ABSTRACT

Managing higher education institutions in India is just like a junction, how to show the path to the future nation builder of our country. There are very hue and cry situations/difficulties in present Indian higher education about what to do and what not to do. It becomes so sensitive that it creates conflict in inter and intra management of higher education institutions. In recent years there have been debates and controversies regarding management of higher education institutions so as to improve their efficiency. And this has attracted the attention of academics and researchers in the field of higher education. One cannot use a single parameter to identify the best way of managing an institution of higher learning effectively and efficiently. However researchers have identified a set of principles for the above mentioned purpose. We very often use the word “organization” and “institution” we must however, make distinction between the two. While an organization is both a system of consciously coordinated activities and a rational instrument engineered to do a job, an institution is a responsive, adaptive organism which is the natural product of social needs and pressures. An organization is an artificially created system which strives to maximise the attainment of objectives and of efficiency in management. The organization, in this sense, continues to be outside the culture of the society in which it functions. An institution is “infused with values” and it comes to symbolise the community’s aspirations. If we look into this definition of an institution there will be general consensus that any institution of higher learning, be it a college or university, has to play a very broad spectrum of societal role. Hence, before building up the argument on the managerial components of higher education institutions, we must not forget these fundamental aspects. In this paper a detail discussion has been made about the basic considerations of building and managing a higher education institution and also the challenges and strategies of its structural and process mechanisms. It has also focused on the criteria to develop a participative culture, through the mechanisms of decentralization, and managing the faculty and stress on the process of generating and managing resources along with the institution support system, and the process of self-renewal.

Building and Managing Institutions

When we join a college or university, or even a research institution devoted to the development of higher education, our main concerns are to promote all round development of the students and to contribute significantly to the sphere of knowledge by conducting worthwhile research. Are these objectives sufficient for an institution? Have we ever thought of identifying the basic aims of the institution and fulfilling its aspirations? An institution has many concerns with its internal development.
while at the same time; it must forge links with the educational world so that through its functions it can have a worthwhile, concerned, impact on the society. An institution has been defined as an organization which embodies, fosters and protects normative relationships and action patterns, and performs functions and services which are valued in the environment. The university even a college, as an institution, has to function within the context of this definition. Of course, the institutions have peculiar characteristics and can, therefore, be different from each other. The basic characteristics may not, however, change much in the context of every institution. Many institutions show similarity of objectives as well as patterns of organization and functions. This is mainly so because institutions of higher learning are deliberately created to serve the functions that the society considers as desirable and significant. Let us discuss how institution – building defined.

Institution – Building Defined:

The term institution - building has been used both in relation to the process of internal development of an institution, as well as to its capacity to promote its impact on the society. It is associated with the process of establishing or transforming an organization into an integrated and organic part of a community in a way that helps the organization play a proactive role in projecting new values and become an agent of change in the community (Pareek, 1981). Hence the management of an institution must pay attention to both these aspects of institution-building.

The main function of management is to make an institution more effective as well as efficient. Effectiveness of an institution can be conceived in terms of five main aspects: achievement of goals, development of people, expansion/growth, self-renewal and impact on the larger community. The achievement goals may relate to providing education, doing research, preparing policies and strategies, evaluating the programmes, supporting various projects etc. Criteria can be evolved to test the extent to which the goals have been achieved and at what costs. In addition to the achievement of its defined goals, an institution needs to be concerned with the growth of its own people. The development of its staff may involve both their continuous professional growth and the undertaking of new and higher responsibilities in the institution. A higher education institution must also be concerned with its own growth. It must and ethos, and willingness to expand its activities. One aspect which is often neglected is that of self-renewal. We need to emphasize the point that there is always a need to examine the processes of growth and possible decline of the institution, and accordingly take steps so that a phase of decline may be averted and changed into one of continuous development. Finally, with an institution in focus, a higher education institution by definition is an organization which has the responsibility of influencing a larger section of the society on some values and norms. This aspect has recently attracted attention of those concerned with the promotion of higher education.

From the above discussion, it is quite evident that the process of institution building is a complex one and requires careful and efficient planning. A number of dimensions have to be kept in mind and, institutions should be built with both general and specific purpose in view.

