CHAPTER V

ORGANISATION OF UNIVERSITY EDUCATION IN INDIA

Education shapes the minds of the people thereby shaping the nation. Education not only liberates the human mind from the depth of ignorance and superstition but also offers the best guarantee for democracy and national security. Education is well recognised as a development input which can serve as an instrument of social change and economic development. Education as a planned community enterprise has an instrumental value under any social context, be it a highly developed social system of a first world country or a severely depressed system of a poor third world country and it inevitably plays a positive, promotive role leading to a progressively better order.

A country like India, on the threshold of momentous changes, with a very powerful pull of a past that often proves inhibitive, has a greater reason to rely on education as an empowering force to meet the challenges posed under a badly fractured context generated by palpable contradictions. Education in India, both as a concept and as a system, has evolved over the years through, a dynamic electric process which has, on the one hand sought to preserve the core ingredients of the ancient cultural heritage of the country,
and on the other, striven to incorporate elements of change from time to time. Naturally such a two fold process cannot be free from tensions, for people's perceptions of the indigenous culture are likely to be different; particularly in view of the numerous diversities in the country with peculiarities of regions, religions, beliefs, languages, life styles etc. Added to these, their perceptions of the present and the future are not the same. Under such circumstances integrating the old and new can never be free from complexity.

In ancient days education had been a private affair by imparting it through "Gurukulas" and "Madarasas". Hence, there ceased to be any uniformity in the quality or content of education. Similarly there did not exist any definite period for which a student was expected to undergo 'gurukulam' nor any age limit. The education did not produce degrees or diplomas, on the other hand it aimed at producing eminent scholars and versatile persons who could be able to cater to the needs of their profession. This type of education suffered a lot of drawbacks. The 'gurukulas' were the only centres of learning and teachers had set no standards of curriculum. This gave in to multifaceted problems creating inequality among students and resulting in giving birth to unequal society. A particular section of a society was even declared misfit for education.
Having entrusted education to a selected few, in course of time, the purpose was defeated and quality deteriorated. By the time the East India Company in 1757 started expanding their empire in India, the condition of education had become miserable. Though there was a widespread discontent and anarchy, there was also a network of educational institutions which continued to exist as a part of social and cultural life of the people. ¹ From then onwards till 1813, the British did not take any step to improve the educational conditions in India. ² On the contrary they adopted measures in undermining the institutions that were existing.

In 1813, the Christian Missionaries, in order to spread Christianity, revived the concept of education and thus the modern system was introduced in India. Accordingly the institution of education was organised, beginning from the Primary, to Middle, Secondary and Higher education. Primary and Secondary education were imparted in schools whereas Higher education was given at Colleges and Universities. Inspite of having established a number of educational

² Ibid., p.44.
institutions to impart education publicly, the process of imparting private education did not cease to exist. In the beginning of 20th century\footnote{Subramaniyam, S., The Discounted Factor, \textit{The Hindu}, December, 24, 1991, p.19.} private education slowly began to deteriorate giving way to an institutionalised system of education. This institutionalised system has several advantages like pooling of diverse disciplines and talent at a single place like the University. The diversity that was promoted also gave another benefit; it provided room for interaction-generating newer perspectives, newer realms of knowledge; innovations and new strategies. If such diversity were to freely interact, an outstanding generation of new knowledge, innovation of methods etc, will result.

The advent of the Industrial Revolution and advancement of science in the west brought revolutionary concepts in the system of education throughout the world. This necessarily brought about a positive impact on the system of imparting education in India. The beginning of the 19th century saw the coming up of educational institutions to impart Primary, Secondary and Higher Levels of educations. The British Parliament for the first time sanctioned about Rs.1,00,000 in its charter of 1813.\footnote{Rai, B.C., Prof., \textit{History of Indian Education}, Prakash Kendra, Lucknow, 1981, p.103.} It is only after 1813 that a number of educational
institutions like schools and colleges were established in India. A.H. Wilson and H.J. Prinsiva, Lord Elphinstone, Sir Munro etc., were few notable persons for the responsible development of education in Bengal, Bombay and Madras respectively.\(^1\) As a result of their efforts the famous Hindu College (which later became Presidency College) in Calcutta in 1817, Elphinstone College in Bombay in 1834 and the Presidency College in Madras in 1840 were established. Few other colleges also existed along with them such as the Sanskrit College at Banaras, Agra College etc. There were about 23 colleges of general education, three medical colleges and one civil engineering school in 1857,\(^2\) when the three universities of Calcutta, Bombay and Madras were established by passing the Universities Act of 1857, according to recommendations laid down by Wood's Education Despatch (on 19th July 1854).\(^3\) The main features of the despatch were to establish regular institutions and it emphasised grading the educational institutions as Primary, Middle, High Schools, Colleges and Universities. The despatch also declared that in all provinces the department of Public Instruction should be set up and highest official should be designated as Director of Public Instruction.

