior academics in the management of the college.

In all Arts and Science colleges in Kerala there exist College Councils consisting of senior teachers in the college to advise the Principal. It is a formal body constituted as per the requirements of the University Statutes. Statute 20 of Chapter XXIV of the Kerala University First Statutes,³⁰ provides as follows:

- (1) "Every college, shall have a duly constituted College Council properly representing the teaching staff to advise the Principal in the internal affairs of the college. It shall consist of all heads of departments or

³⁰ The provisions of the Kerala University First Statutes are applicable to colleges coming under Mahatma Gandhi University also. The provisions in the Calicut University First Statutes regarding the constitution of College Council are made exactly in the same words as quoted here.

lecturers in charge of departments other than heads of departments and not less than two members of the teaching staff elected by the members of the teaching staff, from among themselves.

- (2) The College Council shall meet at least once in three months and the minutes of the meeting shall be recorded.
- (3) If the Principal over-rules the decision of the College Council it shall be reported to the Vice-Chancellor.

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The provisions of the Statutes as they appear from the wordings are mandatory in nature and the intention of the Universities behind these provisions may be to ensure that enough deliberations among the senior faculty members of the college and representatives of the other teaching staff should be made before taking decisions on the internal management of colleges. It is not obligatory on the part of the Principal to accept every advice given by the Council, but when he over-rules any advice he is bound to report the fact to the Vice-Chancellor of the affiliating University. It is not specifically stated in the Statutes as to what the Vice-Chancellor should do when he receives such a report from a affiliated college. But the above sub-provision also compels the Principal to have maximum deliberations in the Council so that he can avoid the chances of over-ruling the deci:

³¹ University of Kerala, Kerala University First Sta
(Trivandrum: Kerala University Press /for official use
1985), p.179.

and preparing reports to the University. Over-ruling of advices also compels the Principal to trace out logical reasons for such over-ruling for the purpose of preparing the report. As such this sub-provision acts as a kind of corrective mechanism preventing the Principal himself from taking arbitrary and adhoc decisions. Even though there is no specific provision in the Statutes dealing with the role of the Vice-Chancellor on reports of over-ruling of college council decisions, Statute 36 of the same chapter empowers the Vice-Chancellor or the Syndicate of the University to depute one or more persons to conduct inspection of the affiliated colleges at any time and the Syndicate, after receiving the inspection report and explanations of the concerned Principal on such reports, is competent to issue such directions as it deems fit and the college is bound to comply with such directions.³² The provisions in the Statutes that the Principal should prepare a report when he over-rules the decisions of the Council is a source of information to the Universities as regards the nature of conflicts among the functionaries of the affiliated colleges.

Just like a proviso to the above mentioned provision in the Statutes for the creation of College Council, Statute 21 of the same chapter of the same Statutes reads as follows:

"In every college the Principal shall be the Head of

³² Ibid., p.181.

the College and shall be responsible for the internal management and administration of the college."³³

This provision as it appears in the context does not abrogate the role of the College Council, but clarifies that the Council is not an executive body and the legal authority to manage the college is vested in the hands of the Principal. On the other hand, the Principal is prevented from evading formal responsibility by saying that he has to take decisions on the strength of advices tended by the Council. This provision in fact does not prohibit effective participation of members in the Council or effect delegation of powers within the organisation because in any form of effective participation or delegation known in Management literature, the responsibility of the chief executive is absolute.

In order to measure the leadership style of the Principal it is decided to measure the level of participation in decision making as perceived by the members of the college council of all colleges selected for study. To develop appropriate tools for such measurement two models suggested by (1) Tannenbaum and Schmidt³⁴ and (2) Likert³⁵ are being

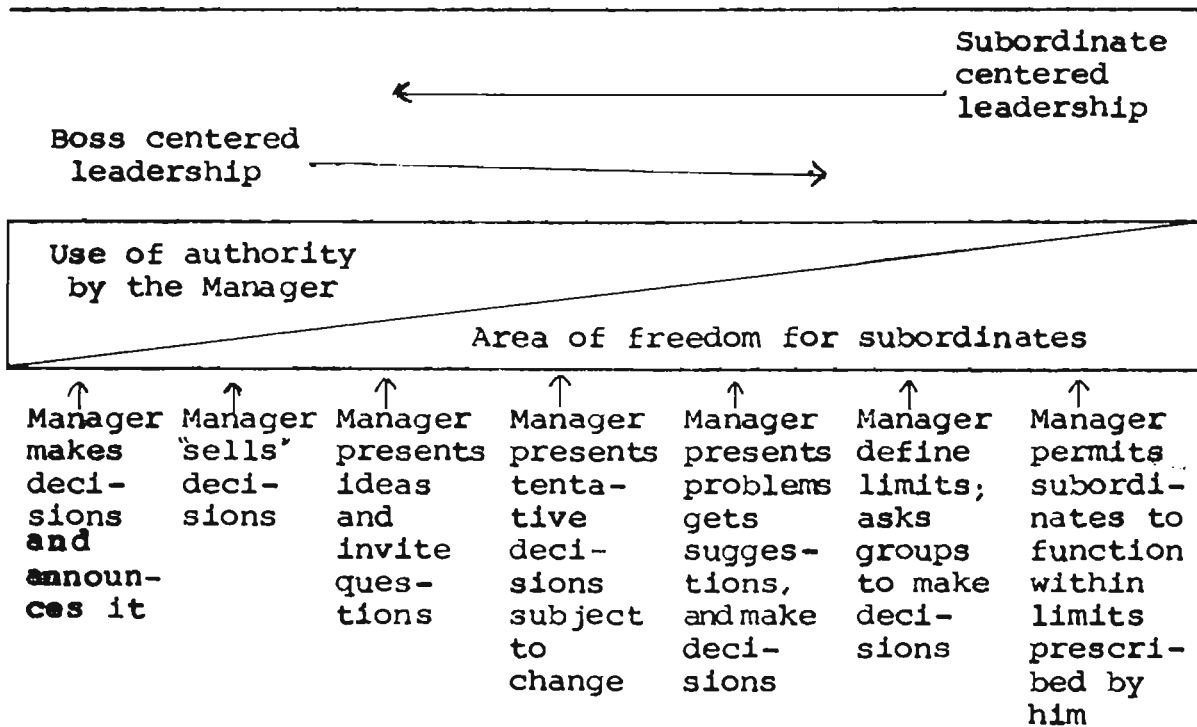
³³ Ibid., p.179.

³⁴ Robert Tannenbaum and Warren H.Schmidt, "How to choose a Leadership Pattern" in Readings in Management, 3rd ed. Max D.Richards and William A.Nielander, ed.Op.Cit., pp.648-661.

³⁵ Rensis Likert, New Patterns of Management (New York: Mc Graw Hill, 1961), pp.242-244.

consulted. Tannenbaum and Schmidt hold that the relationship between the leader and subordinates follows a continuum. They identified seven gradations of leadership behaviour which are taken as indicative of the degree of participatory character in an organisation. The seven ways of possible leadership behaviour suggested by them start from Boss centered leadership to subordinate centered leadership.³⁶ Likert also presents his research findings in the form of a leadership continuum and he assumes that there are four systems of leadership styles, viz. (i) exploitive authoritative (communication in the organisation is mostly downward, little interaction between leader and subordinates and leader himself takes decisions); (ii) benevolent

³⁶ CONTINUUM OF LEADERSHIP BEHAVIOUR



Source: Robert Tannenbaum and Warren H.Schmidt, Op.cit., p.650.

authoritative (leader permits little upward communication and limited consultation; he himself takes decisions); (iii) consultative (leader makes use of subordinate's ideas and opinions, both upward and downward communications exist); and (iv) participative (frank, friendly and trusting interaction between leader and subordinates, encourage a high degree of both upward and downward communications and the group is fully involved in decisions).³⁷ In addition to the above consultation on studies and models developed in foreign studies, consultation was also made as regards the tools used by a study conducted in India on 'Education decision making' by Srivasthava of Delhi University.³⁸ In fact Srivasthava gave much importance to the models developed by the above mentioned foreign studies in developing tools for his research study along with the models of other behavioural scientists.³⁹ In the light of the above consultations and taking into account the specific situations in educational institutions in Kerala, it is decided to measure the level of participation in decision making as perceived by the members of the College Council in three ways:

(a) through a six point itemised rating scale developed and used in questionnaire B, i.e., the questionnaire issued to

³⁷ Rensis Likert, Op.cit., p.244.

³⁸ Ramesh Chandra Srivasthava, Educational Decision Making, Op.cit.

³⁹ The tools used by Srivasthava and his findings are briefly explained in Chapter II of this study.

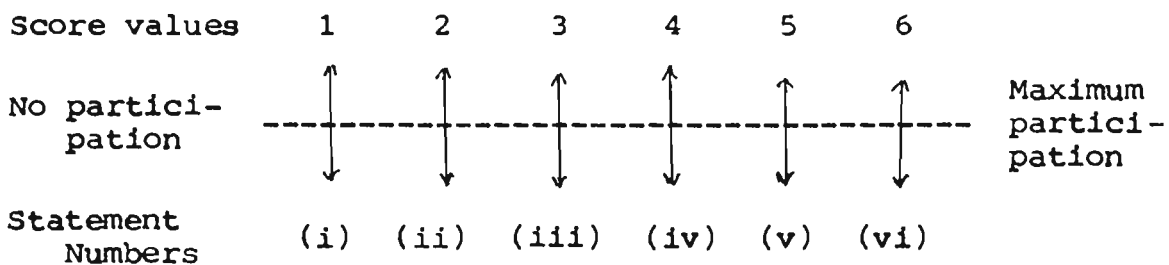
members of the College Council of colleges selected for study;
 (b) through an indepth analysis of the discussion on each identified functional area of college management in the College Council with the help of a four point rating scale; and
 (c) through analysing the degree of divergence or conflict in discussion in the College Council.

(a) The members of the College Council of colleges selected for study were requested to reveal the behaviour of their Principals through question number 26 of questionnaire B. A series of six structured statements were given in this question and the respondent was asked to select one to express his perception. The six statements given in the question are as follows:

- (i) The Principal places before the members his decisions on matters of administration;
- (ii) The Principal sells his decisions, that is, he persuades members to recognise the merit of his decisions;
- (iii) The Principal consults members, permits limited discussion and seeks the approval of his decisions by the members;
- (iv) The Principal presents the problem, invite suggestions from members, and take independent decisions;
- (v) The Principal asks members to make decisions within the limits defined by him; and

(vi) The Principal functions with members as a co-partner and member of a team on equal footing and participates in group decision making.

It can be seen that the statements start with a situation where there is no participation of members and the Principal uses maximum authority and announces his own decisions, and as the statement goes down the area of freedom of participation of members widens and ultimately in statement number six, the members enjoy maximum participation. For the purpose of analysis of data collected through the above itemised rating scale, score value is assigned to each statement in the scale. Since the study is intended to measure the degree of participation enjoyed by respondents, highest score value of 'six' is given to the statement (vi) where the degree of participation is high and score value is reduced in the same proportion as the area of freedom of participation diminishes as shown below:



The information collected after assigning score values as described above is tabulated in Table 6.4.

Table 6.4

NUMBER OF RESPONSES AGAINST EACH SCORE VALUE ASSIGNED TO STATEMENTS IN THE SCALE INTENDED TO MEASURE THE DEGREE OF PARTICIPATION PERCEIVED BY MEMBERS OF THE COLLEGE COUNCIL

Sl. No.	score value	Details of Responses					
		Private college (n= 206)		Government college (n= 5)		Total (n=256)	
		Num-ber	Per-centage	Num-ber	Per-centage	Num-ber	Per-centage
1	2	3	4	5	6	7	8
1	6	N11	N11	N11	N11	N11	N11
2	5	8	3.88	N11	N11	8	3.13
3	4	82	39.81	15	30	97	37.89
4	3	79	38.35	24	48	103	40.23
5	2	22	10.68	9	18	31	12.11
6	1	15	7.28	2	4	17	6.64
Total		206	100.00	50	100	256	100.00

Maximum number of responses centered round score values 4 and 3; the percentage of responses against the statement having the score value of 3 is slightly higher in Government colleges and the percentage of responses against score value 4 is slightly higher in Private colleges. In order to

process further the information in Table 6.4 and ascertain the exact leadership style of the Principals, a model is developed from the six statements given in the questionnaire. The model developed consists of three leadership styles as described below:

(i) Autocratic style: The Principal himself takes decisions and announces it in the College Council. The members of the Council are to accept what they are told without questioning the authority of the Principal. Statements (i) and (ii) in the questionnaire describe a leadership style of such a nature. In statement (i) the Principal identifies the problem, chooses the best alternative solutions as he thinks fit and announces it. In statement (ii) in addition to announcing the decision, he takes additional steps to persuade members to accept his decisions. In both the cases the degree of participation allowed to members is highly insignificant and hence the number of responses on both these statements are placed under this style.

(ii) Benevolent autocratic style: Here also the Principal depends wholly on his legal authority in taking decisions. But at the same time he permits consultations, discussions or limited deliberations by the members. The Principal takes into consideration the comments, feelings and wishes of the members within the frame of the general atmosphere created by him. Still his power to take decisions is

absolute. In statements (iii) and (iv) in the questionnaire the attitude of the Principal is exactly similar as described in this style; the degree of involvement of members is slightly higher in statement (iv) than in statement (iii). But, in both cases there is neither an ego involvement on the part of the members nor any significant attempt on the part of the Principal to explore the intellectual potentialities of the members in decision-making. Thus, responses on these two statements are grouped under this style.

(iii) Democratic style: The Principal fully involves the members of the Council in the decision making process. Instead of giving too much importance to his legal authority, he depends on the psychological authority created by him in the minds of the members through permitting maximum participation and developing strong interpersonal relationships among the members. The wordings in statements (v) and (vi) in the questionnaire contemplate such a leadership style. In statement (v), the Principal defines certain limits and the right to take decisions within these limits is passed on to the members. In statement (vi) the degree of involvement of members is still higher and the Principal behaves as a member in the group and the group takes decisions. Thus responses on statements (v) and (vi) are placed under this style.

Thus all the six statements are grouped into three, each group consisting of two statements of closely related

degrees of level of participation in order to classify the responses into three leadership styles. The number of responses and the sum of score values computed on the basis of data in Table 6.4 is given in Table 6.5.

Table 6.5
NUMBER OF RESPONSES AND SUM OF SCORE VALUES UNDER EACH
TYPE OF LEADERSHIP STYLES OF PRINCIPALS

		Details of responses ⁴⁰					
Sl. No.	Leadership style	Private colleges N=206		Govt.colleges N=50		Total N=256	
		No.of res-pon-ses	Sum of score values	No.of res-pon-ses	Sum of score values	No.of res-pon-ses	Sum of score values
1	2	3	4	5	6	7	8
1	Autocratic style	37 (17.9)	59 (8.9)	11 (22)	20 (13.2)	48 (18.8)	79 (9.7)
2	Benevolent autocratic style	161 (78.2)	565 (85.1)	39 (78)	132 (86.8)	200 (78.1)	697 (85.4)
3	Democratic style	8 (3.9)	40 (6.0)	0 (0)	0 (0)	8 (3.1)	40 (4.9)
Total		206 (100)	664 (100)	50 (100)	152 (100)	256 (100)	816 (100)

(Figures in parenthesis show percentages)

⁴⁰ Sum of score values as shown in column Nos.4 and 6 is obtained by multiplying the score values given in column No.2 of Table 6.4 with corresponding number of respondents as given in column Nos.3 and 5 respectively of the same Table and adding up in accordance with the system of grouping of statements to construct the three styles.

More than 78 per cent of respondents from Private colleges and almost an equal percentage of respondents from Government colleges identified the behaviour of their Principals as of Benevolent autocratic, the corresponding percentage of score values being 85.1 and 86.8 respectively. The variation in perception as regards this style between the respondents from the two types of colleges is insignificant. Thus the total percentages of both respondents and score values corresponding to the Benevolent autocratic style are very nearer to the individual percentages of respondents and score values. Comparing the responses on the other two styles, the percentage of perception is higher in both types of colleges in the first item, namely Autocratic style; and between the two types of colleges the percentages both in number of responses and score values are slightly higher in Government colleges. On the other hand, no respondent from Government college identified the style of Principal as Democratic whereas 3.9 per cent of respondents from Private colleges consider that their Principals are functioning in a Democratic style.

(b) The level of participation permitted by Principals and perceived by members of the College Council is also measured through another set of identical questions in both questionnaire A and B. Thirteen structured identical items covering the different functional areas of college management were given in both type of questionnaire and both classes of respondents (Principals and members of the College Council) were requested to identify

the areas of discussion in the Council from the given 13 items with provision to add additional items if they consider necessary. In questionnaire A, the Principals were asked to reveal the level of participation permitted by them in each area of management so identified. Similarly in questionnaire B the members of the Council were requested to reveal the nature of participation perceived by them in each area of management identified by them. An identical four point scale was used to measure both the level of participation permitted by the Principals and perceived by members in questionnaire A and B respectively. The scale starts from a level of high participation in the first point and as the point goes on, the degree of participation gradually declines, and at the fourth point, it reaches a state of no-participation. The four point scale used in both questionnaire is described below:

	<u>Code letter</u>	<u>Title</u>	<u>Description</u>
(i)	D	Decisive	Members take decisions.
(ii)	A	Advisory	Members advise the Principal.
(iii)	C	Consultative	Members are being consulted.
(iv)	O	Observatory	Members participate as observers.

The code letters, titles and descriptions as given above were explained in both the questionnaire. The data furnished as regards the areas of discussion in the College Council by both the classes of respondents are analysed

collegewise and found that the areas identified by Principal and members in no college differ significantly. Table 6.6 shows the items of discussion in the College Council of colleges as identified by the respondents.

Table 6.6

ITEMS OF DISCUSSION IN THE COLLEGE COUNCIL AS IDENTIFIED BY THE RESPONDENTS

Sl. No.	Description of items	Number of colleges					
		Private colleges n=21		Government colleges n=5		Total n=26	
		Num- ber	Per- cen- tage	Num- ber	Per- cen- tage	Num- ber	Per- cen- tage
1	2	3	4	5	6	7	8
1	Curriculum Planning	21	100	5	100	26	100
2	Discipline among students	21	100	5	100	26	100
3	Student unrest due to external causes	21	100	5	100	26	100
4	Student unrest due to internal causes	21	100	5	100	26	100
5	Conduct of examinations	21	100	5	100	26	100
6	Extra curricular activities	17	61	3	60	20	77
7	Tutorial system	5	24	2	40	7	27

1	2	3	4	5	6	7	8
8.	Utilisation of library	21	100	5	100	26	100
9.	Utilisation of laboratory	5	24	1	20	6	23
10.	Exploring financial resources	6	29	Nil	Nil	6	23
11.	Utilisation of financial resources	6	29	Nil	Nil	6	23
12.	General administration	Nil	Nil	Nil	Nil	Nil	Nil
13.	Discipline among teaching staff	Nil	Nil	Nil	Nil	Nil	Nil

In all colleges the agenda for College Council meetings includes curriculum planning, discipline among students, student unrest, utilisation of library and conduct of examinations. Conduct of extra curricular activities is discussed in 77 per cent of the colleges and tutorial system in 27 per cent of the colleges. The percentage of colleges where utilisation of laboratory facilities, exploration of financial resources and utilisation of financial resources has come down to 23.

The responses of Principals as to the level of participation permitted by them to members in the Council in all the eleven areas of discussion are shown in Table 6.7.

Table 6.7

LEVEL OF PARTICIPATION PERMITTED TO MEMBERS OF THE
COLLEGE COUNCIL

Sl. No.	Description of item	Number of Principals permitting participation in each of the four ways of participation				
		D	A	C	O	Total
1	2	3	4	5	6	7
1	Curriculum Planning	11 (42.3)	8 (30.8)	7 (26.9)	Nil	26
2	Discipline among students	4 (15.4)	7 (26.9)	15 (57.7)	Nil	26
3	Student unrest due to external causes	3 (11.5)	8 (30.8)	15 (57.7)	Nil	26
4	Student unrest due to internal causes	3 (11.5)	8 (30.8)	15 (57.7)	Nil	26
5	Conduct of examinations	11 (42.3)	7 (26.9)	8 (30.8)	Nil	26
6	Use of library	6 (23.1)	7 (26.9)	13 (50)	Nil	26
7	Extra-curricular activities	3 (15)	7 (35)	10 (50)	Nil	20
8	Tutorial system	2 (28.6)	3 (42.9)	2 (28.5)	Nil	7
9	Utilisation laboratory	1 (16.6)	2 (33.3)	3 (50)	Nil	6
10	Exploring financial resources	1 (16.6)	2 (33.3)	3 (50)	Nil	6
11	Utilisation of financial resources	1 (16.6)	2 (33.3)	3 (50)	Nil	6

(Figures in brackets indicate percentages)

D = Decisive A = Advisory C = Consultative O = Observatory

Fortytwo per cent of the Principals allow members to take decisions in areas of curriculum planning and conduct of examinations and 23 per cent of them permit to take decisions in the use of library. In all other areas of discussion the avenues placed at the disposal of members to take decisions are below 17 per cent; except in discussion on tutorial system, where a higher percentage of Principals allow members to take decisions, but the number of colleges where such an item comes up for discussion is only six. No Principal restricts the freedom of members simply in attending the meetings and receiving communications from him. Maximum percentages of responses are clustered on both Advisory level and Consultative level; the advisory level has a high percentage on two items. The responses of members of the Council on the subject are tabulated in Table 6.8.

Table 6.8

LEVEL OF PARTICIPATION PERCEIVED BY MEMBERS OF THE
COLLEGE COUNCIL

Sl. No.	Description of items	Number of members who perceived participation in each of the four ways of participation				Total
		D	A	C	O	
1	2	3	4	5	6	7
1	Curriculum Planning	36 (14)	42 (16.4)	175 (68.4)	3 (1.2)	256
2	Discipline among students	20 (7.8)	45 (17.6)	179 (69.9)	12 (4.7)	256

1	2	3	4	5	6	7
3	Student unrest due to external causes	14 (5.5)	59 (23)	179 (69.9)	4 (1.6)	256
4	Student unrest due to internal causes	12 (4.7)	53 (20.7)	185 (72.3)	6 (2.3)	256
5	Conduct of examinations	34 (13.3)	40 (15.6)	182 (71.1)	0 (0)	256
6	Use of library	26 (10.2)	47 (18.4)	183 (71.4)	0 (0)	256
7	Extra-curricular activities	13 (6.8)	36 (18.8)	143 (74.4)	0	192
8	Tutorial system	9 (15.5)	10 (17.2)	39 (67.3)	0 (0)	58
9	Utilisation of laboratory	6 (11.5)	10 (19.2)	36 (69.3)	0 (0)	52
10	Exploring financial resources	4 (7.7)	12 (23)	30 (57.7)	6 (11.6)	52
11	Utilisation of financial resources	4 (7.7)	12 (23)	30 (57.7)	6 (11.6)	52

(Figures in brackets show percentages)

D = Decisive A = Advisory C = Consultative O = Observatory

Average percentage of perception in 11 items :

Column 3 = 9.5

Column 4 = 19.3

Column 5 = 68.1

Column 6 = 3.0

Considering the percentage of responses on Decisive type participation on all the eleven items, in column 3 of this Table, it can be seen that curriculum planning, conduct of examinations and tutorial system are the three areas having high percentage of responses. These three areas are identified by a highest percentage of Principals also as the areas where they permit members to take decisions. But the percentage of perception under Decisive type is comparatively very low in all these items in Table 6.8; more than sixty seven per cent of members of the Council perceive the level of participation as consultative in all the above three areas. Similar is the case as regards the other items also. In five items of discussion, more than 67 per cent, and in 4 items, more than 71 per cent of the respondents perceived the participation level as consultative one; the average percentage of perception as consultative in 9 items being 70.4. In the case of the last two items, namely, exploration of financial resources and utilisation of financial resources; more than 57 per cent perceived the level as consultative and at the same time 11.6 per cent in both cases consider that they participate as mere observers. A comparison of percentages of permitting participation in Table 6.7 with the percentage of availing of participation in Table 6.8 in all the four ways shows that the percentage are high in the first two ways of participation in Table 6.7, whereas the percentage are high in the third type

in Table 6.8. As regards the fourth way, the differences in percentage in both Tables are marginal in the case of the first 9 items, whereas the differences assume a high rate in the last two items. The above differences in percentage are due to the variation in perception of both classes of respondents. In colleges where the Principals consider that they permit members either to take decisions or to offer advices for taking decisions on different areas of discussion; the entire members of the Council in all such colleges do not perceive it in the same way, and many of them perceive the level of participation as consultative. It can be seen that in spite of such variations in perceptions the basic feature emanating from the above two Tables remains the same, namely, the College Councils are treated to a great extent as a forum for consultation. Moreover, we are comparing the perception of leaders as regards their own behaviour and the perception of subordinates on the same behaviour and it appears that the variation is quite natural. The leadership style is usually assessed on the basis of the perception of the group regarding the behaviour of the leader. Thus taking into account the nature of items coming up for discussion and perception of members on each item, it is concluded that the members of the College Council by and large are given the opportunity to participate in the level of consultation in the different functional areas of college management.

(c) In any form of healthy group discussion chances of divergence and conflicts are likely to occur especially in a situation where the leader belongs to a higher hierarchy with formal powers and the other members in the group belong to a second line of hierarchy. It is very often said that the educational administrator is working with professionals who feel that they know more about teaching and learning than the administrator and as such the zone of acceptance among them is much narrower than in any other organisation. Principals who are heads of institutions of an opensystem may very often be encountered with rules imposed by higher authorities and constraints imposed by the other sub-system from outside. The members in the Council, on the other hand, as heads of faculties in different branches of knowledge, may have their own best way of getting things done. As we have seen in chapter II, some of the authorities on the subject pointed out that the management models we have been following remained too conservative and rigid and the rules framed by higher authorities structured on bureaucratic lines stand in the way of effective management of the system. Therefore it is decided to ascertain how far the Principals are facing the problems of resolving conflicts in the effective functioning of the College Council. Principals were requested (through question numbers 14(a) and 14(b) in questionnaire(A) to give their responses as to their attitude in two situations, namely, (a) when the majority decisions of the College Council were in conflict with their

personal views, and (b) when the majority decisions if implemented would defeat the provisions of some procedural rules. They were given five structured identical answers in both the questions to mark their responses. The answers given were (a) Over-ruled; (b) Implemented the majority decisions; (c) Reported to higher authorities for advice; (d) Postponed the implementation of the decision for further deliberations and (e) No such incident. The objective behind this question was to identify the colleges where the conflicts exist and to diagnose the conflicts in the course of interview. As regards the first sub-question, 19 Principals (90.5 per cent) of Private colleges and 3 Principals (60 per cent) of Government colleges responded that there was no such incident in their colleges. Two Principals of Private colleges (9.5 per cent) have not responded and 2 Principals (40 per cent) of Government colleges answered that they referred the matter to higher authorities for advice. In the course of interview these two Principals revealed that the higher authority they preferred to make the reference was the Director of collegiate education and not the Vice-Chancellor as stipulated in the Statutes and the number of instance for such reporting was one each in both the colleges. The Principal of one Government college got the advice from the Directorate to follow the rules in that context and the other Principal has not got any advice. As regards the second sub-question all the 26 Principals responded that they

have not faced a situation where the College Council took such a decision, the implementation of which would result in defeating the provisions of some procedural rules. In the course of interview the Principals of Private colleges said that the Direct Payment System places the entire responsibilities of running the institution on their shoulders with the additional burden to implement the direct payment as such; even though the Agreement was entered between the Government and managing agencies. Moreover, they are bound to implement the directions issued by the concerned managing agencies also. Therefore, as they frankly revealed, they consider the College Council as a forum for consultation only. They very often give, as they said, the members the opportunity to have discussion on various issues coming up for discussion, but they are forced to wind up the discussion as soon as they apprehend that the possible majority decision would affect detrimentally their formal authority or their relationship with the managing agencies. Principals of Government colleges, on the other hand said that the members in the Council are civil servants under the service rules, committed to act as per the rules and, as such they by and large do not find wide scope for deliberations in the College Council. Moreover, as they said, they are also civil servants and the rules are the dominating forces for decision making and as such they also consider the College Council as a body for mere consultation. One of the main features of the higher educational institutions in Kerala is

the growth of strong and powerful informal groups among the faculty members and students within the formal organisation. Both classes of people which the Principals have to deal, namely, the teachers and learners have powerful unions with external political ties. In these circumstances a good number of Principals said that if members in the Council are given the power to take decisions especially on issues like student unrest, discipline among students, control over teaching staff, etc. over-riding political considerations would dominate in decision making leading to more tension and conflicts in the organisation. Professors and heads of departments selected for interview said that in a good number of cases the College Council is considered as a forum for disseminating information, the Principals exercise wide discretion in selecting issues for placing before the Council, the notices of meeting circulated among them in no case contain the agenda of the meeting, and the system of recording the minutes is not uniformly followed. Wherever the discussion goes to the level of involving members actively in decision making and if the Principals perceive such possible decisions as inconvenient for them, they used to invoke their formal authority to remind the members that the Council is only a consultative body. Many of the professors interviewed opined that since the Principals are not rising to the level of motivating members of the Council to involve them on the various aspects of college management through creating an atmosphere in the Council meeting conducive to such involvement and also due to the super imposed

convention to treat the Council as a mere consultative body, they do not like to assert their desire to participate in the management of the colleges. As a result, even when the Principals resort to the practice of instant delegation of powers of decision making to the group on matters like conduct of examinations, use of library facilities, conduct of extra-curricular activities etc., the group tries to delegate back the powers to the Principals. Moreover, since the Principals are heads of institutions, they possess enough disciplinary powers with discretion to use or not to use such powers. Many heads of departments try to avoid confrontation with the Principals by asserting their desire to know what is happening inside the management practices of the colleges. They believe that it is the business of Principals to get them involved in the management process and they do not prefer to get themselves involved at any cost. It is felt in the course of study that the teachers including heads of departments consider their informal organisations as powerful organs for resolving their problems and satisfy their social and ego requirements as teachers within and without the organisations. They also seem to have been depending heavily on the communication channel provided by the informal organisation to satisfy their information requirement rather than depending on the formal organisation and the formal administrative machinery.