The Functions of Management:

The effectiveness of any institution, particularly at the higher education level, depends to a great extent on how it is able to develop its own ethos, culture and tradition so as to meet various challenges and achieve results related to the aspects pointed out. The primary focus of management is an institution, is to create an orientation of Pride, Enjoyment and Growth (PEG) amongst those who form its personnel and those whose needs it aims at subserving. If personnel are engaged in work which they find interesting, challenging and worthwhile, they feel proud to be associated with such work. One
of the functions of management may be to create such a sense of challenge and worthwhileness in the work that people are engaged in. Similarly work should be regarded as a joy, and not drudgery. If people determine their own objectives, feel that what they do is significant and have an opportunity to work in collaboration with others, they enjoyed doing the work that is assigned to them. The feeling of growth comes when work becomes increasingly more challenging and socially relevant, and people are required to stretch their energies in order to cope with such positive challenges. When people have opportunities to learn new techniques, acquire new skills, and revised their previous understanding, they may experienced growth. If work ceases to give a sense of personal growth and development, an individual’s commitment to it goes down. Therefore the main focus of management is an institution should be to create enough challenges, undertake socially relevant tasks, promote autonomy and provide opportunities for learning. The effectiveness of management of our institutions can be evaluated in terms of the extent to which we feel committed and involved in our jobs, and experience a sense of satisfaction and growth.

Hungate (1964) has identified four broad areas of the management functions of higher education institutions. These are:

1. The delegating and organizing function.
2. The directive function.
3. The operative function.
4. The evaluative function.

1) **The Delegating and Organizing Function:** Experts in the field of management point out that the delegating and organizing function of management is exercised through the determination of how the responsibilities of management shall be discharged. In this context, the responsibilities of different administrative bodies of universities and colleges are more important. These responsibilities range from identifying the objectives of the institutions, making plans, preparing policies for various programmes of diversified nature, appointing faculties, providing facilities and identifying financial resources and to student selection and achievement. These responsibilities are linked to the interest of the institutions and also the general public. In order to ensure effective functioning of an institution, it is necessary to delegate responsibilities and authority to senior officials and functionaries of the institution and keep a general vigil over various functions are outside consultants, faculty members and students in such a way as to maximize achievement of objectives. A common understanding must be promoted among the faculty and executives and the administrative bodies of the universities, on institutional objectives, philosophy, plans and programmes. It needs to be recognized that participatory administration is more effective in achieving institutions goals than the usual mode of a central administrative authority, dictating the functions that should be performed and the manner that these should be performed. Decentralization is therefore necessary.

2) **Directive Function:** It can be pointed out in this context, that the exercise of the directive function of management is through policy determination. The policies include achievement of institutional objectives, and outline the action plans to achieve them in term of their determination, review and modification. All policies are subject to changed in the light of new conditions and new procedure. Such changes are generally effected with the approval of the governing board or the apex administrative body of the university or college. The board has the power to delegate responsibilities in this regard to the vice-chancellor of the university, or to the principal of the college. The delegation of responsibility for supervision, and how this is to be achieved should be an integral part of the act of delegation. The policies that control power are
generally listed in the education laws of the state or the central governments, the institutional charter, bye-laws, and statues. While choice of policy is the primary responsibility of the governing bodies, it ordinarily places heavy reliance on the chancellor and the vice-chancellor, and through them, on their executive offices and the faculty. Hence there is always a planning procedure which takes care of implementing the policies.

3) **Operative Function:** The operative role of management is its exercise of responsibilities for performance of programmes and activities envisaged in approved plans. The exercise of the responsibility requires knowledge of the work to be done, the choice of techniques, the supply of necessary materials, and assigning qualified personnel with a desire to perform it. The administrative bodies of the universities have generally the primary responsibility for this function, but in true sense, it delegates the responsibility to the vice-chancellor and through him/her to different administrative officers who are responsible for to him. Although plans of operations are drawn carefully, the operational decisions are ordinarily taken by the vice chancellor or by the authorities to whom he/she has delegated the power. However, these must be consistent with institutional values. It is important that a vice chancellor must follow certain procedures for policy implementation and for this he/she can seek the help of other supporting staff. The primary reliance for appropriate exercise of the function must be on shared knowledge and experience of all participants concerning institutional purpose, policies, and plans. This implies a major concern for sharing information and for including staff as participants in decision making.

4) **Evaluative Function:** The exercise of the evaluative function of management is a basic responsibility of the administrative wing which delegates the authority to the vice-chancellor and through him to his executives and to the faculty. Evaluation is done in respect of all aspects of organizing policies, operations and resources. If one can evaluate performance of a programme of a university, it would be easier to project the future activities in the related fields. While undertaking evaluation of any activities one must involve institutional personnel qualified in the area specified for the purpose. While evaluation can, and should, generally be undertaken internally i.e. by the university personnel, it is useful to associate persons from outside the institution with this work. Meaningful evaluation reports relating to both operations and to resources should be made available to the administrative officer, vice-chancellor and to the apex administrative board. This helps in identifying the strengths and weaknesses of the programmes and also of the managerial skills that have important implications for modification of both short term goals and procedures of planning.