and should be assisted by a Deputy Education Director, Inspector and Deputy Inspector of Schools. It also suggested to give scholarships and implement other schemes for extension of public education and to give grant-in-aid for the institutions if they fulfil certain conditions. Based on these guidelines, Educational departments were set up in each province. Three pioneering Universities were then formed. These departments and universities were to co-ordinate the education of various schools and colleges and bring about uniformity. The first three universities established took the English Universities, in particular London as it then was, as their model. These universities were in their structure very different from Oxford and Cambridge of either the nineteenth Century or earlier, but it would be needless to exaggerate the significance of those two institutions as ideals of University life and University education in 19th Century India and indeed right until the time of independence.¹ In order to streamline the activities of the pioneering Universities and to bring about a co-ordination among them an act was introduced in 1857, known as The University Act, 1857.²

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The Act, apart from defining the object of the University also laid down, how the Body Corporate of an University should be constituted. It consists of the Chancellor, Vice-Chancellor and Fellows. The Chancellor being the Governor of the State or Presidency, the Vice-Chancellor appointed by Governor and Fellows appointed by the Government. These Fellows were of two classes, ex-officio and ordinary. The senate of the University consisted of the Chancellor, Vice-Chancellor and Fellows. This Act does not mention anything about the Syndicate, though in practice, these Syndicates were looking into the day-to-day affairs of the University. The syndicates were established by virtue of regulations framed by Senates and they did not have any statutory recognition. The Act of 1857 established these universities as affiliating Universities to which many colleges were to get affiliated. These colleges were the real centres of learning and the University itself was not a Unit of Teaching but only a mere centre of administration, whose sole duty was to hold examinations and confer degrees.¹

The Indian University Commission was appointed in 1902 by Lord Curzon who was then the Viceroy of India. He was puzzled by the way in which our Universities were functioning.

¹ Ibid., pp.180-183.
He observed

"How different is India! Here the Universities have no corporate existence in the same sense of the term. It is not a collection of buildings, it is scarcely even a site. It is a body that controls courses of study and sets examination papers for the pupils of affiliated colleges. They are not part of it. They are frequently not in the same city, sometimes not in the same province."

He directed the Indian University Commission to enquire into the conditions and progress of the Universities established in British India. The Commission put forth the following suggestions in connection with the improvement in the administration and education of Universities.²

a. Reorganisation of the administration of universities.

b. The functions of the University were enlarged and were empowered to appoint their own professors, lecturers and to provide for research work.

c. Much more strict and systematic supervision of the affiliated colleges by the University and the imposition of more exacting conditions of affiliation.

¹ Dr. Das Kali Kumar, Current Problems in Indian Education, Scientific Book Depot, Cuttack, 1976, p.76.
² Ibid., pp.76-77.
d. Number of fellows in the Senate and Syndicate were limited and prescribed.

e. Statutory recognition was granted to the Syndicate for the representation of the teachers.

f. The Governor General-in-council was authorised to define the territorial jurisdiction of the universities.

Based on these suggestions, The Indian University Act 1904 was passed and accordingly Universities were not merely the administrative offices, but on the other hand, they also became seats of learning.

The University Act 1904 brought a change in the character of Universities. Accordingly, universities from the purely affiliating type, changed into the affiliating-cum-teaching type. The Act empowered the Universities by making a provision for the instruction of students through appointment of university professors and lecturers and to do all the acts which tend to the promotion of study and research. The Calcutta University was the first university in establishing its own teaching and research department under the leadership of Sir.Ashutosh Mukherji in 1910.¹ The other two universities

followed the same pattern at a later date. The Bombay University started the School of Economics and Sociology in 1919 and in 1923 the Madras University established the teaching department.\(^1\)

