CHAPTER V
Conclusion

As the world progresses, people face more complex social, cultural, economic problems and political crises which often affect their personal and social development. Education plays a vital role in solving these problems and resolving the imminent crises. With all its limitations, education remains to be the cardinal input in the process of human development. Higher education is the driving force behind economic development and the focal point of learning in a society. It is both a repository and a generator of knowledge and is the chief agent of passing on the accumulated experience, both cultural and scientific to society. The emerging world view suggests that in the days to come, the role of knowledge capital in the process of development will predominate the physical capital and this clearly indicates that the importance and relevance of higher education are going to grow further. In order to materialise these visions, education in general and higher education in particular has to be more professional than it is now. This professionalism can be achieved by managing our educational institutions scientifically i.e., on the lines of Educational Management.

The needs of the future are so diverse that they demand a new outlook and new managerial arrangements to deal with the new set of challenges. The arrangements at present are grossly inadequate for the purpose. The need is so urgent and important, that if we do not make the necessary alterations, the future is going to be bleak. The much needed revolution in education to a great extent must begin with educational management. We can no longer afford to continue to have the old
machinery to serve new purposes and carry new work-loads which have not been designed for it. The administrative tools of a previous era cannot be applied to a grossly changed set of aims and circumstances. The existing traditional concept of administration needs to be replaced with the more inclusive term of management: to change from the mere caretaker, regulatory and supervisory role to a more dynamic system to bring about growth and change.

Management Science has made rapid advances in recent years and management techniques of great power have been evolved. However, before using any of these for managing education, their relevance, suitability and practicability has to be ascertained in the light of specific objectives and targets of educational effort. Education being one of the most rapidly expanding labour-intensive activities, there is a need to concentrate on the development of a strong management force to guide it. The orientation of personnel to function more effectively in a new role should precede the organizational creation of that role.

This study reveals that educational systems require well-equipped, appropriately trained managers supported by well-trained teams of specialists. Then only the transition of education from its semi-handicraft state to a modern state is likely to happen. In trying to modernise its management system, education can make use of methods in management practices—including the concepts and methodologies of systems analysis and of integrated long-term planning.

The problem of higher education in India is not intrinsically a problem of numbers; but that of quality, relevance, and matching the preparation with the needs of the economy. Advanced countries have a greater advantage.
which according to the Nobel Laureate Prof. Abdus Salam is the creation, mastery and utilisation of modern science and technology. Many developing countries face this problem. But the major problem of higher education in India today is not this. The real weakness of the higher education system in India today is that of its management. If there is one single aspect of higher education that deserves and calls for immediate attention it is the management of university education. Another area which demands attention is the lack of academic leadership, which is a component of educational management. Effective management is of paramount importance for any productive system. It should lead to the optimum utilization of the existing resources. The absence of proper academic leadership and direction, effective supervision and coordination will affect the smooth functioning of the system.

But it should be kept in mind that the education system is different from the usual social structures. It is actually a contribution of various social structures that are concerned with education.

In a community's education system, the family, various educational institutions, their different committees, education department and the state, each has a particular task to achieve. The education system is not merely the sum of the above mentioned structures but it is an intertwining of them. The education system comes out of the totality of many social structures as a unified structure with its own particular nature. Within the education system, there are various social structures such as the state, families, teachers' organisations, industry, and many others that are closely related to the educational institutions.
The education system, though intertwined with a large number of non-pedagogic social structures in its activities, is governed by pedagogic principles. This study reveals that the education system is composed of three related sub-systems: political, organisational and human. The political sub-system makes decisions through policies and legislations. Naturally their interests and attitudes will creep into legislations. Sometimes legislations are made not as a progressive measure but to bridle the agencies involved in the educational field. This is where the politics of educational management comes to the fore. The organisational system eliminates uncertainty and maintains the present equilibrium and the additional goals and purposes that society gives it. The organisational system works through the human system—the people—to achieve its goals and purposes. It is hierarchical in structure and each of the three major sub-systems include its own structure corresponding to the levels of governance. These sub-systems are governed by overlapping lines of authority from the central, state and local governments. These overlapping controls create confusion and it is the duty of the educational manager to see that the confusion does not affect the mission and policies of the institutions.

The key tasks of educational managers on the basis of this study are:

1. Make educational facilities available to all. Managers of education should suggest ways to extend education cost-effectively through the use of modern sophisticated media, and give attention to formulating ways to strengthen the analytical assessment and planning capabilities essential to improving educational system management, and use educational resources effectively. The educational managers should also think of transforming their institutions into resource centres which guide, train and lead the surrounding institutions.
ii. Along with imparting knowledge, steps must be taken to impart skills, which might help the students to live in this competitive world. This skill-formation will enable them to pursue means for self-employment or becoming entrepreneurs.

iii. Majority of our schools and colleges do not have adequate Information and Communication Technology (ICT) facilities. They are still compromising with talk and chalk. But in the outer world there is a move from primitive and print media towards modern, electronic and multi-media. There is a need to have media-aided instruction. Along with this an efficient management information system needs to be introduced at all levels of administration.

iv. At present, managers of education achieve their position by promotion or by the discretion of the appointing authority. In our complex academic scenario, training of educational planners and administrators has become very essential. In view of the changes in technology and the teaching-learning process, it is essential that comprehensive career development programmes be formulated on scientific lines.

Higher education system can be made more effective and responsive to societal needs if it is managed on the principles of modern scientific management. Various Commissions and Committees appointed before and after our Independence for improving our educational system have stressed the need for the evolvement of organisational system and management practices based on contemporary societal environment and requirements. It is very unfortunate that our educational institutions hardly make use of the well-tried management concepts in educational
organisations. Educational managers think that the awareness of governmental rules and regulations are sufficient to manage effectively. They seriously lack professional knowledge, managerial skills and leadership qualities.