In order to provide a focus to the discussion of management/administrative principles and processes, attention may be given to some aspects of management. Four main dimensions are suggested for this purpose which should guide management philosophy.

1. Collective leadership
2. Participative culture
3. Enabling climate
4. Integration of individual and organizational goals.

**Structural and Process Mechanisms for Institution Building:**

The process if institution building can be greatly strengthened if enough attention is paid to the structural design. In the context of any higher education institution, we must pay attention to the structural design not in the terms of physical structure, but decision making bodies, of the central office,
i.e. administrative bodies, departments or the schools of studies and their efficient management. The structure of an institution of higher learning can either be restrictive or facilitative. A typical hierarchical structure is restrictive in nature. It lays down static relationships, to which people are expected to conform, such a structure results in dependence and lack of initiative on the part of most people who are expected only to carry out tasks assign to them. It may be useful for an institution like university or a college to examine its structure and ensure that it facilitates creative and collaborative work.

**Institutional Objectives:**

Each institution has several levels of objectives. For example, while the primary objective of an educational institution is to provide education to students of a certain age group, it has also other objectives, at different levels, such as to ensure uniform standards of education, community participation, development of teachers and the relevance of education to the needs of the society etc. It may be useful to think of an organization’s primary and secondary objectives and also immediate and long range objectives.

**Background Characteristics:**

Each institution has its own background, tradition and history. An educational institution might have been established during the colonial period with people accustomed to follow old practices. Or it may be of recent origin, with younger people. An institution can be tradition bound or be more innovative in its approach and activities. The knowledge about the history of the institution is important. Hence we must pay attention to people in the organization, to the climate prevailing in the organization and the special responsibilities which are important in the organization.

**Levels of Management:**

One dilemma which organization-designers generally face, is how tall or how flat an institution should be made, not in physical terms but in terms of decision making and controlling levels. A tall institution is one which has several levels of management on the other hand; a flat one has very few levels. However one must keep in mind that often the structure of an organization depends upon the type of institution, its size, the volume of its work, the field of its operation (local, provincial or national), and its main functions. Generally speaking an institution with many levels of authority is more prone to organizational problems.

**Uni-function and Uni-role:**

In an institutional context that one person looks after one role, and that no one has too many roles to perform. For assigning roles and responsibilities, it is useful to prepare a matrix which gives a fair idea of the hierarchical roles of the institution. There are two basic concepts in the matrix design. In the first place, all the roles in an institution need not be hierarchical. Secondly, an individual may belongs to more than one group, and in some cases may become a member of a temporary group constituted out of the existing groups to achieve time bound tasks (admission, examination, placement of students, hostels, management etc.) collaborative in using the skills available, so that these tasks are achieved at a faster rate.
Balance between Planning and Policy:

The ultimate goal of any educational institution, specifically at the higher education level, is to achieve results. However, there are several stages through which these goals are attained. The first stage is that of planning and deciding on policies. In the beginning, a detailed analysis is made of the environment and of the philosophy of the department, its main trust, rationale on which certain policy decisions are made, etc. Based on such analysis, planning for future is undertaken.

Balance Between Differentiation and Integration:

For any institution especially for a higher education institution be centralized and there be enough delegation of authority. Delegation generates a feeling of importance among the people who are part of the institution. If all the important functions are performed by very senior people, those below them may have a feeling of merely doing routine and unimportant functions. This is likely to be demotivating the lower level of employees. Similarly when the organizational functions become more complex they have to be made into special sub functions.

Strengthening Basic Units:

The most important task in any higher education institution is to strengthen its units which are concerned with producing the results viz. the teaching departments and laboratories. It is important to strengthen their participation in decision making. This can be done by providing necessary support needed to do their jobs, and by devising control systems which will provide the needed information to take supportive action.

Supervision: The basic management system:

In higher learning, supervision, as an enabling mechanism, needs to perform the following functions:

1. Sharing of experiences, innovations, approaches and problems among institutions.
2. Feed-back on various dimensions of teaching and non-teaching activities.
3. Generating ideas and suggestions to solve the main problems faced by the institutions.
4. Providing the help needed by institutions for their effective working.
5. Promoting collective responsibilities by a number of institutions for the major common tasks.
6. Encouraging collaboration amongst institutions for mutual help.
7. Developing resource centres for most institutions through collective and collaborative effort.
8. Helping in evolving self-regulatory and self-renewal mechanisms in the institutions.
9. Encouraging creative works, experimentation and innovations by institutions.