The University Act 1904 was not an end in framing guidelines for modus operandi of institutions of higher education, on the other hand, it was only the beginning. Various reports were submitted by a number of committees appointed from time to time recommending the expansion of university education up to the time of independence. Hortog Committee recommended establishment of affiliating universities along with unitary or residential universities. This committee also expressed the need for good physical infrastructure for increasing the standard of education of university such as libraries, laboratories etc., which should enable the teachers to keep themselves up-to-date in the field of education. Based on this recommendation, new universities both affiliating and unitary were established between 1923 and 1936.\(^2\) But there was no remarkable change in the organisation of universities. The Universities though transferred to Indians in 1921 under the Transferred Department Act

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\(^1\) Ibid.,

\(^2\) Ibid., p.274.
practically was under the control of British Parliament and hence any modification in the curriculum, or management were made only to suit their convenience.¹

As the number of universities and students grew in large co-ordination, management and administration became very difficult. As a result a central advisory board for education was established in 1935. This board had representatives of the various provinces in it, who could discuss the educational problems of their respective provinces, so that resolutions could be passed to overcome such problems. This board continued to function till India became independent. The board concentrated on the problems of imparting education and in reorganising the curriculum to cater to the requirement of the recipient. Hence there was no noticeable change in organisational structure of schools and colleges.

When India got independence there were only about 19 universities, 300 colleges and 1.6 lakhs of students,² this grew rapidly year after year. In order to meet the requirement of the increasing students enrolment new colleges and universities also increased in number. Though there was a rapid growth in the students strength and in the number of universities, people at

¹ Ibid., p.277

large were not satisfied with the provision of higher education. The system of education was only preparing the students for examination and did not satisfy the new political and social urges. Moreover, there was no uniformity among the universities in imparting education nor in the course content. The infrastructure of the universities and colleges were also not identical. Only the Government could exercise control on the universities and bring about a co-ordination among the universities. Moreover, the universities were aided by the Government and the Government out of its available funds, had to allocate equitably to the universities. While allocating the funds the Government has to use its discretion so that money reaches the universities at the correct time and in the right manner. The Government found it difficult to co-ordinate the various universities and found it a herculean task to look into their workings, management and finance. With the rapid expansions taking place in the number of universities, the responsibilities of the Government also increased and Government could not have universities under its direct surveillance and as a result it was decided to create a body called University Grants Commission as per the proposal of Radhakrishnan Commission which was appointed on November 4th 1948, to direct and co-ordinate the functions of the Universities.¹

¹ Rai, B.C., Prof., Op.Cit., p.177.
The organisations which are engaged in the provision, promotion and utilisation of higher education in India are the Universities, State, and the University Grants Commission (UGC) and other related agencies of the Union and States such as All India Council for Technical Education, Bar Council of India, Indian Medical Council, State Council for Higher Education etc. Each has independent status and its own organisational structure, yet all of them are inter-related to interact with each other in furtherance of higher education. The university offers instructions and undertakes research; the State provides the bulk of the University's finance; the University Grants Commission and other related agencies of the State provide the impetus to the university by way of grants and guidance for the purpose of undertaking new programmes of teaching and research.

The University is the focal centre of the system for it obtains the impute mostly from the agencies of the State and produces the output of graduates and knowledge for the use of the society. It is an organised knowledge centre engaged in the enterprise of knowledge.

At present there are 182 university level institutions. Of these 134 are universities and Deemed Universities. There are 48 Professional Universities, of these 26 provide education in Agricultural and Veterinary Science, the 14 Engineering and Technology and one in Law. Others provide education in all the

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1 Universities Hand Book, Association of Indian Universities, New Delhi, 1989.
disciplines including some professional discipline. There are about 6912 colleges of these 1272 colleges provide education in professional disciplines like Engineering, Agricultural, Medicine and Architecture. Others provide education in Arts, Physical and Social Sciences and Commerce. 10 institutes have been recognised as Universities by an Act of Parliament. Besides there are four Institutes of Management at Ahmedabad, Bangalore, Calcutta and Lucknow which provide advanced management education, but do not have the degree awarding authority.\(^1\)

The universities in India are classified as affiliating, unitary or residential and federal. In the affiliating type of universities, university departments impart instruction at the post graduate level and undertake research. These universities have a large number of degree colleges affiliated to them. All these colleges impart teaching at under graduate level and some have post graduate teaching and research. These universities have a very vast jurisdiction and colleges within that area come under them. These universities oversee the academic standards of the affiliated colleges. There are about 84 such universities, which are the largest in number, compared to other type of universities. Some of these universities have now more than hundred affiliated colleges and over hundred thousand students.\(^2\)