Modern institutions of higher education are the outcome of the constellation of worldwide changes and are encountered with the phenomena that were never anticipated in the past. When the awareness of education grew, more and more people came to universities to pursue their studies. Politicians entered universities to propagate their ideologies. With the advent of the modern era, liberalisation, privatisation and globalisation have virtually converted them into business firms striving to raise necessary finances and survive in competitive environment.

Educational managers have a lot to do in managing their institutions effectively. Orientation in management principles and possession of managerial skills are essential for this. Management practices of business organisations cannot be transplanted to educational institutions. What is needed is an adaptation of management principles in the educational organisation according to emergent situations.

The managers direct the utilisation of all the resources of the organisation its finances, equipment, information and people to attain stated goals. This means that managers of an organisation, whether it be school or college, try to attain specific ends. Whatever may be the stated goals of an organisation, management is the process by which these goals are achieved. And the managers are those persons who get these goals accomplished with and through people. The main task of the educational managers is to study the emerging needs, revise goal-structures, identify appropriate strategies.
and evaluate the performance. The primary task of a manager is to distinctly identify these goals. After identifying the goals, one has to diagnose the situation, both existing and anticipated. This needs careful understanding of the system and the environment around it. After analysing and understanding the situation the manager should apply apt management techniques, in order to achieve stated objectives.

Educational management, after sensing, identifying and structuring the problem, engages itself in the process of information gathering, development of alternate course of action and selecting the appropriate action for implementation.\(^2\) To begin with, the problem should be structured objectively. Problem solving necessitates decision making and requires understanding, analysis and synthesis of environment on the one hand, and the matching of organisational capabilities with it on the other. The education manager must also make use of management concepts in the administrative areas of the educational system.

Planning is a definitive management concept that helps the institutional heads to work in a goal-focused way of organising, motivating, supervising, controlling and evaluating staff performance. Considering this as the key aim of management, the institutional head must become more occupied with the institution’s planned development process. Effective management is born out of a vision of what a college can be and is capable of transforming staff attitudes towards collective ownership of new plans, practices and results.

Once specific growth targets are identified, the head of the institution engages the entire staff in planning goal parameters for each target by defining observable, measurable results. The next task of the manager is to
divide each goal into achievable tasks. Each task area is assigned to a task force. The expected results of the group are communicated along with the assigned task. Thus the plans for goal-accomplishment are carried out by the head of the institution. The task forces must evaluate the progress of their task several times a year, and if conditions demand, plans need to be refined or altered. Re-enforcement and recognition are stimulators to productive work. These have to be done by the Principal. The Principal’s responsibility is to enable the school organisation to move in the direction in an effective and efficient manner.

Financial planning is an integral part of institutional planning. After defining the organisation’s goals and objectives, and the long-range forecast of the economic environment, there remains four necessary steps to define the budgeting process. Budgets are essential tools of successful financial management and an integral part of financial planning. The four steps are: 1) preparing the approved budget 2) comparing actual results with the budget forecast at regular intervals 3) analysing the difference between the actual and budgeted performance and 4) deciding what corrective action needs to be taken to eliminate the cause of the variance. The tasks of acquiring other people, materials, space and financial resources enhance the productive capability of the work-group towards institutional improvement. Management resource planning is, thus, a vital key towards work-productivity.

Management concepts can be used in academic areas like curriculum development also. The curriculum functions through learning experiences and instructional materials from various fields of knowledge. What our country needs is a pluralistic curriculum in which the diversity of
cultures, including history, languages, lifestyles and patterns of beliefs, are inter-woven throughout the programme.

The curriculum is the central structural component of education upon which the success of its educational mission depends. The content of the curriculum consists of learning experiences which are planned, resourced, structured, organised, assessed and evaluated. The teacher has a definite role to play in this. Many opine that common or core curricula should be adopted by all educational institutions throughout the country. Curriculum developers play an important information-dissemination role at the classroom level. Those engaged in curriculum development has the following tasks to perform a) identify needs and purposes b) select and organise participants c) develop a master programme management scheme d) develop components needed for its setting. There is no one curriculum which meets the needs of all people at a given time. What is needed is curriculum which helps pupils to cope with a future, that is expected to be different from the present.

The principles of educational management, if applied, will make any institution professional. Along with this, the teachers must also become professional. They must be able to evaluate their own instructional effectiveness to improve their teaching. The professional responsibilities of the teachers must include sharing appropriate information with other professionals in ways that support the learning of diverse student populations.

Promoting continuous professional development of staff must be a priority for any organisation which aims to raise performance standards. This can be done through in-service programmes. This will improve the
performance of the individual in already assigned positions. A programme so planned must place emphasis on designing learning experiences, assessing needs, projecting expectations, budgeting, assigning responsibilities and evaluating. The individual is designated as the focus of in-service education. Only individuals can learn. However, the specification of individual performance as the focus for improvement emphasizes the concern for personnel development within the educational institution.

The focus on the individual can be promoted by operational plans that clearly reflect four different purposes. a) competency development, b) remediation of inappropriate performance patterns, c) specialised competency development, and d) innovations-related competency development. Programmes of in-service education, planned with one or more of these purposes in mind, are likely to be more effective if each purpose is clearly designated and appropriate plans are developed accordingly. In order to make the in-service programme effective and efficient, the clients and their experiences need to be given full consideration. Basic purposes are related to the scope of planning, incentives, policies and the inter-relatedness of systems. Staff development plays a critical role in the implementation of change. Teachers must be the target of interventions, designed to facilitate change in classrooms; institutions cannot change until the individuals within them change.