It is true that the Principals being heads of institutions of open systems are very often encountered with

constraints and, according to their own statements, the rules framed by higher authorities and the procedure imposed by such authorities, the conflicts arising out of the interactions with other sub-system namely University, Government, managing agency (in the case of Private college), informal groups of students, teachers, etc., are the constraints at the institutional level. But constraints are the basic feature of any form of organisation and it will be difficult to identify any organisation in the present society without any constraints. The rules framed under the Direct Payment System provide that the Principals of Private colleges are responsible for the proper maintenance of books of accounts and other documents relating to the direct payment of salaries and fees collection. Fixation of responsibilities is infact not constraints. The requirements to comply with the above responsibilities can be turned into routine matters through an effective office management. Principals of Government colleges pointed out the provisions in the Stores Purchase Rules as the biggest impediment for utilising financial resources.⁴¹ It appears that the provisions in all these rules and procedures do not put any restriction for associating senior faculty members effectively in the day to day decision making. The rule making body at the higher level need not have

⁴¹ These rules prescribe the procedure to be followed by head of institutions for purchasing stores and other requirements, and is made applicable to all Government offices of the State Government.

any specialised knowledge in the management of higher educational institutions, nor need them foresee all the practical situations in the management of such institutions and make rules suitable to such situations. But the head of institutions, by making use of the upward channel of communication and by providing necessary feed-back, can exert considerable influence on the rule making body in moulding the rules to suit the requirements of the system. For instance, the Principals of Government colleges had the powers to purchase furniture and science equipments upto a maximum amount of Rs.2500 at a time and Rs.10,000 in a year, and for any expenditure beyond this limit they had to seek administrative sanction of the Director of collegiate education upto 1980.⁴² The Principals found these provisions creating difficulties for the effective utilisation of financial resources and by making use of the upward channel of communication, they could convince the higher authorities about the difficulties. Accordingly, Government enhanced the limits to Rs.10,000 and Rs.25,000 respectively in 1981⁴³ and the maximum amount which they could spend without administrative sanction has again been raised to Rs.50,000 in 1986.⁴⁴ Principals of Private college found that the P.D. rules

⁴² Government Order (P)660/66/Edn. dated 17.12.1966.

⁴³ Government Order (MS)165/81/H.Edn. dated 25.9.1981.

⁴⁴ Government Order (MS)12/86/H.Edn. dated 15.1.1986.

are silent as to the purpose for which the admission fees collected could be utilised and heavy balances accumulate under this head. Consequent on their move to communicate the difficulties arising out of this situation, Government ordered that the Admission fees collected could be utilised to meet the requirements under any item in the P.D. accounts.⁴⁵ Some of the staff members of one Government college requested the Principal in 1975 to grant permission for the unveiling of the photo of a retired senior professor in the staff room. The Principal who gave oral permission in the first instance traced out that the rules do not permit him to grant such a permission. Consequent on the request of the Principal to relax the rules, Government issued orders relaxing the rules,⁴⁶ and the order interalia stated that as a matter of policy anonymity is a recognised attribute of civil service and hence exhibition of photos of Government servants in public offices is undesirable. But, Government made a sharp distinction between the civil servants employed elsewhere and the civil servants employed as teachers in colleges and the above order made it clear that the relationship of teachers with students cannot be considered to be of the same nature as the relations between regular civil servants, and as such Government consider it appropriate to relax the rules.

⁴⁵ Government Order (R6)1321/74/H.Edn. dated 26.7.1974.

⁴⁶ Government Order (MS)479/65/Edn. dated 31.8.1975.

A good number of instances similar to the three examples cited above are found where through invoking the upward channel of communication the hard provisions in the rules have been either clarified or relaxed to suit the special circumstances. But it is observed that the Principals have not shown so much of alertness in getting relaxed whatever rules they found as inconvenient for the effective participation of members in the College Council.

Thus, this part of the study has made an attempt to measure the leadership styles of heads of Arts and Science colleges through measuring the level of participation perceived by the members of the College Council. The level of participation is measured through three angles. Under the first method it is seen that more than 78 per cent of the members of the College Council perceive the leadership style of the Principals as Benevolent Autocratic, the sum of score values at this level being 85.4 per cent. Through the second approach it is found that the members of the Council by and large are given the opportunity to participate at the level of mere consultation in almost all the functional areas of college management. The analysis under the third method seems to reveal that since the College Councils are treated as mere consultative bodies, the opportunities for lively and healthy discussions are too remote, and, as such the chances of divergence or conflicts are kept minimum.

6.5. Nature of Planning in Utilising Financial Resources

The term planning is used in this part of the study in a limited sense to mean a process by which the college estimates both the quantum of financial resources and requirements of the institution sufficiently in advance every year and devise methods for utilising the financial resources for optimising facilities in the campus. The components of planning as per this statement are (1) estimation of financial resources likely to be placed at the disposal of the college every year; (2) estimation of various requirements of the institution for the year; (3) balancing the estimates of resources and requirements; and (4) devising methods of effective utilisation of financial resources to attain the requirements at the optimum level.

A survey of the various sources of finance to Arts and Science colleges in chapter V of this study interalia revealed, though not specifically discussed, that it is possible for colleges to estimate the financial resources almost at the beginning of every year. On the basis of the sanction issued by the U.G.C. on the proposals of the college, it is possible to approximate the amount of U.G.C. assistance under different schemes for the entire plan period and allocate it yearly. On the basis of this data the college can prepare a long term plan as well as an yearly plan for the utilisation of these resources

under various schemes. The probable amount of library grant, laboratory grant, contingency grant and maintenance grant due from Government every year to Private colleges can be estimated by such colleges without much effort. The above grants are sanctioned according to pre-determined rates and on the strength of students every year. They can priorly be estimated on the basis of the sanctioned strength⁴⁷ for various courses or on the basis of the amount of grant received during the previous year. The quantum of special fees likely to be collected every year can also be estimated in the same manner by both Private and Government colleges. In the case of Government colleges, non-plan allotments can be estimated on the basis of the past data regarding such allotments. But estimation of plan allotments to Government colleges is difficult because a college cannot foresee the exact nature of programmes implemented by the Department of collegiate education every year. However, after receiving the allotment letter or such other communication in this regard the college can plan the utilisation of funds under this head. Estimates of the requirements can be made taking into consideration the various purposes for which the financial resources could be made use of as per the conditions laid down in the U.G.C. documents and other rules framed by the Government.

⁴⁷ Sanctioned strength means the maximum strength of students permitted by the affiliating University.

Preparation of these two estimates enables a college to make budgets or individual programmes and exercise control over the utilisation of funds. Control can be effected by comparing the actual figures and budgeted figures periodically and utilisation of resources in such a manner prevents the chances of under utilisation or non utilisation of resources and optimise the facilities with the available resources at any point of time.

In order to ascertain the existing system of utilisation of resources, five questions were asked to the Principals through questionnaire A. They were requested to reveal whether they follow a system of making estimates (16); and if so which of the functional areas where they make the estimates (17); and if not, how they know the requirements of the institution (20).⁴⁸ The respondents who follow the system of making estimates were also requested to reveal the period selected by them for making the estimates (18) and the methods adopted for making the estimates (19). Through Questionnaire B, the heads of departments were also asked to disclose the methods they used to adopt in informing the requirements of their departments to the Principals (22). In response to the first question, Principals of 19 Private colleges (90.5 per cent) and four Government colleges (80 per cent) disclosed that they used to make estimates, and two Principals of Private colleges and one Principal of a Government college do not have such a system in their

⁴⁸ Figures in brackets indicate the corresponding question number in the Questionnaire.

colleges. Information furnished by the Principals of colleges which follow the practice of estimation as to the period selected by them for making the estimates revealed that all colleges are not following an Uniform approach in selecting the time for estimation. The informants were given four structured periods for making the responses in question number 18 and the responses are tabulated in Table 6.9.

Table 6.9
PERIOD SELECTED BY COLLEGES FOR MAKING THE
ESTIMATES

Sl. No.	Description of the period	Number of colleges					
		Private college		Government college		Total	
		No. 3	% 4	No. 5	% 6	No. 7	% 8
1	At the end of the previous year	3	15.8	0	0	3	13.1
2	At the beginning of the current year	9	47.4	1	25.0	10	43.5
3	In the course of the year	4	21.0	2	50.0	6	26.0
4	When the situation arises	3	15.8	1	25.0	4	17.4
Total		19	100	4	100	23	100

Out of 23 colleges which follow the system of making estimates 56.6 per cent (serial Nos. 1+2) make the estimates sufficiently in advance, while 26 per cent ascertain the requirements in the course of the year and the rest only when the matter comes up for decision. It can be seen that among the colleges which make estimates sufficiently in advance the percentage of Government colleges is low (25 per cent)⁴⁹ as compared to that of private colleges (63.2 per cent).⁵⁰ In response to question number 20 to those colleges which do not follow the system of making estimates, as to how they ascertain the requirements of their institutions, Principals of two Private colleges said that they collect information as and when the need arises and one Principal of Government college said that he gathers information from the office files. Thus it is found that only 13 colleges, that is, (serial Nos. 1+2 of column 7 of Table 6.9) 50 per cent of the total, follow the system of a planned approach in making estimates and the rest do not have such an approach. In question 17, the Principals were asked to identify the functional areas in which they make the estimates, for which ten structured areas were given in the question. The first four areas related to the estimation of the various resources namely, resources under; (1) U.G.C. assisted programmes;

⁴⁹ Serial Nos. 1+2 of column 6, Table 6.9.

⁵⁰ Serial Nos. 1+2 of column 4, Table 6.9.

(2) Special fees; (3) Grants from Government (in the case of Private colleges); and (4) budget allotments (in the case of Government colleges). The last six items given in the question related to the requirements (under library, laboratory, sports and games and each item of other special fees collection) and facilities that could be created out of the resources (under U.G.C. assisted programmes and plan allotments in the case of Government colleges). Out of the 23 colleges which follow the system of estimation, 20 colleges (including all the four Government colleges) revealed that they prepare estimates for the requirements under library, laboratory and atheletic activities. Three Private colleges in addition to the estimate on all the above three items, prepare estimates of the facilities that could be created out of U.G.C. assisted programmes and no Government college prepares estimates on facilities under plan and non-plan allotments. No college has identified the first four item in the question, that is, those related to the estimation of resources and, no college prepares any estimate of requirements under the different types of special fees other than laboratory fee, library fee and atheletic fee.

Principals were also requested to reveal the methods adopted by them for preparing the estimates of requirements. Six structured methods were given for the same in question number 19 with provision to make additions. Table 6.10 below shows the responses of Principals in this regard.

Table 6.10

METHODS ADOPTED BY PRINCIPALS FOR PREPARING
ESTIMATES OF REQUIREMENTS OF THE COLLEGE

Sl. No.	Description of the methods	Number of respondents					
		Private college		Government college		Total	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Principal prepares with the help of some teachers	13	68.4	2	50.0	15	65.2
2	Principal himself prepares and circulates among heads of departments for comments	3	15.8	1	25.0	4	17.4
3	Principal asks the office staff to prepare it	Nil	Nil	1	25.0	1	4.3
4	Each head of department prepares and consolidates in the College Council	3	15.8	Nil	Nil	3	13.1
Total		19	100.0	4	100.0	23	100.0

In sixty five per cent of the colleges, the Principals themselves prepare the estimates with the help of some teachers selected by them. The formal machinery of the College Council is made use of for preparing and finalising the estimates by only 13 per cent of the colleges. The responses of the heads of

departments collected vide question number 22 in questionnaire 'B' as regards the method they adopt to inform the Principals about the requirements of their departments are tabulated as follows:

Table 6.11

METHODS ADOPTED BY HEADS OF DEPARTMENTS TO INFORM THEIR REQUIREMENTS TO THE PRINCIPAL

Sl. No.	Description of Methods	Number of responses					
		Private college		Government college		Total	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Through an estimate presented directly every year	26	12.6	8	16	34	13.3
2	Through an estimate presented and finalised in the college council	22	10.7	6	12	28	10.9
3	When asked for	16	7.8	Nil	Nil	16	6.3
4	When and where the occasion arises	142	68.9	36	72	178	69.5
Total		206	100.0	50	100	256	100.0

More than 69 per cent of the respondents disclosed that the colleges are not following a systematic method of preparing estimates, they inform the Principals their requirements as and when the situation arises. Thirteen per cent of the heads

prepare the estimates and submit it directly, where as around eleven per cent of the respondents finalise their requirements though the College Council. It can be seen that the information furnished by the Principals in Table 6.10 and heads of departments in Table 6.11 do not differ substantially. From the statements of the Principals it is found that more than 65 per cent of them prepare the estimates with the help of selected staff members and more than 17 per cent among them prepare it by themselves and circulate among heads of departments, (Table 6.10) in both the cases the involvement of the heads is very low, and this fact is substantiated from the responses of the heads of department also. On the other hand, Principals of 3 colleges (13 per cent) make use of the College Council for finalising the estimates, thus giving an opportunity to the heads to have some involvement (Table 6.10) and 28 heads of departments (10.9 per cent) also agree with this view (Table 6.11).

The above analysis regarding the existing system of planning in utilising the resources by the colleges seems to arrive at the conclusion that eventhough there is much scope for a planned utilisation of resources no college is making use of such a system effectively. Eventhough 50 per cent of the colleges follow the system of making the estimates, the area of estimation in all colleges is confined to the estimation of some of the requirements and no college makes an assessment of the resources to achieve the requirements. Mere estimation of

requirements without a corresponding estimation of resources renders the planning process defective. A meaningful system of planned utilisation of resources is possible only when the planning process takes into consideration both the requirements and resources and properly balancing them. The absence of such a system makes it impossible for the colleges to draw budgets, devise effective methods of utilisation and exercise control over the planned programmes. Another aspect noted in this context is that the heads of departments are not given active involvement by all the colleges in whatever plans they make. Only 13 per cent of the Principals make use of the formally constituted College Council for discussing and finalising the estimates and only 10.9 per cent of the heads of departments feel that they get involved in such a way. Involving subordinates in making plans is considered as a vital ingredient in any planning system because such involvement on the part of the subordinates, who have to play an effective role in the implementation of the programmes, creates a sense of commitment. Providing opportunities to discuss and finalise plans among the different functionaries ensures good communication among them regarding plans and creates role clarification.

6.6. Nature of Delegation existing in Colleges

Management scientists consider effective delegation as one of the most powerful tools at the disposal of an executive for getting things done efficiently in any form of organisation. Delegation is usually described as an understanding between the superior and subordinate whereby the superior transfers or loans a portion of his authority to the subordinate and the subordinate makes use of this authority to achieve the stated objectives and accepts responsibility that the objective will be accomplished.⁵¹ The philosophy behind the principle of delegation is that no person in any organisation can do all the tasks necessary for achieving its goals and it is very often said that without delegation no organisation can survive. Delegation is said to be an elementary act of managing.⁵² An effective delegation does not take away the overall authority of the delegator, he always retains the power to exercise control over the delegatee and the right to recall the delegated authority. Terry and Franklin⁵³ compare the process of delegation with the process of imparting knowledge with the words: "you share with others who then possess the knowledge, but you still retain the knowledge". In higher educational institutions, as we have

⁵¹ Herbert M. Engel, How to Delegate: A Guide to Getting Things Done. (Bombay: Jaico Publishing House, 1985), p.11.

⁵² Harold Koontz, Cyril O'Donnell and Heinz Weihrich, Management 8th ed. (Japan: Mc Graw Hill, 1984), p.306.

⁵³ George R. Terry and Stephen Franklin, Op.cit., p.224.

already seen, the relationship between the heads of departments of different faculties and the Principal is not exactly that of subordinates and superior as far as the nature of duties associated with the dissemination of knowledge is concerned. The heads of departments are in the second line of hierarchy. The post of Principals are usually filled up from this category. Apart from keeping a balanced sharing of powers by decentralisation of authority, an effective delegation is also viewed as a cardinal step in developing subordinates to assume duties, powers and responsibilities of management. Viewed from this theoretical perspective, it appears that the process of effective delegation can play an important role in the management of higher educational institutions. In order to examine how far delegation is practised in the existing system of management of colleges, three variables are set, namely, (i) assignment of tasks, (ii) granting of authority and (iii) creation of responsibility. Thus, the term delegation is used in this part of the study to mean a process by which the Principal assigns certain tasks to heads of teaching departments and senior member/members among the office staff and grants necessary authority to such delegates for the execution of the tasks and makes the delegates responsible for the same.

The Principals of colleges selected for study were requested to quantify, on the basis of an average estimate, the percentage of their total official time they spend on routine matters (question No.8 in questionnaire A). The term routine matters is defined in the questionnaire as matters other than developmental activities. In order to give maximum

clarity, the term developmental activities is defined in the questionnaire as activities necessary for making plans and estimates, sending proposals to higher authorities for expansion, development, starting new courses etc., and planning for faculty and curriculum development. The respondents were requested to specify the time spent on routine matters on affairs connected with three outside agencies namely University, Government and Managing Agency, and two areas of their management viz. (a) internal administration and (b) students grievances.

The information furnished by the respondents revealed that Principals of all colleges are over-burdened with routine matters. On the basis of the percentage of time spent by them on routine matters the Principals are placed into three groups. The first group comprises 16 Principals of Private colleges and all the five Principals of Government colleges (76.2 per cent and 100 per cent respectively) who spent 95 to 98 per cent of their time on routine matters. The second group consisting of 3 Principals (14.3 per cent) and the third consisting of 2 Principals (9.5 per cent) of Private colleges who spent 80 to 95 per cent and 70 to 80 per cent respectively on routine matters. As a result of the over-burdened nature of routine work attached to the offices of the Principals, the percentage of total time spent on developmental activities has been reduced to 2 to 5 per cent, 5 to 20 per cent and 20 to 30

per cent respectively by the first, second and third group of Principals. Wide variation is found among the respondents as regards the percentages of time spent on routine matters connected with five types of activities given in the questionnaire. In fact, the 26 responses revealed 26 different types of information making it difficult to have any comparative analysis. It is found that maximum time is spent on routine matters connected with internal administration, the time spent on this item varying from 30 to 35 per cent to 65 to 70 per cent. Routine matters connected with the affairs of the three external agencies consume less than 25 to 30 per cent of time in all cases.

Too much routine work on the part of any executive is the symptom of insufficient delegation. Before making an analysis of the factors responsible for the variation on the percentages of total time spent by colleges into three groups already made, it is decided to analyse in depth the managerial processes involved under the existing system on the different functional areas of college management to ascertain the relationship between the existing delegation in the organisation and the nature of the resulting routine work to the Principals. Accordingly seven functional areas as given below are selected for detailed analysis.

- (a) Office administration;
- (b) Admission of students;
- (c) Teaching work and control over teaching staff;

- (d) College elections;
- (e) Conduct of examinations;
- (f) Use of library; and
- (g) Student relations.

The above seven areas cover almost all the crucial functional areas of college management. The findings of the analysis are detailed below:

6.6.1. Office Administration

The Department of higher education of the state Government, on the basis of the recommendations made by the Director of collegiate education, delegated certain powers to the Administrative Assistants of Government colleges. Through this formal delegation, the Administrative Assistants are given powers to supervise and control the office staff including powers to sanction leave, increment of certain classes of office staff, draw pay bills, T.A. bills and contingent bills of office staff and sign fair copy of letters and orders approved by Principals other than those intended to be forwarded to Director of collegiate education, Government and University.⁵⁴ Administrative Assistants, as already pointed out are appointed only in colleges having a student strength of 2500 or more and in all other

⁵⁴ Government Order (RT)1983/73/H.Edn. dated 8.10.1973.

colleges the head of office is designated as Senior superintendent or Junior Superintendent as the case may be. Private colleges follow the same pattern, and have the post of Administrative Assistants on the basis of the above student strength. But the Administrative Assistants in Private colleges do not have any such delegated powers. Since the management of Private colleges is vested in the Private managing agencies, Government have no jurisdiction to implement the order delegating powers to Administrative Assistants in Private colleges. It is found that no private college has expressly conferred any delegated powers either to the Administrative Assistants or Superintendents as the case may be and in all Private colleges the entire office administration is under the direct control of Principals. In Government colleges also, apart from a very few colleges which have the post of Administrative Assistants, no formal delegation of powers is made to the heads of office and as such the entire office administration is directly supervised by Principals. Even in colleges where the post of Administrative Assistants exists, the Principals do not get themselves relieved of office administration because of the fact that powers delegated to the Administrative Assistants are very limited. Even though both Government and Private Colleges follow the uniform staff pattern, the work load connected with the office administration of Private colleges is comparatively higher than the Government colleges. All gazetted officers of Government colleges

(which includes all the teaching staff, except Junior Lecturers, and one or two senior members among the non teaching staff) draw their salary directly from the Government treasury and the Principals of Government colleges are relieved of from drawing and disbursing salary to such staff. But in Private colleges the entire work in connection with the implementation of direct payment is done in the college offices. On 20th day of every month the Principals of Private colleges have to submit the establishment bill for the salaries of teachers and non teaching staff for the month in quadruplicate in accordance with the approved list of both classes of staff to the zonal Deputy Directorate of collegiate education. The bill prepared on each month must accompany ten documents such as monthly statement of demand collection and balance of tuition fee, monthly statement of fees remittance to treasury, copies of staff attendance register, statements of classwise and group wise strength of students, details of leave sanctioned, increment due to staff, and two certificates signed by the Principal that the entire tuition fees collected till date have been remitted to the treasury and the salary drawn during the previous month has been disbursed. Principals of Private colleges said, in the course of interview, that they used to take utmost care personally in verifying each entry in the bill, documents, and statistical data in order to avoid the chances of facing the displeasure of the staff for not getting the salary in time incase the bill is objected by the zonal Deputy Directorate for want of any data or due to any error or omission in the

bill. Principals of Private colleges also have the additional burden of claiming all the four types of grants from the Government as per the Direct Payment Agreement with all details and data as per the rules prescribed by the Government. In the case of Government colleges, office work in connection with service matters of both teaching and non teaching staff is done in the Department of collegiate education where as in unitary type of Private colleges, the managing agencies usually do not have a separate office and all such work is also done in the college office itself. However, the corporate type Private colleges do have a separate establishment, and as such the Principals of colleges coming under such types are relieved of from the routine work in connection with the service matters of staff.

The number of duties attached to the office administration is almost equal irrespective of the strength of students. Only the quantum of work and not the number of work alone will increase with the increase in the strength of students. But ignoring this fact, Government ordered delegation of limited powers only to head of offices of colleges having students strength of 2500 or more. Principals of Government colleges, as we have already seen, assume office of the Principal at the fag end of their service and the duration of office in all cases is below 5 years. In the case of Private colleges, however, the Principals have comparatively a long duration of office. During the entire period of service prior to assuming Principalship they seldom get the

opportunity to deal with administrative matters going on within the college. Even when they assume the office of Principalship, they do not get any orientation or training from any source regarding the management of these institutions nor do they get any consultative service from any corner. The sources of different rules, the exact wording of the rules, subsequent clarifications issued on them and the interpretations of the rules made by the audit party of the State Government and Comptroller and Auditor General from time to time, etc, are quite alien for a newly appointed Principal. Upto a period of time necessary for them to get themselves equipped with all the rules, they have to depend heavily on the administrative staff in the college. The administrative staff of Government colleges belong to a general pool of such staff acquainted with all categories of office work under the control of the Department of collegiate education. Due to their frequent transfer to different colleges and different sections in the department they are in a better position to acquire much experience than their counterparts in Private colleges. In the case of unitary type colleges the office staff once appointed do not get the chance of any interaction with similar staff working elsewhere, with the result that their area of office experiences is limited. However, in corporate type of colleges they are transferrable to all the colleges under the corporate management and as such their chances to acquire variety of experience is much better. The minimum qualification for an entry into service of the administrative staff is a pass in S.S.L.C. and all posts including that of Administrative Assistants are filled up by

promotion. Before introducing the direct payment, the private agencies were free to appoint any one as a member in the office staff even relaxing the minimum qualifications. After implementing the direct payment, Government issued orders relaxing the test qualifications and gave time to acquire minimum academic qualifications to all those who were underqualified, to avoid hardships to the then existing administrative staff while retaining them in the new system. Before the implementation of the direct payment, the office staff of Private colleges were not familiar with rules and procedures prescribed by bureaucratic machinery. They were familiar only with the directions given by the Private managing agency and the Principal of the concerned college. But after introducing the direct payment, they were also compelled to familiarise themselves with the rules and procedure prescribed by the Government for claiming the different types of grants, receiving salary, satisfying the audit party etc. Hence immediately after the introduction of the direct payment, the Principals of Private colleges, even though they have got a lengthy duration of office, found it difficult to depend wholly on the office staff for office administration. In fact most of them were under a dual responsibility, namely to get themselves equipped and to equip their subordinates in the office to suit the requirements of the system.

The book of accounts and other records of both the type of colleges are audited by the audit wing of the Department of collegiate education. One of the problems faced by Principals

of both types of colleges is the delay in getting the accounts audited. It is observed that the average period of audit pending in Government colleges at the end of 1985 was 3 years. In the case of Private colleges the period of pending audit varies from zonal office to zonal office. For instance, at the end of 1985 the total number of years audit pending in 32 Private colleges under Quilon zone was 185; where as a total of 206 years audit was pending as on the date under the Kottayam zone having 36 Private colleges. There is no uniformity in the number of years pending audit in colleges coming under each zone. For instance, the audit of Christian College, Kattakada was pending for 10 years at the end of 1985, where as, the audit pending in S.N.College, Quilon, as on that date was only one year. The Principals of both types of colleges have to obtain non liability certificate for getting their pension benefits after retirement. On an interview, the zonal Deputy Directors revealed that they used to give preferences to colleges having Principals on the eve of retirement while selecting colleges for audit every time. Due to the lack of sufficient funds and staff, no zonal office could complete the audit of any college in time after introducing the direct payment in 1972. The retired Principals will be issued the non liability certificates only when the entire audit objections against them are cleared. Since in no college the audit is completed in time in any year, it becomes the duty of the officiating Principal to clear the audit objections of the retired Principal. If the existing

Principal could not give valid clarifications for each and every objection or fail to convince the authorities that the instant cases are fit to be waived, the amount involved in the objections will be fixed as a liability against the retired Principal and would be adjusted against the latter's pension benefits. A comparison of audit objections of a sample of 4 retired Principals from Government colleges and 9 retired Principals from Private colleges revealed that the amount involved in the audit objections of Principals of Government colleges is comparatively low and reasons for objections in the case of such Principals are not so severe, such as short collection of fines from students, technical defects in vouchers, etc. In the case of Principals of Private colleges, instances of violation of Stores Purchase Rules are common among the audit objections and they include violation of direct payment regulations like unauthorised withdrawal of funds, etc., and amount involved in these objections in exceptional cases goes up to Rs. 2 lakhs.⁵⁵ It appears that this sense of apprehension in the minds of Principals that they also will have to undergo the same sort of trial after retirement compels them to: (i) concentrate more on routine official work, (ii) devote more time by checking and counterchecking facts and figures on every proposal for spending money, and (iii) concentrate as many powers as possible in their hands. The question of audit objections will come up only when one

⁵⁵ For instance the liability fixed by the Quilon zonal Directorate against two Principals retired from one of the colleges selected for study in 1980 and 1982 amounts Rs.1,92,132 and Rs.2,08,185 respectively.

utilises funds, and unspent or under utilised funds will not lead to the violation of any rule or procedure involving monetary liability. Principals of Government colleges directly as well as through representation in the Principals conferences convened by the Department of collegiate education and Principals of Private colleges through their Association requested the Government to formulate a rule permitting to shift a portion of their liability arising out of audit objections to the responsible sub-ordinates in the office who advised them to take such decisions. Government has not so far responded to the demand. A discussion with a cross section of officers in the finance department of the Government secretariat and an indepth survey of the existing rules revealed the fact that even in the absence of a special rule, the Principals can shift a portion of their liability to the subordinate staff. This can be done if the Principals succeed in satisfying the authorities that while taking decisions they had not by-passed the organisational levels of office procedure and raised all possible queries as per rules which a prudent and reasonable executive would make in similar circumstances. It can be seen that the chances for violating procedures and committing errors are likely to be more when powers are centralised whereas an effective system of delegation prevents the occurrence of such errors. Moreover, after delegation, the head of institution will get relieved from routine work and can devote more time to devise effective methods of control over the whole process. It is also found in both types of colleges that, even in matters

which do not involve any financial commitment, powers are not delegated to any one and as a result the Principals are compelled to devote a major portion of their time on routine matters. For instance in all colleges they themselves sign the transfer certificates and conduct certificates of all students who have completed the courses and the applications of all students for obtaining concession tickets to travel in buses. In many colleges the Principals themselves receive registered postal articles from the postman. Majority of students in a number of colleges enjoy fee concession and a lengthy procedure has to be followed to settle the cases of such students. The colleges have to forward the application form of each of such student to the Department of Harijan Welfare for claiming the tuition fees, special fees and examination fees and credit the amounts to the accounts of the Government, P.D. account and account of the University as the case may be. It is found that the Principals in all colleges sign the entire application forms and other communications in this connection. The authority to sign even the fair copy of communications intended for internal circulation is not given to anybody in any college. Thus it is found that except from delegating insignificant powers to Administrative Assistants of very few Government colleges, no delegation exists in any college as regards office administration.

6.6.2. Admission of Students

Rules and procedures for admission to various courses of studies are prescribed by the University. In the case of private colleges admissions are regulated as per the provisions in the Direct payment Agreement, in fact all these conditions are later on incorporated in the University laws. Since admissions are to be conducted on the basis of the prescribed rules, the chances for using any discretionary powers on the part of the head of institution are very rare. In the case of Private colleges, 20 per cent of the seats are reserved as management quota and ten per cent of seats (20 per cent in the case of colleges belonging to backward communities) are reserved for the community to which the college belongs. To fill the management quota, the concerned managing agencies prepare for themselves lists of students and the Principals are bound to give admission to them. In the case of the community quota each college has to prepare a ranklist of the candidates who belong to the community to which the college belongs and admit students on the basis of the merit from the rank list. On the whole, existing rules and regulations give no discerning power to the Principals as regards admission of students.