\(^1\) Ibid.,

\(^2\) Ibid.,
The second type, which is 'unitary' or 'residential', function within a stipulated area that is limited to one centre. This type of universities themselves organise the teaching of the under graduate and post graduate as well as undertake research work. They do not have the onus of any affiliated colleges. Such well known universities are Aligarh, Lucknow, Annamalai etc. There are more than 20 of this type of universities.¹

The third type are the federal universities, which are those whose jurisdiction is limited to one centre or place but some colleges are also affiliated to them, as constituent colleges. Delhi University is a typical example of this type. There are about 30 federal universities.²

Other than the above classification, a new type of institution in higher education is provided by the agricultural universities, established on the American pattern of Land Grant Universities with stress on research and extension work. The first of such universities to be established was Govind Ballabh Pant University of Agriculture and Technology in Patnagar, Uttar Pradesh in 1961. A substantial part of the funding of the agricultural universities come from Indian Council of Agricultural Research.³

¹ Ibid.,
² Ibid.,
³ Ibid.,
Another new category is the technological university. The first in the category was established at the university of Roorkee in 1949, when the prestigious Thomson College of Engineering, established in 1847, was raised to the university status.\(^1\) Certain institutes have gained national importance and by an Act of Parliament declared as "Institutes of National Importance" form another category of universities. Few of such institutes are the Five Indian Institute of Technology's at Bombay, Delhi, Kanpur, Kharagapur and Madras, Dhakshina Bharat Hindi Prachar Sabha etc. Yet another category is the one Deemed to be Universities. Some institutions of higher education have been recognised by the Central Government as Institutions Deemed to be Universities. The point considered before recognising an institute as Deemed to be University is that it should generally aim at strengthening its activities in its fields of specialisation rather than make efforts towards growing into multi-faculty university of the general type and such a recognition is granted by Central Government under its exclusive responsibility based on the recommendation of the University Grants Commission.

The Universities which are being classified as affiliated, unitary, federal, Universities of National

\(^1\) Ibid.,
Importance, Agricultural Universities, Technological Universities or Deemed Universities are either Central Universities or State Universities. The Central Universities are established by Acts of Parliament and State Universities by State legislature. Of the 182 Universities 10 are Central Universities including Indira Gandhi National Open University and rest are State Universities. In some States they have a common University Act for all the Universities. Each University is governed by the statutory bodies such as Academic Council, the Senate/Court and the Executive Council/Syndicate. Nominees of Central Government in the case of Central Universities and nominees of State Government in the State Universities, are represented on the governing bodies of these institutions. Governors of the State are generally Chancellors of the State University, whereas nominees of the President in his capacity as Visitor act as Chancellor of Central Universities. Vice-Chancellor of the both Central and State Universities is the academic and executive head of the university. Institutes of National Importance are also governed by similarly constituted governing bodies, sometimes called Board of Governors.

The Governor of the State is generally the Chancellor of the Universities established by the State legislature. He functions as the head of the university and presides over the Senate. He is the appointing authority for the Vice-Chancellor
who is the chairman of the Syndicate and Academic Council and also presides over the Senate in the Chancellor's absence.\(^1\) The Vice-Chancellor (VC) is the principal executive and academic officer of the university. It is his duty to see that the provisions of the University Act, statutes, ordinance and regulations are duly observed and he exercises all powers necessary for this purpose. He has the power to convene meetings of the Senate, Syndicate and Academic Council and to carry out the decisions of these authorities. In the Central Universities, the President of India functions as Visitor.\(^2\) The Visitor appoints the Chancellor and Vice Chancellor. A Vice Chancellor holds office for a term of three to five years and is generally not eligible for more than two terms. The other authorities who are the governing bodies of the universities are the Senate/Court; Syndicate/Executive Council and Academic Council.

The Senate/Court often has more than one hundred members representing a variety of interests.\(^3\) Government officials, registered graduates, legislature, university teachers, principals and managers of colleges are among those represented.


\(^2\) Ibid., p.31.