The greatest value of training is that it helps the organisation to achieve its objectives. When the staff participate in training programmes, their performance level and effectiveness will go up, and this will benefit the institution. The trainees will also benefit personally.
The prime concern of an effective educational system shall be to direct the capacities, attitudes, interests and scientific exploration into the most desirable channels. Education is supposed to be like the catalyst for social change, and at the same time, social changes make it necessary to bring in appropriate, relevant and meaningful changes in the educational system. The desired outcome of education is social transformation and the set goal for our young men and women is that they become leaders in service. This social transformation has two aspects, viz. theoretical and practical. In the theoretical level our academic activities - curriculum design, teaching methodology, evaluation etc. are involved. But in practical level, we want our students to become agents of social change. It implies that students need to be introduced to the political and economic intricacies of the country with its various religious and cultural tensions and paradigms.

All these and much more were there, knowingly or unknowingly in the vision of the pioneers of education in Kerala. They also regarded education as a great liberating force, liberating people from superstition, unreasonable customs and illogical ideas. 'Education for liberation does not merely free students from blackboards, just to offer them projectors. On the contrary, it was concerned, as a social praxis, with helping to free human beings from the oppression that strangles them in their objective reality.' It was the presence of pioneers with vision who strove for the development and spread of education in Kerala. They regarded education as a cultural activity and to them education was the ideal medium for the advancement of culture. Religious heads, the royal families independent religions and missionaries, all shared the same views expressed above. The present high level of literacy and educational progress in Kerala has been attained as a result of the
committed work on the part of the State as well as the private agencies, royal families and especially Christian Missionaries.

The Portuguese and the Dutch also made some notable contributions to the cause of education and learning in Kerala. The Seminaries established by the Portuguese helped to spread the knowledge of Portuguese and Latin among the local people. They were also responsible for the establishment of printing presses, which also helped a lot in the spread of education. The Dutch, who replaced the Portuguese were not very interested in starting seminaries and colleges, but they made their significant contribution to Indological studies.

The Christian missionaries who were active in Kerala in the 18th century made yeomen service to the spread of education in Kerala. They made their mark not only in beginning western education but also in the publication of books and establishing printing presses. The Protestant missionaries took the lead in this. The London Missionary Society (LMS), Church Missionary Society (CMS) and Basel Mission missionaries started many Grammar Schools in different parts of Kerala and admitted students irrespective of class, caste or sex. The activities of the missionaries brought about significant changes in Kerala. By giving shape to new social ideas and giving impetus to new social trends the missionaries converted the otherwise static society of Kerala into more of a progressive one.

Kerala was one of the most caste ridden parts in India. The missionaries made education a powerful instrument for social change and worked for the uplift of the backward classes. This helped to raise their social status and prestige. The education imparted by the missionaries made the people more progressive and liberal. This helped for the removal of
The activities of the missionaries expedited the move for the abolition of slavery.

The modern ideals of democracy and responsible government are the two major contributions of western education. The ‘Mission Schools’ produced many eminent and patriotic leaders who later took active part in the national movement. The educational and evangelical activities of the Missionaries helped to improve the moral standard of the people. The high morality of the missionaries, their lofty value system and above all their noble examples, exercised a profound influence in forming the character of their students. Thus the educational activities of the missionaries had their profound impact on the social, moral, political and cultural spheres of life in Kerala.

Kerala was fortunate in getting rulers, who were patrons and champions of education in all the three political divisions in Kerala—Travancore, Cochin and Malabar. Almost all the rulers of Travancore were lovers of knowledge and its diffusion. The Rescript of 1817 by Rani Gowri Parvati Bai, was a clear recognition of the principle that general education is the obligation of the state and the its supervision is the legitimate function of the state. This kind of a declaration is an unparalleled incident in the history of the nation-states in India. Her declaration which stipulates compulsory education for all between 5 and 10 years of age, was also a revolutionary act.

The Higher education facilities in Kerala had a quantum leap in 1947, when the country became independent. Popular governments of Travancore-Cochin during 1946-56 and Kerala since 1956 showed sincere interest in developing the educational system. The various measures of the
Central and State Governments to spread education, the initiative of the private managements and the desire of the people made the rapid spread of education easy. The progressive outlook of the people of Kerala towards education also expedited the progress of education in the post-independence period. Another notable factor for the spread of education is the presence of some major communities in Kerala viz., the Nairs, Christians, Muslims and the Ezhavas. They have their own strong associations and groups. The NSS, SNDP, MES and the various other Christian agencies seem to compete with one another in establishing educational institutions, including Colleges, in their own pockets of influence. They individually and collectively bargain with the ruling Ministries for getting sanction to start Colleges. Since all these communities are major vote banks, the ruling Governments used to yield to their pressure. They all knew that education is a powerful instrument for building strong economic foundations for their communities.

The educational life of any country is a continuum which gathers its past history into a living stream, flowing through the present into the future. The steps of reform that we envisage for the future have a dialectical relation with events of the past. Any recommendation for the future will have to understand the educational developments that has gone before it and that intervening process which carries the past along with the present into the future. It is heartening to note that the Education Commissions appointed in India, especially after Independence have taken these factors into consideration in the course of their deliberations and recommendations.

The planning and reform of higher education is a difficult task in any country. Despite umpteen Education Commissions, India has been notably unsuccessful in its attempts to control and reform its burgeoning higher
education system. India is a peculiar Third World country because it is amongst the earliest to have developed universities and colleges and because it has now the largest academic system in that block. It can provide lessons to the other Third World countries and at the same time an international dimension may shed light on India's own experience with growth, change and reform in higher education.

Indian higher education has grown dramatically in the past decades but this growth has been largely unaffected by the many plans and proposals to guide it. There are recommendations and proposals; the problem is that of its implementation. The Indian academic system 'seems to proceed according to an internal logic of its own, affected by, but at the same time somewhat insulated from the regulated economy and the heavy hand of the bureaucracy.' The reforms and regulations of the Education Commissions are not vigorously implemented because the executives and the politicians find the status quo serving their interests in a better way.

