
UNIT 13 MANAGEMENT OF ODE SYSTEMS

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13.0 INTRODUCTION

In Block 1 of this Course you have known the genesis and evolution of ODE. In Block 2 we discussed different aspects of teaching at a distance, including design and development of ODE resources. In Block 3 we dealt with learner support services in ODE. These three Blocks together might have provided you comprehensive understanding of development of ODE as well as different aspects and issues of teaching-learning at a distance including learner assessment and evaluation. Yet, your understanding of ODE will be incomplete if we do not cover aspects of planning and management of ODE.

Therefore, in this Block (i.e. Block 4, which is the last Block of this course) our endeavour is to present you an overview of planning and management of ODE. As a part of this effort, in this Unit, we attempt to outline the management structure of DE Institution in general, describe different models of DE, explain inter-relationship between different functional sub-systems of DE institution and highlight the functions, the processes and the issues of management of these institutions.

13.1 OBJECTIVES

After going through this unit, you should be able to:

- understand the functions and processes involved in management of an ODE institution;
- describe organisational structures of different ODE institutions;
- explain the role of a Management Information System (MIS);
- compare different models of ODE institutions;
- discuss the issues involved in the management of ODE systems/institutions; and
- analyse the relationship between and among different functional sub-systems of ODE.

13.2 MANAGEMENT FUNCTIONS AND PROCESSES: AN OVERVIEW

The structures and organisation will have significant impact on the nature and process of decision-making related to various aspects of an educational institution. ODE institutions are no exception to this. The structure of a distance teaching institution invariably determines (and in effect gets reflected in) its organisation and management including its sub-systems. In other words, the structure is determined by the type of the DE institution. The institution may be an independent and autonomous one, which is usually known as 'single mode' type, or a dual-mode type, in which conventional (face-to-face) education and distance education co-exist. In the latter case, the same teachers might teach both on-campus students and also the distance learners, or there could be separate teachers for each mode). Whatever the type, within an institution, the organisation may follow either a top-down approach or a collaborative-democratic (bottom-up) approach. The functional sub-systems may be independently handled and coordinated through a Management Information System (MIS) or centrally controlled and supervised. The kind of programme evaluation exercises and the utilisation of the results of such exercises within the system and its sub-systems will also depend on the structural organisation of the institution concerned.

In the following three sub-sections, we shall focus on different aspects of structure and management of a distance teaching institution in general. This would provide a strong base for further discussion on management of various sub-systems, and for analysis of some management issues presented in the subsequent sections of this unit.

13.2.1 Institutional Management: Main Functions

Institution building is at core of institutional management. An organisation tries to develop internally so that it can acquire the capacity to function progressively and leave an impact on all those concerned in the society. In other words, while it works towards showing scholarship and innovation in its operation it plays a proactive role

towards bringing about and managing change (for the greater benefit of the society and the community). *Effectiveness* (achievement of predetermined objectives) and *efficiency* (i.e. achievement of the objectives at a lower cost) are important principles of a well managed institution, which endeavours to establish its own culture and ethos.

The institution should provide required flexibility and support so that everyone feels proud to be associated with it. It should provide for challenges for each one to face, and progress thereby. Also, it should bring in changes and innovations, and manage them well to pave way for the progress of the society. For this, the institution should first evolve a policy and delegate powers, responsibilities and functions to each member of the organisation. The responsibilities should be fixed, and provisions be made to facilitate the individual's or group's work. The work structure or working needs to be more participative, with a common understanding among all.

The organisation has its missions, aims, objectives and the plan of action to achieve the set objectives. The policies should be flexible enough to change in the light of innovations and external changes or environment. The organisation must, therefore, *exercise the powers and carryout the responsibilities* envisaged in the approved plan and as per institutional missions. This requires a direction with a clear and focused organisational policy. Necessary arrangements (in terms of work allocation, methods and procedures, resources, training, and the like) need to be made by the organisation to facilitate the work of its members. The operative responsibility and the decision-making thereof rest with the top management and hence, usually, a top-down model is followed. However, the organisation functions better and achieves more if there is adequate provision for a bottom-up approach to decision-making and implementation. The latter would develop a participative culture, greater cooperation and thus a strong institutional commitment with collective responsibility.

There should be proper and objective *communication* within the organisation -- the lack of it largely affects smooth functioning of the organisation and brings in lethargy, chaos and skepticism. A well developed MIS (management information system) gears the organization towards more effective and efficient functioning.

The organisation, its functioning, personnel and resources need to be *evaluated* from time to time. The evaluative function is carried out by a variety of units, which are delegated with appropriate powers by the institutional head or authority. The evaluation variables include the institution itself (its policy and missions), the personnel and their performance, the processes, the utilisation of resources, and the like. Routine monitoring and programme evaluation are strong and important mechanisms which provide feedback to the organisation for constant updating, and maintaining high level of effectiveness and efficiency. Evaluation needs to be collaborative and democratic, through involvement of the personnel concerned from within the organization, so that there is greater possibility of utilisation of evaluation results by the institution as a whole or the sub-systems within it. Both the strengths and the weaknesses of the institution need to be identified, and the managerial skills reshaped so as to effectively implement decisions for organisational effectiveness.

13.2.2 Institutional Decision-Making Process

The decision-making process within the institution determines the functioning of the organisation, as also the need for and mechanisms of programme evaluation. There are certain authorities of the institution which function and provide overall policy guidance to it within the framework of Acts and Statutes, and rules and regulations of the institution

concerned. But, for the day-to-day functioning, the institution may adopt a top-down approach or bottom-up approach, or even a participatory approach to decision-making through quality circles, within the framework of total quality management (TQM). TQM implies that every functionary and every activity is directed towards a systematic achievement of organisational goals and progress. A well established management information system facilitates communication and effective decision-making. MIS in ODEIs is much more demanding than that of the conventional institutions of education.

13.2.3 Management Information System (MIS)

The MIS includes collection, processing and retrieving of information at continuous intervals for the effective management. To be able to make better and informed decisions, information or data regarding the inputs, processes and outputs of the system, as also constraints, if any, is very essential. A SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis based on an effective MIS becomes more effective for constantly helping the organisation move forward, and also for the effective management of any change. The MIS, as different from a mere information system, must equip the decision-maker to take informed decisions regarding inputs, processes and outputs. The MIS, therefore, should be continuous, timely, accurate and relevant.

In a distance teaching institution (DTI) there must be a nodal unit, which collects, processes and retrieves information concerning all aspects of the institution and its operational (and other) networks. The unit needs to constantly dialogue with users or initiator-experts to collate and make information available to the appropriate authorities and others concerned to enable them to take right decisions. However, control, as a factor, affects the style of functioning of the middle and upper level MIS operators who want to control, rather than disseminate information. Unless informed decisions are made, the functionaries involved in the sub-systems may become skeptic, and may not provide information to the nodal unit. This calls for proper management of MIS. It is necessary to programme the collected information and provide it (except such information which may have been decided to be kept confidential) freely through the local area network (LAN) of computers or in appropriate form suitable to the requirement.

13.3 MANAGEMENT ISSUES

Managing a DTI or ODEI and its sub-systems involves consideration of a host of variables constantly affecting the progress of the institution and the quality of management itself. In the following sub-sections we shall focus on some of the important variables which need to be constantly toned for the institution to function effectively.