The information collected through interviewing the Principals of all colleges and selected heads of departments of such colleges regarding the existing system of conducting admission revealed the following. All colleges follow a uniform

procedure under which the Principals while retaining in their hands the entire powers to conduct admissions, distribute among teachers certain work assignments relating to the process. In the case of admission to pre-degree classes, each committee represents teachers belonging to different discipline to suit the different combination of subjects offered for pre-degree courses.⁵⁶ The above committees process the applications and prepare the rank list as per rules and submit the rank list and application forms to the Principals. In the case of degree and postgraduate courses, each of the heads of departments collect the applications received for admission in his discipline from the principals, process it with the help of other members of staff in his department and submit the rank list and application forms to the Principal. The lengthy process of admitting students to all courses goes on under the direct supervision and physical presence of Principals in all colleges. Except in the case of four Private colleges, admission to all courses is done in the Principal's room and it normally takes two months to complete the admission to all courses of study. Huge crowds consisting of the applicants, their guardians and other members

⁵⁶ In all colleges in Kerala, each pre-degree course consists of a combination of three elective subjects.

of public assemble on the corridors and in front of the Principal's office on the days of admission to conduct enquiries. It is observed that, in eleven Private colleges the Principals used to take some measures to manage the crowd by providing accommodation to them in the auditorium or in vacant class rooms to avoid noisy disturbances. Each candidate has to appear before the Principal with his guardian, and it seems that the objective behind this customary rule is to provide an opportunity to the Principal to have some sort of interpersonal relationship with the guardian in the presence of the ward on the first day of the commencement of his career. Where the institution is small in terms of the number of students the Principal will be able to achieve this objective with all its sanctity. But at present when the strength of students has become so unwieldy, the Principals, as many of them admitted, do not find time to have even a glimpse of the very face of the guardians. The Principals conduct admission with the help of the concerned heads of departments and one or two teachers who verify the certificates. The work of the Principals is to supervise the entire process and sign the papers. It is also observed in the course of the study that in a good number of colleges a group of teachers always cluster around the Principal in office during the entire period of admission to render him necessary assistance in sending the admission cards to the candidates, preparing various lists, verifying the rank list prepared by the concerned committees or heads of department, answering queries from the public, etc.

The role of admission committees and heads of departments ends with the preparation of the respective rank lists. No power nor any responsibility is assigned to them in the conduct of admissions to any course. The authority to prepare the rank list is not conveyed to the committees or heads of departments through a formal order issued by the Principals and as such it is not possible to ascribe any legal responsibility on them for any error that may creep up in the work. In most of the colleges, Principals used to issue communications requesting the committees/heads of departments to entertain the work, but all such communications are in fact only work assignments and not delegation of authority.

In this context, a model consisting of a system of conducting admissions developed by the researcher is placed before the Principals to seek their response. In the model, the authority and responsibility to conduct admissions are given to the committee constituted as at present in the case of predegree and to the heads of departments in the case of degree and post-graduate courses. The committee/heads of departments conduct admissions as per University rules and further directions, if any, given by the Principal. The duties of the Principals are confined to the exercise of control over the above functionaries following the principle of 'Management by Exceptions', under which they interfere only in the admission of those cases which

possess an exceptional character as compared to the routine process. Under this model the whole process of admission is decentralised and the heads of departments/committees assume responsibility in preparing the rank list and conducting the admissions. Since the number of candidates placed at the disposal of each head of departments is small, the system enables them to establish good interpersonal relationship between the heads and guardian. All Principals prima facie appreciated the soundness of the model which, as they agreed, would relieve them from a lot of routine work and tension. But they were all reluctant to experiment such a model or a similar one for various reasons.

Some of the Principals of both Government and private colleges were doubtful of getting formal authority from University, Government and Managing agency in support of experimenting with such models. Others, over 60 per cent of the total, expressed the fear of assuming themselves the heavy risk involved in delegating duties to heads of departments all of whom under all circumstances could not be expected to follow the admission rules strictly. If one or other of the heads of departments consciously or unconsciously violate the rules, it is the Principal who has to answer the queries from the University or Government, face the wrath of the general public and above all, bear the brunt of the unpleasant situation arising out of disciplinary action against the heads. A small

group of Principals however did not perceive such situations. But they expressed doubts about the success of the model unless it is implemented after creating a general awareness of its advantages among the functionaries at the institutional level as well as at the upper level comprising the University, Government and Managing agency. Some of the Principals were of the view that such a system of devolution of authority and responsibility will narrow down their image as heads of institutions among the general public as well as the students. An analysis of the above responses shows that the fears, apprehensions and doubts expressed by the Principals in refraining from delegation are synonymous with what management scientists perceive as the attitudes of executives who are reluctant to delegate powers in organisations. For instance, Stoner and Wankel identified feeling of insecurity, fear of loss of power and lack of confidence in subordinates as reasons that managers commonly offer to explain why they do not delegate.⁵⁷ Terry and Franklin point out that the tendency of human beings to want to do things personally, unconscious acceptance of the indispensable person theory, unwillingness to accept risk and desire to dominate are the major reasons for abstaining from delegating powers by executives.⁵⁸ It is very often said

⁵⁷ James A.F. Stoner and Charles Wankel, Management, 3rd ed. (New Delhi; Prentice Hall of India, 1986) pp.309-310.

⁵⁸ George R. Terry and Stephen G. Franklin, Op.cit., p.236.

that the extent to which delegation possible is influenced by organisational culture. Throughout their career as teachers and heads of departments in the past, the Principals, as shown in the earlier part of this study, had only the experience of abiding authority and not sharing of authority in the management of colleges.

6.6.3. Teaching work and Control over Teaching Staff

The teaching activities of each discipline are under the direct supervision of a cadre professor in each college. If the discipline offers only degree course it is headed by a second grade cadre professor and if it offers both degree and postgraduate courses it is headed by two professors viz., one second grade cadre professor in charge of the degree and pre-degree courses and one first grade cadre professor in charge of the postgraduate course and overall charge of the department. As distinguished from non cadre professors who become professors after completing a certain prescribed period of service under the time bound promotion system, cadre professors are appointed strictly on the basis of seniority from the feeder category and the term 'Cadre' is used to mean 'Head'. Neither the University laws nor the orders issued by Government define the duties and responsibilities of the cadre professors. In the absence of specific description of duties

of heads of departments and the their relationship with the Principal, one has to depend on customary practices or precedents or both of them taken together to understand the duties and powers of the heads. However, since these professors are designated as 'Heads of Department' it can be said that they have to perform such functions which heads of departments in the second line of heirarchy should do under the general service rules. The University Ordinances allow a reduction of 3 hours and 2 hours respectively in the work load of teaching for first grade and second grade cadre professors as compared to the work load of other teachers. Conventionally, a number of duties and a lot of responsibilities are attached to this post. Assigning work to teachers in the concerned discipline taking into account the area of specialisation of each and every staff member and their preferences, supervising the teaching-learning process, maintaining good interpersonal relationship among teachers and students, planning and organising co-curricular activities, controlling the teaching staff and students under the faculty and co-ordinating the activities of the discipline with the overall activities and objectives of the institution, etc., are some of the important duties attached to this post. It is the heads of departments who actually lead the academic activities and academic communities in different branches of knowledge in the campus. As such the role of these heads are highly significant in the total organisational structure. On enquiry as to how far powers are delegated to heads of departments to supervise

and control both academic work and academic staff under their departments, Principals of all colleges replied that they have been given the authority to prescribe work assignments to the teachers under their control. The heads of departments selected for interview also agreed with this fact. To enquire into the nature of delegation existing in colleges as regards the exercise of control over teachers, three questions have been served in the questionnaire, one in questionnaire A, and two in questionnaire B. Principals were asked to specify the method adopted by them to control the teaching staff and three structured answers were also given to the question, namely,

(1) through the heads of departments;

(2) directly with each member;and

(3) directly as well as through the heads of departments

(Q.No.15). The heads of departments were asked to specify

(1) how the Principal controls the individual staff members belonging to their department (Q.No.21) and

(2) in official routine matters how the staff members in their department contact the Principal (Q.No.20).

The same structured answers given to Principals in the questionnaire were incorporated in both the questions to the heads of departments also.

Analysis of responses from Principals showed that 3 Principals (11.5 per cent) exercise control over teaching staff

only through heads of departments, where as the rest 23 Principals (85.5 per cent) including Principals of all Government colleges control their teaching staff directly as well as through heads of department and no Principal exercises control only directly over each member. The responses collected from heads of departments regarding the method adopted by Principals to control the staff members under their departments are given in Table 6.12.

Table 6.12

PERCEPTION OF HEADS OF DEPARTMENTS AS REGARDS
THE METHODS OF CONTROL ADOPTED BY PRINCIPALS
OVER TEACHING STAFF

Sl. No.	Description of the method	Number of responses					
		Private college n = 206		Government college n = 50		Total n=256	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Through the Head of Department	46	22.3	8	16	54	21.1
2	Directly	53	25.7	10	20	63	24.6
3	Directly as well as through the Head of Department	153	74.3	40	80	193	75.4

More than 74 per cent of the respondents from Private colleges replied that their Principals control teaching staff directly as well as through the heads of departments. Out of

the 53 respondents from Private colleges who favoured the 'second' answer, 46 marked the answer given as 'one' also. Thus the total number of respondents from Private colleges who perceive that the Principals exercise control directly as well as through the heads has reached to 199, being 96.6 per cent (items 1+3 of column 4 of the Table). Only 7 respondents from these colleges perceive that the Principals exercise control only directly. In the case of Government colleges, out of the 10 respondents who preferred answer given as 'two', 8 marked answer 'one' also. Thus in Government colleges too the number of respondents who feel that the Principals exercise control through the heads of departments as well as directly has gone to 48, being 96 per cent (items 1+3 of column 6 of the Table).

When all these responses are combined, it can be seen that 96.5 per cent (items 1+3 of column 8) of respondents perceive that the Principals follow a system of controlling teaching staff both directly as well as through heads of departments and no respondent feel that the Principal exercises control only through the head of department.

Table 6.13 shows the system of communication between the individual staff member and the Principal in official routine matters.

Table 6.13

PERCEPTION OF HEADS OF DEPARTMENTS REGARDING THE
METHODS OF COMMUNICATION ADOPTED BY INDIVIDUAL
STAFF MEMBERS TO CONTACT THE PRINCIPALS

Sl. No.	Description of methods of communication	Number of responses					
		Private college n = 206		Government college n = 50		Total n=256	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Through the Head of Department	10	4.9	3	6	13	5.1
2	Directly	19	9.2	3	6	22	8.6
3	Directly as well as through the Head of Department	187	90.8	47	94	234	91.4

Out of 206 respondents from Private colleges, 187 (90.8 per cent) marked answer given as 'three' and the other 19 preferred answer 'two'. Out of the 19 respondents who preferred answer 'two', 10 marked answer 'one' also. In the

case of Government colleges, 3 respondents marked both the answers 'one' and 'two' whereas the rest preferred answer 'three' only. As a result the percentage of respondents who perceived that the staff members communicate with the Principal both directly as well as through heads of departments has gone to 96.6 (items 1+3 of column 8 of the Table). While 11.5 per cent of the Principals feel that they control their subordinates only through the heads of departments, the heads of departments in these colleges perceive that the Principals use the other methods also in addition to the above method (Table 6.12). By combining the data in Table 6.12 and 6.13, which describe downward control and upward communication respectively, it can be seen that Principals in all colleges control the teaching staff directly as well as through the heads of departments. In fact, Principals of 88.5 per cent of the colleges admit this fact. When the Principals control the staff in this manner they bypass the organisational hierarchy and this shows that delegation is defective. When the superior officer, after delegating powers to the subordinate officers, interfere in the delegated powers by exercising simultaneously direct control as if there is no delegation, it is likely to affect adversely the controlling powers as well as the morals of the heads to exercise proper control. It is found that the number of heads of teaching departments in the colleges selected for study varies from 9 to 19, the average number being 11. Taking into account the head of office and the head of library

who are also in the second line of hierarchy the number of heads varies from 11 to 21, the average being 13. The principle of Span of Control (Span of Management) stipulates that no one can manage effectively an infinite number of subordinates at a time. In an enquiry as to the number of subordinates that can be effectively managed by an executive, earlier research findings show that the number is usually 5 to 8 at the upper level of organisation and 8 to 15 or more at the lower levels.⁵⁹ But the sanctity behind fixing a definite number without considering other organisational factors has lost its credibility in the later research findings.⁶⁰ In a school system, says S.J. Knezevich,⁶¹ there is no magic number such as three, seven or eleven that represents the effective span of supervision for any and all executives, a variety of factors in a given situation may drastically reduce or increase the number. Management scientists identified a number of variables such as clarity of delegation of authority, clarity of plans, effectiveness in communication techniques, time available for supervision, etc. for determining the span.⁶² In the present study we have seen

⁵⁹ Harold Koontz, Cyril O'Donnell and Heinz Weihrich, *Op.cit.*, p.237.

⁶⁰ *Ibid.*, p.238.

⁶¹ Stephen J. Knezevich, Administrations of Education (New York: Harpers and Brothers 1962), p.68.

⁶² Harold Koontz, Cyril O'Donnell and Heinz Weihrich, *Op.cit.*, pp.240-243.

that if the Principals do not bypass the organisational hierarchy, the number of subordinates vary from 11 to 21, but at the same time it is also found that they bypass the organisational levels by exercising control over the teachers directly also. Therefore, the entire number of teaching staff are to be taken into account for determining the span and this number varies from 25 to 188 (average 110). We have already seen that the heads of institutions are overburdened with routine matters in the office and lack of clarity in authority relationships exists in the organisation. Hence, it seems that the span of control of the principals is too wide resulting in ineffectiveness in the control mechanism. The above analysis shows that the heads of teaching departments possess delegated powers to prescribe work assignments to teachers under their jurisdiction, and there is no effective delegation for controlling the teaching staff.

6.6.4. College Elections

Elections to various offices of the student union are conducted in colleges following more or less the same procedure for conducting elections to legislative bodies constituted under the Constitution of India. It involves different processes of any such election, namely, publication of electoral rolls, filing of nominations, scrutiny of nominations, publication of list of valid nominations, publication of list of

valid nominations, publication of list of contesting candidates and conduct of polling by secret ballot. Elections in all colleges are conducted as per the rules prescribed by the affiliating University. Each of such Universities issues election notification and fixes the programme of election of all colleges under its jurisdiction. Students unions affiliated to different political parties sponsor candidates either independently or on a coalition basis, mostly depending upon the arrangement among the political parties from time to time in the State. They use all devices and media for propaganda within the campus and the Principals of all colleges, except those of the Women's colleges among the colleges selected for study, described the period of election as the most crucial period in the college almanac, a period of utmost tension in the campus. Both teaching work and very often office work are interrupted during this period due to the noisy atmosphere created by the shouting of slogans, conduct of mini-processions, announcements through mike, sward work etc.

The rules prescribed by the Universities for conducting elections direct the Principals to appoint one of the senior most teacher as Returning Officer in each college and by virtue of these rules the Returning Officer gets enough authority to conduct elections. A detailed examination of the rules prescribed by all the affiliating type of Universities revealed that the Returning Officer possesses

absolute powers to conduct elections, with prescribed duties and responsibilities and hence there exists effective delegation. Information gathered from all colleges regarding the method of conducting elections substantiated this fact. The most difficult work of the Principals, as many of them described, is to identify a teacher willing to take up the assignment of the Returning Officer. Apart from the willingness of the concerned teacher, the other criterion applied for selection is the political neutrality of the teacher. The teacher appointed must not only be politically neutral, but he must also appear neutral in the eyes of all the student unions. Since the Returning Officers possess delegated powers, the Principals of many colleges are relieved of from the formal duties of conducting elections, but as heads of institutions they used to assist the Returning Officers in discharging their functions. Principals of more than 42 per cent of the colleges pointed out specific instances of delegating back to Principals the powers given to the Returning Officers. A scrutiny of these specific instances showed that the Returning Officers found it difficult to manage the situations arising out of dispute among students especially in the course of scrutiny of nominations, arrangement of polling booths, counting of votes, etc. The above scrutiny also seems to reveal that lack of experience on the

part of the Returning Officers in sharing authority and responsibility in decision making is the reason to delegate back the powers to the Principals. Even though the formal duties of conducting elections are vested with the Returning Officers, the Principals being heads of institutions are vested with the overall control of the institutions during this period also. Avoiding instances of violence in the campus, maintaining law and order in the campus, resolving conflicts among different groups of students, arranging physical, financial and human resources for conducting elections etc, are some of the duties attached to the Principals during the period of election. As many as 14 Principals (54 percent) openly and many others implicitly revealed that they feel a sense of loneliness, in the sense that they do not get enough support from even the senior most professors, in discharging the above functions.

Thus it is found that effective delegation exists in colleges in conducting elections, and such delegation exist not by virtue of any managerial policy adopted by the Principals in the colleges, but by virtue of the provisions in the University laws.

6.6.5. Conduct of Examinations

A college conducts two types of examinations namely college level examinations to provide opportunities to

students for self assessment and University examinations. The expenses for conducting the former are met from the stationery fee collected from students under special fees at the rate of Rs.3 per student every year. This rate remained unchanged through out the period from 1972-73 to 1984-85. A college has to conduct three such examinations for all classes in an year. The average number of subjects for which each student has to appear for university examination every year is found as six and for conducting three examinations in an year for the average number of six subjects the amount collected is Rs.3. The amount available per papers for one examination is only 16.6 paise. However under the P.D. rules the Principals can divert funds from other items in the P.D. account for conducting internal examinations. In the course of analysis of P.D. account balances in chapter V of this study it is found that in the case of 11 Private colleges and 3 Government colleges heavy balances are accumulated in this item. During the period from 1980-81 to 1984-85 only two colleges diverted funds from other items on rare occasions and in the case of the rest of the colleges the funds under the stationery fees remained almost underutilised. In the course of interview the functionaries said that the students used to boycott the examinations and on several occasions colleges are compelled to cancel the internal examinations. Delay in starting studies in the opening year of each course; the necessity to conduct classes during the time scheduled

for examinations to compensate number of days lost in strikes, college elections, college association activities, etc., are some of the reasons for the cancellation of internal examinations.

In all colleges it is the heads of departments who are authorised to conduct internal examinations and as such it can be said that there exists delegation in this regard. However the authority shared through that process is exercised very rarely because of the cancellation of examinations for reasons cited above. For conducting University examinations, the affiliating University appoints the Principal of a college as the Chief Superintendent for each examination. The main duties of the Chief Superintendent so appointed include general supervision of the conduct of examinations, receipt and safe storage of question papers and other stationery sent from the University, maintenance of proper accounts of money and materials used, despatch of answer books, sending of reports to Universities of cases of malpractices after preliminary enquires in the matter etc. University examinations both written and practical may last for 2 to 3 months in every year and since a lot of routine work is attached to the Chief Superintendent, it absorbs a considerable portion of each day during the entire period of examination. In response to the enquiry as to the nature of delegation existing in conducting University examinations, it is revealed that the Principals resort to the practice

of giving authority to conduct examinations to some senior member of the teaching staff only on occasions when they are away from station. During the period when they are present in colleges, they themselves conduct the entire examinations. No Principal of any college either on their own initiative or through the initiative of the University machinery has made any attempt during the entire period under review (1980-81 to 1984-85) to share the authority to conduct University examination with any senior teacher or teachers in the institution. It appears that one of the ways to get relief from the overburdened nature of routine work is to entrust the work of the Chief Superintendent to one of the senior professors in the college or to a group of senior professors in rotation. Since no such attempt is found in any college, it can be concluded that in conducting university examinations no delegation exists in colleges.

6.6.6 Use of Libraries

In the teaching-learning process the role of libraries is highly significant in a higher educational institution and as such the management of libraries is an important aspect in the overall management of such institutions. It is said that the character of efficiency of a college or a University can be gauged from the nature of working of the

library. Libraries are resource centres both for the learner and the teacher. The summer courses and other orientation courses arranged by Universities in this State are quite insufficient to cater to the requirements of all college teachers to keep them abreast of the modern developments taking place in all branches of knowledge. As such, college libraries are the only dependable resource centres to make up the deficiency. The University Grants Commission seems to have recognised the importance of college libraries when they give liberal assistance under all schemes for the purchase of books and journals and also fifty per cent of total construction cost of library buildings.

The libraries in the Arts and Science colleges are under the direct supervision of a librarian who is a member of the non-teaching staff. There are four grades of librarians, the grade of the librarian in each college being determined on the basis of the number of books in the college and the number of books issued per annum.⁶³

⁶³ Criteria for grading of librarians in colleges:

Grade of Librarian	Criteria	
	Stock of Books	No. of books issue per annum
Ist Grade	above 15,000	above 30,000
IIInd Grade	10,001 to 15,000	20,001 to 30,000
IIIrd Grade	5,001 to 10,000	10,001 to 20,000
IVth Grade	5,000 and below	10,000 and below

Source: Government Order (P) No.36/71/Edn dated 23.3.1971.

When compared to other members of non-teaching staff, the qualifications as well as pay scales of librarians are high. The basic qualification for all librarians other than fourth grade librarians is a graduation with degree or diploma in Library Science. The scale of pay of a first grade librarian was that of lecturers in teaching departments and of Administrative Assistants (head of office of colleges having strength of more than 2500 students) upto 1983. After 1983 it is made equal to that of Administrative Assistant which is slightly higher than the pay scales of lecturers. However, the librarian is not given the status of a teacher in this state. Out of 21 Private colleges selected for study, 15 colleges have first grade libraries, two of them having acquired the minimum requirement for getting the status of first grade libraries in 1984 and 4 Private colleges have only second grade libraries. These four colleges are those which have not obtained recognition under section 2(f) of the U.G.C. Act and failed to obtain any assistance from U.G.C. up to the end of the sixth plan. Out of the five Government colleges, 2 of them have first grade libraries and the rest have only third grade libraries. Two colleges among the latter are postgraduate colleges. It is found that for both types of colleges the assistance from U.G.C. is one of the major sources and for many colleges the only source for buying books for the library. We have seen in chapter V that Private colleges by and large

succeed in mobilising resources from U.G.C. for library facilities whereas Government colleges comparatively lag much behind in mobilising as well as utilising U.G.C. funds earmarked for the same purpose. It is also found in the same chapter that Private colleges do not succeed in utilising library grants from Government, only 8 colleges (38 percent) utilise the grant and the average percentage of utilisation by these eight colleges is only 34.9. Colleges by and large do not give importance to subscribing to journals. Out of 15 postgraduate colleges selected for study, two colleges subscribed to an average of four journals per subject in 1984-85 and the subscription rates of the rest of the colleges are below four (Table 5.19). In spite of the fact that the directions given by U.G.C. for utilising assistance for books and journals insisted on spending only a maximum of 50 per cent of such assistance on books, most of the colleges spent a high percentage on books and gave lesser importance to journal subscription. Colleges could even otherwise improve their rates of subscription to journals by making use of library fees and library grants in the case of Private colleges and from non-plan allotments in the case of Government colleges. It is also seen that no such efforts have been made by many of the colleges. When compared with the utilisation of resources under other items, the colleges have much flexibility in utilising funds for the development of library. In all other cases both types of colleges have to follow the Stores Purchase Rules for utilisation of funds under which lengthy

procedure such as inviting quotations or tenders, processing of quotations/tenders, selecting the suppliers etc., has to be adhered to. But in utilising funds for library, the colleges are free to buy books without any such formalities from any book seller who is prepared to give a discount of not less than 10 per cent of the face value of the books. In spite of this flexibility, in utilising funds, a good number of colleges could not maintain proper balance between the utilisation of funds for journals and books. We have seen in this chapter that even though there is much scope for planned utilisation of resources including resources for library, no college is effectively implementing such practice. It is found in the course of study that out of 21 Private colleges in the sample, 11 colleges introduced Technical organisation⁶⁴ of libraries and the rest of 10 Private colleges and all Government colleges have not introduced this system in the libraries upto the end of 1984-85. Ten colleges out of the eleven which introduced technical organisation follow the Colon classification and one college introduced Decimal classification. Technical organisation is considered as a bare necessity for the proper utilisation of libraries especially when the users of the library are sufficiently large.

⁶⁴ This is a system of organising library with classification and cataloguing systems. Colon classification and Dewey decimal classification are the existing two systems of classification. Cataloguing which follows classification is done with the help of catalogue cards properly arranged in catalogue cabins.

This system also facilitates proper maintenance of the library and effective utilisation of resources for purchasing new books. Among the ten Private colleges which have not introduced this system, six are postgraduate colleges which received U.G.C. assistance up to and including the sixth plan period. In these, one college received the maximum amount of postgraduate assistance during the sixth plan. The other four colleges are those which failed to get any U.G.C. assistance, so far owing to lack of recognition under section 2(f). On a discussion with the librarians of colleges which introduced this system it is found that the investment required on the part of the colleges to introduce the Technical Organisation is below Rs.10,000/- in addition to the services of few technical hands for a limited period to classify the books. Colleges could have managed the entire expenses from the assistance received from U.G.C., since it was specifically provided in the U.G.C. guidelines issued during the earlier plan periods as well as during the sixth plan that an amount up to 10 percent of the grant received for books and journals under all schemes can be used for appointment of temporary professional staff needed for accession, processing and cataloguing of books and/or for stacking purpose. All the Government colleges in the sample do not have the Technical Organisation of libraries even though two of the colleges received assistance during the sixth plan. In fact one Government college out of the last mentioned

two colleges is one of the biggest colleges in the State having more than 82,000 books in the library and also having 14 postgraduate courses and 18 degree courses. This college established in 1866, received assistance from U.G.C in almost all plan periods.

The above analysis seems to reveal that a number of Private colleges and all Government colleges are not giving much emphasis to the management of libraries. In order to ascertain the nature of delegation existing in the utilisation of resources for the library, six questions were incorporated in questionnaire B. The information obtained is supplemented by the information gathered in the course of interview also. The heads of departments were asked to reveal:

(1) who buys books in their college; (2) who buys journals; (3) what is the criterion to take decisions on such buying; (4) how they assess the requirements of books and journals in their individual subjects; and (5) from where they buy books. The heads of department of all colleges replied that the power to buy books and journals vests with the Principal and no part of the power is given to any other subordinate/subordinates. On the basis of the total amount of funds available to be spent on library, the Principals make allotments to individual heads of departments on some rational

basis fixed in advance. The heads of departments have to submit proposals within the limits of the allotment. The heads of departments of eleven Private colleges and all Government colleges said that such allotments do not contain a break up allotment for books and journals, whereas heads of departments of 10 Private colleges said that the allotment they used to receive contain a clause to submit details of journals also without any specific allotment. It is found that colleges mainly follow two systems for purchasing books. In 12 Private colleges and 3 Government colleges, the Principals place orders to the local book sellers on the basis of the lists of books given by the heads of departments. It is ascertained that the percentage of books which these book sellers could supply vary from 22 to 43 per cent of the books as per the list, and for placing orders for a second time the Principals again have to call for a second list. In all the above colleges, processing of the list of books supplied by the various heads of departments, preparing order formats, verifying the percentage of books received on each order, etc., are done in the office. The Principals do not find time to repeat the entire process and hence, as they said, they themselves will prepare the list and place orders. For preparing the second list they follow different sources for collecting the information. Out of the total 15 colleges following this system, Principals of

8 colleges depend on the information supplied by the local book sellers as well as the librarian. Principals of 3 colleges depend only on the librarian and Principals of 4 colleges make use of the heads of departments of some disciplines at their choice to prepare the second list. The alternate method is followed in 9 Private colleges and 2 Government colleges. All these colleges have independent departmental libraries in addition to a general library.⁶⁵ Under this method the heads of departments prepare list of books on the basis of the books available with the nearest book sellers and submit them to the Principal. In both the Government colleges and three Private colleges the heads of departments select books personally with the help of some other teachers in the department for the departmental library. The Principals place orders as per the list prepared by the heads for buying books in the general library. Under this method the additional work in connection with the preparation of the second list is almost eliminated. Books for general reading are purchased in most of the colleges on the

⁶⁵ Colleges follow two system of organising libraries viz, (1) a general library with independent department libraries and (b) a general library only. The departmental libraries are under the charge of the concerned heads of departments. No separate librarian will be appointed in any departmental library unless it possess the requirements as regards the minimum number of books and minimum number of book issues per annum prescribed for the gradation of libraries, as mentioned earlier. In 7 colleges departmental library exist for all subjects (of which six are postgraduate colleges) and in another 4 postgraduate colleges departmental library exist for certain subjects only and in the rest of colleges (15) there is only general libraries.

basis of the advice given by the librarian. It may be noted in this context that the librarians, by the very nature of their service conditions are tempted to increase the number of books upto the level of him being promoted to the first grade.

Thus the entire function of buying books and journals is centralised in all colleges. Due to the delay in processing the list of books and placing orders in the office, most of the colleges are compelled to buy books at the fag end of the year. Under both the systems of purchase explained above the selection of books to the colleges is restricted to what is offered by the local book sellers. Lack of estimation of amount for the utilisation of journals, delay in the office to initiate proceedings for purchasing, lack of sound information regarding the publication of journals on different subjects, etc are found as the main reasons for the poor subscription to journals in many colleges. Estimating the total resources for the purchase of books and journals separately, preparing the list of books and journals with the data of available books in the library and the books available in the market, placing orders sufficiently in advance to the different sources of supply of books, placing orders for journals in the very beginning of the year itself etc, are some of the functions associated with effective utilisation of resources for library

and such a systematic procedure is found lacking in almost all colleges. It appears that one of the main reasons for the absence of a systematic procedure is the centralisation of the whole processes with the heads of institutions. Thus it is found that in no college an effective system of delegation exists in utilising resources for the library.

6.6.7. Student Relations

Maintaining peaceful atmosphere in the campus and ensuring better student relations are significant measuring rods to judge the managerial efficiency of educational institutions. These functions are very crucial in the management activities of Principals other than Principals of women's colleges. Lack of peaceful atmosphere and dearth of interpersonal relationship among the various group of people in the campus seriously affect the teaching learning process. Multiplicity of students unions having affiliation to political parties and their politically motivated activities in the campus, as many of the functionaries said, create a lot of frustration for the effective functioning of the colleges. The principals of all Private colleges except those of two women's colleges were unanimous in expressing their vehemence orally as well as in writing as an anecdote to the questionnaire that unless the politically motivated unionism among students

is rooted out from the campus they cannot effectively manage the institutions of higher learning. One Principal of Private college went to the extent of pointing out that incessant student agitations of purely political nature have destroyed the noble hopes of many a parent, dedicated teacher and well informed academicians and have landed them on the verge of despair and bewilderment.⁶⁶ If any action is initiated against the miscreants, the same Principal remarked on another occasion, there arises a hue and cry from their supporters within and without, and higher authorities intervene under the guise of conciliation to save them.⁶⁷ Principals of Government Colleges have not used such strong words, but however they also expressed their great concern over the alarming situations created by irrational student agitations.

The growth of unionism is not confined to students. Teachers and non teaching staff unite into groups having affiliation to political parties. In fact Principals of Private colleges as well as Private Managing Agencies also have unions. Most of these unions get formal recognition from

⁶⁶ P. Chandrasenan, "Editorial" T.K. Madhava Memorial College Magazine 1985-86 (Nangiarkulangara: 1987), p.8.

⁶⁷ P. Chandrasenan, "Editorial" T.K. Madhava Memorial College Magazine 1984-85 (Nangiarkulangara; 1986), p.2.