Even before Independence, there were some attempts to reform education. The attempts of Lord Curzon, the endeavours of the Indian National Congress, Calcutta University Commission, the Harlog Committee, the initiative of Rabindranath Tagore, the Abbot-Wood Report, the Wardha Scheme of Education of Gandhiji were some of the steps to re-orient and reform education in the pre-independence era.

India's struggle for Independence, though it was an upsurge of the illiterate masses, was led by people who had the benefit of enjoying the fruits of Western education. They were progressive in their outlook and broader in their vision. Having the taste of Western system of education, immediately
after assuming power, the leaders took the initiative in appointing the University Education Commission (UEC) (1948-49) under the Chairmanship of Dr. S. Radhakrishnan.

The Commission looked at education to play a lead role in politics, administration, professions, industries and commerce. It viewed education as a liberating force, freeing the country from want, disease and ignorance. The intellectual pioneers of civilisation were to be found and trained in the universities, which were the sanctuaries of the inner life of the nation. The major task of education is the improvement of character and inculcation of values. The Report strongly urged the need of the general advancement of rural India through an increasing range of quality, skill and training supplied through a system of rural colleges and Universities. The UEC stressed the importance of women education and said that in order to pass on the benefits of education to the next generation, women must be educated. The UEC recognised the key role of teachers in the educational process and hence, recommended to improve their salaries and conditions of service.

The UEC Report is a comprehensive and daring model of restructuring university education in tune with the needs of the time. It viewed education in a holistic perspective and voiced the need for an integrated development of the students. The echoes of its recommendations can be still heard in our educational arena. Despite its uniqueness and importance, the UEC Report has some limitations too. Instead of restructuring from the secondary education, the Commission began its study from the top i.e., university education. Come what may, the UEC was able to blow fresh air into the otherwise stagnant and sterile domain of university education.
The UEC was followed by the Kothari Commission (1964), which made a comprehensive review of the entire educational system. Through the Commission’s work, Dr. D.S. Kothari hoped that it would provide some basic thinking and framework for taking at least the first step towards bringing about an educational revolution in the country.

The Education Commission opined that in a world based on science and technology, it was education that determined the level of prosperity. The great work of national reconstruction depended upon the quality and quantity of persons coming out of our schools and colleges. In order to meet the needs of a modern, democratic and socialistic society, the present system of education needs radical changes. Education must be related to productivity, strengthen social and national integration, hasten the process of modernization and build character. Education need to be brought into closer relationship with work by vocationalization at the secondary stage.

The Commission was strong for the changeover from English to a regional language. At the same time, the Commission was for the continuance of English in all India institutions. It was also against extending the three-language formula to the university stage, and spoke against the compulsion on students to study more than two languages.

The Commission did not attach much importance to the educational structure, or to the duration of the several stages, and said that, with improvements in the essential inputs, the standards could be raised considerably without changing the structure or increasing the duration.

A novel and significant recommendation made by the Commission was that each higher stage of education should take the responsibility for improving standards at the lower stages. In order to attract the talented
persons to teaching, teachers should be given better salary and attractive conditions of service. The Commission recommended a system of selective admissions beyond the lower secondary stage as inevitable owing to limited resources. The backward or under-privileged classes and individuals must use education as a lever for improving their condition.

The Commission was in favour of the developing half a dozen ‘major’ universities, where first class postgraduate and research work would be possible. This would halt brain drain. Another far-reaching recommendation was that autonomous status should be granted by universities to individual colleges. The Commission emphasized the need for giving top priority to student welfare and treating student services as an integral part of education.

It feels that without autonomy, universities cannot effectively discharge their functions. The state governments should provide necessary finance to their universities. The enlargement of the scope of the UGC was one of the important recommendations made by the Commission.

The Report received national attention and aroused great hopes. Its recommendations had been the major base for the declaration of the National Policy on Education (1968) and the Fourth, Fifth and Sixth Five Year Plans. The Kothari Commission’s uniqueness rests chiefly on its comprehensive approach and its attempt to provide a blue print of a national system of education.

The Kothari Commission’s Report was followed by a comprehensive study and on the basis of it, the National Policy of 1968 was formulated. This National Policy is hailed as a landmark in the history of education. It aimed at promoting national progress, common citizenship and national integration. Though the Parliamentary Committee which formulated the Policy, agreed
to many proposals of the Kothari commission, it had strong reservations on various recommendations.

The major recommendations of the Parliamentary Committee have been discussed in detail in Chapter III. A close examination of them will reveal that the Policy regards education as a means for social development and a stepping stone for general upward mobility rather than its immediate clear link with economic development. The achievements of the Policy, however, could not be made impressive due to lack of effective strategies, adequate financial and organisational support. Thus there was accumulation of problems of quality, quantity, utility, relevance and funds over the years. Despite the recommendations and their implementation, education remained very much deficient, defective and obsolete.

In 1977, for the first time in the history of independent India, a non-Congress Government came to power at the Centre. With the change of guard, the ruling Janata Party decided to modify the new pattern of education. They decided to review the new pattern in consultation with a group of experts. Their main contention was against school education. They also questioned the inclusion of education in the Concurrent List, through the 42nd Amendment. They challenged the legal and educational aspect of the issue. The two Committees appointed by the Janata Government, Iswarbhai Patel Committee and Dr. Malcolm Adiseshiah Committee submitted their Reports during late 1977 and early 1978. On the basis of these reviews and the early policy documents, the draft of the Revised New Education Policy was released in 1979. Unfortunately the Janata Government lost power before finalising its educational policy.
In the mid-term poll held in 1980, the Congress came back to power. The Congress declared its intentions to reform education on the lines of the NEP of 1968. In the eighth general election held in 1985, Rajiv Gandhi came to power at the Centre. He was aware of the place of education in nation building. On assuming office, Rajiv Gandhi declared that he would introduce a new policy of Education, which would enable the nation to enter the 21st century. After much discussion at various levels and stages, the Draft National Policy was placed in Parliament in 1986 and was adopted in the same year.