13.3.1 Quality Control and Service Management

Quality, though an elusive concept, needs to be defined, its indicators developed, processes outlined, and actions taken by all those involved at the input, process and output stages of any activity being controlled. Quality, defined by (Guri, 1987), refers to a product's fitness for purpose. Holt (1990) defined quality, in industrial terms, as error-free, totally reliable products or services; and customers measure the quality of a product by how well it fulfills their expectations at a given time. These definitions may not be sufficient to explain the processes or activities which are crucial to good quality learning. As Avabrath (2013) points out: 'Quality' in ODL is most often judged in terms of the learning materials, whatever the medium. These are the pivot on which

the whole learning enterprise turns. However, a course is more than just the materials; it is also the totality of experience of the learner. Since the purpose of an ODL provider is to create the conditions for learning, its success depends on how well the course production, delivery and student systems function, and how well they all integrate in operational terms. Excellent materials are useless if not delivered to students; poor materials have limited value even if delivered on time. Underpinning the creation of products and provision of services are processes and operations which are not very visible unless they fail. They get less attention than they deserve and are a key area for attention in improving quality in ODL. So, what is important is quality control, which according to Guri (1987) is “primarily an action which adjusts operations to predetermined standards”. Quality control and quality assessment mechanisms do contribute to organisational effectiveness and performance; but this needs to be located from the points of view of all the stake-holders, the authorities, the faculty and other staff, the students, the parents, the government and other funding agencies, the employers and the public at large. Performance indicators for all the sub-systems may be developed and adhered to by all those concerned, so that fulfillment of individual responsibility at a given level of performance may be achieved. However, one may realise that these indicators may not fully explain the issue of quality. Some qualitative aspects need to be handled through continuing professional development and experiential learning by the functionaries; and in fact the level of quality depends on the level of professionalism and of the human resources engaged in distance teaching. The major considerations are related to the quality of learning materials, and the support services offered to the learners — be it information, material despatch, counselling, examination, and so on. Simple marketing approach may not fully help to cope up with the situation, as it needs full commitment of the providers/functionaries in reaching out to their clients.

13.3.2 Accountability

Once tasks are allocated and responsibility is fixed, it becomes necessary to monitor the process continuously. Each and every functionary needs to be held accountable to the tasks undertaken. ODE system, with constant communication and the commitment to contribute (rather than distract), develops more faith in the system and its functioning. Unlike face-to-face teaching where the teacher(s) is/are solely responsible for teaching, distance education involves team work. Everyone’s contribution is crucial to the success of the system and its processes. With proper balance between autonomy — administrative, academic, and financial – and accountability, one may expect to reap more benefits from the functioning of the system.

13.3.3 Management of Technological Innovations

Open and Distance Education, of late, has tended to largely depend on technologies of delivery and interaction. Technologies may be involved in the development of materials, but largely communication and information technologies like audio, video, radio, television, teleconferencing, internet, web-conferencing and the like are used for delivery of learning (which is now called ‘distributed learning’). Technologies like computers (and Internet) are involved in the operations of the system, information storage and dissemination, and development of learning packages. Maintenance of such systems is difficult, and crucial as well for the operational success of the open and distance education sub-systems. Further, technologies like teleconferencing and interactive radio counselling may involve large networks which need to be maintained and managed. Therefore, choice of appropriate technologies and their compatibility with future technological developments are crucial in the management of technological innovations. Ultimately, the measure of success lies in determining whether technology

is helping in doing things more effectively and in facilitating effective and active learning by learners.

13.3.4 Marketing

DTIs or ODEIs are constantly engaged in marketing their products, services and brand. Distance education, especially in the professional areas and for continuing professional development, has become more competitive in ensuring quality, appropriateness and flexibility in programme offerings for the prospective clients. Quality assurance and accreditation have become issues to be dealt with properly.

However, in any case, two things are very crucial:

- i) open and distance education needs to be marketed internationally (if one is convinced of its quality in-house); and
- ii) quality of service needs to be greatly increased to be professional in one’s approach.

13.3.5 Networking

Networks, networking and collaboration have been crucial to effective functioning of DTIs or ODEIs. Networking may involve networking within the organisation, technological networking (including virtual networking) all over the world, human networking for development or rich (and appropriate) self-learning packages plus their effective delivery to learners, and resource networking and collaboration to increase effectiveness and to reduce cost. Such networks may lead to credit transfers amongst collaborating institutions, joint degree programmes, and joint development and sharing of teaching-learning resources. The networks, networking and the processes involved in these need to be managed carefully as this is a very sensitive area to be handled with utmost caution.

Check Your Progress

Note: a) Write you answer in the space given below.

b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.

1) Write down your views on improving and proper management of marketing services in distance education.

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13.4 MANAGEMENT OF ODE SYSTEMS: DIFFERENT MODELS

Structure of DTIs or ODEIs has been described in different ways. Let us look at some models that have relevance to the management structure or systems of ODE.

13.4.1 Models/Systems of ODE

Let us first examine here the three kinds of management models of distance education — institution-centred, person-centred, and society-based models described by Rumble (1986).

- In the *institution-centred model*, there is predominance of systematic models of education, i.e. every attempt is made to make the system more efficient and cost-effective. All the functionaries are assigned with key functions such as accountability and personal responsibility; and the academics work as consultants for the organisation to develop course materials (Examples: UKOU; IGNOU).
- In the *person-centred model*, the learner is the key person to be served, and the distance education programmes are more individualised and negotiable. The tutors/counsellors personally negotiate with and follow-up the learning of individual students (e.g. Athabasca Open University, Canada).
- In the case of *society-based models*, distance education materials are used in a community situation where the teacher involves all the members of the community to meet their needs through these materials. The teacher acts as a facilitator to help identify the learning goals, contents of learning, learning materials and evaluation mechanisms for the group (e.g. Agricultural Extension Programmes; Paulo Freire's Pedagogy of the oppressed).

Freeman (1997) has identified *six types of open learning systems* which are based on two sets of variables: i) whether the institution is campus-based, or organisation-based, or individual-based, and ii) whether it is paced, or self-paced. The six types of open learning systems formed by combination of one variable from each group (three multiplied by two) are as follows:

- The '*paced campus-based*' open learning system meets all the requirements of a formal system, viz. semester, lectures, time-table, etc. but at the same time provides for individual responsibility in learning.
- In the '*paced organisation-based*' system, the need for training or continuing education arises when the work at hand so demands, rather than when the employees need it. The in-company flexible learning schemes represent this type of open learning.
- The open universities represent the '*paced individual-based*' system of open learning, as they provide for all teaching-learning materials and guidance, paced at organisation's preparedness, rather than when learners need them. There are deadlines for despatch of materials, submission of assignments, and conduct of examinations. The learners have to obediently follow the schedule if they wish to complete the academic programme within that semester/term/duration.
- There is a lot of tutor-learner contact and interaction in the '*self-paced campus-based*' system. Both tutoring and assessment are based on the needs of the individual learners. There is possibility of interaction amongst learners too.