Government. A survey of a number of orders issued by the Government especially after introducing direct payment system revealed that on various occasions the major sources of information regarding the functioning of the collegiate education system in the state, as cited by the Government in the preamble of the orders, are the associations of teachers as well as non teachers. An examination of the above said orders of the Government also showed that the grievances of both teaching and non-teaching staff as regards their service conditions mostly get resolved through the negotiations made by their unions, and as such unionism has become an indispensable one for both classes of staff members. Principals also later on found that representing their grievances through an association to higher authorities is an effective method of communication and as such they also formed their own association. The leaders of the recognised unions in addition to getting the privilege of participating in almost all policy making discussions regarding their service conditions, also enjoy certain other specific privileges. For instance, the orders issued by the Government prescribing norms for transfer of teacher in Government colleges inter alia says that Presidents and General Secretaries of recognised Teachers Associations are eligible for a posting at the headquarters of the Association. Students also have their own objectives in forming unions. But the objectives seem to have a wider ambit than getting their

grievances resolved as students in colleges. It is found that they take up issues other than those confined to the four walls of their institutions. Thus it appears that it would not be logically sound in asking one set of people to abandon their unionism by another group or groups of people within the same campus who want to uphold their right to continue the union activities. Viewing the whole thing from a theoretical perspective also one can find that the history of informal organisation is as old as the history of formal organisations. The behavioural scientists believe that it is neither possible nor desirable on the part of the formal organisation to destroy the informal organisation.⁶⁸ But management can learn to live with them and have some measure of influence on them.⁶⁹ Robert Dubin considers that informal organisation preserve the formal organisation from self destruction by virtue of enforcing the literal obedience to the formal policies, rules, regulations and procedures by the latter.⁷⁰ Agreeing with this

⁶⁸ The phrase informal organisation is used in the management literature to mean natural grouping of people in work situations and as such most of the research findings and resulting theories on this topic are based on informal organisations among employees in industrial organisations. It is assumed in this part of the study that the philosophy behind the formation of informal organisations in any situation remains the same and the informal group of students pursuing education in a formally structured organisation meant for educating them are informal organisations.

⁶⁹ R.K. Lele and J.P. Mahajan, *Op.cit.*, p.3-10.

⁷⁰ Robert Dubin, Human Relations in Administration (Englewood cliffs; NJ: Prentice-Hall, 1950) p.68.

view Terry and Franklin say that no college or University could function merely by everyone following the literal interpretation of formal rules and procedures, on the other hand a co-operative effort on the part of faculty and informal group of students is needed to fulfil the spirit of the formal rules and procedures.⁷¹ Organisational theorists also pointed out that the informal organisations are tempted to grow strong especially when the formal system becomes too weak.

It appears from the above brief overview of the theoretical aspect of informal organisations that the main concern of higher educational institutions is that of harmonising the areas of conflict through strengthening the interpersonal relationships among the students. However, this role of managing the conflicts can be made effective only when the conflicts are related to issues arising out of the relationships between the students and the institutions or among the different groups of people within the formal organisation. On the other hand, if the issues brought within the organisation have no nexus with the functioning of the formal organisation, the system of managing conflicts may have only a limited role in the total management process. The information gathered as regards the nature of conflicts among students and the existing

⁷¹ George R. Terry and Stephen G. Franklin, *Op.cit.*, p.245.

system of organised effort to manage the conflicts in the colleges reveals the following.

Both classes of informants namely the Principals and heads of departments were requested to identify the causes of student unrest in their colleges taking into account a period of three years as a base. Nine structured identical causes were given in both questionnaire and the informants were asked to give an approximate percentage of each item identified by them to the total causes of student unrest in their colleges. They were also given the freedom to add any other item if they so desire as the causes of students unrest. The following are the nine items given in the questionnaire.

(1) Issues falling outside the premises of higher education like inadequate transport facilities, law and order situation in the area etc; (2) Matters connected with policies adopted in higher education by (a) University and (b) Government; (3) Matters connected with the general policy of the Government; (4) Sympathetic strikes; (5) Purely political strikes; (6) Issues connected with the general administration of the college; (7) Rivalry among students unions in the college; (8) Rivalry between students unions and staff unions; and (9) Issues connected with the functioning of the elected students council in the college.

It can be seen that items one to five are causes beyond the control of the Principals where as items 6 to 9 are causes emanating with in the premises of the college. The former are designated as uncontrollable causes and the latter as controllable causes for analysis. No respondent has added any other item as the reason for students unrest in his college. The responses are confined to 8 items in the questionnaire, all respondents rejecting the 8th item as not a cause for student unrest in any college. Principals and heads of departments of the two women's colleges refused to answer this question with the remark that there is no student unrest in their colleges. Among the other respondents Principals of 3 private colleges and 2 Government colleges and not more than 10 per cent of the heads of departments identified the causes but refused to quantify them with the remark that the percentage of impact of each cause vary from year to year and as such difficult to quantify. An analysis of the rest of the data showed that the percentage contribution of each cause vary from institution to institution.⁷²

In the case of eleven colleges the uncontrollable causes have an average total impact of 72.8 per cent on the total unrests and in the case of the rest of thirteen colleges the uncontrollable items exert only an average total of 48.09 per cent.

⁷²In the case of colleges where the Principals refused to quantify the percentage, the opinions of the heads of departments who quantified the information in those colleges are taken for analysis, in all other cases opinions of both classes of respondents are combined.

It is found that all the first mentioned colleges are located in urban areas and the second mentioned in rural areas. Among the uncontrollable items, local issues (item number one) have a lesser impact in urban colleges whereas such issues have a good impact in rural colleges. Strike against policies adopted in higher education and purely political strikes are the two dominating items in the uncontrollable group. The impact of such items on the total unrest is comparatively higher in urban colleges. Among the controllable items, rivalry among student unions and issues connected with the functioning of the elected students council are the two dominating items, and these two items have a comparatively high impact in rural colleges than in urban colleges. Issues connected with the general administration of the college have an average impact of 5 to 10 per cent in urban colleges and 10 to 20 per cent in rural colleges.

The above analysis revealed that the entire causes of student unrest are not on issues having no nexus with the functioning of the formal organisation. More than 27 per cent of the unrest in colleges located in urban areas and 51.91 per cent of the unrest in colleges on rural areas are in some way or other related to the formal organisation. Thus it seems that there exist, even though in varying degrees, avenues for the colleges to exert influence on students and their informal

organisations through better interpersonal relationships and reduce the impact of unrest on the total functioning of the institutions.

Establishing good relations among students depend on the communication devices used in colleges and the resulting sharing of information with them. Without a sound system of communication, meaningful interpersonal relationship is quite impossible. Both the channels of downward communications and upward communications in colleges are ascertained for the purpose of making an attempt to evaluate the total communication system in the colleges. Through question number 24 of questionnaire A, Principals were requested to reveal the methods selected by them to communicate with students. Five structured methods were given to mark the answers namely (a) by issuing notice and circulars; (b) through the elected leaders of the student council; (c) through the heads of departments; (d) meeting of students in informal groups; and (e) convening general assembly of students and addressing them. The information gathered through this question is shown in Table 6.14.

Table 6.14
METHODS OF COMMUNICATION SELECTED BY
THE PRINCIPALS TO COMMUNICATE WITH THE STUDENTS

Sl. No.	Description of Methods	Number of Principals (n = 26)			
		Private colleges n = 21	Govt. colleges n = 5	Total n = 26	Percentage
1	2	3	4	5	6
1	By issuing notice and circulars	21	5	26	100
2	Meeting students in informal groups	10	5	15	57.7
3	Meeting students in informal groups and through elected leaders of the student council	6	3	9	34.6
4	Through the heads of departments	3	1	4	15.4
5	Through the heads of departments and meeting students through informal groups	3	0	3	11.5
6	Through convening college assembly	2	0	2	7.7

The common media for communication in all colleges is the notice and circulars. In addition to this, Principals combine different methods and the number of Principals having different combinations are shown as serial numbers 2 to 5 in the above Table. Issuing notice and circulars is a formal and authoritarian way of communication and all Principals have

to resort to this method since they are leaders of the formal organisation. The information flowing out of this media are connected with routine matters like details of fees collection, conduct of examinations, disbursement of scholarships etc. However communications meant for establishing interpersonal relationships among students cannot usually be transmitted through this medium. It depends upon other methods selected by Principals. Fifteen Principals, including Principals of all Government colleges, contact the students through informal groups and among them nine Principals (including three from Government colleges) also establish relations through elected leaders in the formal students council. Principals of four colleges communicate with the students through the heads of departments of whom, three communicate through informal groups also. In the course of interview, the Principals who meet the student in informal groups were asked to identify the groups they used to meet and the nature of communication system they used to follow. The groups identified by all Principals include groups of students based on different students unions in the college, atheletic activities, cultural activities, other extra curricular activities and other different groups of students formed on the occurrence of specific issues in the college. These groups in most cases either on their own initiative or at the initiative of the principals meet them with certain grievances, complaints or suggestions. Except

the meetings of the elected representatives of the students council to discuss matters pertaining to the functioning of the council, all the meetings of Principals are not pre-arranged and in most cases confined to the issues raised on each occasion. Principals, who revealed in the questionnaire that they used to communicate through heads of departments, disclosed in interview that the communications they used to pass on through this channel are almost confined to official, routine communications. A detailed analyses of the data furnished by the Principals regarding the content of communication which they used to pass on through the informal groups and elected representatives of the Students Council seem to reveal that the Principals, by and large, follow a contingency approach, that is, an approach of communication developed at the moment to suit the requirements of the situation rather than a planned and organised approach.

Convening college assembly as a device for communication is used only by two Women's colleges in the sample. This is a system of communication which prevailed in some of the colleges in the past. Under this system the Principal at frequent intervals asks the students of the entire college to assemble at a common place, preferably in the college auditorium, during working hours and address them. Two retired Principals who practiced this system during the Sixties are interviewed with the objective to understand their experience

as to the effectiveness of the system. The information given by them showed that convening college assembly is a powerful device of communication especially in periods of tension and conflicts. The strategy used by the then Principals, as the informants said, was not of propagating anti-strike attitudes among students, but to impart some sort of an informal education as to how they have to express their reactions against provocations without damaging the high traditions of democracy. In normal situations, the college assembly was used as a device to satisfy the information requirements of the students so as to develop role perception among them. By invoking the moral concern of the students in such assemblies, the two informants said that, they could establish better interpersonal relationships in those days. With the objective to understand how the system works at present the researcher observed one session of the college assembly of one of the Women's college in the sample as a non participant uncontrolled observer. The assembly observed was in continuation of a weekly prayer in front of the college office and it was found that, the Principal in addition to making official routine announcements, uses the channel for inculcating the moral education of preserving the high traditions of the college. Since this college does not have any problem of student unrest the Principal's reaction to such a situation remains obscure. The Principals of other colleges, in response to a question seeking their opinion, also agreed that convening

college assembly is a powerful device to establish good communication system. But they do not resort to such a practice due to the absence of sufficient accommodation in the colleges for the entire students to assemble. On a subsequent enquiry as to why they do not entrust the work to the heads of departments who could arrange assembly of students in their respective departments independently and at frequent intervals, Principals gave mixed responses. Eight Principals consider that the heads of departments in their colleges are unwilling to take up such assignments, whereas other six Principals pointed out that the heads are not extending enough co-operation for planning any system to face situations of such a nature. Principals of four Private colleges, however, consider that the heads of departments may not be able to manage the assemblies due to the absence of neutrality from party politics on the part of some of such heads. Principals of all Government colleges said that they do not normally find time to devise any such system due to the overburdened nature of routine work and as such they could not so far feel the pulse of the heads towards such a system.

Principals were also requested to disclose the methods of upward communication existing in their colleges through question number 26 of questionnaire A. Three structured answers were given in the question namely (a) directly (b) through

the head of department; and (c) through the students unions. Provision was also made to add any other method they used. Table 6.15 below shows the responses gathered through this question.

Table 6.15

RESPONSES OF PRINCIPALS AS REGARDS THE METHODS OF
UPWARD COMMUNICATION EXISTING IN COLLEGES BETWEEN
STUDENTS AND PRINCIPALS

Sl No.	Description of Methods	Number of Responses (n=26)			
		Private college n=21	Govt. college n=5	Total n=26	Percen- tage
1	2	3	4	5	6
1	Directly	21	5	26	100
2	Through Union leaders	19	5	24	92.3
3	Through heads of departments	3	0	3	11.5

In all the 26 colleges students maintain a direct channel of communication with Principals. In addition to the above direct access, students of 24 colleges (including all Government colleges) communicate with the Principal through the union leaders and only in three colleges students approach the principal through heads of departments in addition to their direct link. In educational institutions direct access of all students to the head of institution and vice versa are means likely to maintain good

interpersonal relationships. As already discussed earlier in this study the average strength of students in degree and postgraduate colleges are 2174 and 2541 respectively and it would be a great task for any executive to maintain this direct channel effectively so as to have a good interpersonal relationship. On further enquiry, it is ascertained that the number of students or group of students who make use of this channel are not usually so large and hence the Principals said that the number is within the manageable limit. The students who make use of this channel meet the Principal with specific issues either independently or in groups and it is found that the area of discussion is almost limited to the topic brought forward by them. Among the two indirect channels it can be seen that in 92.3 per cent of colleges, the students communicate through the union leaders (informal leaders) and the number of such colleges are much higher than those colleges where the students communicate through the formal leaders (heads of departments) which account only to 11.5 per cent. In Table 6.14, it is found that the downward communication also flow through the informal groups and in both the systems the formal organisational hierarchy is made use of only in a limited number of colleges. Even though all Principals maintain a direct channel for upward communication, since the number of students covered through this channel are limited, a vast majority of students are left out of the purview of the channel. Since a good number of colleges depend

on informal groups for both upward and downward communication, majority of students who are left out from the formal channel have to depend upon the informal group for satisfying their information requirements. Moreover, both upward and downward communications are confined to the issues brought out by the students. This seems to show that colleges do not have an organised system of communication system to cover the entire students and establish good interpersonal relationships. In 15.4 per cent of the colleges, Principals make use of the channel of heads of departments for downward communication and only in 11.5 per cent of colleges the students depend on the same channel for upward communication and in most of the cases this channel is restricted to the flow of only official routine matters. Considering the size of the colleges in terms of the strength and the spread-over of students in difficult courses of study, it appears that an effective organised communication net work to cover the entire students could have been established through the formal channel, that is through the heads of departments by assigning well defined tasks and responsibilities to them. However, this process can be effectively implemented only with the willingness and cooperation of the heads of departments, because for creating such a net work with the objective of establishing

better interpersonal relationships, the Principals do have only limited formal authority to delegate. They have only to create psychological authority among the heads with their consent. Lack of interest and willingness and lack of confidence on the part of Principals are commonly cited as barriers for implementing such a system. We have so far seen in this study that the heads of departments are almost kept away from the management process and they are alienated from assuming responsibility and sharing authority. May be this alienation in other areas of management, alienates them from getting effectively involved in the communication network. Thus, the entire task of maintaining communication system and establishing interpersonal relationship among students are concentrated in the hands of Principals in all colleges.

It is very often said that one of the reasons for the vigorous growth of informal organisation is the ineffectiveness of the communication system in the formal organisation. When the formal organisation fails to satisfy the entire information requirements of its members, they may be tempted to depend heavily on the informal group for the same and the informal groups develop its own channels of communication. In management literature, this informal paths of communications are generally referred to as 'grapevine'. These are spontaneous channels through which facts, half truths, and rumours pass, and some writers prefer to call it

as an organisation 'jungle telegraph'.⁷³ Thus, in organisations where the formal channels are too weak to hold with in its fold the entire members, and the informal groups and their grapevine are allowed to play a significant role, establishing good interpersonal relationship would be much difficult on the part of the formal organisation. Students who enter the college premises for the first time, especially the pre-degree students, are facing quite a strange atmosphere compared to the atmosphere in schools where they had their education so far. In the very first day itself, as is observed in a good number of colleges, the students unions receive them with bit notices banners and slogans and union leaders begin to address the students within the class rooms. In an unfamiliar environment they mostly satisfy with what the informal leaders say as their roles in the campus, the formal organisation by and large keep away from sharing any such information. Pascarella, Terenzini, and Wolfole conducted an experimental research in an American college regarding the effect of two days student orientation programme on voluntary freshman year persistence/withdrawal decisions.⁷⁴ It is found that

⁷³ R.K. Lele and J.P. Mahajen, Op.cit., p.5.48.

⁷⁴ Ernest T. Pascarella, Patrick T. Terenzini and Lee. M. Wolfole, "Orientation to college and Freshman year persistence/withdrawal Decisions" The Journal of Higher Education, 57 (1986), pp.155-75.

orientation had only a small direct influence on persistence, but had relatively substantial and significant positive effect on both social integration during college days and subsequent commitment to the institutions attended. The study pointed out that the orientation experience largely assists the students to cope up with the new set of social challenges in an unfamiliar environment. It appears, from the analyses of the communication system in the colleges, that the social integration process does not receive much attention in the total management process of colleges in this State.

Thus this part of the study attempts to analyse the managerial processes involved in the existing management in seven selected functional areas and the nature of delegation existing in the above areas. It is found that delegation exists in three areas, viz., (1) in the case of Government colleges having a strength of 2500 students or more, the head of office possess limited delegated powers in office administration, but their counterparts in Private colleges do not have such powers; (2) the Returning Officers appointed to conduct college elections possess absolute delegated powers; and (3) the heads of departments possess delegated powers to prescribe the work allotments of their subordinates and conduct internal examinations. Except in these three limited areas the entire authority is concentrated in the hands of the

principals and they do everything by themselves. It can be seen that the delegation to the chief of office in Government colleges and the Returning Officers as mentioned above are not done by the Principals on their own initiative but done by higher authorities. Thus the Principals of all colleges keep away from making effective delegation and all of them feel overburdened with routine work. There is variation in experiencing the burden of routine work and on the basis of this variation, Principals are classified into three groups in the beginning of this part of the study. The first group comprises 16 Principals of Private colleges and all the 5 Principals of Government colleges; the second consists of 3 Principals of Private colleges; and third 2 Principals of Private colleges. The first group spends 95 to 98 per cent of total time on routine matters whereas the time similarly spent by the second and third group is 80 to 95 per cent and 70 to 80 per cent respectively. The five colleges coming under groups two and three are unitary type colleges owned by Christian community where they retain the post of Vice-Principals in all the five colleges. All Christian colleges and a good number of colleges owned by other communities had the post of Vice-Principals prior to 1972. These Vice-Principals, often designated as 'Bursars' in Christian colleges, were appointed by the Private managing agencies primarily to look after their affairs in the colleges. They used to maintain

book of accounts of the managing agencies; mobilised resources from public both with in and out side the country, supervised the construction work and other programmes of fund utilisation. Under the Grant-in-Aid System Private colleges had to keep separate book of accounts for the expenses under management account and accounts of the colleges for the purpose of determining grants. The Vice-Principals, apart from assisting the Principals in keeping book of accounts especially that of the management, helped them considerably in other functional areas also. In those days a formal delegation on the part of the Principals was not necessary for the Vice-Principals to involve effectively in the management of the college, because both of them were appointed by the Private agency out of their own will and pleasure and such agency directly exercised control over both of them. When the direct payment system came into force in 1972, Government following the staff pattern in their colleges, disallowed the continuance of the post of Vice-Principals. Private agencies had the option to continue the posts, only if they were prepared to pay the salaries and allowances to them out of their own pocket. Hence those Vice-Principals who had their initial appointments in any one of the teaching departments were allowed to continue as teachers and the Private managing agencies withdrew all other Vice-Principals. However, even though the role of formal Vice-Principals came to an end in 1972, Christian colleges

which had accommodated the former Vice-Principals in the teaching post and drawing salaries as teachers under the direct payment system, allowed to officiate them as informal Vice-Principals with almost the entire roles which they played in the past. But gradually the Principals of these colleges, recognising the fact that they have to serve one more powerful master after the direct payment system, namely the Government, who imposed on them and them only abundant financial responsibilities, curtailed stage by stage the powers of the Vice-Principals especially on financial matters. The chief of office staff in some of the Christian colleges also felt difficulty in serving an informal master and a formal master within the institution on issues involving financial commitments and persuaded the Principals to recommend the Private managements to withdraw the informal arrangements. Thus out of the 12 Christian colleges selected for study, the posts of informal Vice-Principals exist only in five colleges coming under group two and three as mentioned earlier. These Vice-Principals, as they disclosed in the course of interview, assist the Principals in preparing plans and estimates for seeking assistance from U.G.C, compiling statistical data required for claiming salaries and other grants from Government, conducting admissions and maintaining books of accounts of the managing agencies. The absence of a formal delegation is not felt by the Vice-Principals in discharging the above functions because they indulge

in the above activities out of the trust and confidence endowed up on them by the Principals and the concerned managing agencies and also out of 'charity syndrome'.⁷⁵ The two colleges coming under group three are Women's colleges having entirely different set of environment compared to other colleges. There is no unrest among students in these colleges and formation of informal groups under recognised unions are totally absent both among students and teachers. The Principals are, therefore, relieved from resolving conflicts arising out of formal and informal organisations. Most of the teachers including the Principals and Vice-Principals in these two colleges are nuns who surrender the entire salary to the service of the nunnery. In a query as to what kind of delegation exists between the Principal and Vice-Principal in these colleges, the Principals replied that they consider their service in the college as a part of their service to God with self assumed responsibilities. The special set of circumstances existing in these colleges enable the Principals to get relieved from attending routine work compared to other colleges.

⁷⁵ The phrase 'charity syndrome' is used by Okpako Enaohwo of Nigeria, in "Relevance and Problems of the systems Theory in Educational Administration", New Frontiers in Education, XV, 1, (January-March 1985), 3, to mean the policy and practice whereby service in the educational institutions is considered from the charity point of view emanating from the voluntary instinct of employees.

Thus, it is found that in colleges having some kind of informal arrangements the Principals find more time for developmental activities compared to others and this fact also supports the view that, had the colleges followed a system of effective delegation they could have saved a lot of time from indulging in routine matters apart from the other advantages of effective delegation.⁷⁶ It must also be stated at this stage that the direct payment agreement does not fetter the hands of either the Private managing agencies or the Principals of Private colleges from delegating powers either to the informal Vice-Principals or to any other existing staff member/members, it prevents only the creation of a new post/posts and evasion of absolute responsibility on financial matters by the formal Principals.

The absence of effective delegation in many of the functional areas of management not only prevents the Principals from finding enough time to attend to developmental activities but also renders the control mechanism defective by creating a wide span of control. It also affects adversely the communication system. The second line of hierarchy is kept outside the purview of the management processes and the role of most

⁷⁶ It can be seen that the Women's colleges coming under group three find much more time to spare on developmental activities even with out a formal delegation because of the special set of circumstances existing there, but they also spent 70 to 80 per cent of time on routine matters.

of the heads of departments is limited to the preparing of time tables and conduct of internal examinations. The intellectual potentialities of the senior academicians in the campus who are considered equally competent as the Principals to share power and responsibilities are not properly exploited in the management of the colleges. The University laws consider the Principals as teachers also. The ordinances of both Kerala and Calicut universities prescribe a minimum of 3 hours and a maximum of 5 hours weekly teaching work to the Principals. The Universities deduct an average of 4 hours work per week from the total work load of the discipline in which the Principal belongs and the balance hours alone will be considered for fixing the number of teachers in the discipline. This principle is applicable to both types of colleges. For getting approval of the appointment of the Principal the Private agency must satisfy the University that the college in which the approval is sought offers a course of study in the discipline in which the Principal belongs.⁷⁷ On the basis of data collected through interview it is found that Principals of six Private colleges engage not more than 50 to 60 per cent of

⁷⁷ Even though this rule is made applicable to Government colleges also, Government do not strictly follow this rule while transferring Principals from one college to another. For instance in one of the Government colleges in the sample, it is found that the Principal belongs to the subject chemistry and there is no course of study even at pre-degree level in that college for chemistry.

their classes and Principals of 3 Private colleges engage below 25 per cent of their class hours. All other Principals including all belonging to Government colleges, either request their colleagues in the concerned discipline to share their work or ask the concerned head of department to manage some how or other their work allotment. Thus the evasion of academic work comes from the high office of the Principal himself either partly or wholly and, as they said, they are compelled to do so because of the overburdened nature of routine work. It can also be said that the absence of delegation creates a vicious circle. It produces a class of uninformed and inexperienced professors destined to manage the colleges when they become principals in future. They are, therefore, led to follow the same track trodden by their predecessors, and concentrate as many powers as possible in their hands. The absolute academic ruler, says Anderson and Davies, "places the major burden of operation upon his own shoulder and as a result the faculty members work for him rather than with him and they project the minimum effort possible".⁷⁸

⁷⁸ Vivienne Anderson and Daniel R. Davies, Patterns of Educational Leadership (Englewood Cliffs; NJ: Prentice Hall 1956), p.13.

6.7. Information System in Colleges

In any form of decision-making process, the systems for supplying adequate information to the decision-making body occupy an important place. Devices which provide accurate and timely information are necessary for discharging any kind of managerial activity especially that of planning, decision-making and monitoring programmes. In business organizations, especially in western countries, computer based information storing and retrieval systems are rapidly becoming indispensable for decision-making, planning and control. The formal arrangement in an organisation to provide processed information to management thus began to be known as Management Information System (M.I.S.). In simple terms M.I.S. is defined as a system that aids management in performing its job.⁷⁹ Even though MIS has become a formal process and a field of specialised study after the advent of computers, all organisations always had some kind of arrangement to provide information for decision-making. Whatever be the calibre of the decision maker and whatever be the situation in which he takes the decisions, he needs accurate and timely processed information to take wise decisions. Littlefield and others have pointed out that what an individual will do in an organisation and how he will do it depend upon the information

⁷⁹ Jerome Kanter, Management Information Systems, 3rd ed. (New Delhi: Prentice Hall of India, 1984), p.2.

that flows to him and that which flows from him.⁸⁰ This part of the study has, therefore, been devoted to examine whether any kind of arrangement exists in colleges for processing and storing information so that the Principals, the decision making authority, can at any time retrieve it for use in the existing system of management.

The two popular systems of retaining information are (1) Permanent retention system, and (2) Temporary retention system. As regards colleges, information spread over in the University laws (Acts, Ordinances, Statutes etc.) and other University rules (admission rules, conduct of election rules etc.) and rules framed by the Government (P.D. rules, Stores Purchase Rules etc.) are information to be retained under permanent retention system. The Principals, of and on, have to retrieve information from this. The information under this system is supplemented by the amendments or additions made from time to time. Information which are relevant for a short period and which come under Temporary retention system include information regarding the schemes of assistance from U.G.C. on a particular plan period, data regarding its actual utilisation, internal data like strength of students to various course of studies, special fees collected utilised and balance, etc., and other information like the name of suppliers of books and/or

⁸⁰ C.L. Littlefield, Frank M. Rachel and Donald L. Curuth, Office and Administrative Management, 3rd ed. (New Delhi: Prentice Hall of India, 1971), pp.82-83.

laboratory equipments etc. Among these items under the two kinds of information systems, this enquiry is limited to the nature of retention and the effective utilisation of such information as are essential to the mobilisation of financial resources explained in chapter V of this study.

Information regarding the various schemes of assistance from U.G.C., methods of utilisation and documents to be submitted for satisfactory utilisation of the assistance received, are contained in the brochure issued by the Commission at the beginning of every plan. The Commission circulates the information regarding Basic assistance sufficiently in advance and this will be followed by details regarding other schemes. The Commission directly communicates these details to all colleges recognised under section 2(f) of the Act and the affiliating Universities also send copies of such communications to all colleges coming under its jurisdiction. Details of all the schemes are published by the Commission in its publications. One of such publications is the Journal of Higher Education. This journal is intended to promote discussion on contemporary problems and policies on University education and is published quarterly. The journal is usually accompanied by a Bulletin of Higher Education giving elaborate discussion of the various programmes of U.G.C. with timely clarifications to promote higher education in this country.

It is found that no college in the sample has a separate cell for processing and retaining any type of information which

it receives. Principals as heads of institutions receive all sorts of communications and pass them on to the concerned assistants in the office and the assistants retain this information in the files. The information in its crude form retained as above will be readily available with the assistants so long as the file is alive, and as and when it is closed it goes to the shelter of closed files. Compilation of various statistical information regarding the utilisation of the resources and sending it to the Commission is also done by the concerned assistant in the office. No separate files are kept to preserve either the statistical data or the processed information and usually no one other than the concerned assistant in the office is aware of any information regarding such assistance and its progress in utilisation. In the case of Government colleges where transfers of both Principals and assistants are a common affair, this system creates hurdles for the proper monitoring of the programmes. New Principals of such colleges, who assume office either by virtue of fresh appointment through promotion or by transfer, naturally possess only insufficient information about the various schemes implemented and their progress and they get fuller information only when the concerned assistant put up the files for any action. In the absence of both processed information and compiled statistical data, the Principal has to go through the entire brochure and the files for an appraisal of the situation. In the case of unitary type Private colleges the Principals as well as the assistants do not face the problem of

transfer and as such they are in an advantageous position. However, in such colleges also it is found that the Principals heavily depend on their memory to monitor the implementation of the schemes. In corporate type Private colleges, Principals and office assistants are transferable within a lesser duration as compared to the transfers in Government colleges. Thus, in the absence of any separate system of processing information which can be retrieved by the Principals at any time, it is observed that (1) a lot of time is taken by new Principals to study the whole thing and assess the existing situation to arrive at policy decisions; (2) newly appointed Principals have to heavily depend on the concerned assistant for getting himself informed about the schemes and such dependence is often conditioned by the degree of perception of the concerned assistant and the nature and extent of documents he has preserved in the files; (3) for monitoring the programmes the Principals have to depend on their own memory and in the case of newly appointed Principals retrieval from memory is also impossible; and (4) preparation of plans and estimates for assistance in future plans involves much deliberations which consume a lot of time particularly when resources are sought under untapped programmes. It is also found that no college follows the system of keeping even the information in its crude form either under permanent retention schemes or under temporary retention schemes. We have already seen in chapter V that four Private colleges failed to get recognition under section 2(f) of the Act simply because the colleges

lack sufficient information to move the applications for recognition in time, and this lack of information was not due to the fact that the colleges had not received any such information, but because they failed to retain the information received by them seven years ago. In the course of study it is found that one of the Government colleges did not get recognition under section 2(f) during the sixth plan even though it had attained all the eligible conditions at the end of 1983. The reason was that the college did not apply for recognition and it did not apply solely because it lacked the necessary information for doing so, as is ascertained by the Principal. It appears that the concerned documents received by the college some years ago might have either been misplaced or lost since no relevant file was alive at that time. Documents such as University Ordinances, admission rules, college election rules, stores purchase rules etc., are not properly preserved in many colleges and the few colleges which retain such documents do not follow any systematic procedure to incorporate in them the timely changes.⁸¹

⁸¹ The absence of a proper retrieval system sometimes put the Principals into troubles also. For instance, in one Private college the concerned assistant in the office, retrieving from his memory, informed the Principal that under the direct payment agreement all fees other than tuition fees should be deposited into the P.D. account opened in the treasury in the name of the Principal. Accordingly, the Principal ordered to deposit the University examination fees collected in that year (1973) to the P.D. account. It was only after receiving information from the University to forward examination fee remittance documents that the Principal gathered the correct information that University examination fees do not come under the purview of

The absence of a system of keeping information in its processed form deprives the Principals from disseminating information among the teaching staff whose active involvement is necessary for preparing proposals under certain schemes. Principals in all colleges adopt the method of circulating among the heads of departments the brochure in its original form, containing several pages of elaborate discussion on various schemes, among the heads of departments. The manner of circulation is curious. The peon who carries a single copy of the circular meets all the heads of departments and obtain their initials at its bottom within no time, and at the most, within the day itself.