\(^3\) Ibid., p.36.
The members of the Senate normally meet once in a year to discuss and review the broad policies and programmes of the university, to suggest measures for its improvement and development. As a supreme governing body, the Senate exercises control over the budget, considers the annual report and accounts and passes resolutions thereon. It makes, modifies and repeals statutes, establishes and maintains university, colleges, supervises the establishment of teaching and administrative posts and confers degrees.

The Syndicate or Executive Council is the Principal Governing body and it consists of 15 to 20 members and include Government officials concerned with education and finance, representatives of legislatures, Principals, University Professors and educationalists who are nominated by the Chancellor or elected by the Senate or Academic Council. As Syndicate is the principal governing body, it meets several times a year to discuss and decide the matters of vital importance in the regular functioning of the university. It is responsible for the supervision of the executive actions of the University and is the appointing authority for the teaching staff. It is responsible for the management of the colleges, hostels, libraries and laboratories. Alongwith the Academic Council, it controls the rights of affiliation of colleges and has the power to recommend the suspension of withdrawal of such affiliation.

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1 Ibid., p.40.
The Universities that are governed by the authorities is an autonomous body. No other 'Governing Body' other than the Governing Authorities of the Universities, in principle can interfere in the administration of the university. It is the university authorities who are empowered to administer the functions of the university. The administrative office of the university, which executes the policies of the governing authority are Vice-Chancellor, Registrar, Controller of Examinations, Deans and Heads of the Department. The Vice-Chancellor being the most important functionary in a university, not only executes the policies of the governing bodies, but is also a member in framing the policies. Moreover, the Vice-Chancellor is not only concerned with administration, but on the other hand, he is also an academician. Hence he has to secure the right atmosphere for the teachers and students to do their work effectively and in the right spirit. The Vice-Chancellor is the principal executive and academic officer of the university and exercises general supervision and control over the officers of the university and he gives effect to the decisions of all the authorities. He is the ex-officio chairman of the Senate, Syndicate and Academic Council and for all other committees such as finance committee, selection committee etc. It is also his duty to see that the provisions of the act, the statutes, ordinances and regulations are fully observed. All powers relating to the proper maintenance of discipline of the university, is vested on the Vice-Chancellor.
In some universities Pro-Vice Chancellor or Rector is appointed. They are deputy to the Vice Chancellor and are being appointed so as to give some relief to the Vice Chancellor as they are over burdened with heavy responsibilities. Especially if the University is an affiliating one with large number of departments and students, Vice Chancellor will be unable to give adequate attention to the important matters which may hamper the efficient functioning of the university. He may be assisted with a Pro-Vice Chancellor whose appointment is left to the discretion of the Governing Bodies of the University.

The next, most important administrative executive is the Registrar. It is the Registrar who in practice executes all administrative policies formulated by the Governing Body. He is the principal administrative officer. The effective and efficient administration of a university depend upon the efficiency of the Registrar. It is also his responsibility to administer the affiliated colleges. The University exercises its control over the affiliated colleges through the Registrar. He has to co-ordinate the functions of all the affiliated colleges and bring about uniformity in the activities among the affiliated colleges. The other administrative officers are the Controller of Examinations, Finance Officer/Treasurer, Deans and Head of the Departments. The Controller of Examinations execute the rules and regulations regarding the conduct of examinations of the
universities and its affiliated colleges. He is also the authority for the publication of results. The Finance Officer looks into the financial aspect of the university. The Registrar, Controller of Examinations and Finance Officers are all the administrative executives and enjoy the same status.

Deans and Heads of the Departments are academic executives. The Deans look into the problems of the faculties for which they are appointed as Deans. They look into the academic excellence of the faculty and formulate future plans for the advance study. Some of the administrative powers delegated to them by the administrative executives are also performed, but mainly they are to give importance only to the academic performance. The Heads of Departments, similar to that of Deans, look into the functioning problems of their respective departments and work towards the academic developments of their departments. They frame curriculum activities and are responsible for their proper execution. They also supervise and control the work of their respective teachers. Other than the executive members that are being discussed, there are also various other committees, officers and teaching staff who augment to the efficient working of the university. The organisational structure of a Model University is being depicted in CHART 5.1 and 5.2.
CHART-5.1
ORGANISATIONAL STRUCTURE OF A MODEL UNIVERSITY

CHANCELLOR

VICE CHANCELLOR

PRO VICE CHANCELLOR

REGISTRAR

LIBRARIAN

HEAD OF THE DEPARTMENTS

DEAN OF FACULTY

DEAN OF STUDENTS AFFAIRS

CONTROLLER OF EXAMINATIONS

FINANCE OFFICER

DEPUTY

ASSISTANT

SPORTS OFFICER

HOSTEL ADMN.