- In the '*self-paced organisation-based*' system the tutor's place is taken by the line manager, and learning takes place among learners while they are at work, rather than in the classroom.
- The old correspondence courses represent best the example of '*self-paced individual-based*' open learning system, provided the institution allowed sufficient flexibility to learners to proceed at their own pace. However, this flexibility poses organisational difficulties, since the learners are at different points in the learning continuum and there is rarely tutor-learner contact.

Irrespective of the type of the systems discussed above, a DTI or an ODEI usually functions within an organisational network of headquarters, regional centres, and study centres (or programme centres, work centres, etc.). While the programme development activities are largely taken care of by the headquarters, the programme implementation activities are the responsibility of the regional and study centres with centralised coordination by certain Division/Unit at the Headquarters. Within the headquarters, there are Schools or Departments of Studies which are involved in programme development activities. Support divisions manage admissions, material printing and distribution, regional services, evaluation, media production, staff training, research, evaluation and such other functions involved in programme implementation. The units such as the general administration and finance support all the above activities. While material design and development is taken care of by the teachers/academic staff the other related activities are taken care of by the other staff in the units concerned. This requires a system of well-organised and coordinated interaction and monitoring of the various units. Only then the organisation can function effectively, and provide maximum satisfaction to its learners. You may notice here that the institutional structure does have influence on its management.

In open learning system, mostly, we come across two models of ODE Institutions, viz. Single Mode DE institutions and Dual Mode DE institutions. Of course, of late, the third model of DE institutions has emerged through introduction of Consortium model of DE. Each of these types are explained below in brief.

The *single mode* reflects autonomous DE institutions like the open university or the open school. Such institutions focus on organisation of distance teaching activities for distant learners only. These institutions do not have on-campus regular students.

The *dual mode* DE institution connotes that the institution organises both face-to-face regular programmes as well as DE programmes. The traditional universities in India organise campus-based courses as well as correspondence courses. Of course, the correspondence courses are organised by the Institutes of Correspondence Courses (ICCs), the pre-cursors of Directorates of Distance Education (DDEs) of these universities. Unlike single mode open universities DE programmes of traditional universities remain under the control of face-to-face system in matters of curriculum development and examination.

The *consortium model* is an emerging concept. It aims at optimum level of sharing of resources of different kinds of institutions organising DE programmes under one consortium. The erstwhile Distance Education Council of IGNOU, for example, facilitated formation and functioning of consortium of Open Universities at India level. The Commonwealth of Learning (COL) is an example of similar thing at the level of commonwealth countries. Now, there exist many consortia at country, regional and continent levels.

Check Your Progress

- Note:** a) Write your answer in the space given below.
b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.

2) List out the following.

- a) Three kinds of management models of distance education described by Rumble.

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- b) What are the six types of open learning systems identified by Freedman?

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13.4.2 Comparison of Single Mode and Dual Mode Institutions

Single mode and dual mode institutions can be compared by considering different parameters like the nature of institutions, the concept of open learning, entry policies, nature of courses, objectives of programmes, course structure/materials, methods and media, duration, evaluation procedure, student support system and outcome of the programmes.

- i) **Nature of Institutions:** The single mode institutions like open universities/open schools are autonomous with the sole purpose of organising DE programmes at different levels of education. These institutions award degrees, diplomas (Open Universities) and certificates (Open Schools) to DE students. The dual mode system’s main focus is organising face-to-face regular course activities. They have correspondence education programmes as a secondary channel of instruction for distance learners. The campus-based programmes dictate terms to correspondence education programmes. Degrees/Diplomas/Certificates are awarded by the traditional universities to the students of both the streams. Unlike open universities, the Institutes of correspondence courses or Directorates of distance education are not autonomous ones. Their programmes are controlled by the traditional universities.
- ii) **Concept of Open Learning:** The single mode DE institutions aim at creating an open learning system. In other words, openness in education is the motto of DE institutions like IGNOU, State Open Universities and the National Open School (NOS) / National Institute of Open Schooling (NIOS). Openness is seen in the autonomy of learner in choosing specific courses out of various options, planning

their own learning, activities, selection of learning projects, choosing the place and the time to learn, freedom to consult counsellors and guides, learning through self-instructional materials, engaging in self-assessment, deciding the pace of completion of learning activity or a course or programme, etc.

The dual model institutions, on the contrary, work as subservient to traditional university programmes. Unlike open universities, openness in these institutions and their courses is limited. The autonomy is confined to planning their own learning activities through correspondence texts and other materials. You will find detailed discussion on these dimensions in the following pages.

- iii) **Entry Policies:** The single mode institutions believe in open entrance policies. Their jurisdiction is wider. The criteria for admission for different programmes are mainly experience-based. They do not insist much on past educational qualifications, age, domicile, etc. After a specific age the adult candidates with experience are considered eligible for different courses. Of course, eligibility criteria may vary from programme to programme, so the range of openness also varies accordingly.

The dual mode institutions do aim at flexible entrance policies. But, unlike single mode institutions which have jurisdiction over specific state (state open university) or whole country (in the case of IGNOU) the correspondence education programmes may have limited jurisdiction in conformity with that of the parent university. Rarely, some universities extend their jurisdiction regarding offer of distance education programmes.

The eligibility norms for admission to all the correspondence or distance education courses in a large number of universities have been similar to those for admission to regular courses. In some cases they lower the requirement of minimum percentage of marks for admission to certain courses, e.g. Delhi University, Annamalai University, Himachal Pradesh University. In a few cases, there have been provisions of open entry like Andhra University, Madurai Kamraj University, and Annamalai University. For a few courses/programmes, these universities encourage a kind of openness on the basis of age of the students, for example, any one above 21 years can take up any programme of study.

- iv) **Nature of Courses:** The open universities take their decisions to introduce various kinds of programmes leading to degree, diploma and certificates. Their major emphasis is on the introduction of programmes of innovative, need-based, in-service, continuing education, capacity building, skill development nature. Of course, some of the programmes of open universities are of traditional type as well. Their innovations pertain to credit system, multi-entry system, multiple number of courses under one programme, some courses falling under more than one programme and the learners' freedom to choose any course to earn the number of credits required to complete a programme. They offer a large number of interdisciplinary programmes as well as discipline-oriented programmes. For instance, IGNOU, BRAOU, YCMOU, Kota Open University and others offer professional, technical, vocational and general programmes. It is the autonomy of the open university (single mode) system that enabled introduction of such programmes.

In the case of dual mode institutions it has been observed that a large number of general education programmes are offered through correspondence courses. These

institutions allow little option to students to choose optional courses under any programme. Hence, they are as rigid as regular courses. Credit systems are hardly adopted in these institutions.

v) **Objectives of Programmes:** The single mode DE institutions aim at extending educational opportunities to all kinds of learners who are motivated and capable enough to get education through self-learning. Ideally they focus on the needs and requirements of learners to be linked with the objectives of courses. The subject experts and authorities have final say on formulation of course objectives. In dual mode DE system the subject experts and authorities do not have more say in deciding the objectives of the programmes/courses. In the single mode institutions it is possible to launch courses in areas which have not been touched by the dual mode institutions. Courses and programmes on community development, skill development for agricultural workers, farmers, women, people with disabilities, tannery workers, construction workers, etc. have already been launched (e.g. YCMOU, IGNOU). The extension dimension of the university education gets more attention in the single mode open university system. This is not the case with dual mode institutions.

vi) **Course Structure/Materials:** The single mode institution (open university system) focus on learner-based courses. The modular approach to programme and course structure is useful to develop need-based courses. The modules (Blocks, Courses, etc.) can be easily assembled in many different combinations, as per the requirements of courses or target groups. The learner must be given opportunities to make use of a wide range of materials drawn from various sources. Individual learner can select different modules suiting to his/her need. More emphasis is given on experience-based and practical-based programmes in place of factual and academic programmes. The Indian experiences reveal that the open universities have encouraged credit-based courses tailored to the needs of DE learners, particularly those working in various fields. Counselling provision is made available at study centres for selection of courses.