All heads of departments are given the leisure to have only a glimpse of the circular and no one is given a processed copy of it to be kept and retrieved when necessity arises. One of the reasons why many colleges lag behind in exploring resources under the two Quality Improvement Programmes (COSIP and COHSSIP) as is explained in chapter V, is the lack of

 direct payment agreement. He, therefore, ordered to withdraw the amount from the P.D. account and remit the same to the University. After 3 years the audit party attached to the zonal office of the Directorate of Collegiate Education objected to the withdrawal. According to them, withdrawal from P.D. account can be made only for the purpose mentioned in the P.D. rules and withdrawal for remittance to the University is not a purpose under the above rules. The objection was later waived by higher authorities.

adequate information about them and the difficulty of retrieving it. It is observed in the course of interview that heads of departments of many colleges do not have enough information or clarity of information regarding the above schemes. Even in the case of the very few colleges which availed of assistance under COHSSIP and COSIP, it is found that the heads of departments do not keep any information at their disposal regarding the method of utilising the assistance. They gather information each and every time from the concerned assistant in the office. It is also found that teachers of many colleges gather information about faculty improvement programmes through informal channels and those who find it convenient to attend research programmes take personal interest in incorporating such programmes in the proposals. It cannot be said that a proper transmission of information would solve the entire problems of non-implementation of such developmental programmes. But transmission of information to create awareness among the faculty members is a management function which, at present, is practically neglected owing to the absence of proper information system. Preparation of periodical progress reports on the implementation of the schemes is not systematically done in many colleges. Lack of this information renders monitoring of implementation difficult. As a result most of the colleges utilise assistance for library development at the end of the year and fail to utilise effectively resources for purchasing journals. Further as seen in chapter V, claiming and reimbursing salary of teachers who

have gone for faculty improvement programme from U.G.C. to Government is also pending for long periods.

It is found in chapter V that 13 Private colleges never availed of any library grant and 12 of them failed to avail of laboratory grant since 1972 and the number of colleges which availed of laboratory grant and library grant regularly since 1972 were 4 and 3 respectively (Table 5.15). Even though the direct payment agreement was signed in 1972 under which Government agreed to disburse the above grants in accordance with the norms prescribed, Government could release the norms only in 1975.⁸² These norms made provision for the payment of arrears of grants for the years 1972-73 and 1973-74 also. But even then, in the absence of clear information regarding the rates and mode of availing the same, colleges could not be blamed for their lapse in getting the grants upto 1975. As per the norms prescribed in 1975 these two grants are payable at the prescribed rates (Table 5.14) when the expenditure of the college towards library and laboratory exceeds the fees collected under these two heads, and in the initial year the managing agency has to advance the full amount of grants due, which will be reimbursed by the Government at the end of that year itself and in subsequent years they have to advance 50 per cent of the grants due which will also be similarly reimbursed. On an enquiry as to why the

⁸² Government Order (MS)107/75/H.Edn dated 28.5.1975.

colleges fail to utilise these grants either fully or partially in all the years from 1975 to 1985, two colleges belonging to one corporate managing agency replied that the managing agency expressed their inability to advance money in the initial year when they approached them. These two colleges never applied for these two types of grants since 1975 and it was found that apart from their attempt to approach the managing agency in the initial year, they had not approached them at any time later. The Principals in other colleges revealed that they made a number of attempts by presenting applications, but the 'bureaucratic attitudes' of the zonal offices of the Directorate of collegiate education persuaded them from not making further attempts. Table 5.15 reveals that 14 to 19 per cent of the colleges availed of these grants regularly and more than 23 per cent of the colleges availed of them occasionally from these zonal offices. A close scrutiny of the objections raised by the zonal offices revealed that these objections are mainly due to three types of defects, namely, (a) want of statistical data, (b) laxity in observing stores purchase rules, and (c) delay in submitting the applications. The application for such grants is to be supported by statistical data such as strength of students course-wise and class-wise as on 1st November, and the amount so far spent, the amount of fees collection, etc. The college must also satisfy the zonal office that while spending the amount they followed the stores purchase rules in addition to the enclosure of all

vouchers in original without any technical defects before the last date, namely, 31st May of every year. Since all these colleges do not have the practice of processing and preserving internal data as well as the rules, it took a lot of time for the concerned assistants to prepare the application and for the Principals to verify it with the help of proper documents. This resulted in furnishing contradictory statistical data and in non-observance of rules. In many cases these colleges came to know of the provisions of stores purchase rules only through the objections. In no college the norms prescribed by the Government is properly preserved. While preparing the applications in each year the concerned assistants refer only their own previous applications. Colleges which availed of these grants occasionally revealed that they could not avail of such grants regularly since they found that at the end of some of the years the actual expenditure did not exceed the fees collection. The absence of any periodical information to monitor expenditure and exercise control over the movement of funds, as it seems, prevented these colleges from availing of the grants regularly. These colleges do not have any complaint either about the non co-operative attitude of the managing agencies in advancing money or about the nature of interpretation of rules by the zonal offices. However, many of them pointed out the undue delay on the part of zonal offices in disbursing grants. A comparative analysis of the method of

availing of grants existing in the four colleges which regularly availed of laboratory grant and three colleges which regularly availed of library grants with the rest of the colleges revealed that in the case of the former colleges the Principals and/Vice-Principals (in three of such colleges there are informal Vice-Principals) took personal interest in gathering the entire information and supervised the preparation of application. They preserve the information partly in memory and partly in their personal diaries or personal files. In fact, these few colleges follow a system of collecting processing and preserving information in an informal way unconnected with the administrative machinery.

It is seen in chapter V that heavy balances accumulate in the P.D. accounts and except in the case of three colleges, the balances vary from Rs.1 lakhs to Rs.4 lakhs at the end of 1985 (Table 5.21). Ineffectiveness in utilising funds and diverting funds from one head to another are the two reasons for such heavy accumulation. In three colleges where effective diversion and utilisation take place the balance is below Rs.one lakh and in the case of one college it has gone down to Rs.8452 (Table 5.21). The rules prescribed by the Government insisted the Principals to maintain a consolidated P.D. register showing the movements of funds under different items of special fees as well as separate subsidiary books for each of the special fees. The above set of books of accounts are in addition to the maintenance of the cash book. When these books of accounts are

properly maintained, even in the absence of a separate processed information cell a college can monitor expenditure by analysing the figures as revealed by them periodically. It is found that 9 Private colleges maintain only subsidiary books and not consolidated registers and entries in these books are made irregularly. Most of them prefer to make entries when the office staff find relaxation preferably in periods of vacation. Another 8 Private colleges keep both subsidiary books and consolidated registers, but subsidiary books are not properly devised ledger books and assume the character of rough note books. The rest of the four Private colleges maintain systematic registers. The accounting year for the operation of special fees is from June to May whereas the accounting year for other transactions is from April to March. It is found that except in the case of 3 Private colleges included in the last category, all colleges follow a system of balancing the special fees also on 31st March along with other book of accounts. The three Private colleges mentioned above were also following the same method formerly, but gradually shifted to the proper method. However, all colleges keep the book of original entry namely the cash book properly (which is balanced on 31st March as per the rules) so that the accounting function for all purposes other than for managerial purposes is properly performed. It is found that the above system of maintaining book of accounts deprives many colleges to depend on their accounting system for gathering information for decision

making. In the case of Government colleges, all the five in the sample keep only consolidated registers without any subsidiary register even in the loosest form. Three Government colleges follow accumulated balancing method under which at the end of each year only the accumulated balances on individual items till date alone will be available and for ascertaining the balance of funds in the concerned year one has to derive figures from these balances. Thus in the case of utilisation of special fees there is no system of processed information in any college and at the same time the accounting system in many colleges renders it difficult to gather any information without much effort.

As already said the colleges can divert funds from one head to another with the consent of zonal offices or utilise the balances for meeting any unexpected item of expenditure or for any purpose intended to be of service to the student community of the college as a whole with such consent. For getting the consent of the zonal office, the college has to submit an application with almost all the statistical and other data as described earlier for availing of library and laboratory grant. Reasons offered by Principals of Private colleges for the heavy accumulated balances are classified into two namely,

- (1) indifferent attitude of the zonal offices towards giving consent by insisting lengthy procedure as well as disallowing diversions or withholding diversions on technical grounds; and

- (2) accumulation of the entire fee collection on Admission fees due to the absence of any provision in the rules as regards the purposes for which these amounts can be utilised.

Out of the 21 Private colleges in the sample only 13 colleges made frequent attempts to divert funds or to utilise the balances for other purposes and eight colleges never made any such proposal during 1980-81 to 1984-85. All Government colleges in the sample also failed to propose any diversion during the above period to the Directorate of collegiate education. A close scrutiny of the objections raised by the zonal offices on the proposals for diversion and other utilisation, taking a sample of three of such proposals each from 3 Private colleges and at the rate of 2 each from the other 10 colleges, showed that the objections were mainly due to three types of defects namely, (a) want of enough statistical data, (b) failure in observing stores purchases rules, and (c) proposing expenditure on items which are not allowable as per the rules. It is also observed that a mere failure on the part of the colleges to obtain prior sanction before every diversion will not lead to a straight away rejection of the proposal and many instances are found where the zonal offices granted ratification of utilisation of funds without prior sanction, provided the college could furnish all necessary information along with the proposal. In fact, lack of information as regards the provisions in the rules and lack of identification of appropriate rules and absence of enough statistical data were the real

factors behind the structural defects in preparing the proposals. Government in 1974 made it clear that admission fees can be utilised for any other item of expenditure under the special fees.⁸³ In many colleges this information was found missing and these colleges continued to believe that admission fees should not be made use of for any purpose. We have seen in chapter V that more than 30 per cent of the accumulated balances in a good number of colleges were due to the accumulation of admission fees. A comparison of the information system made use of for diverting funds in the case of the three colleges where the balances are below Rs.one lakh with the rest of the colleges revealed that in the first two colleges there exist the post of informal Vice-Principals who monitored utilisation of funds with the help of information gathered personally, not linked with the formal administrative structure. The third college diverted funds without waiting for any formal permission from the zonal office and the zonal office refused to ratify the diversion in reported instances after effecting such diversion. The audit of this college is pending from the year 1975 onwards.

We have seen in chapter V that Government colleges could utilise only 78.66 per cent of the non-plan allotments and 47.35 per cent of the plan allotments. In response to the query regarding the reasons for such under utilisations, Principals of

⁸³ Government Order (Rt)No.1321/74/H.Edn. dated 26.7.1974.

all the Government colleges responded that the provisions in the stores purchase rules create hurdles in the effective utilisation. The main reason for such under utilisation is the lengthy procedure under the above rules. They receive allotments from the Directorate of collegiate education during the period between June to August and the allotments under non-plan are made in two to three instalments. They are bound to utilise the amount before 31st March.⁸⁴ After receiving the allotments, the colleges divide the amount under the head 'Materials and supplies' (non-plan) among the different departments and the heads of departments submit their requirements subject to their individual allotments. Consolidation of the above estimates is done in the office in order to arrive at the final purchase budget. In many instances the above process takes a lot of time. Under the stores purchase rules the college has to invite quotations if the proposed expenditure on each sub-head of item is below the amount of Rs.20,000 and if it exceed this limit, tenders are to be invited by publishing in the official gazette of the state Government. If the Principal considers that better benefits in purchasing can be obtained by advertisements, he must also advertise it in one or more leading news papers in addition to the notification in the gazette. After the expiry of the last date mentioned in the notification, the college selects a supplier after processing the tenders/quotations. Before placing orders to the selected supplier the college has

⁸⁴ This time limit is not applicable for utilising UGC funds and such funds need be utilised at any time within the plan period.

to seek administrative sanction of the Department of collegiate education if the proposed expenditure on any time is above Rs.10,000 at a time and Rs.25,000 in an year. While issuing the administrative sanction the department examines the entire process leading to the selection of suppliers and is convinced that the selection of supplier is properly done. All Government colleges follow the above procedure strictly. Due to these time consuming processes, as the Principals said, they are compelled to place orders at the fag end of the year and at least some of the suppliers withhold supply during the period commencing from February expecting a hike in prices in the next budget. An examination of the above procedure shows that the delay for placing orders is arising out of:

- (1) delay due to assessing the requirements only after knowing the exact allotment figures;
- (2) delay due to the procedure as per the stores purchase rules; that is, the time required for notifying quotations/tenders along with the time given for submitting the quotations/tenders (usually five weeks); and
- (3) delay in processing quotations/tenders and getting administrative sanctions.

Under non-plan allotment, inviting quotations/tenders is necessary only for one item, namely, 'materials and supplies' (intended for purchasing laboratory requirements and other supplies). Under plan allotments it is found that out of 8 types of programmes implemented during the sixth plan (Table 5.35),

only one item, namely, purchase of furniture and lab equipments alone requires such a procedure. Non-plan allotments are recurring allotments. Had the colleges resorted to a practice of estimating the non-plan allotments on the basis of the data based on previous year's allotments and complete the entire process of assessing the requirements, it would have been possible for them to proceed with inviting quotations or tenders immediately after receiving the allotments. Even if the estimated figures and actual figures differ substantially the time required for making modifications in the estimated figures will be comparatively lesser than the time required for processing the whole thing after receiving the allotments. A close scrutiny of the stores purchase rules revealed that, the rules in fact permit the Principal to invite tenders even before receiving the actual allotments. The relevant provisions in the Stores Purchase Manual are as given below:

1. "It is the duty of each purchasing officer to satisfy himself that funds are available for meeting the expenditure in respect of purchase of stores and other items and that there is valid administrative sanction for effecting the purchase." 85
2. "Tenders can be invited even during the previous financial year for normal and recurring supplies likely to be required by various Departments in the succeeding year. But actual financial commitment should be entered into only after the budget is passed by the Legislature." 86

⁸⁵ Government of Kerala, Stores Purchase Manual (Trivandrum: Government Press, 1979), Para 14, p.5.

⁸⁶ Ibid., Para 24(1), p.11.

A combined interpretation of the above two provisions enables a Principal to make estimates and invite tenders as well as to select a supplier before getting the allotments in respect of non-plan expenditure. But he can proceed to administrative sanction and place orders only after receiving the allotments. While proceeding in the above manner one difficulty associated with it is the ascertainment of the exact figure of earnest money deposit. A tender notice must contain the amount of earnest money to be deposited along with the tender, calculated at the rate of one per cent of the total amount of the tender. When the Principal invites tenders on the basis of an estimated figure, the actual amount of earnest money deposit required would differ if the actual allotments and estimated figures differ. The provisions in the stores purchase manual regarding earnest money deposit states that the deposit should be 'ordinarily' be taken for every tender⁸⁷ and it can be waived in the case of firms of established repute.⁸⁸ As per the rules, no earnest money deposit is necessary in the case of firms whose names are on the register of approved suppliers kept by the Stores Purchase Department and which are registered with the Director General of Supplies and Disposals. New Delhi.⁸⁹ It appears that the above rules make it possible to overcome

⁸⁷ Ibid., Para 25, p.16.

⁸⁸ Ibid., Para 29(a), p.16.

⁸⁹ Ibid., Para 47(c), p.16.

the difficulty by resorting to any of the above provisions or even a marginal adjustment in the exact figure of the deposit is permissible within the ambit of the rules.

It is found that no Government college in the sample follows such a system of inviting tenders in advance and no college has made any attempt to experiment the system. No Government college preserves a copy of the Stores Purchase Manual and the Principals of all colleges said, in the course of interview, that they have not got the opportunity to go through the rules at any time, before or after assuming charge as Principals. They used to gather information from the administrative staff who conventionally advise them to proceed with everything after receiving the allotment. The absence of exact information in the rules prevents them from making an attempt to initiate proceedings in advance and it appears that, it is the absence of information that compelled them to identify the provisions in the Stores Purchase Manual as the only reason for under utilisation of funds. In any system of efficient purchasing, information like the different suppliers in the market, variety of products available, quality of such products and competitive prices prevailing in the market are bare necessities to take wise decisions. Since colleges are not trading concerns, they do not normally come into contact with these details in the ordinary course of business. In manufacturing concerns too, the management insists on the purchasing department to gather all the above information and business concerns enforce even more controlling devices to ensure sound inventory management. Inviting tenders and

quotations are one of the ways of collecting information for taking decisions on purchasing. Even if the Stores Purchase Manual is made silent, the Principals cannot avoid the procedure of collecting information for effectively managing their purchases. What they can do is only to replace the formal method by informal methods. A uniform method followed by Government colleges in utilising public funds ensures that such funds are utilised properly.⁹⁰ All the entries regarding allotments received and utilised on both the plan and non-plan items are entered in a contingency register. The system of keeping separate contingency registers for plan and non-plan allotments is found only in one college. The contingency register is a standardised form of book of account used in Government offices. A single book can accommodate entries relating to four to five years. Apart from this book of original entry no Government college keeps any subsidiary registers or follow the practice of preparing any statistical reports based on the contingency register. Thus Principals have to depend upon this register for retrieval and monitoring programmes and it is found that gathering information through this register is a time consuming process requiring very often, the help of administrative staff to interpret the entries.

⁹⁰ The above analysis seems to reveal that provisions in the Stores purchase rules are by and large justifiable from the point of view of ensuring sound management. But the process of insisting administrative sanction do not have any direct nexus with ensuring sound management in the colleges. Since the accounts of the colleges are audited by the Department, this arrangement of verifying the whole procedure before placing orders could have been avoided.

Thus it is found that, except in the case of a very few Private colleges where an informal system of collecting and preserving information exist without any linkage to the formal administrative machinery, no college follows a systematic method of collecting processing and preserving information. As such, the Principals by and large are deprived of from making use of a sound information system as a tool for taking decisions.

6.8. Motivation among teaching staff

Management Scientists in the light of many research findings, based on the humanside of economic enterprises have established that improved performance and high productivity in any organisation are related to motivating system prevailing in the organisation. It is considered as an important task of management to create and maintain certain environmental variables which will encourage subordinates to exert maximum performance in the best of their individual ability. In this part of the study it is desired to know whether the teachers employed in Arts and Science colleges are properly motivated in this sense and if so what really motivates them and if not what antimotivating variables exist in such organisations. The objective behind the enquiry is to ascertain the existing level of motivation and to link the findings with the other findings for the purpose of drawing general conclusions.

The term motivation is used to mean the processes that stimulate teachers employed in different faculties of the colleges to project the best of their performance in teaching. The term processes is used to mean the interaction of environmental variable/variables, and performance in teaching includes their willingness to acquire higher skill for such performance.

Both in private and Government colleges the service conditions of teachers are uniform. The initial appointment of teachers is in the post of a Junior Lecturer with effect from 1972-73 and such junior lecturers will be promoted as Lecturers on the completion of two years of service.⁹¹ Lecturers will be promoted as Second grade cadre professors on the basis of arising vacancies and on strict seniority. In addition to the above, all lecturers are eligible for promotion as second grade non cadre professors on the completion of a specified period of service. The length of service for such promotion was 15 years service as lecturers with effect from July 1968,⁹² later reduced to 13 years with effect from 1979⁹³ and further reduced to 10 years with effect from 1985.⁹⁴ When the post of second grade cadre professor becomes vacant, the senior most non cadre professor will be accommodated in the post and in the absence of any such professors, the post will be filled by promoting the senior most lecturer. The post of first grade cadre professor is filled up by promoting the senior most second grade cadre professors. In addition, all second grade cadre as well as non cadre professors are eligible for promotion as first grade non cadre professors on the completion of 20 years of service after becoming lecturers.⁹⁵ There is no difference in pay

⁹¹ Government Order (MS) 120/73/H.Edn, dated 18-8-1973.

⁹² Government Order (P) 290/69/Fin, dated 9-6-1969.

⁹³ Government Order (MS) 161/79/H.Edn, dated 30-7-1979.

⁹⁴ Government Order (P) 515/85/Fin, dated 16-9-1985.

⁹⁵ Government Order (MS) No.37/83/H.Edn, dated 2-3-1983.

scales or status between cadre and non cadre professors, except that cadre professors are designated as heads of department. No other criteria than the length of service is considered for the above promotions. In Government colleges the Principals and Deputy Directors of collegiate education (both on the same rank) are promoted from among the senior most first grade cadre professors of all faculties put together. The above system of time bound grade promotion, implemented by the Government on the basis of the advice given by the successive Pay Commissions and modified from time to time in response to the demands made by the recognised associations of college teachers, is in par with the such a system made applicable to a good number of civil servants in the state including teachers in professional colleges and polytechnics. The intention behind granting time bound grade promotion, as it appears from the preamble of the various orders issued by Government in this connection, is to increase promotion prospects among teachers and avoid frustration due to the continuance of teachers in a particular post for a long time. Thus it can be said that the time bound promotion is a motivation system introduced by the Government. The motivators in this system are money (increased pay) and status. But this system takes in to consideration only the length of service of the teachers and as such it does not distinguish an efficient teacher from an inefficient teacher. It is very often said that the importance of motivation lies in converting the ability to do work

into the will to do work, and in the existing system money and status given to teachers are not related to any measurement of this conversion. The traditional theorists on motivation, assuming that people employed in economic enterprises are essentially lazy, identified the formal authority as a powerful device for motivation. They believed that by invoking the fear of punishment and making use of penalties and rewards, people can be motivated to perform to the best of their abilities. The behavioural scientists identified a number of other environmental factors in addition to rewards which induce people to convert their 'ability' to work into 'will' to work. Decentralisation, delegation, job enlargement, participative and consultative management, performance appraisal etc., are such important variables identified by them.⁹⁶ Both type of management scientists, however, tried to relate the above environmental variables to achievement of employees ascertained through some process of measurement. Most of the above management theorists on motivation made generalisations out of the experiments done on behavioural attitude of employees in economic enterprises where a quantitative assessment of achievements is possible in the case of the nature of work of many of such employees. However, Max Weber in his classical model of bureaucracy, emphasised that division of labour and th

⁹⁶ Douglas Murray McGregor, "The Human Side of Enterprise", in Readings in Management, ed. Max D. Richards and William A. Nielander, Op.cit., pp.577-578.

resulting specialisation, many create a career orientation among employees and this career orientation motivates them to maximise efforts.⁹⁷ Hence a separate assessment of each employee is not necessary. A mere recognition of seniority or length of service alone is sufficient to maintain the motivation. Hoy and Miskel,⁹⁸ commenting on the Weberian model point out that the functional consequence associated with the characteristic of career orientation is followed by a dys-functional outcome, namely conflict between achievement and seniority. Considering the nature of the work of teachers in educational institutions, the authors pointed out that there exist both specialisation and division of labour in such an organisation, and the administrator has dual role namely to maximise the functional consequence and minimise the dysfunctional consequence.⁹⁹ Thus, even though the consideration of length of service or seniority is likely to maintain the motivation created by career orientation, some inducement on the basis of achievement has also become necessary as a part of the total motivation system to harness the conflict between seniority and achievement.

⁹⁷ Max Weber, The Theory of Social and Economic Organisations, trans. A.M. Henderson and Talcott Parsons; ed. Talcott Parsons; (New York: Free Press, 1947), p.334.

⁹⁸ Wayne K Hoy and Cecil G. Miskel, Educational Administration, 3rd ed. (New York: Random House, 1987), pp.114-115.

⁹⁹ *Ibid.*, p.118.

The views of the functionaries at the second level of hierarchy are gathered as to how they perceive the existing system through three questions in questionnaire B. Through question number 29 the heads of departments were asked to state whether the staff members in their departments lack enough motivation in teaching and the other two subdivisions in the question were intended to ascertain (a) what factors motivate the teachers if the heads of departments consider that there exist enough motivation; and (b) what suggestions they have to offer if they do not think that the teachers are not properly motivated in teaching. The opinion gathered revealed that the heads of departments widely differ as regards the existence of motivation in teaching as shown in Table 6.16.

Table 6.16

PERCEPTION OF HEADS OF DEPARTMENTS AS REGARDS THE
EXISTENCE OF MOTIVATION AMONG TEACHERS
IN TEACHING

Sl. No.	Perception of respondents	Number of responses					
		Private college n=206		Government college n=50		Total n=256	
		No.	%	No	%	No	%
1	2	3	4	5	6	7	8
1	Do not lack enough motivation	126	61.2	28	56	154	60.
2	Lack enough motivation	80	38.8	22	44	102	39.
		206	100	50	100	256	100

Sixty per cent of the respondents consider that the teacher do not lack enough motivation in teaching. The percentage of respondents in this class is higher in private colleges. Five structured factors were given in sub clause (c) of the same question and respondents coming under serial number one of the above Table were asked to identify the factors which motivates the teachers at present with provision to add any other factor if they so desire. The structured items given were:- (a) the teaching profession as such; (b) the existing time bound grade promotion;

(c) other service conditions; (d) facilities in the college; and (e) better human relations in the college. Out of 154 respondents coming under serial number one of Table 6.16, 118 (76.6 per cent) replied that the first three items, namely, the teaching profession, the time bound grade promotion and other service conditions motivate teachers for teaching; among them 14 respondents opined that facilities in the college also motivate them. Among the other 36 respondents (23.4 per cent), 24 replied that the teaching profession alone motivates teachers, and 12 identified both teaching profession and human relations in the college as motivators. Thus, all the respondents identified the teaching profession as a motivator. Time bound grade promotion and service conditions are other dominating variables influencing motivation, whereas facilities in the colleges and better human relations do not influence significantly. No respondent identified any other factor other than the above five.

In sub clause (b) of the same question, eight structured statements were given to the respondents coming under Serial number two of Table 6.16. They were requested to offer their suggestions for properly motivating the teachers. Analysis of the data showed that no informants offered any other suggestion than those given in the question. The responses against the structured statements given are shown in Table 6.17.

Table 6.17

REQUIREMENTS OF THE EXISTING SYSTEM TO MOTIVATE
TEACHERS IN TEACHING, AS PER THE OPINION OF HEADS
OF DEPARTMENT WHO CONSIDER THAT TEACHERS LACK
ENOUGH MOTIVATION

Sl. No.	Requirements	No. of Responses				n = 102	
		Private college n = 80		Govt. college n = 22		Total n = 102	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Peaceful atmosphere in the campus	80	100	22	100	102	100
2	U.G.C. scale of pay	80	100	22	100	102	100
3	Better Facilities	76	95.0	22	100	98.0	96.0
4	Financial support to do research	22	27.5	13	59	35	34.3
5	More participation in Administration	18	22.5	12	54.5	30	29.4
6	Less interference from Govt./Managing agency	Nil	Nil	Nil	Nil	Nil	Nil
7	Dispense with the time bound grade promotion	Nil	Nil	Nil	Nil	Nil	Nil
8	Providing incentive schemes on the basis of work assessment	Nil	Nil	Nil	Nil	Nil	Nil

All respondents identified lack of peaceful atmosphere in the campus and nonimplementation of the pay scales announced by the University Grants Commission,¹⁰⁰ and 96 per cent of them identified the poor facilities in the colleges as dissatisfying elements for proper motivation. An item intended to ascertain how far ego involvement (Sl.No.5 of the Table) will motivate teachers has a response of only 29.4 per cent. In order to ascertain how far the existing time bound grade promotion creates anti-motivational environment, two statements were included in the question (Sl.Nos.7 and 8 in the Table) and both these statements are rejected by all the respondents and they do not think that either dispensing with the time bound grade promotion or introducing any system of incentives linked with the work assessment of teachers will provide necessary motivation to teachers. No respondent considers that interference from higher authorities as an anti-motivational factor. Even though this clause of the question was intended for those respondents who consider that teachers lack enough motivation, it is found that 44 respondents belonging to the category of those who perceived that the teachers are properly motivated also placed tick marks against some of

¹⁰⁰ The pay scales announced by the University Grants Commission at the beginning of sixth plan carry a higher rate of pay to teachers in colleges. The Commission requested the state Governments to implement the scale in their colleges and offered to reimburse 80 per cent of the excess expenditure over a period of five years. Kerala is one of the few states which has not implemented the scheme.

the items given in this clause with different foot notes so as to mean that the identified factors will further motivate teachers. The variables identified by them are (1) peaceful atmosphere in the campus (all the 44); (b) better facilities (19); and introduction of U.G.C. pay scales (44).

A combined analysis of the responses of the two category of respondents thus reveals that no respondent wants to do away with the time bound grade promotion system, 118 respondents (46 per cent of the total) consider that the time bound promotion system motivates teachers for teaching and the rest do not find it as a dissatisfying factor and they do not favour introduction of any incentive scheme linked with evaluation of performance as an alternative. Sixty per cent of the respondents consider that the teaching career motivates teachers and the rest identified the troublesome atmosphere and inadequate facilities in the campus as dissatisfying elements. In the course of interview the heads of departments were requested to reveal why they consider the time bound grade promotion as a motivating factor since it is not related to achievement of teachers or alternatively, why they do not favour a motivating system connected with assessment of performance. An analysis of the opinion revealed the following. In higher educational institutions the performance of a teacher is not quantitatively measurable and as such it is difficult to devise suitable criteria for evaluating the performance of teachers in teaching. Even if some standards of measurement are arrived at, the system has to answer problems like who will make the evaluation and how the

subjective bias will be kept under proper control. There are so many intervening variables like the facilities in the college, the environmental conditions in the college, the learning standards of students etc., significantly influencing the performance of teachers apart from their willingness to do work. In order to have a comparative assessment of the work of teachers employed in different colleges or to apply a uniform standard of evaluation, one has to neutralise the influence of these extraneous variables. At any point of time a college cannot manipulate the above variables in such a way that their influences are completely neutralised. Hence, the evaluation system has to prescribe different standards for different colleges and, if the influence of the intervening variables vary within a college from department to department, separate standards of evaluation for each of such departments. Such a complex type of evaluation may create a lot of displeasure in the system. Thus the difficulty to quantify the teaching performance, the complex nature of the evaluation process, and the fear of misuse of the evaluation criteria if at all something is developed are the factors that provoked the heads of departments to reject any system of motivation based on assessment of performance of teachers in teaching. It appears that they even apprehend that such a system would create anti-motivational environment in the organisation by creating more tension and conflict. On the otherhand, in managing the class rooms, the teacher at present possess a considerable amount of

freedom in respect of devising and adopting his own teaching methods, motivating students and leading the learning process. Through his interaction with the students he can secure a feedback for his own performance. In this sense, it can be said that the job content itself provides both job enrichment and job enlargement. Thus, many of the functionaries perceive that the time bound grade promotion motivates teachers even though it does not have a penal clause to punish the teachers who do not exert enough skill in their performance. The teachers employed in the teaching and research department of Universities in Kerala are under a different system of promotion, under which the length of service as well as the achievement of the teacher in doing research and promoting research are taken in to account. However, there exists some distinction as regards the role of teachers employed in colleges and University departments. The role of a teacher in a college as traditionally believed is only to disseminate Knowledge, whereas the teacher in a University department has the dual role of disseminating knowledge as well as creating new knowledge and much stress is usually given to the latter part of his role. Even though there exists a system of evaluation in University departments, the evaluation is done only on the research output of the teacher by taking into account the number of research articles published in approved journals and the number of research degree holders produced. There is no system of evaluating the teaching work for which only the length of service is considered.