Developing Participative Culture:

A particular structure of an institution may not become effective unless attention is simultaneously paid to the development of appropriate culture. For the structure recommended above, it is necessary to develop participative culture in the institution. The culture of the institution has to be developed in such a way that it promotes the participation and the involvement of its own people in its
major tasks. An institution may attempt to balance power of various kinds. One way to promote participative culture is to make various roles in an institution rotational. Assignment of role should not be determined by seniority or hierarchical position of an individual in the institution, but by her/his competence to carry out a particular role. A tradition in the institution can be established; where by senior people can also be the members of the committee chair by some of their juniors. In most of the universities it has observed that the headship is maintained in rotation basis which develops the participative culture. Different people can also be assigned different role in different times. An educational institution needs to develop a culture of openness, a negotiating culture in which problems can be openly discussed and differences can be resolved by healthy negotiations to build mutually amongst people.

Developing and managing the faculty:

The main emphasis of management is to build the internal strength of an institution. We have already suggested that PEG (Pride, Enjoyment and Growth) orientation needs to be developed in the institution. PEG- Orientation can increase through self management, management by collective action, developing norms of behaviour and performance by mutual agreement, and by providing opportunities for individuals to exercise their creativity and innovativeness. This is one aspect of institution building. Several propositions have been proposed for institution building. Pareek(1981) has categorised those propositions in the following points:

Goals:

- If the goals of an institution are perceived as important for the society, and those are seen as challenging, and further if there are shared among the members of the institution, the process of institution building will be smooth.
- If the goals are accepted widely among the members of the institutions and these are fairly focused, the institution has good chance of success.

People:

- If an institute identify as key, committed people right at the beginning before identifying the specific programmes or fields of action, it has a better chance of development.
- If enough trust is not put in people working in an institution, and they are not given enough autonomy to work, institution building will suffer.

Structure:

- If enough attention is paid to the process in the beginning of the institution life, less attention will be needed later, and enough time will be available to work on the substantive aspects of the institution work; on the other hand, if very little attention is given to the process in the early life of the institute, more time will be wasted in process matters.
- The matrix form of organization is most suitable for institution building. In this matrix each of the components and its characteristics explained explicitly, may help to structure the institution in the real sense.
- An institution which establishes the necessary mechanisms to foster and stabilized tradition and culture has more chances of making more impact upon other institution.
Culture:

- Sharing of common experience on developing some homogeneity of thinking by the various members of an institute in its early life would help in the institutional growth.
- Mechanisms of establishing a balance between the autonomy of individual members and their collaborations for common goals help in the institution building process.
- A delicate balance between the autonomy of the institute and its strong linkages with and support from outside may help in the process of institution building.

Leadership:

- If the leader is able to devote his full attention and time for institute, he will be able to contribute the maximum to its development.
- An non-competitive leader helps in the process of the institution building.
- The leader, who respects the roles of the members of the institute and provides autonomy to them to function, contributes to an effective institution building process.
- Institution building is facilitated if the leader of an institute establishes linkage and attends to the external affairs of the institute.
- A leader, who is prepared to change and learn, contributes to a great deal to the institution building process.

Institutional Self Renewal:

The process of self renewal involves the continuous analysis of problems, searching attentive solution, trying out various approaches to solve the problems, reviewing action and learning from experience. The term organization development (OD) has often been used for this approach. OD is defined as a planned way of developing the process competencies of an organization. It is a systematic way of serving problems and developing organizational competencies, following are some of the major features of OD (UNESCO, 1982: 18)

- OD emphasizes some basic values in an organization, for example values of openness, confrontation, trust, authenticity, pro activity, autonomy, collaboration and experimentation (OCTAPACE). This OCTAPACE culture helps in promoting self renewal (Pareek & Rao, 1981).
- OD emphasizes working with the total organization as a complete system.
- The self contained unit of this complete system of an organization are a school of studies, a section, a dept. etc.
- OD is a collaborative and participatory approach, and emphasizes participation by members at all levels including the head.
- OD emphasizes use of process skills- skills of analyzing the problems of how things are done, organizational processes include goal setting, communication, decision making, conflict management, motivation etc.
- Although OD is concerned with development of various units in the organizations (Persons, roles, teams, inter teams, and the organizations), it emphasizes development of teams as the main strategy of promoting the growth of the other units.
- OD uses process expertise to diagnose the problems of an organization and to develop methods of solving problems. The later are called interventions. An intervention is a package of planned activities to bring about some changes in an organization even diagnosis, in one sense, is an intervention.
References

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