The dual mode programmes are just like repetition of regular courses, but through distance mode. They are mostly academic and knowledge-oriented. Learners have limited opportunity to link experience with course contents.

vii) **Methods and Media:** The open university system gives importance to multiple methods and media. Alternative or supplementary multi-media packages including print-based and electronic media-based inputs form the basis of instructional system. Advanced technology-based facilities are also available to learners. The learner enjoys autonomy to select appropriate methods and media according to his needs, requirements, facilities and constraints. In India, the open universities make serious efforts to incorporate self-learning packages with print media, electronic media and occasional opportunities for tutor-student interaction through face-to-face or teleconferencing sessions. Some of the IGNOU programmes (e.g. Computer Programmes) are also available on-line.

In the case of correspondence education programmes major emphasis is on print-based materials which may not follow self-instructional model. The scope to use multi-media facilities in correspondence courses, unlike in open university courses/programmes, is limited. Of course, all the correspondence course institutions insist on contact programmes. They are compulsory for professional and skill-based

programmes, whereas attendance is optional for general courses in correspondence courses.

- viii) Duration of Courses:** In the case of single mode institutions there is provision for completing the programmes on longer duration. The durations to complete a one year programme may vary from 2 semesters (one year) to 8 semesters (4 years) period. IGNOU's B.A., B.Sc., and B.Com programmes, for example, can be completed in a minimum duration of 3 years or in a maximum of 6 years (which was even 8 years earlier). Unlike open universities the dual mode system adopts course duration almost similar to the pattern of regular programmes offered by the parent university; the flexibility in course duration of DE depends on the regular course system.
- ix) Evaluation Procedures:** Continuous evaluation is usually integrated with the learning process of DE programmes. The open university system incorporates facilities for learners' self-evaluation through instructional package, periodical evaluation of learners progress through assignments, peer evaluation in the case of group learning and course-end evaluation. In the case of credit-based courses, the learner has more freedom to appear in the examinations at his own pace, depending on his preparedness. The learner can complete the programme/course credit-wise.

The dual mode DE system adopts assignment system for assessing learners' progress. There is less scope for learner's self-evaluation. The course-end evaluation is determined by the regular course system. Most of the universities offering correspondence or distance education courses in India adopt the same examination schedule and question papers for both campus-based and DE streams.

- x) Student Support Services:** This is an important feature of single mode DE system. The open universities have in-built organisational structure for organising students support services. The Regional Services Division or student support unit looks after such activities through Regional Centres and Study Centres. Regular counselling programmes, personal contact programmes, extended contact programmes, radio broadcast and TV telecast facilities, teleconferencing facilities, library studies and practicals form the major component of student support services activities. Such facilities are limited in the case of dual mode institutions. The study centres have library facilities and limited facilities for guidance. Radio and TV facilities provided in the study centres are limited in universities like Delhi and Kashmir Universities.

From the above discussion you would have clearly understood the similarities and differences between the single mode and dual mode DE systems. As a whole, the single mode DE institutions have more autonomy to move in the direction of open learning. They have systematic organisational structure to carry out the functions of a DE system independently. On the contrary, dual mode institutions depend heavily on traditional universities/colleges for all their activities. They make use of physical and manpower resources of its parent university and the affiliating colleges. These institutions, thus, have limited autonomy to carry out their functions, since they are controlled by traditional university system. However, there is a lot of scope for strengthening the base of DE in dual mode institutions too, if facilities of both the streams are shared to an optimum level. For that, some structural changes to free them from the control of the conventional universities are necessary.

Check Your Progress

Note: a) Write your answer in the space given below.

b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.

3) In what respect courses offered, methods and media of single mode organisation of DE are more prone to openness in comparison to dual mode organisations?

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13.4.3 Consortium Model of Distance Education Institutions

This is an emerging model. In this model different DE institutions interact with each other and share common pool of resources. It helps avoid duplication of programmes and wastage of resources. Uniqueness and specialisation of institutions can be identified. The major contributions of one institution can be shared by other institutions. It is possible to make optimum use of the existing facilities available at different DE institutions.

In the Indian context, the erstwhile Distance Education Council (DEC), i.e. the precursor of present Distance Education Bureau under UGC, played a major role in bringing DE institutions of different types together, since one of the activities of DEC was, “Identification of a common pool of programmes and courses for sharing by DE institutions”.

You can understand consortium model from the following diagram:

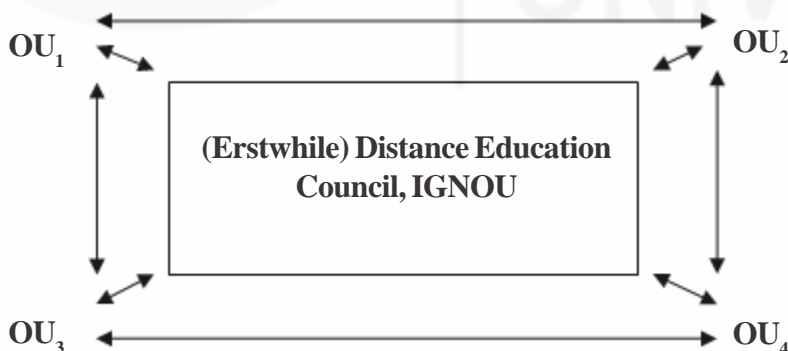


Fig. 13.1: A Consortium of OUs

In this model you will recognise that the then DEC coordinated activities of different OUs. In other words, different OUs used to interact with each other through DEC. One of the ways of interaction is making use of study materials of one OU by another OU for similar programmes. For example, state open universities like Kota Open University, YCMOU are making use of IGNOU materials for Management Programmes. Different OUs are making use of teleconferencing facilities of IGNOU very frequently. The Open Networking (OPENET) has been installed by DEC-IGNOU for two-way audio and one-way video teleconferencing with all the open

universities in the country. Besides sharing of resources, the OUs used to share the credits too. For example, a candidate who has registered for B.A. programme of one university (e.g. OU₁) can choose a few credits worth courses from another open university (e.g. OU₂) as a part of the degree programme. Sharing of credits was made possible through appropriate co-ordination of DEC. This provided opportunities to DE learners to pick up courses of their choices out of a pool of hundreds of varieties of courses available in different OUs. Advanced communication technologies can facilitate networking of institutions which can be monitored by DEC. This approach, however, suffers from limitations of lack of voluntary co-operation and understanding among different DE institutions. Nevertheless, this model will help achieve the aims of open learning system from a common platform of DE institutions in future paving way for lifelong education and learning society.

Check Your Progress

Note: a) Write your answer in the space given below.

b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.