The excellence in teaching, to a very great extent, is positively related to the skill acquired by the teacher before and after entering into service. Even though the role of a teacher employed in a college is confined to disseminating knowledge on a particular subject, an effective dissemination process requires his acquaintance with day to day changes taking place in the concerned subject. The interaction of man with his intellectual potentialities in a dynamic society may lead to new findings, evaluation of new concepts and the discovery of new dimensions to the existing concepts. The method of imparting knowledge itself is under going change in the light of the development of science and technology. In the place of old class room lecturers, new methods of teaching has emerged with the help of audio visual and other teaching aids intended mainly to expand the involvement of the student in the subject rather than simply allowing him to pass through the examination. Thus, even for imparting knowledge a teacher has to acquire higher skills after entering into service to cope up with the explosion of knowledge in his discipline and changes in methodology of teaching. Thus, the system of motivating teachers to acquire higher skills is equally important. In fact it is an indirect motivation towards excellence in teaching. In response to question number 30 in questionnaire B, 90.6 per cent of the respondents replied that the teachers in their department lack motivation for acquiring higher skills.

We have already seen in chapter V that colleges lag much behind in exploring and utilising resources for faculty development. Assistance for deputing teachers to M.Phil courses has been explored during the sixth plan to the extent of 60.29 per cent by Private colleges and 33.34 per cent by Government colleges and assistance to deputing them for Ph.D programmes has been explored only to the extent of 23.6 per cent and 27.2 per cent of Private and Government colleges respectively. Assistance for academic conference has been utilised only to the extent of 9.75 per cent by Private colleges and no Government college utilised any amount under this head. Due to the non availability of sufficient number of teachers with research qualifications a good number of Private colleges and all Government colleges could not apply for postgraduate assistance and this position is likely to continue in future plans also. It is also found that the performance of colleges in exploring resources under the two quality improvement programmes is below eleven per cent.

Government has not recognised the achievement of teachers in acquiring higher qualifications and or engaging in research activities as a criteria for promotion or for any other benefits and teachers who acquire such qualifications are considered on a par with other teachers. However, the upper age limit prescribed for the teaching post will be

enhanced by three years in case the candidate possess any research degree like Ph.D; D.Sc, or D.Litt.¹⁰¹ Even if a college utilises cent per cent assistance from U.G.C. for faculty improvement programme the maximum number of teachers that can be deputed for M.Phil course for the entire plan period is limited to four, and depending upon the percentage of allocation on other items of assistance under undergraduate assistance scheme, it may be able to depute 2 to 3 teachers for Ph.D programme in a plan period. Considering the total strength of teachers employed in colleges it will take a long period for the colleges to offer such facilities to all teachers. The teachers deputed under U.G.C. programme are entitled to get salary during the period of deputation in addition to living allowances and contingency grant disbursed by the Commission through the University where the teachers pursue the courses. But if any teacher voluntarily go for such higher studies or any other programme intended to improve his skill, he has to surrender the salary for the entire period of his study and has to overcome so many procedural hurdles even for reckoning of his service prior to undergoing such courses for other service benefits. Even the norms prescribed by the Government for transfers and posting of teachers in Government colleges do not give any special consideration for teachers who acquire research qualifications. However, the norms say that after deciding the place of posting, Government will try to accommodate teachers with research qualifications in

¹⁰¹ Government order (P) No.33/69/Edn. dated 27-1-69.

postgraduate colleges to the extent possible. At the same time the above norms give comparatively a higher consideration for transfers and postings of teachers (i) who have entered into intercaste marriage; (ii) who have undergone training of N.C.C. officers; (iii) who are physically handicapped; and (iv) who are officiating as presidents and secretaries of recognised teachers associations.

An analysis of the information revealed by the heads of departments as regards their perception of attitude of teachers towards quality improvement programmes also seems to support the above observation that the system does not give much importance to motivating teachers for acquiring higher skills. Five structured attitudes were given in question number 31 of questionnaire B and the heads of departments were asked to identify their perception regarding the attitude of teachers for undergoing faculty improvement programmes with provision to add any other attitude if they so desire. The information gathered is shown in Table 6.18.

Table 6.18

PERCEPTION OF HEADS OF DEPARTMENTS AS REGARDS
THE ATTITUDE OF TEACHERS TOWARDS
FACULTY IMPROVEMENT PROGRAMMES

Sl. No.	Description of attitudes	Number of responses					
		Private college (n=206)		Government college (n=50)		Total (n=256)	
		No.	%	No.	%	No.	%
1	2	3	4	5	6	7	8
1	Academically motivated	102	49.5	13	26	115	44.9
2	Lack of interest	22	10.7	7	14	29	11.3
3	Lack of proper opportuni- ties for undergoing courses	88	42.7	13	26	101	39.5
4	Lack of proper incentive after completing the courses	198	96.1	50	100	248	96.9
5	Indifferent attitude of college authorities	0	0	4	8	4	1.6

All the respondents identified more than one attitude and no other attitude other than those given in the questionnaire is identified by them. All the 44.9 percent of the respondents who perceived that teachers are academically motivated also identified that such teachers feel that there is lack of incentive after completing the courses. Only 11.3 percent of respondents consider that teachers lack enough interest, and among them, more than 90 per cent of the heads of departments of two women's degree college

are included. In the course of interview the selected heads from these two colleges remarked that all teachers employed in these colleges are women and they find it difficult to attend these courses conducted by University departments situated far away from the location of their colleges. The respondents, however, expressed the hope that the above attitude may change if the teachers find that some amount of incentives especially in the form of conferring certain status are offered to them after completing the courses. Most of the respondents in the course of interview, were of the view that teachers take voluntary interest to attend the courses if the University conducting the courses is within the proximity of their residence and if the teachers have a personal interest to improve their career prospects. All teachers including the above class compare the benefits of attending the courses with the efforts involved. Thus more than 96 per cent of respondents from Private colleges and all respondents from Government colleges identified the lack of proper incentive after completing the courses as the attitude of the teachers towards such programmes. The above respondents were also requested to offer their suggestions to have more involvement of teachers on quality improvement programme through question number 32. Three structured statements were given in the question and the respondents were asked to identify one or more of suggestions with or without adding any other suggestions than those stipulated therein.

The structured suggestions given were:- (1) the existing time bound promotion system should be dispensed with; (2) some incentive should be given to teachers who participate in such programme without damaging the existing system of promotion; and (3) recognition of teachers with outstanding merit by instituting awards, medals, etc. 174 respondents (68 per cent) preferred the second suggestion and 74 respondents (29 per cent) preferred the third. Out of 174 who preferred the second item, 32 preferred the third also and the percentage of responses for the second and third suggestions reached to 68 and 41 respectively. Eight respondents (3 per cent) refused to answer this question and no respondents preferred the first answer. Hence the existing time bound grade promotion system is considered by a majority of respondents as a motivating factor, others do not consider it as a dissatisfying factor and no respondents prefer to do away with the system so as to evolve an alternate one capable of providing incentive to teachers in acquiring higher skills.

Thus it can be seen that the system as a whole has not made any substantial effort to motivate teachers in participating in the quality improvement programmes, even though there are widespread complaints that the standards of higher education is getting deteriorated day by day. Participation of teachers in faculty improvement programmes enables a teacher to up date his knowledge, facilitate specialisation and create a research bias in his mind which naturally improve his performance in teaching and involvement in academic matters. We

have already seen in Chapter V that the two quality improvement programmes namely COSIP and COHSSIP introduced by the U.G.C. have made only an impact of less than 11 per cent in colleges. These two programmes require a high involvement of teachers both in designing programmes and their implementation. It appears that the faculty improvement of teachers is correlated with the quality improvement in teaching and unless teachers are motivated towards the former, they may not take much interest in the implementation of the latter. It is also observed that the facilities offered in colleges for teachers to enrich and update their knowledge are by and large quite inadequate. In response to question number 19 as to what kind of facilities are offered in colleges for teachers to up date their knowledge, 88 heads of departments (34.4 per cent) replied that the teachers in their departments make use of books both in departmental library and general library in addition to limited number of journals in the general library. Another 27 heads of departments (10.5 per cent) provide books in the departmental library and general library and the rest (55.1 per cent) provide only books in the general library to up date and enrich their knowledge. The use of library is conditioned by the facilities offered and the quality of books made available. We have seen earlier that only 11 Private colleges (42.3 per cent) introduced technical organisation in their libraries and in the rest of 57.7 per cent of Private colleges and in all Government colleges

the teachers have to follow the traditional method of consultation. Due to the absence of a planned utilisation of resources and highly centralised nature of using authority in buying books, colleges are compelled to buy books from the local book sellers at the fag end of the year. In the course of interview, the heads of departments of a good number of colleges, other than those belonging to department of languages, said that books carrying current developments in their subjects have only a low representation in the libraries. In response to question number 8 in questionnaire B, 15 heads of departments spread-over to three Private colleges said that they have a separate departmental reading room and in all the rest of the colleges the teachers have to consult books either in the staff room or in the general library amidst the students. The heads of departments were also requested to specify the number of seminars, discussions or other type of academic deliberations done in their departments in the last three years. Out of 212 degree departments and 87 postgraduate departments in the colleges selected for study, 22 postgraduate departments (in 14 postgraduate colleges) conducted one seminar each and two departments two seminars each during the entire period of three years and no other departments conducted any such deliberations during the period. Out of the 14 colleges which conducted seminars very rarely as mentioned above three are those which received assistance from U.G.C. under COHSSIP and

COSIP under which there were separate provisions for conducting seminars and deliberations. Except in one college, no college has invited any outside faculty member to participate in the academic deliberations as mentioned above. Thus it is seen that even in postgraduate colleges the opportunities placed at the disposal of the academic community for interaction with the changes taking place in their discipline are quite inadequate.

6.9. Chapter Summary

This chapter, while making an attempt to analyse the existing system of managing colleges seems to reveal that:

- (i) Absence of the process of setting up of objectives and difficulty in establishing scalar relations among the different levels of the organisation are the two distinctive features of higher educational institutions;
- (ii) The system does not have any arrangement to impart any orientation or render any managerial assistance to the heads of these institutions who are generally elevated at the fag end of their career, from a class of professors having little experience in sharing authority and responsibility;
- (iii) These institutions are exceptions to the organisational principle of Unity of Command;
- (iv) Colleges, by and large, do not follow a planned approach in utilising financial resources;
- (v) The senior academics are not made effectively involved in the decision making process;
- (vi) There is no effective delegation in many of the functional areas of

management; (vii) No college is effectively making use of a formal information system; and (viii) Teachers lack enough motivation for acquiring higher skills.

6.10 Testing of Hypothesis II

It is already found that hypothesis I and the sub hypothesis are retainable. The second hypothesis set for the study is that 'Principals of Arts and Science colleges are functioning in a Benevolent Autocratic Style'. The leadership styles of Principals are assessed in this study through measuring the level of participation perceived by the members in the formally constituted College Councils existing in all colleges comprising of professors who are heads of departments and elected representatives of the other staff members. The level of participation perceived by members is measured in three ways.

(a) Through a six point itemised rating scale developed in to a model consisting of three leadership styles, namely,

- (i) Autocratic;
- (ii) Benevolent Autocratic; and
- (iii) Democratic.

Analysis of the information after assigning score values showed that 78.1 per cent of the respondents having the assigned score value of 85.4 per cent identified the

leadership styles of their Principals as Benevolent Autocratic.

- (b) Through an indepth analysis of the discussion on each functional area of college management identified by the respondents with the help of a four point rating scale.

It is found that members in the College Council, by and large, are given the opportunity to participate at the level of mere consultation, an average of more than 68 per cent of the respondents asserted this fact in eleven functional areas of discussion identified by them in the College Council. Three per cent of the respondents even feel that they are treated as mere observers and 19.3 per cent, however, feel that they are given the freedom to advise the Principals.

- (c) Through an analysis of the degree of divergence or conflict in discussion in the College Council.

It is found that the College Councils are treated as mere consultative bodies, the chances for lively and healthy discussions are too remote and as such the chances for divergence or conflicts are highly insignificant.

The extent to which colleges follow an effective system of delegation is diagnosed after selecting seven

functional areas of college management in part six of the study, and is found that, apart from rare instances when the Principals are compelled to delegate very limited powers by virtue of the rules framed by higher authorities, Principals do not follow a system of effective delegation. Except in preparing work arrangements to teachers and conducting elections and internal examinations, the authority to get things done in all other areas of management is highly centralised and Principals do almost everything by themselves.

In the light of the above findings it seems that the second hypothesis, that the Principals of Arts and Science colleges are functioning in a Benevolent Autocratic style, is retained.

Chapter VII

PERCEPTION OF FUNCTIONARIES AT THE INSTITUTIONAL LEVEL

ABOUT THE HIGHER EDUCATION SYSTEM

Higher Educational Institutions are the sub-system of the total Higher Education System. The effective functioning and even the survival of this sub-system are to a very great extent influenced by the total system. The organisational behaviour of these institutions is conditioned by the characteristic features of the total system and one cannot make any suggestion for the improvement of the organisational behaviour of these institutions without considering the above characteristic features. The last chapter made an attempt to analyse the managerial behaviour of the institutions focusing the analysis mainly on the precincts of such institutions and arriving at certain observations. Before making any suggestion for varying the existing managerial behaviour of these institutions for improved managerial performance, in the light

of the observations made in the last chapter as well as in other chapters, it is necessary to take in to account the observations made by others about the higher education system in this State. Hence, the objective of this chapter is to conduct a brief survey of the observations made by the various Commissions/Committees which probed in to the affairs of the higher education system in the State and ascertain the perception of the respondents of this study towards such observations. The analysis is restricted to the observations made by the above agencies regarding the managerial aspects of the system especially at the institutional level.

It has already been pointed out in Chapter II that no research study has been conducted on the managerial aspect of the higher education system in the State. The literature available consists of only the reports of five Commissions/Committees appointed by the Government and one report published by a Private agency. In the light of the observed drawbacks and short comings of the higher education system, the above reports suggested a number of recommendations.

The following are the six reports reviewed in this context. Serial numbers one to five are reports of the Commissions/Committees appointed by the State Government and the last one is a report of a Commission constituted by a Private agency.

1. Report of the Padmakumar Commission, 1970¹;

¹ Government of Kerala, Report of the Commission of Enquiry, Op.cit.

2. Report of the High level Committee on Higher Education 1984²;
3. Report of the Expert Committee on Autonomous Colleges 1984³;
4. Report of the Malcolm. S. Adiseshiah Commission constituted to enquire into the working of the University of Kerala 1985⁴;
5. Report of the Malcolm S. Adiseshiah Commission constituted to inquire into the working of the University of Calicut 1985⁵;
6. Report of the Commission for Christian colleges 1980-81.⁶

All the above reports strongly criticised the existing system of higher education in the state. Some of the major observations are cited in chapter II of this study and the following are the six major draw backs pointed out in the above reports.

- (a) Lack of Planning;
- (b) Too much standardised;
- (c) Lack of institutional autonomy;
- (d) Rigid and outmodelled administration;
- (e) Too much bureaucratic control; and
- (f) Politicised.

² Government of Kerala, High Level Committee on Education and Employment - Report on Higher Education, Op.cit.

³ Government of Kerala. Report of the Expert Committee on Autonomous Colleges, Op. cit.

⁴ University of Kerala, Towards Excellence in Learning Op. cit.

⁵ University of Calicut, Towards Learning Excellence Op.cit.

⁶ Members of the Committee, A Study of Christian Colleges in Kerala, Op.cit.

The above averments are made in the reports after viewing the system from different angles. Lack of planning is pointed out in all the reports. Adhòc decisions of higher authorities based on political pressure and the absence of any attempt to link the expenditure on education to manpower requirements are the main bases selected by the Padmakumar Commission to make such a comment. Indiscriminate expansion of colleges, overcrowding in colleges and irrational fixation of tuition fees are some of the bases selected by the High level Committee. The other reports also relied upon the excessive dependence of the state on social demand approach towards framing policies for arriving at such a conclusion.⁷ The existing system of affiliating as many colleges as possible under one University and the policy of the affiliating Universities to prescribe even the minute details of working of the colleges like the nature of subjects to be taught, syllabus and text books, number of working days, mode of conducting examinations etc, are the grounds upon which Malcolm. S. Adiseshiah Commission, the Expert Committee on Autonomous colleges and the Commission appointed by the private agency have pointed out that there is too much standardisation and lack of institutional autonomy in the present system.⁸

⁷ The Expert Committee on Autonomous Colleges has not made any comment based on this aspect since it was outside the scope of the terms of reference to that Committee.

⁸ The Padmakumar Commission and High Level Committee have not dealt with the issues emanating from the functioning of the universities, since it was outside the scope of terms of reference to the former and the latter has not gone into a detailed discussion of the same.

Interference of political parties in the election of members to various bodies of the Universities, nomination of members to such bodies by the Government on political considerations, the retention of powers with the Government to appoint the Vice-Chancellors on their own sole discretion and the activities of political parties in the institutional campus through student unions, are the bases on which all reports other than reports of the Padmakumar Commission and Expert Committee on Autonomous colleges came to the conclusion that the system is highly politicised.⁹ The High Level Committee, consisting of the then Vice-Chancellors of Kerala, Cochin and Calicut Universities, a former Vice-Chancellor of the Cochin University and two I.A.S. officers who occupied the positions of Secretary to higher education department and Director of collegiate education department, has pointed out that, even though the University Acts in this state prescribe an elaborate system for the selection of Vice-Chancellors, in actual practice, only the persons chosen by the Government in power are appointed as Vice-Chancellors.¹⁰ Both the Malcolm. S. Adiseshiah Commission and the Commission appointed by the Private agency pointed out the inadequacies of the present system of administration of the higher education system and the latter Commission remarked that the system exercises too much bureaucratic control over Private colleges in

⁹ The Padmakumar Commission and the Expert Committee on Autonomous Colleges have not dealt with such issues since these were outside the scope of their reference.

¹⁰ High Level Committee on Education and Employment - Report on Higher Education, Op.cit., p.21.

the light of the provisions in the Direct Payment System and University laws.

All the above averments made against the system are placed before both the classes of respondents in this study, namely, the Principals and heads of departments in the colleges included in the sample to ascertain how far they share the above views through question number 30 and 33 respectively in questionnaire A and questionnaire B. In order to measure the perception more accurately eight identical structured statements, comprising the same six drawbacks gathered from the reports as mentioned earlier and two other statements intended to those who want to say that the system is not as bad as pointed out by the reports or the system is perfect and good, are employed in the questionnaire. The respondents were asked to select the responses with or without adding any additional comments. It is found that even though the respondents have shown enough interest in answering the other questions in the questionnaire, 13 respondents (5 per cent) from among the heads of departments abstained from answering this question. No respondent consider that the higher education system in this state is perfect and good and the other responses are tabulated in Table 7.1.

Table 7.1

ASSESSMENT OF THE FUNCTIONARIES ABOUT THE HIGHER
EDUCATION SYSTEM IN THE STATE OF KERALA

Sl. No.	Description of the Assessment	Classes of respondents and Percentage of responses under each class								
		Principals (n = 26)			Heads of Department (n = 243)			Total (n=269)		
	n =	P 21	G 5	T 26	P 193	G 50	T 243	P 214	G 55	T 269
1	2	3	4	5	6	7	8	9	10	11
1	Not bad	14.3	40.0	19.2	9.8	22.0	12.3	10.3	23.6	13.0
2	Lack of planning	42.8	20.0	38.4	75.6	84.0	77.3	72.4	78.1	73.6
3	Too much standardised	28.6	20.0	26.9	8.8	28.0	12.8	10.7	27.2	14.1
4	Lack of institutional autonomy	47.7	20.0	42.3	16.0	28.0	18.5	19.1	27.2	20.8
5	Rigid and out-modelled administration	28.6	20.0	26.9	11.4	34.0	16.1	13.1	32.7	17.1
6	Too much bureaucratic control	28.6	20.0	26.9	5.2	6.0	5.3	7.5	7.3	7.4
7	Politicised	52.4	Nil	42.3	73.6	38.0	66.2	71.5	34.5	63.9

P = Private college; G = Government college; t = Total

Lack of planning and politicisation are the two major weaknesses identified by large number of respondents and other statements in the questionnaire have a response of below 21 per cent. Principals of Private colleges, in addition to the above, identified lack of institutional autonomy as a weakness. But their counterparts in Government college do not agree that the system is politicised, and their percentage of perception against other statements is also low. In fact, 40 per cent of Principals of Government colleges consider that the present system is not bad. The heads of departments of both types of colleges more or less agree with their Principals as regards politicisation. Thus, 52.4 per cent of Principals and 73.6 per cent of heads of departments in private colleges perceive that the system is politicised whereas only 38 per cent of heads of departments in Government colleges agree with the above view. More than 75 per cent of the heads of departments of both colleges and more than 42 per cent of Principals of private colleges agree that the system lack proper planning, but in this case also the Principals of only 20 per cent of the Government colleges agree with this view. The percentage of heads of departments of Private colleges who feel that the system suffers from too much standardisation and too much bureaucratic control is less than 10, and their counterparts in Government colleges more or less agree with them, but the percentage of perception is high in identifying too much standardisation. Only 16 per cent and 11.4 per cent of heads of

departments of Private colleges perceive that there is lack of institutional autonomy and rigid and out-modelled administration respectively, whereas the Principals of these colleges have a high perception percentage as regards these two statements. Under the Direct payment system, the Principals of these colleges are subjected to the controls imposed by the Government, whereas the heads of departments are under the direct control of the private managing agencies, and as such less exposed to the behavioural attitude of Government directly. The heads of departments in Government colleges have a high perception rate as regards the above two statements, these respondents are under the direct control of the Government, as such are more exposed to the behavioural attitude of Government directly. However, only 34 per cent and 28 per cent respectively of them feel that the system suffers from rigid and out-modelled administration and institutional autonomy. Thus, considering the figures in column number 11 of Table 7.1, it can be seen that the functionaries agree at significantly high rate with the drawbacks mentioned as two and seven only in column number 2 of the Table.

The reports of the Commissions and Committees referred to in this chapter also made certain observations about the system at the institutional level. A review of the entire observations revealed that all the reports except the report of

the Expert Committee on Autonomous colleges are unanimous about the following five types of weaknesses of the system at the institutional level namely: (a) Heavy enrolment; (b) Lack of facilities (c) Lack of administrative effectiveness; (d) Too much political interference and (e) Communal interference.¹¹ The Two types of respondents in the present study were asked to reveal their views regarding the above five comments through question numbers 31 in questionnaire A and 34 in questionnaire B. Five structured identical statements comprising the comments as mentioned (a) to (e) above were given in both the questions and respondents were requested to mark either their agreement or disagreement on each of the weaknesses. It is found that the 13 respondents who abstained from answering the previous question also responded to this question. The information gathered is shown in table 7.2.

¹¹ Under the Direct payment Agreement the private managing agencies, while making appointments, are entitled to reserve every alternate vacancy for being filled up on merit by candidates of the community to which the college belongs. They are also permitted to reserve 10 per cent (in the case of backward communities 20 per cent) of the seats of students to the same community. In the case of Government colleges, while making appointments, every alternate vacancy is filled up by rotation from different backward communities. Malcolm S. Adiseshiah Commission in the two reports expressed the doubt that the above communal quota system and communal rotation system may encourage communalism and promote parochial and sectarian considerations at the sacrifice of sound academic principles. (Towards Excellence in Learning, Op.cit., pp 39-40., and Towards Learning Excellence, Op.cit., pp 17-18).

Table 7.2

ASSESSMENT OF THE FUNCTIONAIRES ABOUT THE
HIGHER EDUCATION SYSTEM AT THE INSTITUTIONAL LEVEL

Sl. No.	Description of the Assessment	Classes of respondents and responses in percentage								
		Principal (n = 26)			Heads of Departments (n = 256)			Total (n=282)		
	n =	P 21	G 5	T 26	P 206	G 50	T 256	P 227	G 55	T 282
1	2	3	4	5	6	7	8	9	10	11
1	Heavy enrolment	100	80.0	96.1	86.4	94.0	87.9	87.7	92.7	88.6
2	Lack of facilities	80.9	100.0	84.6	84.9	94.0	86.7	84.6	94.5	86.5
3	Lack of administrative effectiveness	71.4	80.0	73.1	33.0	44.0	35.2	36.6	47.3	38.6
4	Too much political interference	66.6	100.0	73.1	57.3	56.0	57.0	58.1	60.0	58.5
5	Communal interference	19.0	20.0	19.2	Nil	Nil	Nil	1.8	1.8	1.8

P = Private college; G = Government college; T = Total

Except one Government college, all colleges feel heavy enrolment. Principals of 17 Private colleges (80.9 per cent) and all Government colleges feel lack of facilities. The heads of departments also endorse with this view and all the functionaires agree with the findings in the reports regarding

these two observations. More than 73 per cent of the Principals feel that the administrative machinery is not fully effective at the college level, but only 35.2 per cent of the heads agree with this view and among them the percentage of responses is higher in Government colleges. We have seen in the previous chapter that the heads of departments are not actively made involved in the management process of the colleges and as such they are less exposed to the opportunity of having a critical appraisal of the feed back of administrative policies and decisions unless they take personal interest to make any such analysis. May be due to this fact a good number of respondents belonging to this class refused to make any comment upon this statement so that the percentage has come down to below half of the percentage of responses of the principals. Alternatively, it seems that it is not the effectiveness of administration which resulted in the reduction of percentage, because the Principals who manage the entire affairs of the college concentrating as many powers as possible in their hands themselves feel that the administrative machinery is ineffective. The perception of political interference in the campus is high on the part of the Principals. Infact all the Principals of Government colleges also perceive the same even though they do not feel politicisation in the system as a whole (Serial No.7, column of Table 7.1). Heads of departments rejected the allegation that there is communal interference even though Principals of 4 Private

colleges (19 per cent) and one Government college perceived the same. However the overall percentage is below 2 per cent.

The reports of the Commissions and Committees referred to earlier in this chapter made a number of recommendations. The following are the seven important recommendations gathered from the reports.

1. Restrict admission of students;
2. Increase the rates of fees;
3. Introduce autonomous colleges;
4. Restructure the course contents;
5. Change the examination system;
6. Change the structure of Universities; and
7. Induct professional competency in administration.

It is found that the reports are almost unanimous in making the above suggestions. However the Committee on Autonomous Colleges suggested only item number 3; and the Padmakumar Commission recommended only item numbers one and two, since the terms of references to these two bodies were confined only to suggest feasibility of introducing Autonomous colleges and Direct payment system respectively. The respondents in this study were requested to reveal their responses towards the above suggestions through question numbers 32 in questionnaire A and 35 in questionnaire B. The respondents were free to make any other suggestions. The responses received are tabulated in Table 7.3.

Table 7.3

SUGGESTIONS MADE BY THE FUNCTIONARIES TO IMPROVE
THE HIGHER EDUCATION SYSTEM

Sl. No.	Description of suggestions	Classes of Respondents and responses in Percentage										
		Principals			Heads of Departments			Total				
		n	=	P 21	G 5	T 26	P 206	G 50	T 256	P 227	G 55	T 282
1	2	3	4	5	6	7	8	9	10	11		
1	Restrict admission			100.0	60.0	92.3	86.4	80.0	85.1	87.7	78.2	85.8
2	Increase rates of fees			38.1	0	30.7	17.9	0	14.5	19.8	0	16.0
3	Autonomous colleges			28.6	20	26.9	16.0	8.0	14.5	18.8	9.1	15.6
4	Restructure of the course content			71.4	80	73.1	67.0	68.0	67.2	67.4	69.1	67.7
5	Change in examination system			38.1	0	30.8	48.5	64.0	51.6	47.6	58.1	49.6
6	Change the structure of Universities			28.6	0	23.1	21.3	0	17.2	22.0	0	17.7
7	Induct professional competency in administration			52.3	60.0	53.8	68.0	80.0	70.3	66.5	78.1	68.8
8	Dispense with the shift system			85.7	80.0	84.6	86.4	80.0	85.2	86.3	80.0	85.1

P = Private colleges; G = Government colleges; T = Total

Item number eight in the Table is the suggestion made by the functionaries and all others are those given in the questionnaire. The respondents seem to have been much frustrated with the problem of numbers and the consequent shift system, so that more than 85 per cent of them want both reduction in numbers and abandonment of the shift system. We have already seen in chapter IV, that the problem of numbers is faced by almost all developing countries and the University Grants Commission does not consider any regulating measures for the time being to curtail the growth in quantitative expansion.¹² Almost all Commissions and Committees appointed in this state favour regulatory measures to curtail enrolment in colleges and the functionaries at the institutional level, as revealed by Table 7.3, also favour such measures. It appears from the Annual Reports of the U.G.C. that the Commission favour facing the problem only through qualitative expansion by increasing facilities and managerial performance rather than curtailing enrolments. It can be seen from the Table 7.3 that increasing the rates of fees has a response of only 16 percent. The respondents from Government colleges rejected the suggestion as a whole. Introduction of Autonomous Colleges, which is one of the major suggestions made by the Commissions/ Committees appointed in this State as well as the University Grants Commission has a response of only 15.6 per cent. When the colleges are converted into Autonomous Colleges, a number

¹² U.G.C. Annual Report 82-83; Op.cit., p.2.

of functions now performed by the Universities like designing the courses and course contents, conducting examinations etc, will be delegated to the colleges and each of the converted colleges has to set up its own administrative infrastructure to do all these functions. Autonomous colleges, thus get wide discretionary powers and decisive roles in shaping the future higher education system. A good number of Principals at present feel that the administrative machinery at the institutional level is not effective (item 3, column 5, Table 7.2) and we have seen in the last chapter that the Principals by and large lead the colleges in a benevolent autocratic style concentrating as many powers as possible in their hands. Teachers lack enough motivation for improving their skills and the quality improvement programmes (COSIP and COHSSIP) introduced by the U.G.C. have made a response below 11 per cent in colleges in this State. May be the above factors tempted more than 73 per cent of Principals and 85 per cent of heads of departments to not to prefer Autonomous colleges.¹³ A good number of both the classes of respondents also feel that they are placed under the constraints of heavy enrolment, poor facilities and the tension arising out of the shift system. In such a situation, assigning more responsibilities and decisive roles without making any structural change in the organisation may make the real management

¹³ It must be mentioned here that the Commissions/Committees which recommended Autonomous colleges have not suggested to convert all colleges into autonomous at a stretch, but advised to follow a selective approach at the initial stage and gradually extend after experimentation.

process much more complex. It can be seen that the functionaries who feel too much standardisation and lack of institutional autonomy in the system are only 14.1 per cent and 20.8 per cent respectively (Table 7.2) and the demand for Autonomous colleges is related to the academic tension arising out of these two drawbacks. Some of the teachers who gave evidence before the Expert Committee on Autonomous colleges expressed their fear that under autonomy they would be forced to do more work and they would lose some of the privilege and service conditions.¹⁴ The Committee rejected the above apprehension and disclosed in its report that under autonomy none of the existing privileges and service conditions would be taken away.¹⁵ However while discussing the experience of Tamil Nadu where Autonomous colleges were introduced in 1973, the above Commission interalia stated that some groups of teachers were very critical of the system alleging that they are forced to work harder without any incentives and losing some of the earlier privileges and there exist friction between management and teachers in some colleges.¹⁶ It was also revealed in the Parliament by the Central Government that the system of Autonomous colleges introduced in Tamil Nadu, even though resulted in appreciable academic achievement, had been opposed by some of the organisations of teachers on the ground that the innovations placed

¹⁴ Report of the Expert Committee on Autonomous Colleges,
Op.cit., p.85.