PUBLICATION DIV.

PRESS DIV.

LINE ACTIVITY

FUNCTIONAL ACTIVITY
CHART 5.2

ORGANISATIONAL STRUCTURE OF A MODEL UNIVERSITY

- Senate
  - Executive Council
    - Post-Graduate Council
      - Arts
      - Science
      - Commerce
      - Medicine
    - Under Graduate Council
      - Engineering and Technology
      - Management
      - Law
      - Fine Arts and Culture

- Academic/Faculty Council

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LINE ACTIVITY

FUNCTIONAL ACTIVITY
The university is thus confronted with a vastly expanded role of education and administration and plays a leading role as a feeder or apex organisation. It also has to play the pioneering role of a fore-runner in social changes and social development. This invariably requires a highly flexible planning and administrative system, which should be responsible and pace-setting at the same time. The Universities can evolve such a system only when full freedom is given to them. Here it is the functional freedom without any fetters and it implies 'management by internals' without any outside interference and checks. That is to say that full autonomy be granted to the universities.

In India, universities do enjoy autonomy to a significant extent. The Government generally refrains from interfering in the administrative affairs of the university. The first committee on 'Model Act for Universities', appointed by the Ministry of Education, 1964 stated in its report, 'Autonomy for a university is not a matter of fundamental right, but is a condition for its efficient functioning and for enabling it to achieve the true ideals and aims of a university.' A university needs autonomy, if it is to discharge properly its functions and obligations to society and play an effective part in the

1 Bajaj, K.K., On University Autonomy, University News, September 16, 1991, p.3.
development and progress of the country. The Kothari Commission 1964-65\(^1\) in the context to the autonomous colleges spoke of granting autonomous status to outstanding colleges to enhance their capacity to improve themselves markedly. Dr. P.B. Gajendragadkar in 1971, in his report of committee on Governance of Universities, pointed out that, "In order that the universities may perform their functions properly, their autonomy should be scrupulously respected by the legislatures and the executives.\(^2\)

There are few institutions in India which have been formed to organise institutions of higher education on these lines and University Grants Commission is one such institution. Originally it was meant only to be a funding agency, but now it has started assuming the pivotal role of a national organisation enjoined with the responsibility of co-ordination and determination of standards and the progress of higher co-ordination.

The University Grants Commission was constituted by an executive order of the Government of India in 1953 and later it was given the present status by an Act of Parliament called the University Grants Commission Act in the year 1956. It was modelled on the University Grants Committee of the United Kingdom.\(^3\)

\(^1\) Ibid.,

\(^2\) Ibid.,

The University Grants Commission was brought into being with twin major objectives viz., (i) maintenance of academic standards and (ii) the co-ordination of educational policies in the federal political system of a country like India where pressure of regional sentiments in the new context of independent India was likely to jeopardize the process of national integration which was of vital necessity in the wake of freedom.¹

Despite attempts by the University Grants Commission to ensure uniformity in matters ranging from teaching standards to salary scales, Indian Universities in fact differ enormously in size, territorial jurisdiction and in material and intellectual resources. The three older universities are notably large in size, the oldest of them, the University of Calcutta, being also the largest with a total enrolment of over 1,50,000 students. Other Universities such as Aligarh Muslim University with 13,094, Jawaharlal Nehru University with 3,781 and Visva Bharati with

¹ Kaptan, Sanjay Shankar, Productive Improvement in University Administration, University News, October 8, 1990, p.16.
1,455 students are of a medium to small size.¹ The smaller universities tend to be residential whereas the larger ones could provide accommodation to a small fraction of the students' body only.

Most of the undergraduate and a great deal of Postgraduate teaching is done in the college campus rather than directly in the University Departments. The affiliated colleges cater to 87.8 per cent of the total enrolment of students at the undergraduate level; while 56.6 per cent at the postgraduate level and 15.0 per cent at the research level and teachers employed in colleges constitute nearly 81.25 per cent of the total number of teachers in the universities and colleges during 1988-89.² Thus the perception of large sized universities is in a way only a misnomer. As under the affiliating type of universities the size denotes only the number of colleges affiliated and not the strength of the students nor teaching faculty.