4) What are the advantages of a consortium model over single mode organizations?

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13.5 ORGANISATIONAL STRUCTURE OF ODE

In the Indian context, as stated in the Unit-3 of Block-1, there are 210 approved traditional universities offering correspondence courses / DE programmes. These universities have major functions of teaching through regular campus-based studies. Simultaneously they organise DE / Correspondence education programmes through their Institutes of Correspondence Courses / Directorates of Distance Education. These institutions offer courses in both conventional face-to-face mode and distance education mode and thus are known as dual mode of institutions. The 15 Open Universities offer programmes/courses through single mode, i.e. distance mode only. Therefore, the Open Universities and other institutions offering courses through distance mode only are called single mode institutes.

In the following sub-sections you will know about the organisational structures of single mode National Open University, one state open university and a dual mode university in India.

13.5.1 Organisational Structure of IGNOU

IGNOU is a national open university. It is an autonomous open and distance education university having jurisdiction all over the country. Of course, it offers programmes in other countries as well. You can see its organisational structure in Fig.13.2.

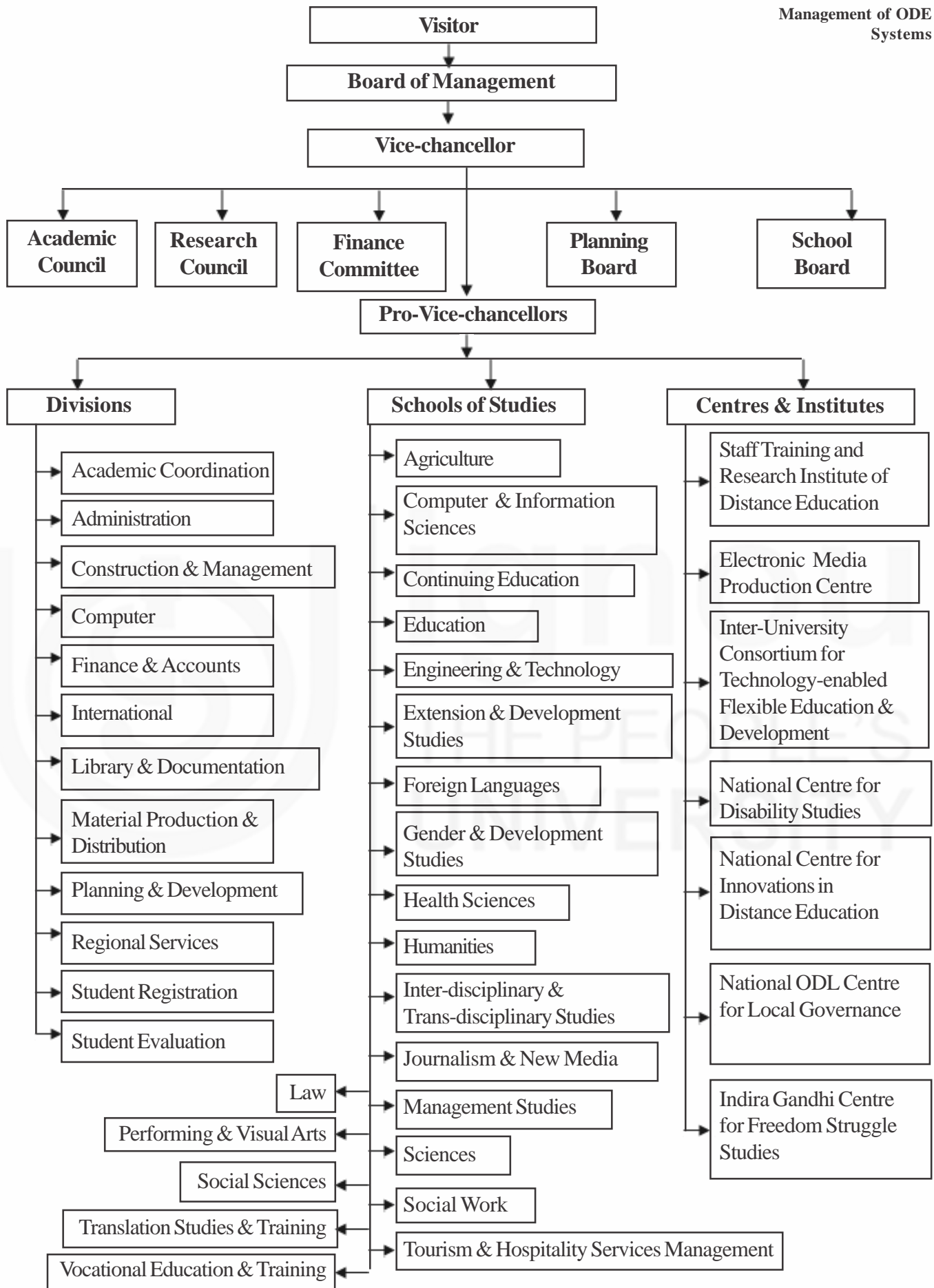


Figure 13.2: Organisational Structure of IGNOU

Source: IGNOU. (2016). Profile 2016. New Delhi: IGNOU.

From the flow chart given in Figure 13.2 you can notice that the topmost authority of IGNOU is the Visitor followed by the Board of Management and the Vice-chancellor. The major policy decision-making body thus is its Board of Management. Other decision making bodies are Academic Council, Planning Board and Finance Committee. The chief executive head is the Vice-Chancellor assisted by Pro-Vice-Chancellors, Registrars and Directors of different schools of studies and divisions, among other officers. The Planning Board, Academic Council and Finance Committee are linked with Management of DE activities of IGNOU. Here, it may be noted that the erstwhile DEC, under IGNOU, which was performing the functions of promotion, co-ordination and maintenance of standards of different DE institutions of higher education and the open university system in the country, now stands taken out of it, and hence does not find a place in the above figure.

There are three kinds of units, viz., School of Studies, Divisions and Institutes/Centres. The School of Studies look after academic matters where as divisions look after administrative and student support services activities, and Institutes/Centres perform certain specific academic activities. There are 21 Schools of Studies and 12 Divisions and 7 Institutes/Centres. Each School, Institute or Centre is headed by a Director, while heads of some Division are called Registrars and of others the Directors.

The IGNOU operates as a three-tier system, i.e. its headquarters located at Delhi, 67 Regional Centres located in different regions of the country and about 3000 study centres, work centres, etc., spread all over the country under the Regional Centres.

13.5.2 Organisational Structure of State Open Universities

There is a major functional difference between the National Open University and the State Open Universities. While the President of India is the Visitor of IGNOU (the national open university), the Governor of the concerned state is the Chancellor of a State Open University. For an example, you can have a look at Figure 13.3, which presents the flow chart of the Organisational Structure of Kota Open University, which is a state open university.