¹⁵ Ibid., p.96.

¹⁶ Ibid., p.82.

more obligations upon them.¹⁷ It is also observed in the course of interview for the present study that a number of heads of departments hold the view that autonomy may result in forcing the teachers to work harder without any motivation and in the present system of college management it would lead to more conflicts. It appears that the above factor is also one of the reasons for such a high majority of the functionaries to reject the system. It can be seen from Table 7.3 that 67.7 per cent of the respondents favour restructuring of course content and 49.6 per cent favour change in the examination system as suggestions for improvement. An analysis of the above respondents showed that all of them also opposed Autonomous colleges. Change in the structure of Universities is preferred only by 17.7 per cent and they also belong to the same category. It appears that these group of respondents which suggested changes in examination system, restructuring of course content and changes in the structure of University favour the above changes as an alternative suggestion against Autonomous colleges. More than 53 per cent of Principals prefer induction of professional competency in the present administration and it is found that all of them belong to the category of those 73.1 per cent who perceived lack of administrative effectiveness in Table 7.2. Eventhough only 35.2 per cent of heads of departments perceive that there is

¹⁷ Parliamentary News and Views (New Delhi: P.N.V. Service, Education, 1985) Vol.II, p.25.

lack of administrative effectiveness (Table 7.2), 70.2 per cent consider that inducting professional competency in administration would improve the system.

To sum up, out of the seven identified weaknesses of the system by the earlier expert Commissions/Committees, lack of planning and politicisation are the two weaknesses agreed upon by a good majority of the respondents. All other weaknesses have a response of below 21 per cent with variation in perception among the different classes of respondents. Only a minority group perceive that the systems is too much standardised and lacks enough autonomy. A majority of respondents rejected the suggestion of implementing Autonomous colleges in the State. A number of reasons can be attributed for this rejection and many of such reasons emanate from the present management system at the institutional level. Heavy enrolment, lack of facilities and the shift system are the three major hurdles identified by the respondents at the institutional level. Lack of managerial effectiveness is perceived by a large number of Principals and hence inducting professional competency in administration is suggested by more than 68 per cent of the functionaries.

Chapter VIII

SUMMARY OF FINDINGS AND RECOMMENDATIONS

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The objective of this exploratory study is to enquire into the existing system of managing higher educational institutions in Kerala, compare it with the accepted principles of management believed to be applicable to all organisations, and develop a model capable of introducing more effective management practices.

8.1. Summary of Observations:

The observations made in the study may be summarised as follows:

1. The introductory chapter contains a brief survey of higher education in Kerala and the nature of management principles. The consensus of opinion among management theorists that the principles of management have a universal application is also being examined. While presenting the problem and

specific objectives of the present study earlier studies made by scholars in different parts of the country on the subject of education including higher education have also been taken into consideration. It is found that no specific study on the management aspect of higher educational institutions has so far been conducted particularly in the state of Kerala. It is also observed in this chapter that the state is following the social demand approach in educational planning under which importance is given to equalisation of educational opportunities by absorbing into the system as many eligible persons as possible. In consequence, these institutions are exposed to the problems of numbers and the management of them has become more complex.

2. A review of related literature on the subject is done in the second chapter. The review is divided into three parts, viz. (1) studies conducted in foreign countries; (2) studies conducted in India and (3) those made in Kerala. In foreign countries the systems approach to education Management has got greater acceptance among a fairly wide group of management scientists. Different models based on systems approach are also developed in those countries. In India the management scientists are by and large influenced by the systems approach, but a number of studies ignoring systems approach are also found. In Kerala the literature available on the subject amounts only to reports of five Commissions/Committees appointed by the State Government and one Commission

appointed by a private agency.

3. The third chapter deals with the pilot study conducted and the hypotheses set on the basis of that study. The pilot study was conducted in two selected major post-graduate colleges, one in the public sector, and the other in the private sector, the selection of colleges being made by judgement sampling. The pilot study, which was carried on with a workable hypothesis that management principles so far evolved and accepted as having an universal application can be applied in the management of higher educational institutions, enabled the framing up of two hypotheses as well as detailed tools for collection of data. The following are the two hypotheses set:

(i) (a) Both Government and Private colleges do not succeed in mobilising and utilising financial resources; (b) Compared with Government colleges, Private colleges have a high rate of effectiveness in mobilising and utilising resources; and (ii) Principals of Arts and Science colleges are functioning in a Benevolent Autocratic style.

4. The fourth chapter endeavours to make an appraisal of the Social and cultural environment of higher educational institutions in order to assess the influences of external environmental factors in the managerial process. It is divided into two parts. In the first part, developments in organised form of University education in the State before and after

establishing statutory Universities are reviewed and the role of private agencies in these developments is assessed. Two striking features of the system identified in the above review are (a) liberal state patronage and (b) predominantly high participation of private efforts. It is found that higher educational institutions in the state have a long tradition. They began functioning in an organised form right from the 9th century onwards. The Salais and Subha Mutts that existed during those antique times seemed to have functioned more or less in the same style of the departments of teaching and research in the statutory universities established in recent years. These 'Temple Universities' like our modern universities conducted examinations and awarded degrees including such degrees which can be equated with the present-day research degrees. The pioneering efforts of Christian Missionaries in spreading higher education in all the erstwhile princely states, followed by the active participation of other religious and social groups in mobilising funds, establishing and managing similar institutions led to the development of a significantly dominating private sector in the field of higher education. Throughout the history of higher educational institutions one can see that state interference in establishing and managing these institutions was comparatively limited. The state only followed a policy of promoting private efforts through liberal patronage. It was after the coming into force of the Constitution of India

the efforts of private agencies belonging to minority communities got constitutional protection. The establishment and management of educational institutions became one of their fundamental rights. May be to avoid any kind of discriminatory approach the State Government refrained from enforcing any regulatory measures, which will become null and void in the case of institutions owned by minority communities, against institutions established by other communities. Thus the entire private sector virtually remained within the ambit of the above fundamental right. Compared to ordinary civil rights, fundamental rights are considered as inalienable rights. The weapons in the armoury of the Government or the University to bring into line the private agencies dwindled down to two, namely, not to grant recognition and not to give grants and even these two weapons are subjected to a lot of operational limitations imposed by the constitutional protection. The post-independence period witnessed a lot of conflicts and tension in the system. Government through statutory measures made attempts to interfere in the management of private institutions and the private agencies by all means resisted them by invoking constitutional protection as well as their political power. The post-independence period also witnessed a mushroom growth in enrolment, number of institutions and different pressure groups, based on the informal associations of students, teachers, administrative staff and managing agencies. It seems

difficult to trace out any other sector in the economy where the management process has become so complex. The policy of state patronage to private effort has also undergone change. During the first fifteen years of independence assistance to private agencies from the State Government showed a declining trend. A revival came only after the introduction of the Grant-in-aid Code system in 1962, and the scope of assistance has been extensively enlarged after the introduction of the Direct Payment system in 1972.

5. The second part of the chapter makes a quantitative assessment of the system from two angles, viz. the rate of enrolment and the quantum of expenditure. The average annual growth rate of enrolment in Arts and Science colleges in Kerala during the period 1974-75 to 1984-85 is exactly double the all India growth rate during the same period; while it ranks only tenth when compared with that of other Indian states. The average annual growth rate in the expenditure of the state on higher education during the same period is also higher than the state's total growth rate of expenditure on education as a whole. But this percentage is comparatively low when compared to that of other states in India. The average annual rate of growth in real expenditure of the state on higher education is 10.9 per cent which is slightly higher than the rate of growth in enrolment, i.e., 9.4 per cent. One of the important problems faced by the system is the problem of numbers due to the adherence of the social demand approach to educational

planning. In fact this is a problem faced by all developing countries. Almost all Commissions and Committees constituted in this state advised the Government to introduce regulatory measures to reduce the numbers. These Commissions seem to have been influenced by the manpower approach to educational planning. The recommendations of these Commissions could not influence the State Government in enforcing any such regulatory measures. In fact the state continued its policy of providing higher educational opportunities to as many people as possible. The shift system was introduced in almost all colleges in 1979. The criteria for fixing the strength of staff and various kinds of assistance to private agencies under the direct payment system were the number of students enrolled in each year. The University Grants Commission did not also favour any regulatory measure for reducing the number of enrolment. The Commission's policy was quantitative expansion vis-a-vis qualitative expansion by offering a number of schemes of assistance to colleges all over the country. In all other organisations, especially in business concerns, the infra-structural facilities, the qualities of management, the conditions of market etc. determine the rate of expansion. But in educational institutions the expansion takes place without making any assessment as to how far the existing administrative machinery is capable of affording such expansions.

6. The managerial effectiveness of a service enterprise like higher educational institutions can be meaningfully assessed by evaluating the effectiveness in utilising inputs and implementing the various programmes and policies. Keeping this fact in mind, an attempt is made in the fifth chapter to analyse how far successful these institutions are in exploring and utilising financial resources which is one of the basic inputs. Contrariwise this analysis is an enquiry into the effectiveness in implementing the programmes announced by both the University Grants Commission and State Government. The entire sixth plan period is selected as the reference period for the analysis which is bifurcated into two parts, the first part dealing with Private colleges and the second with Government colleges. It is found that the average percentages of effective utilisation of funds to the total eligible amounts from all the eleven sources by Private and Government colleges are 42 and 37 respectively, the combined average being 42.35 per cent. In other words, more than 57 per cent of the financial resources placed at the disposal of these colleges remained unutilised during the period selected for study. Both private and Government colleges give less importance to qualitative development. Underutilisation or unutilisation of resources meant for providing bare necessities to students is also observed. Government colleges do not succeed in adequately utilising the funds placed at their disposals. In fact, they utilised only 47 per cent of plan

allotments. Thus, it can be seen that not dearth of funds, but lack of effectiveness in utilising available funds is the crucial factor which affects the efficiency of colleges.

7. Among the eleven available sources of assistance, nine are common to both Private and Government colleges. A comparative analysis of the effectiveness of Private and Government colleges in mobilising and utilising financial resources under these nine items shows that Government colleges lag behind in seven items. They even present a zero level performance in three out of these seven items. This observation is tested statistically also by applying 'U' test and it is found that Private colleges are better than Government colleges in exploring and utilising financial resources. Thus the first hypothesis and its sub-hypothesis are found retainable.

8. Wide variation among colleges is also seen in their efficiency to explore and utilise each financial source taken separately. To measure the consistency of effectiveness in exploring and utilising each of the various sources, colleges are graded into three by applying grading technique. A comparative study of the three grades of colleges shows that no college maintains a uniform rate of efficiency in utilising resources under all sources and the variation in the efficiency rate of any college is not confined to two closely related grades. The conclusion seems to be that no college follows a planned

systematic approach towards resource mobilisation and hence no inter-college comparison of management techniques adopted is rendered possible.

9. The relationship between the effectiveness in utilising resources and the strength of students of colleges is measured by applying Spearman's Rank Correlation and it is seen that there is no correlation between these two variables.

10. The managerial processes essential for the efficient functioning of colleges and the existing system of management together with its operational areas are dealt with in Chapter VI of the study. Quite a large number of functions are vested in the hands of Principals of colleges. Mobilising resources and utilising them, leading the academic community, guiding the teaching learning process, managing the office, co-ordinating various curricular, co-curricular and extra-curricular activities in the campus, maintaining peaceful atmosphere in the campus, etc., are some of the most important management functions of Principals. It goes without saying that in the proper discharge of these functions the Principals require management skill of a higher order. But it seems that the existing systems have not recognised this fact so far. Promoting professors who do not have any experience in sharing authority or responsibility nor having any knowledge about the various management processes as Principals at the fag end of their academic career, absence of any opportunity to provide

orientation or impart necessary skill, lack of a sound information system inside the organisation to get the Principals equipped by themselves after assuming office, and the neglect on the part of Principals to get their senior colleagues involved in discharging managerial duties are the major weaknesses identified with the functioning of the institutions.

11. The process of setting up of objectives is totally absent in higher educational institutions. About 62 per cent of Private colleges have stated objectives, but they are couched in general terms of high values, ambitions and great expectations. Even in these colleges, there is no link between the stated objectives and the management processes.

12. Considering the nature of academic duties vested with the Heads of departments and other teachers inside the organisation, it is ascertained that establishing scalar relations among the different levels of the organisation is difficult (when compared to other organisations). The difficulty in developing a well established system of superordination and subordination among the functionaries creates tension in the formal machinery in ensuring strict disciplined compliance of formal directives flowing through the formal channel. This analysis seems to reveal that the human aspect plays a dominant role in education management. It is also found from the review of literature made in chapter II that critics of the systems approach have pointed out this aspect in their studies also.

13. Viewing the institutions from outside, it is found that Principals of Private colleges are under a trinal control and that of Government colleges under a dual control. Such controls however do not result in either conflict of instruction or confusion of authority and, as such, it is concluded that in the field of higher education management, controls from more than one source are sustainable and desirable.

14. It is found that the Principals of Arts and Science colleges are functioning in a benevolent autocratic style. With slight variation in the degree of participation permitted to senior colleagues in management, Principals by and large consider the formally constituted body of their senior professors as a mere consultative body. The styles of exercising the abundant measure of authority which the Principals enjoy slightly vary from Principal to Principal under the same benevolent autocratic model. It has been shown in the previous chapter that the Heads of institutions do not succeed in fully utilising all the available financial resources. The analysis contained in this chapter reveals that they do not succeed in exploring human resources too. Emphasis on benevolent autocratic model is on acceptance and conservation rather than exploration and innovation. In the past, when these institutions were small with restricted enrolment and the Principals enjoying abundant authority, power, respect and social status, transmission of knowledge and culture might have taken place more effectively

through authoritarian models of management. But today, as we have seen, the size of these institutions has become so huge in terms of enrolment, strength of staff and the number of functions associated with its management. The individual and group behaviour of people in organised efforts might have also undergone much change partly due to the change in the organisational structure of educational institutions itself and partly due to general change in the social behaviour of the society at large. It appears that the reason for the ineffectiveness of the present-day management processes is the attempt on the part of Heads of Institutions to fit the old authoritarian model of management in a changed system under an entirely different environment.

15. The nature of delegation existing in seven functional areas of college management is analysed in part six of chapter six and it is found that the Heads of department of faculties in the college possess delegated powers to prepare work arrangements to the staff under their control and conduct internal examinations. The heads of office of Government colleges having student enrolment of 2500 or more possess limited delegated powers in office administration, and the Returning Officers appointed to conduct college elections possess full delegated powers. Apart from the above, no effective delegation exists in conducting admissions,

administering the office, conducting university examinations, controlling staff, utilisation of resources and establishing interpersonal relationship among students, and Principals do almost everything by themselves.

16. No college is fully making use of a planned approach in utilising resources even though there is much scope for such a system.

17. It is found that no college is making use of formal information system and the absence of such a system is one of the causes for low utilisation of financial resources.

18. The study seems to reveal that the system is not also giving adequate consideration for qualitative development. Low percentage of utilisation of resources under faculty improvement programmes and quality improvement programmes and the lack of initiative on the part of Principals of Private colleges in utilising library grant, laboratory grant and special fees, low percentage of utilisation of plan and non-plan allotments in Government colleges and absence of any system of motivating staff to acquire higher skills are the factors that lead to such an inference. It appears that the evolution of any system of motivation based on the work assessment of teachers in teaching is difficult, and the alternative left out is to motivate them to acquire higher skills and get involved in qualitative developmental programmes.

19. At the institutional level, only a minority of respondents feel that the system is too much standardised and it lacks institutional autonomy. A majority of respondents reject the suggestion of implementing the system of Autonomous colleges in this state. Considering the various lapses identified with the present management system it appears that without effecting certain changes both in the structure of the organisation and in the approach of management of these institutions, introduction of Autonomous colleges would not result in achieving the great academic objectives visualized by the University Grants Commission.

20. During post independence period Government as well as Universities made attempts to institute Governing Bodies for unitary type private colleges and Management Councils for corporate type private colleges. But owing to the resistance from Private agencies by invoking their constitutional rights these measures did not materialise. The provisions in the University Acts and Statutes regarding the creation of the above mentioned bodies for Private colleges alone do not give any clue that these bodies are meant for providing management consultancy service to the Private agencies. However, the intention of the legislature and Government would have been to ensure efficient management of Private institutions under these provisions. We have already seen that Government itself through the functioning of its own colleges could not provide

a better model of management. Government colleges lag much behind in exploring assistance from U.G.C. They even do not succeed in utilising the scarce resources placed at their disposal. In fact in several aspects Private agencies show a higher performance even though the variation is not highly significant in aspects other than exploring resources. The Direct Payment agreement could enforce certain regulatory measures over the appointment of staff and admission of students. It also provided better service conditions to members of both teaching and non-teaching staff. But, apart from satisfying these social objectives, it appears that Government is not making any substantial effort to ensure effectiveness in managing the colleges even within the constraints of constitutional protection to the Private agencies. Chapter V of this study has shown the Government's prolonged failure to find an amicable solution to the issue of alleged excess payment of one grant under the grant-in-aid code system and the consequent withholding of contingency and maintenance grants. There is no periodical evaluation by Government on the working of the Direct Payment system, especially, the nature of availing of grants necessary for providing bare necessities to students. Government seems to consider that it is the primary duty of the private managing agencies to manage effectively the colleges by utilising all grants fully and adequately. Under the Direct Payment agreement the community

to which the colleges belong is given the right to make appointments to every alternative vacancy on merit from among the candidates of the community and admit students to 10 per cent of the seats (20 per cent in the case of colleges owned by backward communities) in the same manner. In addition, the managing agency is also given the right to admit 20 per cent students as management quota. When the Private agency makes appointments and conducts admissions to the above seats on merit and impersonally from among the members of the community, what is left behind to motivate them for effective management of the colleges is their charity instinct. When the Government assumes the policy that it is the duty of private managing agencies to manage the colleges effectively and that the duty of the Government is to provide grants or to withhold them for any number of years, it seems that the Government is forcing the Private agencies to manifest on a high order their charity instinct rather than motivating them for efficient management. Thus, exploring resources, utilising resources and providing basic requirements to students in the campus depend also on the degree of charity instinct manifested by the Private agencies and there is no monitoring on the part of the Government or periodic evaluation of the working of the system. Through Direct Payment system, Government gives adequate emphasis to two basic inputs, namely, students and staff, but it seems that Government has forgotten

to recognise that management is an equally important input in education. This ignored input is equally important like qualified staff selected on merit and students selected on merit and it is the duty of the state to ensure that such an input is properly made use of, since the assurance of qualitative achievement in higher education is primarily the function of the state. Higher Education provides the man power requirements of the economy, the quality of which forms the basis of all development in the different sectors of society like agriculture, industry, trade, commerce, education, defence, judicial system, political administration etc.

The foregoing analysis thus reveals that a number of weaknesses have crept into the existing system of management of Arts and Science colleges. The identified weaknesses include unutilisation and under-utilisation of resources, lack of planned utilisation of resources, low participation of even the senior professors in decision making, lack of delegation, poor communication system, wide span of control and poor information system.

8.2. Suggestions

The data presented in the preceding chapters, their analyses, interpretations and logical conclusions prompt us to make a few suggestions as given below:

1. A functional model for better management of higher educational institutions may be desirable;

2. Certain structural changes, which are also conducive to accommodate the above functional model, in the existing system at institutional level are inevitable; and

3. Few other changes are necessary for the improvement of the system as a whole.

Each of these suggestions are elaborated below:

8.2.1. The Functional Model

The functional model suggested includes four managerial functions, namely,

- (i) Planning
- (ii) Delegation
- (iii) Participative decision making; and
- (iv) Use of information system.

(i) Planning

This process consists of the following four stages.

Stage I - Setting up of objectives: Each college, subject to the provisions in the University laws and rules framed by Government from time to time, has to set institutional objectives. The objectives should be spelt out in simple words with maximum clarity and they should reasonably

be attainable. Within these broad institutional objectives, the college also has to set operational objectives in the beginning of every year. Operational objectives mean the detailed description of the plan of action towards these objectives which the college wants to fulfil each year. While setting the operational objectives, care must be taken to set them in verifiable terms, that is to say, that at the end of each year one must be able to assess whether the objectives have been achieved or not. For instance, one of the objectives of a college may be to increase the percentage of pass for all courses of study, say in the year 1985-86. This can be converted into a verifiable objective as 'the pass percentage of pre-degree, degree and post-graduate courses in the year 1985-86 shall be, say, 25 per cent, 30 per cent and 40 per cent respectively higher than those in 1984-85. This percentage can be made still more specific and easily verifiable when the objective is put definitely as, say, pre-degree (Arts) and pre-degree (Science) should each have 25 per cent and so on for degree and post-graduate courses. Setting up of overall objectives is followed by setting up of departmental objectives. Each teaching department and departments of extra-curricular activities may fix their operational objectives in verifiable terms and link them with the overall objectives of the college. In brief, we are suggesting definite, attainable and verifiable objectives to each college and each department therein, in contrast to the existing reality.

Stage II - Setting up of Plans: Setting up of departmental plans enables the Heads of departments to prepare a plan of action proposed to be done in the concerned department in one year, and, with the help of these individual plans, the college can prepare the Master Plan. The individual plan of the departments must be prepared on an attainable standard with the help of the necessary information retrieved from the information system and must also be as detailed as possible.

Stage III - Estimation of resources: The third stage consists of an estimation of all kinds of financial and other resources that can be made available to the college during the plan period. The estimates cover the resources available under U.G.C. assistance, different types of grants, scholarships, lumpsum grants, plan and non-plan allotments (in the case of Government colleges) and the contribution of Private managing agencies and contribution in the form of donations, etc. in the case of Private colleges.

Stage IV - Preparation of Budgets and implementing Budgetary Control: On the basis of the plans and estimate of resources as described in stages II and III above, the college can prepare three types of budgets.

(a) Functional Budgets: The total resources available are to be divided among the different functional areas as shown against the functional plans compiled from the Master Plan. Thus a college may have library budget, lab-utilisation

and replacement budgets, atheletic budget; maintenance budget, contingency budget, and so on. Functional budgets relating to more than one department may also have sub-divisions showing the allocation of total resources under one functional budget among the various departments. Thus the laboratory utilisation budget may show the amount allocated to each of the science departments, whereas the atheletic budget need not have such a sub allocation because the entire allocation under this functional budget is related to one department.

(b) Departmental budget: Independent budget for each teaching department (including physical education department) can now be compiled from the functional budgets. After preparing the departmental budgets, some of the functional budgets will be left behind as undistributed among the departments, like maintenance budget, contingency budget, faculty development budget, etc., and such functional budgets can be called non-departmental budgets.

(c) Master budget: The summary of all budgets is called the master budget and this can be prepared either by combining all functional budgets or combining both departmental and non-departmental budgets.

Comparison of actual performance with budgeted performance at periodical intervals and taking corrective action are the processes involved in implementing budgetary control.

The basis for preparing the above budgets can be the performance of the previous year/years in the initial period of implementation of this model and gradually the college can experiment the zero Base Budgeting System. Similarly, the functional budgets mentioned above can also be converted into well defined programmes and the system can be converted as a Programme Planning and Budgeting System (P.P.B.S.) which is one of the much widely accepted tools of planning and control.

(11) Delegation

At present there is little or no delegation of powers to the heads of departments. This needs to be reversed. The execution and the exercise of control over the departmental budgets shall be the responsibility of Heads of teaching departments, who are to be given necessary powers to do so. The authority for the execution of non-departmental budgets is to be retained by the Principal. Delegation of powers on other functional areas of management, viz., conducting admission of students, controlling teaching staff and students and communication with teaching staff and students shall also be made. The authority to conduct University examinations can be delegated to two Heads of departments chosen every year applying the principle of rotation and the distribution of work between the two of such Heads can be made either faculty-wise (social sciences and humanities to one Head and other subjects to another) or course-wise (pre-degree and postgraduate

examinations to one Head and degree examination to another) at the discretion of the Principal. The authority to sign transfer certificates, conduct certificates, and any other certificate or other document issued to students can also be delegated to Heads of departments. In the case of office administration the existing system of delegating powers to Administrative Assistants in major Government colleges can be extended to all Heads of Office both in Government and Private colleges irrespective of the strength of students.

(iii) Participative Decision making

After delegating powers effectively as described above the duties of the Principal in the management process centre round mainly to the following five areas:

- (a) Execution of the non-departmental budgets;
- (b) Co-ordinating the work of different Heads of departments by following the policy of non-interference in delegated areas and at the same time interfering on issues having exceptional character following the principle of 'management of exception';
- (c) Controlling the delegates by periodical assessment of the functioning of Heads of departments in exercising their powers and taking suitable measures when and where he finds any deviation or ineffectiveness in exercising the delegated powers;

- (d) Monitoring developmental activities such as preparing plans and estimates for expanding the existing infrastructure, starting of new course/courses, exploring financial resources, etc., assessing the effectiveness of management and experimenting new techniques of management, and
- (e) Acting as a liaison officer between the college and other outside sub-systems.

While making decisions in the above areas, the Principal has to effectively make use of the services of the College Council by permitting maximum freedom to them to involve in each decisions and all decisions must, as far as possible, be group decisions.

(iv) Use of information system

Each college has to set up a separate cell for collecting, processing and storing information under the charge of an office staff. The officer placed in charge of this cell should be trained in data processing technique, tabulation, classification and the devising of suitable methods of storing of information so that any functionary can retrieve effortlessly the information whenever necessary. This system should be simple, efficient, dependable, flexible and it must be acceptable to all the functionaries.

8.2.2. Structural changes in the system at the institutional level

In order to achieve good results from the implementation of the above model, the following changes in the existing system are also suggested.

1. The post of Principals of all colleges should be made selective. A minimum of 10 years of teaching experience is considered necessary for the post. While selecting the candidates, other things being equal, preference should be given to candidates from the same college in the case of unitary type colleges, and from among the candidates of all colleges in the case of corporate type managements. Weightage should be given to the achievements of the candidates in teaching like acquiring higher qualifications, having research publications, experience in planning and implementing innovative programmes like COHSSIP, COSIP or other similar programmes, etc., and above all leadership qualities. After selecting the candidates, they must be given an orientation for a period of not less than six months before assigning charge and not less than one month once in every two years after assuming charge as Principals. The course content, the method of the course etc. are matters of details. However, for the initial orientation, areas like (i) General Principles of management with special emphasis on management of human resources; (ii) Rules and regulations prescribed by the Government and Universities; and (iii) Psychology of

interpersonal relationship are desirable. The objective behind periodical orientation workshop is to bring to the knowledge of the Principals the changes taking place in the system and in education management processes in other countries and also to provide a forum for the Principals to share their experience in management and evaluate the existing system of management. The managing agencies should complete the selection process at the end of every academic year for all vacancies arising in the next year so that the initial orientation can be imparted as a team.

2. In order to attract better talents for the post of Principals and also for maintaining good competition in the selection process, the pay scales of Principals may be made equivalent to the pay scales of Professors and Heads of Departments of Teaching and Research of the Universities in the state. If this is done, it is possible to bring University professors who are generally better qualified with richer experience as Principals at least in few cases.

3. In each college a separate cell may be created for ensuring better interpersonal relationship among students under a member of the teaching staff nominated by the College Council every year. The member in charge of this cell can function as a student welfare officer, interpersonal relations officer, or students grievance officer and the duties attached to this post are to co-ordinate the work of different

departmental Heads in establishing good relationship among students, to conduct college elections to get as public relations officer, to resolve conflicts among students, to give necessary guidance to cultural and social activities among the students and to provide leadership to informal groups meant for providing better interpersonal relationships in the campus such as parent teacher's association etc. The teacher so nominated may be given sufficient reduction in his work load of teaching. By virtue of his nomination, he may automatically become a member of the College Council.

4. Teachers in colleges should be properly motivated for acquiring higher qualifications. This motivation can be in the form of financial incentives by way of advance increments or reasonable reduction in the number of years calculated for time bound grade promotion in order to recognise their academic excellence. Due credits must be given to teachers who publish research papers and standard articles of academic merit in approved journals. Universities must consider the institution of state level awards to the teaching community for their meritorious services, as is now offered to school teachers, and also initiate measures to institute national awards to outstanding teachers of higher educational institutions.