The National Policy looks at education as an investment in the present and the future. Its emphasis on equality of educational opportunity, social justice in education, and relating education to development are the backbone of the policy. The new policy stresses the need for early childhood care and education, development of women, non-formal education, universal elementary education, adult education, selective development of educational institutions, autonomy to universities and colleges, decentralisation of planning and management etc.

The New Education Policy (NEP) 1986 looks into almost all the aspects of educational management like leading, planning, controlling, budgeting, organising etc. As such, it is a treasure-house of exhaustive ideas and ideals to reform India. Due to adequate provision of funds and effective operational strategies, the NEP, 1986 has been rightly called a ‘Magna Carta of Education’ for a long time. The NEP 1986 was followed by a Programme of Action. This follow up programme was unprecedented in the history of educational development in India.
The University Grants Commission then appointed a Committee under the Chairmanship of Prof. A. Gnanam to make a detailed study of the recommendations of various Education Commissions and Committees on education management. The Gnanam Committee highlighted the need for autonomy for university departments and colleges. It recommended the setting up of State Councils of Higher Education to improve the autonomous functioning of universities and colleges. To make the college management effective, the Committee recommended the grouping of all the activities to three—academic affairs, student affairs and business affairs. The Committee also suggested some alternative models of university management to maximise the effects of effective educational management.

A Review Committee was set up in 1990 under the Chairmanship of Acharya Ramamurti, which is known as the National Policy on Education Review Committee (NPERC). The Committee issued a perspective paper on Education entitled “Towards an Enlightened and Human Society.” It has been observed that the main purpose of bringing education under the Concurrent List viz., minimisation of educational disparities has not been realised and there has been an increasing tendency to centralise and bureaucratise initiative, decision-making and planning. The Ramamurti Committee also emphasised education for all, equalisation of educational opportunities, removal of regional disparities, linking education with work, inculcation of moral values, examination reforms and decentralisation of planning and management.

The National Policy on Education Review Committee (NPERC) is silent about the role of teachers and their accountability. It is very vocal regarding value education. The lessons of tolerance, the need to eschew
violence must form the basic tenets of education for the resurgent Indian youth. The document strongly argues for augmenting the educational resources for education to the tune of 6% of the national income. The Committee also suggests various means to find resources for education.

The NPERC was followed by the Central Advisory Board on Education (CABE) Committee Report in 1992. It agreed with many of the proposals of the former Committee, highlighted the working of the UGC in research promotion, curriculum development and teacher training. It suggested various measures for raising resources for education. On the basis of the CABE Committee Report, the Revised National Policy on Education was finalised.

A close examination of all the Education Commissions will reveal that India gives great priority to education. It is education which paves the way for a unique renaissance. Teachers, students and administrators are required to be oriented with the concept of true education and its various desirable objectives. Education needs to be revamped to function as an agency of social change as well as control and to play its role for modernisation. These tenets are kept alive throughout the years by the various Education Commissions. These Commissions breath fresh air into the otherwise complacent academic atmosphere.

There were failures and slow progresses in the field of education. At the same time, there are reasons to be proud of our achievements in the educational sector. Right from the Radhakrishnan Commission to the Revised National Policy on Education (1992) have listed our strengths and weaknesses. Counting on our strengths, let us wake up from our inertia and work positively to reshape our educational scenario on the lines of the recommendations of the various Commissions and Committees.
The Christians, though a minority in India and Kerala wield enormous clout and power, mainly because of their educational activities and institutions. The Church views education as help and training which takes into consideration the whole life. Still, the politicians have tried in the past and been trying in the present to bridle the Christian managements through legislative reforms. All the governments, irrespective of their right or left leanings, have attempted to stall the Christian minorities. But many a time, they have escaped this attempt due to the solidarity, organised strength and bargaining power of the Church.

Higher education in India is a contested territory, where everyone has a stake. The political system at all levels is also very much concerned with the centres of higher education—colleges and universities. Further, academic institutions—are important political institutions—the source of patronage and prestige for all politicians. Those within the academic system—the management, staff and students are all seriously concerned with administrative and academic freedom. These three constituents of higher education, viz. the management, staff and students are so powerful interest groups that they are often able to cancel each other out when it comes to academic policy. The colleges are sources of patronage for those in charge of them and confer political power and authority.

Higher education is a volatile political issue in any society, especially in India. In the different states of India, where regional parties are holding the sway, it is more so. In a highly politicised state like Kerala, political factors and interests are overwhelmingly important in educational management and legislation. Political factors have crept so much deep into the arena of education in general and higher education in particular, that academic
decisions and legislations have become mostly politically motivated. Political influence enters into the appointment of academic staff, admissions, selection of books, reforms and legislations. This is mainly due to the fact that academic institutions are key organisations, with scarce financial resources, that too at the mercy of the ruling government. As such they are subject to intense political pressures. In addition to the 'normal' politics of higher education is the great weight of governmental involvement in academic decisions at various levels. In the Indian situation, though the Union Government is also involved in key academic decisions, state governments control the educational institutions. As such, they get lot of opportunities to frequently involve in academic matters. This is true of all the states and especially Kerala. Indian higher education is politicised from the lowest level to the highest and the convergence of different and often opposing political forces—in government, within academic and sometimes the public arena—have a profound impact on higher education reform.9

The politicians and the fronts who lead the governments in Kerala mostly have partisan interests and narrow outlook. Knowing the power wielded by the private managements, they often try to control them through legislations. Their petty politics operates everywhere and often inhibits reform. many a time, it becomes lop-sided reforms. In Kerala, there is little insulation of higher education from the politicians—Left or Right.