Between the colleges and university department there exist not only division of function but also an order of ranking. Conditions of work in the undergraduate colleges are not as good

¹ University Grants Commission Annual Report, 1988-89, Publication Appendix II, p.IV.
² University Grants Commission Annual Report, 1988-89, Publication Appendix X, p.XI.
as one would expect them to be and many a time they are very badly managed, the majority of them being controlled either by incompetent officials or sluggish managers. The university departments are better managed by professors and readers in addition to lecturers whereas in colleges only lecturers have to take up the responsibilities.

Administering the affairs of a university, is not an inexpensive one. Being a welfare State and given the populistic overtake of Indian Polity, often universities, which are financed out of Government budgetory allocation, Union Grants and Public contribution, are subjected to political pressures and public attention. Public expectations are high and both the media and Government scrutinise their performance in terms of bringing about a change in the context of a new social order. The universities, generally constrained in resources and depending upon tax payers money¹ can hardly be expected to muster strength to explain their internal contradictions and lopsided Government priorities and put up a viable defence in front of public gaze. Universities are often used as instruments by political influences to meet narrow political ends and ultimately university education suffers. The populistic priorities of the

Government passes on the budgetary squeeze on allocations to university education and their interest compromised.

Indian University that exist today have very little to do with India's ancient and medieval centres of learning. If they have links with the medieval world, then indeed these links go back through the British Universities of the nineteenth century, after which the first three Indian universities established in 1857 were modelled. Through all the changes that the older British Universities have undergone since the end of last century, their institutional basis has remained secure and dependable. Their legitimacy as institutions designed primarily for the pursuit of learning has never been seriously threatened. The Indian Universities enjoy nothing like the same kind of legitimacy. The institutional arrangements for even routine activities such as the completion of courses or the conduct of examinations are insecure and undependable.

If the institutional foundation of the Indian Universities are weak and infirm, this is at least, partly because of their span of existence. Even though the first three universities were established in 1857, at about the same time as some of the great civic universities in England, they did not at least for the first fifty years of their existence, have anything of the Corporate character of the older European Universities. They confined themselves almost entirely to regulating courses of
study and conducting examinations. Since they did not teach or
conduct research, there was hardly any academic staff, and
persons known for their skills in administrative and public
services, were nominated as a Chancellor, Vice-Chancellor and the
Fellows who together constituted a Body Corporate of the
Universities.¹

Nearly seventy years after the first universities were
set up, the idea at last surfaced, that a university must have a
corporate character from the beginning and that it must concern
itself with teaching and research and not just examining. This
clearly is the idea of the new universities that are being set up
and find them also expressed in the report of the Radhakrishnan
Commission. Some outstanding examples are Annamalai University,
established in 1929 and Jawaharlal Nehru University set up in
1968, which form the start had not only students but also
professors, readers and lecturers; libraries and laboratories;
classrooms and hostels; and above all a campus of their own, with
an energetic campus life. The number of students are restricted
in order to maintain a student-teacher ratio consistent with a
healthy Corporate life. Unlike the run-of-the mill university of
the late nineteenth and early twentieth Century, when India had

little room for research, the universities established at a later date like Annamalai University; Jawaharlal Nehru University (JNU); Indian Institute of Science and Technology concentrates more on research. Few like Jawaharlal Nehru University have even gone to the other extreme of keeping more or less clear of involvement in undergraduate teaching and examining.

In nineteenth century India, the focus of corporate academic life—a life of interaction between students and teachers, was not the universities but the colleges. The colleges were already in existence when, in 1857, the first three universities were established. Hindu College (which later became Presidency College) was established in Calcutta in 1817; Elphinstone College in Bombay in 1834, and Presidency College in Madras in 1840. The first Universities were established to maintain uniformity of standards, by regulating courses of study and conducting examinations. The best of the nineteenth century colleges were established either by the Government, for example, Presidency-Calcutta and Elphinstone-Bombay or by missionaries, for example, St. Xavier's-Calcutta and St. Stephen's-Delhi. As colleges were small places close interaction was not only practiced but also encouraged. With the establishment of University Department after 1961, the colleges began to lose the pre-eminence they had enjoyed for over hundred of years.
Today it is accepted by all that the university ought to have a corporate character and that it cannot really flourish in the absence of a 'University Community'. It is well known that colleges and universities in India are in turmoil. The demographic and economic factors behind their turmoil are also well known. The universities are overcrowded, their hostels are inadequate, their libraries and laboratories are poorly equipped and there is a general lack of facilities in them. Moreover, University education is no longer a guarantee for employment, and the number of unemployed graduates are on the rise every year. Such a turmoil, is not only the features of the worst-endowed universities or colleges, but even of the best endowed universities such as Jawaharlal Nehru University.