8.2.3. Other changes necessary for the improvement
of the system as a whole

1. The Collegiate Education Department has to be converted into an autonomous body with stated objectives which may include management of Government colleges, assisting Private agencies in managing their colleges, and managing the direct payment system. Each Government college should also be given independent status and affiliating them to the autonomous body created. Thus, the Government colleges may have two types of affiliation, one with the University and other with the autonomous body. The post of the Head of this autonomous body and all the posts in the second level of hierarchy in this body, that is, posts that replace the present Additional Director of Collegiate Education, and Deputy Directors of Collegiate Education, should be made selective posts from among the Principals of both Government and Private colleges. The Head of office of the autonomous body should be assisted by an Advisory Board constituted from among the senior-most Principals of Government and Private colleges. The above measures are intended to motivate the Principals by offering higher avenues for their career development and also to see that the system is not managed in a customary, stereotyped way.

2. It is also felt necessary to make certain amendments in the rules framed under Direct Payment Agreement, so as to have a certain amount of flexibility in utilising funds by

Private colleges. The Private colleges must be made eligible for the full amount of all the four types of grants in advance every year. The present rule stipulating prior permission for diversion of funds from one account to another in the P.D. account should also be dispensed with. Government should also see that the audit of colleges is completed within three months from the date of closure of book of accounts every year. In the case of Government colleges, the rule stipulating administrative sanction for expenditure beyond the prescribed limit must be repealed, but, at the same time, no change in the Stores Purchase Rules is found necessary and all colleges must be insisted on to follow it strictly.

3. The Universities may also introduce Higher Education Management as a subject of specialisation for Post-graduate courses under Management faculty. Even starting a separate faculty can also be considered. This is to meet the manpower requirements for managing higher educational institutions including professional colleges, technical institutions and Universities in the State.

Even though the Universities in this state are promoting research activities in almost all branches of knowledge, the management affairs of the Universities and university education are left outside the purview of such researches. Both from the academic point of view and the utilitarian point of view, there is much scope for any number

of indepth and systematic studies on this subject. The nature of functioning of the bureaucratic machinery of the Universities; degree of decentralisation existing in University management; management of University examinations; leadership styles of persons at the helm of affairs of the University; composition of various University bodies like the Senate, the Academic Council, Syndicate and Faculties; nature of interaction between these bodies, between Government and Universities; nature of influence exerted by Government on Universities; nature of academic freedom existing in Universities; nature of conflicts among the sub-systems of higher education system; management techniques involved in the management of technical and professional colleges etc.; are some of the key areas of sustained observation and serious study. To undertake this noble task, the higher education system in the state should be so managed as to attract academicians from a wide range of disciplines like Management, Education, Economics, Commerce, Psychology, Sociology, Public Administration, etc. It is suggested, therefore, to set up a separate autonomous body for Research on Higher Education in the state. It may not be difficult for the state to procure assistance from U.G.C. for the setting up of such a body and the State Government should also liberally finance for the same. It is worthwhile remembering at this moment a similar suggestion proposed by Malcolm S.Adishesiah Commission in its reports on the working of the two Universities in the State.

5. The State may consider the implementation of the system of Autonomous Colleges. The model suggested in this study with the structural changes may facilitate effective functioning of such Autonomous Colleges.

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APPENDIX I

QUESTIONNAIRE A*

R. GANGADHARAN NAIR

Research Scholar,
School of Management Studies,
University of Cochin,
Cochin.

To

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Dear Sir/Madam,

I am at present engaged in a research study of the Management of Higher Educational Institutions in Kerala. The purview of my study includes, by and large an indepth survey of the managerial problems and the constraints, if any, in the effective management of these institutions experienced by the functionaries at the institutional level, both private and public. In addition, the study aims at finding out how the general Principles of Management are applicable in the management of higher educational institutions, and what kind of model can be developed for the better management of these institutions.

The questionnaire enclosed is designed to realise these purposes. You will agree that a study of this kind cannot be completed without your sincere and wholehearted support.

I, therefore, solicit your co-operation in filling up the questionnaire and return it to me at an early date. The data called for in the questionnaire will be used only for research purpose and I assure you of your anonymity in all respects.

Thanking you,

Sincerely yours,

R. Gangadharan Nair.

Mailing address:

Nalukettu,
Mangattukadavu,
Thirumala P.O.,
Trivandrum-6.

The request as given above precedes Questionnaire B (Appendix II) also.

* Administered to Principals.

- i) Name of the College :
- ii) Name of the Principal :
- iii) Age :
- iv) Date of entry as Principal :
- v) Age of Retirement :
- vi) Duration of Teaching Experience :
- vii) Mode of appointment : Selection/Seniority/Merit-cum-Seniority
- viii) Qualifications :
- ix) No. of colleges served as Principal : Name of the College From To

(Please put a tick mark against your choice of answer. Put more than one tick mark if your answer consists of more than one item)

(The word 'Government' includes Higher Education Department, Directorate of Collegiate Education, and Deputy Directorate of Collegiate Education. In the case of government colleges the term 'Managing Agency' is used to mean the Director of Collegiate Education.)

1. (a) Are you a member in any body constituted by University : Yes/No
- (b) If the answer is 'yes', please specify :

2. (a) Are you a member in any body constituted by the Managing Agency: Yes/No
- (b) If the answer is 'yes' please specify :
3. (a) Are you a member in any other professional body : Yes/No
- (b) If the answer is 'yes' please specify :
4. Number of seminars, conferences, Training Courses etc. attended after assuming charge as Principal:

Arranged by Govt.	Arranged by University	Arranged by Managing Agency
Duration No.	Duration No.	Duration No.

- (a) Regarding General administration
- (b) Regarding academic administration
- (c) Student unrest
- (d) Others (Please specify)
5. At which grade your scale of pay has been fixed at the time of your appointment as Principal : (a) That of Principal
- (b) That of First Grade Professor
- (c) That of Second Grade Professor
6. In which area/areas of your administration you receive suggestions/instructions from your Managing Agency?
- (a) (i) Exploring resources from U.G.C.
- (ii) Utilising resources received from U.G.C.

- (b) (i) Utilisation of Grants from Government
 - (ii) Utilisation of Plan and non-Plan allotments
 - (iii) Utilisation of special fees
 - (c) Academic Planning
 - (d) Discipline among students
 - (e) (i) Control over teaching staff
 - (ii) Control over non-teaching staff
 - (f) (i) Motivating academic staff
 - (ii) Motivating non-teaching staff
 - (g) Managing Co-curricular and extra-curricular activities
 - (h) General matters
 - (i) Others (please specify)
7. You are receiving orders/communications from three sources, viz., Government, University and Managing Agency. Please state:-
- (a) Is there any overlapping of these communications : Always/Sometimes/Never
 - (b) Do you experience contradiction on execution of one set of communications with those of others: Full/part/nil
 - (c) Do you prefer that all these communications should come from one source : Yes/No
 - (d) If the answer is yes, why you prefer such a choice :
 - i) Avoid overlapping
 - ii) Save time
 - iii) More flexibility
 - iv) Avoid contradiction
 - v) Any other
8. On an average estimate what percentage of your total time is consumed in the execution of routine matters (that is matters other than developmental activities such as making plans and estimates, sending proposals for development, expansion, starting of new courses etc., and planning for faculty and curriculum development) connected with:-

Percentage of time

- (i) University
(academic, staff, examination etc.)
- (ii) Internal administration
- (iii) Student Grievances
- (iv) Government
- (v) Managing agency
9. Do you feel that if some of the routine matters are delegated with proper authority and accountability you can concentrate more on developmental activities. yes/No
10. Do you have any internal arrangement of the post of Vice-Principal in your College? : Yes/No
11. What is the general frequency of College Council meeting : Two weeks/Three weeks
One month/Two months
Three months/More than three months
12. What are the general areas of discussion in the College Council? : (a) Curriculum Planning
(b) Discipline among Students
(c) Student unrest due to external causes
(d) Student unrest due to internal causes
(e) Conduct of examinations
(f) Extra curricular activities
(g) Tutorial system
(h) Utilisation of Library
(i) Utilisation of Laboratory
(j) Exploring financial resources

- (k) Utilisation of financial resources
- (l) Discipline among teaching staff
- (m) General Administration
- (n) Others (please specify)

.....

13. What is the level of participation permitted to members of the College Council in each of the area of discussion?

(Please consider the following items and select a response from the four possible ways listed below)

- (D) Decisive - Members take decisions
- (A) Advisory - Members advise the principal
- (C) Consultative - Principal consult members and take independent decisions
- (O) Observatory - Members participate as observers

(Please encircle the letter under each area. Please see that all the 13 items mentioned in question 12 are repeated here. Leave out items which do not come up for discussion in the council)

(a) Curriculum Planning	D	A	C	O
(b) Discipline among students	D	A	C	O
(c) Students unrest due to external causes	D	A	C	O
(d) Student unrest due to internal causes	D	A	C	O
(e) Conduct of Examinations	D	A	C	O
(f) Extra curricular activities	D	A	C	O
(g) Tutorial System	D	A	C	O
(h) Utilisation of Library	D	A	C	O
(i) Utilisation of Laboratory	D	A	C	O
(j) Exploration of financial resources	D	A	C	O
(k) Utilisation of financial resources	D	A	C	O
(l) Discipline among teaching staff	D	A	C	O

(m) General Administration	D	A	C	O
(n) Others	D	A	C	O
.....	D	A	C	O
.....	D	A	C	O

14. Please state your response as regards the following:

- (a) When the majority decision of the College Council was in conflict with your personal views
- a) Overruled
 - b) Implemented the majority decisions
 - c) Reported to higher authorities for advice
 - d) Postponed the implementation of the decision for further deliberations
 - e) No such incidence

- (b) When the majority decision if implemented would defeat the provisions of some procedural rules
- a) Overruled
 - b) Implemented majority decision
 - c) Reported to higher authorities for clarification
 - d) Postponed for further deliberations
 - e) No such incidence

15. How do you control your teaching staff?
- a) Through the Heads of Departments
 - b) Directly with each member
 - c) Directly as well as through the Heads of the Departments

16. Do you make an estimate of the activities of the College every year? : Yes/No
17. If the answer is 'yes' what are the areas in which you make estimates? :
- a) Resources under U.G.C. assisted programmes
 - b) Resources under special fees
 - c) Resources under Grants from Government (Private Colleges only)
 - d) Resources under budget allotments (Government Colleges only)
 - e) Requirements of Library
 - f) Requirements of Laboratory
 - g) Requirements of Sports and Games
 - h) Requirements under each item of other special fees
 - i) Facilities that could be created out of U.G.C. assistance
 - j) Facilities that could be created out of Grants from Government/Budget allotments
 - k) Others
18. When do you make such estimate? :
- a) At the end of the previous year
 - b) At the very beginning of the current year
 - c) In the course of the year
 - d) When the situation arises
19. How do you make the estimate? : a) Ask the office staff to prepare it

- b) The Principal himself prepares
 - c) Principal prepares with the help of some senior teachers
 - d) Principal prepares it and circulates among departmental heads for comments
 - e) Each departmental head prepares his estimate and consolidated by the Principal
 - f) Each departmental head prepares his estimate and consolidated in the College Council
 - g) Any other method (please specify)
20. If the answer to question No.16 is 'No', how do you assess the requirements of your College?
- a) From official records
 - b) Assess the requirements when the need arises
 - c) Ask the office staff to put up the files when required
 - d) Any other (please specify)
21. What is your general assessment as the causes of student unrest in your College? (Please give the percentage contribution of each of the item identified by you to the total unrest in your College taking three years, that is, 1982-83 to 1984-85 as the base)
- (a) Issues falling outside the premises of education, inadequacy of transport facilities, local issues, law and order problem in the area, etc. :
 - (b) Matters regarding policies adopted in higher education :

- (i) Policy of the Government :
- (ii) Policy of the University :

- (c) Matters connected with
general policy of the
Government :

- (d) Purely political :

- (e) Sympathetic strike :

- (f) Issues connected with the
functioning of elected
students' union in the
college :

- (g) Issues connected with the
general administration of
the college :

- (h) Rivalry among students'
Unions in the college :

- (i) Rivalry between student
union and staff union :

- (j) Any other

22. Do you receive notice of strike from the students? : a) Yes, before the strike
b) Yes, after declaring the strike
c) No
d) Sometimes
23. In case you do not receive notice from the union, how you gather information about strike : a) From the staff
b) From the students
c) From newspapers, radio etc.
24. How do you communicate with the students? : a) By issuing notice and circulars
b) Through the elected leaders of the students' union
c) Through the Heads of the Departments
d) Meeting students in informal groups
e) Convening general assembly of students and address them
f) Any other method (Please specify)
25. If you convene general assembly, please state the average number of such assemblies per year : One/Two/Three/Four/Five
26. How the students communicate with you? : a) Directly
b) Through the unions
c) Through the Heads of Departments
d) Any other way (Specify)

27. How do you control the office staff : a) Through the office head
b) Directly with each member
c) Partly through the office head and partly directly
28. Does the head of office in your college possess any formal delegated powers? : Yes/No
29. If the answer is 'Yes' who delegated such powers? : a) Principal
b) Government
c) Managing Agency
d) University
30. What is your assessment regarding higher education system in this state : a) Perfect and good
b) Not bad
c) Too much standardised
d) Lack of planning
e) Lack of institutional autonomy
f) Rigid and out modelled administration
g) Too much bureaucratic control
h) Politicised
i) Any other (please specify)
31. Do you subscribe to the view that our system at the institutional level suffers from the following?
- (a) Heavy enrolment : Yes/No
- (b) Lack of facilities : Yes/No
- (c) Lack of administrative effectiveness : Yes/No
- (d) Too much political interference : Yes/No
- (e) Too much communal interference : Yes/No

32. Which among the following are your suggestions to improve the existing system? :
- a) Restrict admission
 - b) Increase tuition fee
 - c) Autonomous college
 - d) Re-structuring the course
 - e) Change in examination system
 - f) Inducting professional competency in administration
 - g) Changing University structure
 - h) Any other (Please specify)
33. Your valuable suggestions/comments which you want to highlight on any aspect of management of your college which is not covered in this questionnaire (please use additional sheets if necessary).

APPENDIX - II

QUESTIONNAIRE B*

- (i) Name of the College :
- (ii) Your Name :
- (iii) Age :
- (iv) Subject :
- (v) Date of entry as Head of
the Department :
- (vi) Designation : Ist Grade Professor/
IIInd Grade Professor/
Lecturer
- (vii) Mode of appointment : Promotion/selection/
merit-cum-seniority

(Please put a tick mark against your choice of answer. Put more than one tick mark if your answer consists of more than one given item except against question numbers 26 and 27 which warrent only one answer)

1. (a) Are you a member in any
body constituted by
University? : Yes/No
- (b) If the answer is 'yes',
please specify :
2. (a) Are you a member in any
body constituted by the
Managing Agency/Government : Yes/No
- (b) If the answer is 'yes',
please specify :
3. (a) Are you a member in any
professional or academic
body? : Yes/No

*Administered to Heads of Teaching Departments

- (b) If the answer is 'yes' please specify :
4. Your qualifications :
5. Publications, if any :
6. Do you have a separate library in your department?: Yes/No
7. If the answer is 'yes':-
- (i) Who buys books in the departmental library? : Head of Department/
Principal/Librarian
- (ii) Who buys journals in the departmental library? : Head of Department/
Principal/Librarian
8. Do you have a separate departmental reading room? : Yes/No
9. How many journals your department subscribe? :
- (a) General :
- (b) Technical :
10. How many journals the college subscribes for the general library in your subject? :
- 11.(a) Who buys books for the general library relating to your discipline? : Head of Department/
Principal/Librarian
- (b) Who buys journals for the general library relating to your discipline? : Head of Department/
Principal/Librarian
- 12.(a) If the Principal buys books relating to your discipline for the general library, state the basis on which he places orders
- a) His own estimation
- b) The list prepared by the Head of Department
- c) Partly his own estimation and partly the estimate prepared by the Head of Department

- d) List prepared by the librarian
- e) List prepared by the office
- f) Any other (Please specify)
- (b) If the Principal buys journals relating to your discipline for the general library, state the basis on which he places orders :
- a) List prepared by him
- b) List prepared by the head of department
- c) Partly from his own list and partly from the list prepared by the head of department
- d) List prepared by the librarian
- e) List prepared by the office
- f) Any other (Please specify)
13. On what basis you ascertain the requirements of books and journals in your discipline every year? :
- a) Information gathered from library
- b) Information gathered from the catalogue of publishers
- c) Information supplied by local book sellers
- d) Consultation with colleagues in the department
- e) Any other (Please specify)
14. If you are buying books, from whom are you getting them? :
- a) Publishers
- b) Local book sellers
- c) Partly from publishers and partly from Local book sellers
- d) Any other (Please specify)

15. If the Principal is placing orders for books, from which source he buys books? : a) Publishers
b) Local book sellers
c) Partly from publishers and partly from local book sellers
d) Any other (Please specify)
16. Do you arrange seminars/ discussions in your dept.? : Yes/No
17. If the answer is 'yes' please specify those held in the last three years. :
18. Do you invite outside faculty members in such seminars, discussions etc.? : Yes/No
19. What facilities are offered in your department to the staff to enrich and update their knowledge? : a) Books in the general library
b) Books in the Departmental Library
c) Journals in the Department
d) Journals in the general library
e) They depend on outside sources
f) Others (Please specify)
20. In the official routine matters how the staff in your department contact the Principal? : a) Through the head of the department
b) Directly
c) Partly through the head and partly directly
21. How does the Principal control individual staff members in your department? : a) Through the head of the department
b) Directly
c) Partly through the head of the department and partly directly

22. How you inform the requirements of your department to the Principal? : a) Through an estimate presented directly to the Principal every year
b) Through an estimate presented in the College Council
c) When it is asked for
d) When and where the occasion arises
23. Are you a member in the College Council? : Yes/No
24. What is the frequency (generally) of College Council meeting? : Fifteen days/Three weeks
One month/Two months
Three months/More than three months
25. What are the general areas of discussion in the College Council? : a) Curriculum planning
b) Discipline among students
c) Student unrest due to external causes
d) Student unrest due to internal causes
e) Conduct of examinations
f) Extra curricular activities
g) Tutorial system
h) Utilisation of library
i) Utilisation of laboratory
j) Exploring financial resources
k) Utilisation of financial resources
l) Discipline among teaching staff
m) General Administration
n) Any others (Please specify)
... ..

26. How does the College Council function?
(Select only one response)
- a) The principal places his decisions on matters of administration before the members
 - b) The principal sells his decisions, that is, he persuades members to recognise the merits of his decisions
 - c) The Principal consults members, permits limited discussion and seeks the approval of his decisions by the members.
 - d) The Principal presents the problem, invite suggestions from members, and take independent decisions
 - e) The Principal asks members to make decisions with in the limits defined by him
 - f) The Principal functions with members as a co-partner and member of a team on equal footing and participates in group decision making

27. How the members participate in the College Council:

(Please consider the following items and select a response from the four possible ways listed below)

- (D) Decisive - Members take decisions
- (A) Advisory - Members advise the principal
- (C) Consultative - On consultation by the principal members give opinions
- (O) Observatory - Members simply attend

(Please encircle the letter under each area. Please see that all the 13 items mentioned in question 25 are repeated here. Leave out items which do not come up for discussion in the Council)

(a) Curriculum planning	D	A	C	O
(b) Discipline among students	D	A	C	Ø
(c) Student unrest due to external causes	D	A	C	O
(d) Student unrest due to internal causes	D	A	C	O
(e) Conduct of examinations	D	A	C	O
(f) Extra-curricular activities	D	A	C	O
(g) Tutorial system	D	A	C	O
(h) Utilisation of library	D	A	C	O
(i) Utilisation of laboratory	D	A	C	O
(j) Exploring financial resources	D	A	C	O
(k) Utilisation of financial resources	D	A	C	O
(l) Discipline among teaching staff	D	A	C	O
(m) General Administration	D	A	C	O
(n) Others	D	A	C	O
.....	D	A	C	O
.....	D	A	C	O
.....	D	A	C	O

28. What is your general assessment as the causes of student unrest in your college? (Please give the percentage contribution of each of the item identified by you to the total unrest in your college taking three years, that is, 1982-83 to 1984-85 as the base)

- (a) Issues falling outside :
the premises of higher
education like inade-
quate transport faci-
lities, law and order
situation in the area etc.

- (b) Matters connected with policies adopted in higher education :
 - 1. Policy of the University :
 - 2. Policy of the Govt. :
 - (c) Matters connected with the general policy of the Government :
 - (d) Purely political :
 - (e) Sympathetic strike :
 - (f) Issues connected with the functioning of the elected student's Union in the College :
 - (g) Issues connected with the general administration of the college :
 - (h) Rivalry among student's unions in the college :
 - (i) Rivalry between student union and staff union :
 - (j) Any other :
29. (a) Do you think that the staff members in your department lack enough motivation in teaching? : Yes/No
- (b) If the answer is 'yes', what system would you suggest to get them properly motivated?
- a) More participation in Administration
 - b) Less interference from Managing Agency/Government
 - c) Dispense with the time bound grade promotion system

- ; d) Peaceful atmosphere in the campus
e) Better facilities
f) Financial support to do research
g) Implementing U.G.C. scale of pay
h) Providing incentive schemes on the basis of work assessment
i) Any other
- (c) If the answer is 'No' what actually motivate them? : a) The teaching profession as such
b) Existing time bound grade promotion
c) Other service conditions
d) Facilities in the college
e) Human relations in the college
f) Others (Please specify)
30. Do you think that the staff members in your department lack motivation for acquiring higher skills? : Yes/No
31. What is your perception: a) Academically motivated
regarding the attitude b) Lack of interest
of teachers in your c) Lack of proper opportunities for undergoing the
department towards d) Lack of proper incentives after completing the
Faculty Improvement e) Indifferent attitude of
Programme? f) Any other
college authorities

32. What are your suggestions to have more involvement of teaching staff on Faculty Improvement Programmes? :
- 1) The existing time bound grade promotion system should be dispensed with
 - ii) Some incentive should be given to teachers who participate such programmes without damaging the existing system of promotion
 - iii) Due recognition of teachers with outstanding merit by instituting awards, medals etc.
 - iv) Any other (Please specify)
33. What is your assessment regarding the higher education system in the state :
- a) Perfect and good
 - b) Not bad
 - c) Too much standardised
 - d) Lack of planning
 - e) Lack of institutional autonomy
 - f) Rigid and outmodelled administration
 - g) Too much bureaucratic control
 - h) Politicised
 - i) Any other (Please specify)
34. Do you subscribe to the view that our system at the institutional level suffers from the following
- (a) Heavy enrolment : Yes/No
 - (b) Lack of facilities : Yes/No
 - (c) Lack of administrative effectiveness : Yes/No
 - (d) Too much political interference : Yes/No
 - (e) Too much communal interference : Yes/No

35. What are your suggestions to improve the existing system? :
- a) Restrict enrolment
 - b) Increase tuition fees
 - c) Autonomous colleges
 - d) Restructuring the course
 - e) Change in examination system
 - f) Inducting professional competency in administration
 - g) Change in the structure of the University
 - h) Any other (Please specify)
36. Your valuable suggestions/comments which you want to highlight on any aspects of management of your College which is not covered in this questionnaire
(Please use additional sheets if necessary).

APPENDIX III

SCHEDULE

=====

1. Name of the College
2. Year of establishment
3. (a) Name of the affiliating University Kerala/Gandhiji/Calicut
(b) Nature of affiliation Temporary/Permanent
(c) Location of the College
4. Name of Managing Agency
5. Location of the College Village/Municipality/
Corporation/Town
6. Distance from the limits of Municipality/
Corporation/Town/
Notified area/
Cantonment
7. Strength of Students as on 1st October 1979-1980-1981-1982-1983-1984-1985
 - (a) Pre-Degree--Arts, Commerce and Humanities
 - (b) Do. Science
 - (c) Degree--Arts, Commerce and Humanities
 - (d) Do. Science
 - (e) Post-Graduate--Arts, Commerce & Humanities
 - (f) Do. Science
 - (g) Total

	1979	1980	1981	1982	1983	1984	1985
8. No. of teaching staff as on 1st October							
9. No. of non-teaching staff as on 1st October							
10. No. of teaching departments as on 1st October (Excluding Physical education)							
11. No. of courses in the college	1979-80	80-81	81-82	82-83	83-84	84-85	
(a) Pre-Degree (groups)							
(b) Degree:-							
i) Arts & Commerce							
ii) Humanities							
iii) Science							
(c) Post-Graduate:-							
i) Arts & Commerce							
ii) Humanities							
iii) Geography, Maths, Statistics & Psychology							
iv) Other Science Courses							
12. (a) Is the College recognised under Section 2(f) of the U.G.C. Act?							Yes/No
(b) If the answer is 'Yes', year of getting recognition							
(c) If the answer is 'No' reason for not getting recognition							Eligibility conditions not satisfied/Not applied/ Applied but rejected.

13. (a) Did the College get assistance from U.G.C. during the fifth plan Yes/No
- (b) If the answer is 'Yes' specify the nature of assistance received
- i) Basic assistance
 - ii) Undergraduate development assistance
 - iii) Post-graduate development assistance
- (c) If the answer is 'No' specify the reasons for not getting assistance Want of recognition/
Notapplied/
Applied but rejected.
14. Has the College got assistance from U.G.C. during the sixth plan Yes/No
- (1) If the answer is 'No' specify the reasons for not getting assistance
- | | | | | |
|--|---------------------|--------------------------------------|-------------|----------------------|
| | Want of recognition | Eligibility conditions not satisfied | Not applied | Applied but rejected |
|--|---------------------|--------------------------------------|-------------|----------------------|
- a) Basic assistance
 - b) Undergraduate development assistance
 - c) Postgraduate development assistance
- (2) If the answer is 'Yes' furnish the following
- | | | | | | |
|--|-----------------------------|-------------------------------|-----------------|---------------------------------|--------------------------------|
| | Amount proposed UGC's share | Amount sanctioned UGC's share | Amount received | Amount utilised during the plan | Matching contribution utilised |
|--|-----------------------------|-------------------------------|-----------------|---------------------------------|--------------------------------|
- a) Basic assistance:
 - i. Books and Journals
 - ii. Equipments
 - iii. Faculty Improvement
 - iv. Academic Conference

Amount pro- posed: UGC's share	Amount sanc- tioned: UGC's share	Amount recei- ved	Amount utili- sed during the plan	Match- ing contri- bution uti- lised
--	--	-------------------------	--	---

b) Undergraduate development

- 1. Books and Journals
- ii. Equipments
- iii. Construction
- iv. Faculty Improvement

c) Post-Graduate development

- 1. Books and Journals
- ii. Equipments
- iii. Construction
- iv. Faculty Improvement

(3) Number of Teachers
involved under
Improvement Programme
during sixth plan

Proposed Sanctioned Deputed

- i) for M.Phil.
- ii) for Ph.D.

(4) Substitutes' salary claimed
and reimbursed to Government
during sixth plan in respect
of teachers deputed during
sixth plan

Amount
(Rs.)

- i) M.Phil.
- ii) Ph.D.

(5) Details of other programmes
undertaken during sixth plan
with U.G.C. assistance

- i) Remedial courses
- ii) Extension activities
- iii) Others

15. Has the College received assistance from U.G.C. under COSIP in any period since 1970-71

Yes/No

(a) If the answer is 'Yes' specify

Amount applied	Amount sanctioned	Amount utilised
----------------	-------------------	-----------------

(b) If the answer is 'No' specify the reason for not getting assistance

i. not applied
ii. applied but rejected

16. Did the College get assistance from U.G.C. under COHSSIP in any period since 1974-75

Yes/No

(a) If the answer is 'Yes' specify:

Amount applied	Amount sanctioned	Amount utilised
----------------	-------------------	-----------------

i. First phase
ii. Second phase

(b) If the answer is 'No', specify the reason for not getting assistance

i. Not applied
ii. Applied but rejected

16. (a) Please furnish details of Special Fees collected and utilised by the College:

80-81	81-82	82-83	83-84	84-85
C U	C U	C U	C U	C U

- (1) Admission Fee
- (2) Athletic fee
- (3) Magazine fee including advertisement charges
- (4) Stationery fee
- (5) Association fee
- (6) Medical inspection fee

C = Collected U = Utilised

80-81	81-82	82-83	83-84	84-85
C U	C U	C U	C U	C U

- (7) Calendar fee
- (8) Student aid fund
- (9) Laboratory fee
including fines
- (10) Library fee
including fines
- (11) Registration fee
- (12) Visual education fee

16.(b) Please furnish details of accumulated balances in P.D. account under each item of Special fees:

Balances as on 31st May	1980	1981	1982	1983	1984	1985
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(1) Admission fees						
(2) Atheletic fee						
(3) Magazine fee						
(4) Stationery fee						
(5) Association fee						
(6) Medical Inspection fee						
(7) Calendar fee						
(8) Student aid fund						
(9) Laboratory fee						
(10) Library fee						
(11) Registration fee						
(12) Visual education fee						
Total						

16.(c) Please state the amounts involved in diversion of funds under Special fees (Current year balances)

1980-81 81-82 82-83 83-84 84-85

From To

- (1)
- (2)
- (3)
- (4)
- (5)
- (6)

16.(d) Please state amount involved in diversion of funds under Special fees (accumulated balances) proposed

1980-81 81-82 82-83 83-84 84-85

From To

- (1)
- (2)
- (3)
- (4)
- (5)
- (6)

16.(e) Please state amount involved in diversion under Special fees (accumulated balances) sanctioned

1980-81 81-82 82-83 83-84 84-85

From To

- (1)
- (2)
- (3)
- (4)
- (5)
- (6)

17. Number of technical journals
subscribed by the College

- (1) Social Sciences
- (2) Humanities
- (3) Science

18. Number of books in the library
including departmental
libraries

19. Please furnish details of
grants received from
Government (Private
colleges only)

1980-81	81-82	82-83	83-84	84-85
A R	A R	A R	A R	A R

- (a) Contingency grant
- (b) Maintenance grant
- (c) Laboratory grant
- (d) Library grant

(A = Applied R = Received)

20. Please furnish details of budget
allotments received from Government
(Government colleges only)

1980-81	81-82	82-83	83-84	84-85
R U	R U	R U	R U	R U

(a) Plan

- (1) Materials and supplies
- (2) Office expenses
- (3) Other charges

(b) Non-Plan

- (1) Study tour
- (2) Furniture, lab.equipment
and books
- (3) Special component plan-
remedial courses

(R = Received U = Utilised)

	1980-81	81-82	82-83	83-84	84-85
(4) Book bank scheme	R U	R U	R U	R U	R U
(5) Planning forum					
(6) Others (specify)					

21. Please furnish details of funds mobilised from the public/parent teachers association/Community to which the college belongs during 1980-85:

Source	Year of collection	Amount collected	Amount utilised	Nature of facilities created
(1)				
(2)				
(3)				
(4)				
(5)				
(6)				