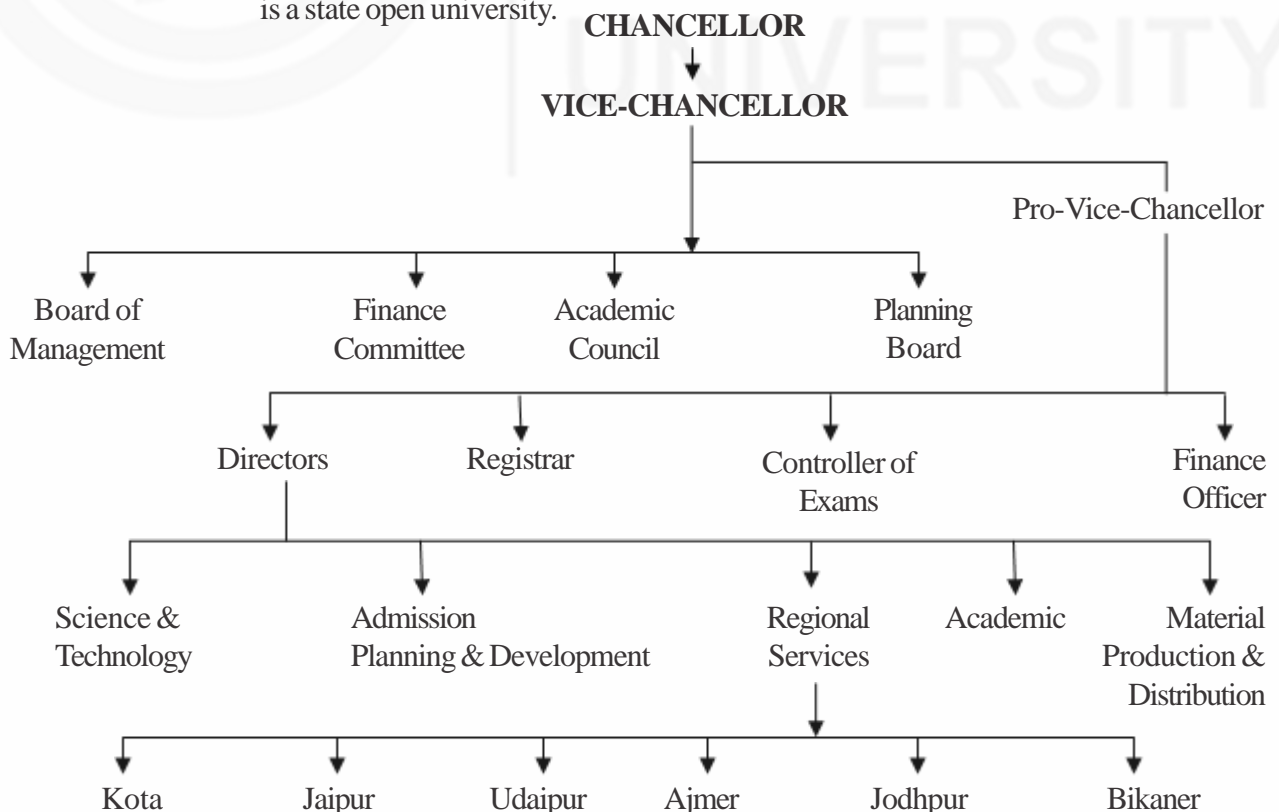


Figure 13.3 : Organisational Structure of Kota Open University

Source: Sahoo, P. K. (1993). Higher Education at a Distance, Sanchar, New Delhi.

ORGANISATIONAL STRUCTURE OF THE UNIVERSITY

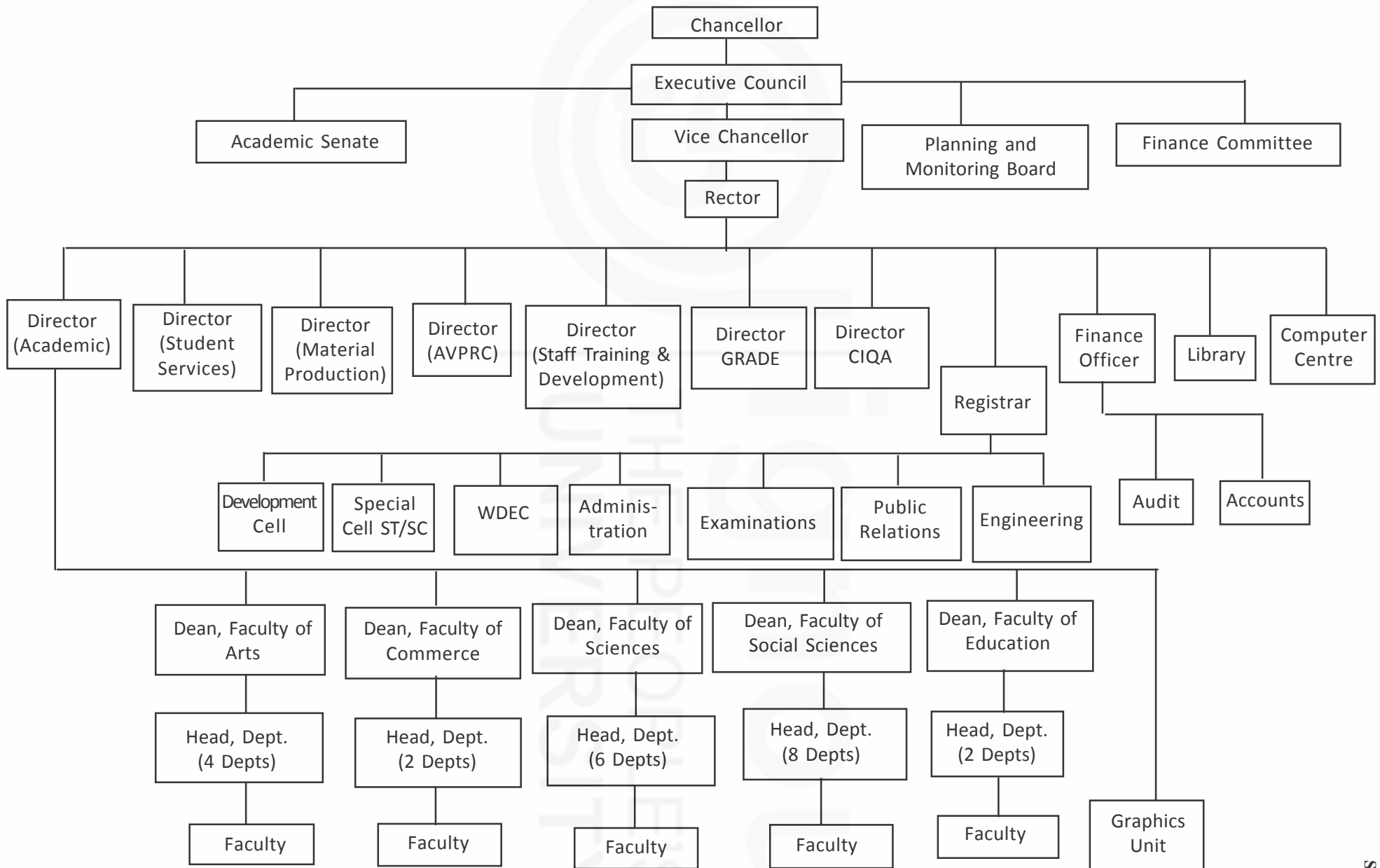


Figure 13.4: Organisational Structure of Dr. B. R. Ambedkar Open University, Andhra Pradesh

Source: <http://www.braou.ac.in/managementdescriptionpages.php?id=8>.