The basic structure of the Indian academic system is the British pattern of the affiliating system. This system, to a great extent, calls for governmental interference and influence. This control is exercised mainly through legislations and bureaucratic orders, depending on the nature and leanings of the ruling front and the political allegiance of the bureaucrats.
All throughout the history of minority educational institutions in Kerala, there have been political and legislative interventions with the aim of controlling them. The legislations were enacted intentionally to pave the way for governmental interference and to check the uncontrolled freedom enjoyed by the managements. Many legislations were made to satisfy the staff in these institutions and to check the exploitation and commercialisation of the private managements.

The Christians who entered the field of organised education first, could not separate educational activities and evangelisation work in Kerala. But many allege that the basic motive in establishing educational institutions is to wield power, exercise influence, or to make money. Few realize the deep theological consideration that underlie Christian educational work. It is a well-documented historical fact that from the earliest times, in every country where the Church spread, one of her first concerns has always been the religious formation and human education of her children. The Missionaries felt that a new life with the intellectual, emotional and spiritual fullness it connotes is best communicated through education. Christian educational institutions, while remaining open to the demands of modern progress, educate their pupils that they are able to contribute to the good of the world they live in.

The activities of the Christian missionaries and their uses were closely watched and observed by the other castes in Kerala. Realizing the worth of education they also came to the fray. Sree Narayana Guru with his SNDP was the first organisation to follow the steps of the Christians. Guru felt that education was a tool for liberating his people from the clutches of untouchability and caste system. Understanding the wish of the Guru and
its significance, the whole Ezhava community stood behind its prominent leaders in the reawakening of the community.

The Ezhavas were followed by the Nairs, with Sri Mannathu Padmanabhan at the helm. He also realized that education was the sure road to progress. Dejected by the state of life of the Nairs, Mannam decided to improve their lot by establishing schools and colleges. He also feared that the Christians were using their educational initiatives for conversion, and to counter their move he began to start educational institutions in various parts of the State.

The increasing clout and the widening influence of the private managements, especially the Christian minorities were looked at as a threat by the ruling authorities. They began to think that, if the private managements were allowed to grow without control, they would establish independent domains and become parallel sources of power. Hence, they began to issue legislations to control these managements and to limit their power. During such junctures, the private managements, irrespective of their caste or creed used to align together to face the challenge posed by the authorities.

The political or state intervention in the education of Kerala began with the Rescript of 1817 by Parvati Bai. This Rescript may be viewed as the slow but sure extension of the hands of the authorities into the field of education.

The advent of Sir C.P. Ramaswamy Iyer as the Dewan of Kerala was a turning point in the socio-political life of Kerala. His actions were marked for his Hindu conservatism and anti-Christian bias. His move for the nationalisation of primary education was a new initiative. This came in the
recommendations of the Education Reorganization Committee. As per the Committee’s suggestion, all primary schools in the State were to become government schools in ten years. The Church strongly protested against this. They took it as a stepmotherly attitude and a move to stifle them. When protests mounted, the Government clarified that the Christians were free to run schools without accepting grant from the Government. In addition to this, they had to pay education cess also. The Hindu community sided with the Government and surrendered their schools. The Catholic Bishops were strong against the move to nationalise schools. Sir C.P. mounted pressure, but it was of no use. When C.P. became aware of the intensity of the resistance, he solved the problem by an agreement with the Papal Representative.

After Independence, when the Congress Ministry headed by Pattom came to power, he also tried to nationalise primary education, through the Travancore Primary Education Act. Sensing threat, the Christian community immediately entered the warpath and succeeded in thwarting the attempt. The next Ministry under Paravoor T.K. Narayana Pillai, allowed grant to all aided schools and did not oppose the minority managements. True to its socialistic principles, the Congress Party was always for nationalisation, but what foiled it was the pressure group tactics of the private managements.

After the merger of Travancore and Cochin in 1949, Panampilly Govinda Menon, then Education Minister, introduced the Private Secondary Schools (PSS) Scheme in the early 1950s. It was a scheme envisaged to help the harassed and exploited private school teachers. The Scheme put forth tripartite consultations involving government teachers and management to look into the service conditions of the teachers in the private managements.
The private managements, especially the Christians regarded it as an intrusion into their territory and started agitation against the scheme. They viewed the Scheme as an organised and calculated move to reduce their autonomy and to check their powers. At last they succeeded in getting the interference of the Central Government in the issue. The Central Government appointed the Congress President Purushotam Das as a Commission. The Commission fully endorsed all the claims of the private managements.

The private managements once again proved their might. They had the advantage of having their own people in the ruling parties. The members of the ruling front, it seems, though belonged to different political parties, were often more loyal to their own communities than to their parties. These members, though aware of the exploitation, corruption and discrimination in the educational institutions of the private managements did not show the courage to displease the managements.

After the formation of the unified Kerala in 1956, through the first general election, the Communist Party came to power under the leadership of EMS Namboothiripad. Prof. Joseph Mundassery became the Education Minister. He had personally experienced the injustice and borne the wrath of the private managements. He had a dream to make changes in the educational sector. It was also in the agenda of the Communist Government. Mundassery took his small step by appointing a Syllabus Committee to suggest alterations in the syllabus and textbooks. Knowingly or unknowingly, a representative of the Christians was not included in it. This move of the Government was looked at as a careful strategy to spread communist ideology. The All Kerala Catholic Congress and the Kerala Students' Union
opposed this move. The Catholic Bishops also protested through a Joint Declaration. With this the Church got a taste of events and reforms that were due. As a result of the concerted efforts of the Church and the forces that aligned with it, a great movement, which was termed the 'Liberation Struggle' to took shape.

The history of higher education in Kerala, since then has been marked by constant conflict between parties in power and private management. In almost all the cases, barring no exception, the private managements, particularly, the minorities, have won mostly through the enforcement of their rights through the courts of law.