In the modern world, one cannot expect the university to remain fully insulated from external political pressures. The universities are in fact more exposed to the outside world today than they have ever been before and it is not necessary to consider seriously those academic enthusiasts who seek the intervention of their chosen party either the ruling or the opposition, in order to secure full autonomy for their university. At the same time, the cost of the academic life of the University caused every time by the intervention of Government in its affairs cannot be ignored. For many people, in India, University employment is a kind of Government Service.
and college teachers consider themselves civil servants rather than professionals like doctors, lawyers etc. At the time of establishment of the first universities, the recruitment to colleges that were then existing was modelled on terms and conditions of civil services. In fact, at that time, Indian Educational Service was a branch of the civil services. Government service enjoys high prestige in India, and there are certain features of Government service, such as security of tenure and regularity of promotion, that have a large appeal among university teachers. University teachers in India enjoy virtually the same measures of security as Government officials, though the prospects of promotion are different. Thus the University teachers in all aspects practically enjoy the benefits and authority of a government employee. At the same time they should also be made accountable for their actions. There cannot be an authority without responsibility. Hence the performance of a university is assessed by way of analysing the performance of its teachers and other employees.

The University system and its role in shaping the destiny of the nation has become a key issue. While the dimension of the university system have of late become almost gargantuan, its outreach in the development of economy, science and technology and for social transformation has been increasingly recognised. The quality and relevance of the university system
have emerged as vital issues of concern and new strategies must be sought to encourage commitment to learning, freedom to innovate and in general to make the system more operative and effective. There are obvious lacuna in the contemporary situation and the decay in the university system has received wide attention. Some amount of soul-searching is necessary to take a balanced view of the performance of the universities, if only to stem the root.

The setting appears ripe for transplanting the concept of a metanoic organisation, through a fundamental change in the University environment. The word "metanoic" is derived from a Greek word meaning a "fundamental shift of mind" which applied to any organisation represents a major step forward in organisational innovation. The word describes essentially a reawakening of mind leading to the shaping of individual destiny. If the university has to play its rightful role in the development of a sustainable society, with responsibilities to larger societal system of which it is a part, innovative organisational change is not only desirable but inescapable as well. The adoption of a metanoic organisation with in the university system involves new perception and a changed contextual dimension vis-a-vis vision or purposefulness of the system of alignment around that vision and focus on organisational design. Any university must have a vision which may range from the very mundane concept of preparing
citizens for the future to that of being a centre of excellence. Inherent in all metanoic organisation is the alignment of people-faculty students and supporting staff-wedded to a vision. The key to the development of a metanoic organisation is the alignment of individuals displaying exceptional level of teamwork, which provides a synergy of purpose and vision. While there is no complete model for such organisation, a university has to mould a group of individuals into a common body committed to a specific goal or vision for a new level of performance and direction. Such basic innovation in organisational design can encourage and stimulate faculty, students, employee initiative acceptance of new responsibility and a sense of belonging evolving new structures to realise the shared vision of excellence.

The functions and organisational structure of a university and the bodies, guiding and co-ordinating various universities such as University Grants Commission should envisage certain modifications, in order to achieve the goals of University Education.

The efficient functioning of University Grants Commission can also be ensured by diversification of its structure. The University Grants Commission can setup Zonal Offices, East, West, North and South and centre of the Country and these regional offices may function under the supervision of a whole time member located in New Delhi.
Management by objectives (MBO) is a very useful technique to improve the working of universities, University Grants Commission with charitable, non-profit and service oriented motive. An MBO programme in such organisations may be based on repeated cycles of the following three phases: A supervisor meets with a subordinate to discuss goals (results) for the subordinates that support the organisation's goals. Mutually acceptable and reasonably attainable goals are agreed upon and recorded. In a subsequent meeting the subordinate performance may be evaluated in terms of the recorded goals and the results obtained during the appraisal period and revised goals are to established for the next period.

The introduction of such organisational changes will definitely pave way better functioning of Universities and other apex bodies.