The top most authority is vested with the Chancellor. Other authorities are Vice-Chancellor and Pro-Vice-Chancellor. The major decision making bodies are Board of Management and Academic Council. There are other Boards and Committees linked with above decision making bodies. There are Directors looking after Academic, Science & Technology, Regional Services and Admission, Planning & Development and Material Production & Distribution activities respectively. The Academic division has different teaching departments, students unit and research unit. There are other officers having independent charges like Registrar, Controller of Examination, Finance Officer and Librarian. Each division / unit is sub-divided into further sub-divisions / sub-units.

The university follows the IGNOU model for decentralising its activities in three-tier system, i.e., Headquarters level (at Kota), Regional Centres level and Study Centres level at different places

At present KOU has seven Regional Centres and 82 Study Centres (<https://www.vmou.ac.in/rc/1>).

In some universities there is no Pro-vice-chancellor, instead they have Rector. For example, you can look at flow chart in Figure 13.4 displaying the Organisational Structure of Dr. B. R. Ambedkar Open University, Andhra Pradesh, which is a state open university the pioneer of open university system in India.

The supreme authority is vested with the Chancellor. Other authorities are Vice-Chancellor and Rector assisted by Registrar, Finance Officer, Directors, Deans and Heads of Departments, among others. The major decision making bodies are Executive Council, Academic Senate, Planning and Monitoring Board, and Finance Committee.

Unlike IGNOU and KOU, BRAOU does not have Regional Centres, and instead have only study centres.

13.5.3 Organisational Structure of the Institutes of Correspondence Courses / Directorates of Distance Education

Unlike the Open University the DE programmes of traditional universities are offered through a Directorate or Institute. The Institute / Directorate may or may not hold the status of a University teaching department. The Directorate is usually headed by a Director. The Directorate's major functions are development and production of course materials, admission, delivery system, students support services, including assignment evaluation and personal contact programmes. The courses are instituted by the Academic Council of the parent university. The curriculum is developed by the Boards of Studies of respective subject/discipline areas which are headed by the university teaching department head. Mostly, the members of Boards of Studies belong to the university teaching departments. Besides curriculum development, the university also controls examinations of correspondence courses. The Directorate's role is mostly of operational type. Major policy decisions are taken by the statutory bodies of the parent university like Academic Council, Executive Council, Faculty Council, Boards of Studies, etc. Even though the Director is an ex-officio member of the statutory bodies of the university like Academic Council and Executive Council, other faculty members of correspondence courses do not get representation in such bodies. Accordingly, the organisational structure of Directorate of Correspondence Courses is built in the context of operational part of the DE programmes. Given below is the

flow chart showing the organisational structure of Directorate of Correspondence Courses of H. P. University, Shimla, which is one of the oldest Institutions of Correspondence Courses in the Country (See Fig.13.5).

As per the statutory position of the university, the Director occupies the highest position of the Directorate of Correspondence Courses with dual responsibilities of administrative and academic activities. The Director is to be assisted by two Deputy Directors who can have both administrative and academic responsibilities. The administrative positions can be arranged in order of Deputy Registrar, Assistant Registrar, Superintendents, etc. Different administrative units keep direct liaison with the administrative block of the parent university with regard to Registration, Finance, Examination, etc. The administration takes care of admission, material production, delivery and organisation of student support services. The academic positions are organised with the positions of Professors, Readers and Lecturers under the authorities of Director. They look after material development, admission, organization of students support services activities. As stated above, the major responsibilities concerning academic decisions like creation of Programme/Course Development and Examinations are taken care of by the university level bodies like Academic Council, Boards of Studies and the Parent University Teaching Departments.

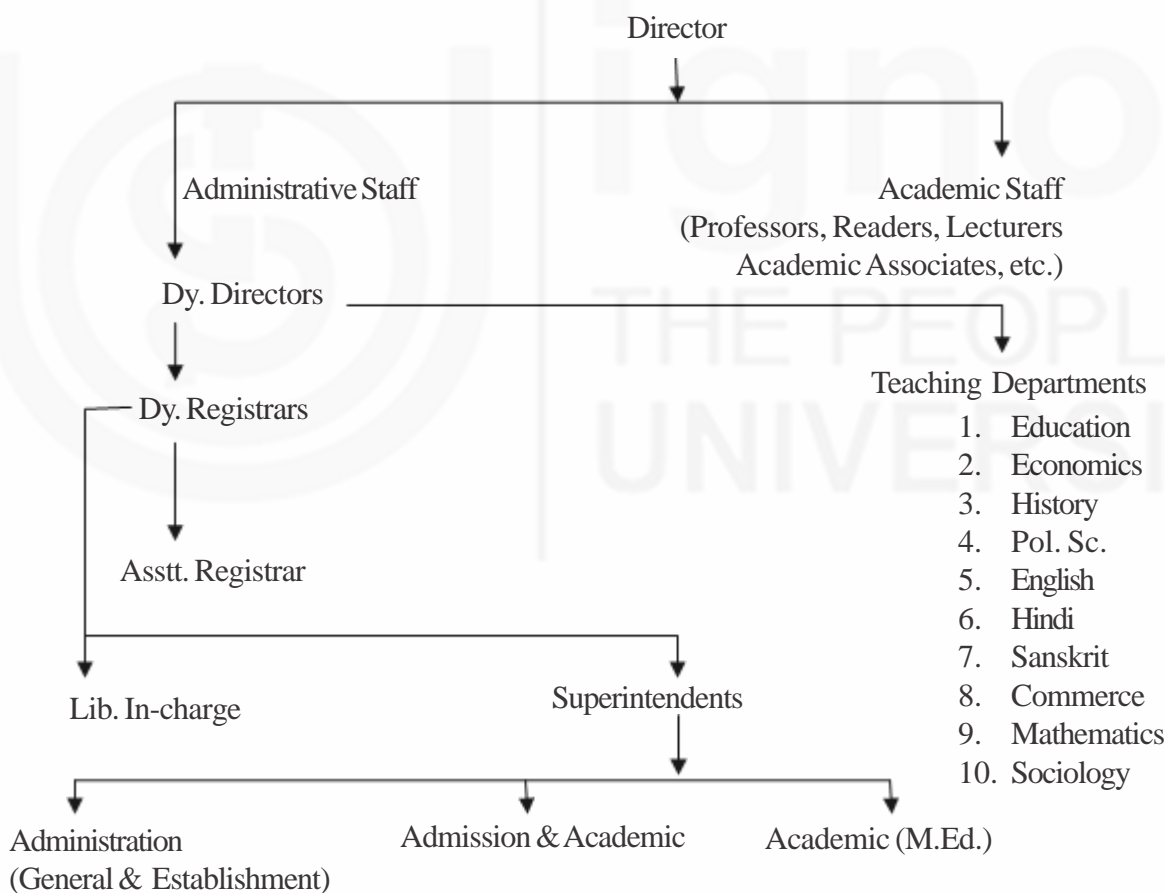


Figure 13.5: Organisational Structure of Directorate of Correspondence Courses H. P. University, Shimla

Source: Sahoo, P. K. (1993). *Higher Education at a Distance*, Sanchar, New Delhi.

Section 13.5 provided you a broad understanding of the organizational structure of a national open university, a state open university and a Directorate of correspondence courses/distance education. The intention was to give you a fair idea of organizational structure constituting a functional system of ODEIs. Now let us look at the sub-systems.