The management and reform of higher education is a cumbersome process in any country. India, particularly Kerala has been notably unsuccessful in their efforts to reform education through legislative procedures. Indian higher education has grown dramatically in the past four decades but this expansion has been largely unaffected by the many plans and proposals to guide it. This is very much true of Kerala too. Even though there has been no significant changes in the academic system in Kerala, the system seems to move according to an internal logic of its own, affected by but at the same time somewhat insulated from legislations and the heavy hand of bureaucracy. A powerful combination of interest groups and occupational groups make systemic reforms in higher education virtually impossible. The system responds to market forces in society, to a variety to stimuli-including government at several levels, politicians representing a wide range of constituencies, and highly organized special interest groups. In Kerala, where the minority community is more powerful in the educational sector due to its continued presence and contribution, any legislation is
analysed threadbare and its political implications studied in depth. And if it is understood that their interests are at stake, immediately they will spring to action by bringing other communities also into the fray.

**Suggestions for Improving the Managerial Effectiveness in Educational Institutions**

1. **Autonomy to Colleges**

   Autonomy to higher educational institutions is a structural innovation in educational management. This is viewed as the highest possible method of decentralisation. In management practice, decentralisation of authority has been an accepted principle for the attainment of organisational goals. Autonomy has been suggested by academicians and educational administrators, as the present affiliating system is highly centralised, non-creative and ineffective.

   In India, we have been striving for universal or mass education since independence. Our concern has mainly been quantity and not much quality. But in the changed global educational scenario, quality is much more important than quantity. Along with this, responsiveness to the needs of the country and local needs also have to be considered. If higher education is to serve these purposes, our institutions should have the freedom to plan accordingly. Hence the need for functional autonomy.

   The present affiliating system has made the universities degree manufacturing factories and their main function at present is conducting examinations. They have ceased to be academically useful and administratively viable because of the sheer burden of numbers both of students and of affiliated colleges.\(^3\) In this situation innovations in syllabus and curriculum, testing and evaluation, research and extension activities
have become practically impossible. What is needed today is the fresh wind of autonomy in this congested world of the affiliating system. Autonomy to colleges is a way of decentralisation and streamlining.

In the autonomous system, colleges are given freedom for academic self-governance. This is given at two levels 1) at the college level, where it is free to determine its policies and courses 2) at the teacher level, where there is operational freedom for developing and innovating styles of teaching, testing, evaluation and research. Through the exercise of such freedom the autonomous colleges are expected to achieve greater standards and ensure accountability. It will also provide freedom for the development of manpower, education and training in the light of knowledge explosion etc. At the same time autonomy doesn’t mean unconditional freedom. The university will give necessary guidelines to the colleges through its nominees in the various bodies of autonomous colleges like Academic Council, Board of Studies, Planning Boards etc. The right of autonomy once conferred is not for ever. The colleges will have to earn it continuously in a gap of every five years.

The success of the autonomous system depends on the integration of various elements such as students, the faculty, the management, the university, the government and the community with the sole objective of quality education. All these elements have to support one another and accommodate other’s opinion to secure the ultimate goal of improving educational standards.

Kerala, though leading in literacy rate, is trailing in progressive measures in education. ‘Autonomy’ which is a radical step towards effective educational management has not become a reality here. The ruling
governments have not taken it as a progressive measure or they have serious apprehensions about the freedom the colleges are going to enjoy. So they haven’t taken any firm decision to grant autonomy to colleges in Kerala, but they have accepted it in principle.

2. Quality Assurance, Assessment and Accreditation

The quality of educational institutions in the past was measured in quantitative terms such as student and faculty strength, the various courses available and the year of service of the institution and the like. Quality and excellence no more mean quantitative measures. In the present day global society, where geo-political boundaries have been replaced by geo-economic boundaries, economic forces together with quality play an important role. Along with this, liberalisation has made access to formerly unreachable world-class goods, services and facilities. If one has to move with the changing society and be a part of the new world order, the basic consideration will be the quality of services available.

Now specific criteria have been developed to spell out quality in higher education. They include quality of instruction, faculty-student relationship, syllabi, research etc. The criteria are devised in such a way that ultimately they will lead to the enhancement of the quality of human life.

The concept of quality has been drawn from industry. Now educational institutions adopt corporate patterns of organisation which they adapt to their own situations. The British standard BS 5750 and its international equivalent ISO 9000 have found their way into educational circles too. They look at quality as ‘the totality of features and characteristics of a product or service that bears on its ability to satisfy stated or implied needs.’ (Bureau of Indian Standards).
In the present-day competitive environment, students can be attracted to institutions only if there is an assurance of quality. Moreover, funding agencies to universities and colleges demand them to demonstrate their commitment to quality before approving major financial assistance. Above all, education is losing its traditional aura and the resulting demystification has made its beneficiaries more quality-conscious. The scientific methods to improve quality will necessarily improve the management style of an institution.

It is accepted that for implementing quality assurance programmes, the functioning, performance and the present standard of an institution have to be assessed. This has to be done in relation to its mission, goals and objectives. There has been a debate on the manner in which assessment is to be conducted, whether through self-assessment or by external audit. Considering the academic freedom and autonomy of institutions many academics argue for quality assessment through self evaluation. But this can be fruitful only in an institution that has a culture of continuous quality enhancement.

Quality assessment through external audit has now become an accepted practice in both developed and developing countries. Most of them have established quality audit or accreditation agencies for this purpose. They assess the institutions periodically through well-laid down and formalised procedures. The assessment procedure begins with the submission of a self study report and this is verified by a peer team that visits the institution to inspect the infrastructure, facilities and programmes. This team will prepare a report on the status of the institution, highlighting the positive aspects, pointing out the deficiencies and listing recommendations for improvement. Successful validation will result in a certification commonly referred to as accreditation.
This concept of assessment and accreditation is comparatively new in India. India joined the international system of external assessment of institutions of higher education only in 1994 when the National Assessment and Accreditation Council (NAAC) was established as an autonomous body. The NAAC has identified seven criteria, which include all aspects of the institutions which serve as benchmarks. The self-study of the institutions provides information on existing practices with reference to criterion statements. When the peer team visits the institutions they give directions to them to look for excellence in the most relevant aspects. The Team consisting of noted and seasoned educationists makes judgement on the performance of an institution in its totality by analysing the information furnished by the institution against criterion statements.

At present, assessment and accreditation in India is on a voluntary basis. Hence, only a few institutions come forward for this. It should be made a mandatory requirement for all institutions of higher education and its scores should be linked to the financial assistance extended by the UGC.

In this age of globalisation, higher education has become an international service, and to facilitate the movement of students and work force, there is a strong need for mutual recognition of the external quality assurance by willing partners. The International Network of Quality Assurance Agencies in Higher Education (INQAAHE) should play a key role in this. All this will lead to the improvement of management style in education.

3. Management Information System (MIS)

Effective management of colleges will be a great challenge in the 21st century, particularly in developing countries like India. Effectiveness of any
organisation, including educational institutions, depends upon three factors—the ability to achieve its goals, maintaining itself internally and adaptability to new and ever-changing environment. As a result of financial stringency and the directives of the UGC to raise its own funds, the colleges are forced to reduce expenditure, seek new sources of funding and improve utilisation of existing resources. This has demanded changes in the mechanisms, techniques and styles of educational management.

Information Technology (IT) can bring revolutionary changes in the management of educational institutions. It can take care of all major problems faced by the institutions like quantity, quality and economy. Processing of information is a major activity in the present day world. It is said that the institution which has readily available information in a systematic manner, would dominate in the 21st century. Computer based Management Information System (MIS) is developed and it can effectively meet the needs of an organisation, reduce expenditure and increase the efficiency of the organisation. The efficiency increase through the use of MIS will make the functioning of the institution more transparent and accountable.

Our educational institutions have grown up in size and complexity. The head of the institution must be able to gather at any moment necessary information of the various components such as staff, students, financial resources and facilities. They must also be able to integrate all these components into an overall efficient operational system. MIS is an efficient and purposeful system which has the capacity to provide all levels of management a timely, speedy and accurate information. It is an integrated user-machine system for providing information to support operations, management and decision-making functions in an organisation.
The management of educational institutions can be improved, if we convert the working and decision-making process into the MIS model.

4. **Quality Circles**

The Quality Circle system began in Japan in 1962. The country which was shattered to pieces in the Second World War, sprang out of its ashes mainly due to the achievements gained through the functioning of the Quality Circles. Now it has become a world movement spread to various continents and countries including India.

The concept of Quality Circles was developed by the American Management experts Dr. Deming and Dr. Juran and the Japanese Management expert Dr. Ishikawa. A Quality Circle consists of a small group of employees (numbering between 5 and 15) gathered together on a voluntary basis to study job related problems and find solutions for the same so as to improve the quality of the product, service and work life. These small groups will meet on a regular basis for an hour every week during office hours and study the work related problems and find solutions using well tested techniques of Quality Circles. Being people doing the same or similar work, they function as a team under an elected leader who is assisted by a deputy leader. All the members of the Circle will be professionally trained in the techniques of identification, analysis and solution of their work related problems. Membership is purely voluntary and the members participate in the functioning of the Circle without expecting any monetary gains. They discuss only problems related to the quality of work and not any service matters, which are beyond the purview of the Quality Circles.

The Quality Circles have succeeded in generating an atmosphere of trust and cooperation among the members of a particular Quality Circle and
among the members of different Quality Circles and between members and higher authorities. It has also developed the habit of members to identify the problem at source and to own them. The members of the Quality Circles get satisfaction and recognition as their expertise and opinion are considered and valued by the management.

In a state like Kerala, where more than half of the budget outlay is spent for education, and where there is a dire need for quality improvement, concerted efforts should be made to develop Quality Circles. This will surely result in improving the standard of the institution. Quality Circles may be formed in the following sections of a college.

i. One Circle consisting of the members of the Managing Board.

ii. Three or four Circles consisting of the administrative staff.

iii. Several Circles for the teaching staff, department wise or interdepartment wise.

iv. One or two joint Circles consisting of the selected members of the administrative and teaching staff.

As a whole, Quality Circles will improve quality of service and management efficiency.

5. Privatisation

In India, knowledge has been regarded as the highest virtue. Our great sages and seers have been projecting education as the path to enlightenment and they were providing it free of cost. In those days education was purely a private initiative. But gradually, the rulers, at one time the East India Company and later, after independence, the Government began to interfere in education and to regulate it. It was during the British period that the official government funding of education started. This made the university
system dominated by the traditional set up of rules, regulations and statutes. The work culture of Indian universities and colleges is static and rigid that adheres to bureaucratic standards. The burgeoning number of institutions and unrestricted quantitative growth of student, faculty and courses often are not matched by a suitably qualitative mechanism for improvement and knowledge advancement. Along with this, the Government finds it difficult to provide liberal financial support to the higher education sector. The main reason is that the size of the system has outgrown the capacity of the governments to finance it. Added to all these is the poor management of educational institutions. A panacea for all thee maladies could be privatisation. We must privatise and globalise higher education, entering into partnership with leading industrial houses and producing saleable skilled graduates.

The Government of India is thinking of allowing private sector to set up universities. The recent report, "A Policy Framework for Reforms in Education," which is popularly known as Ambani-Birla Report has suggested the establishment of private universities. In this report, it has been recommended that the Governments' role should be 'maximum' in the sphere of primary education but 'minimum' at the stage of higher education. This will, to a great extent, help in improving the management style in education, as the private agencies give maximum thrust on managerial efficiency and quality.
Notes


2 Ibid. p.6.


4 Ibid., p.171.


8 Ibid., p.15