Check Your Progress

- Note:** a) Write you answer in the space given below.
b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.

5) a) What is the main feature of organisation of open university?

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b) What is the difference between organisation of open university and traditional correspondence system?

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13.6 SUB-SYSTEMS OF ODE INSTITUTIONS

As we are aware the primary objective of the educational organizations or conventional education system is teaching (or ‘learning’ as emphasized in ODE systems). It involves managerial expertise in bringing resources, students, teachers, courses, materials together to achieve curriculum objectives. The conventional educational institutions operate mainly through two sub-systems – academic and administrative. The academic sub-system refers to those activities through which the organization achieves its purpose and provides legitimacy, overall direction and credibility to the institution. The administrative sub-system engages itself in providing the academic sub-system all necessary resources, coordinates its activities and mediates between the environment and the system. But the distance education managers have to perform many more functions. Kaye and Rumble (1981) present a comprehensive discussion of four sub-systems of a distance education system – regulatory sub-system, course sub-system, student sub-system and logistical sub-system. Close examination of functional divisions common within distance education systems suggest us that there are three main sets of activities or sub-systems – administrative, academic and industrial – related to running of an open and distance education enterprise. We will discuss them briefly.

13.6.1 Administrative Sub-system

The major administrative activities undertaken by an ODEI are the same as those of an industry or conventional system. Yet, because of the more complex designs of instructional system in distance education institution, coordination of various divisions and control of operational activities become crucial in planning and management at higher level.

The major administrative functions of distance education institution include: planning, decision making, management of resources, control and coordination, and evaluation. Specifically, these functions might include the following.

- Strategic planning including providing vision and leadership for the organisation's future directions
- Identifying the market opportunities
- Commissioning or conducting of needs assessment surveys
- Programme development including identification of potential programmes, developing and scheduling the programmes and marketing the programmes to the potential students
- Programme accreditation
- Responsibility for the entire financial aspect of the programme
- Programme review and assessment, and general oversight to ensure quality control
- Compliance with standards and principles of good practice
- Compliance with regulations, etc.

13.6.2 Academic Sub-system

The academic sub-system of ODE system includes two major activities – teaching-learning material development and student support services.

Material development requires contribution of academics like course planners, subject experts, teachers and other academic groups like instructional designers, media producers, editors, graphic designers and other persons who help in the production of media. The output from material development activities are prototype course material which through the process of the sub-system of materials production are turned into finished products. In addition, this sub-system covers a broad range of activities such as the following.

- Ensuring that the courseware meets standards for accessibility
- Training, pedagogical consultation and technical support regarding any of the matters related to implementation of the programme
- Providing 24x7 help desk for faculty and student support
- Individual course maintenance, evaluation and follow-up including uploading of digital version of printed courses for online or web-based access
- Provision of instructional development and digital media production staff to support faculty in online course conceptualization, design and development, etc. as required.

Student support is totally separate from material development. The support activities are basically concerned with facilitating the students' learning activities and managing their progress.. Distance teaching and support provided to students comprise three distinct activities.

- i) Despatch of study materials, supplementary materials and information to learners such as work schedules, functioning of study centres and other facilities available for them.

- ii) Work on the responses to assignments constitutes the second major component of distance teaching. This activity is undertaken by local study centres. This includes activities related to getting the assignment responses evaluated by the tutors and processing of their grades, etc.
- iii) Appointment of staff for counselling/tutorial sessions, arranging tutorial or counselling sessions, providing adequate library, audio/video and other facilities at study centres.

13.6.3 Industrial Sub-system

Otto Peters was the first person who compared mass production of teaching materials and related operations of distance education with industrial production of goods. Distance education is, thus, an academic enterprise which displays all the features of an industrial enterprise.

The production process in ODEIs consists of two activities: producing pedagogic material of different types; and producing graduates, i.e. with different types of university certificates, diplomas and degrees. The former is a unique industrial operation, while the latter is socio-academic-educational operation.

DTIs or ODEIs generally follow multi-media approach in their instructional system and this pedagogy makes available the materials in the form of print, audio and video (also radio and TV are used for broadcasting the audio and video materials wherever possible and so planned). The main operations associated with these materials are:

- Developing the pedagogic prototype material;
- Production of these materials; and
- Distribution of these materials.

The production units thus have to produce a variety of items such as the following.

- Different course materials
- Supplementary materials
- Audio materials
- Video materials
- Experimental kits, etc.

Also, the production, storage and dispatch of different items as per prescribed schedules are to be maintained for the purposes of accountability and monitoring. In ODE, it is ensured by using letter and/or number codes for each of these items. Specification of size, illustrations, paper quality, print type and colours, etc in the case of print materials, and signature tunes, duration, language of presentation, etc in the case of audio and video materials have to be standardized. Capacity planning to provide for space for storing and also for activities related to distribution of these materials is very crucial in ensuring timely reach of the material to the concerned.

Another industrial aspect which is adopted by distance education institutions is 'marketing'. Advertising and other publicity measures are more important in distance education system to generate their own clientele from time to time for the courses/programmes already on offer, and special efforts whenever a new course/programme is launched.

Check Your Progress

- Note:** a) Write your answer in the space given below.
 b) Compare your answer with the one given at the end of this unit under “Answers to ‘Check Your Progress’ Questions”.
- 6) How do you justify the statement, “distance education system is an industrial system”?

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13.7 LET US SUM UP

In this Unit, we have presented to you an overview of management functions, processes and issues with special reference to ODEIs. We discussed management systems, different models and organisational structures of ODEIs. You might have noticed that for effective functioning of a DTI or an ODEI there should be proper networking, communication, team work, clear responsibilities, an effective MIS, and collaborative-democratic decision-making. The activities of units or divisions involved in the course design and development, media, student support services, assessment and evaluation system, MIS and networking, amongst others, need to be handled and managed carefully for higher organisational effectiveness, organisational quality, and learners’ satisfaction. We also focused on the three sub-systems – administrative, academic and industrial – which define the operating activities of the distance education institution. These sub-systems belong chiefly to the industrial nature and processes of the system. Although visibly different in their functioning, they work together for a common goal and contribute to make a total system of distance education. They draw their resources from outside as well as from other sub-systems of the distance education system in order to serve different stakeholders effectively and efficiently.

13.8 ANSWERS TO ‘CHECK YOUR PROGRESS’ QUESTIONS

- 1) Marketing is a specialised activity, and marketing of distance education mechanisms, products and services need to be a more specialised activity. The DTI may centrally market materials, services and expertise or decentralise the operations up to the level of study centres. Outsourcing may be done in which publishers and distributors do it, with a fixed royalty paid to the institution. For international marketing, rigorous and sustained advertisement, display and involvement in international activities are very essential.
- 2) a) The three kinds of management models of distance education described by Rumble are :
 - i) institution-centred model
 - ii) person-centred model, and
 - iii) society-based model.

- b) Freeman has identified six types of open learning systems. They are:
 - i) paced-campus-based open learning system
 - ii) paced-organisation-based open learning system
 - iii) paced-individual-based open learning system
 - iv) self-paced-campus-based open learning system
 - v) self-paced organisation-based open learning system, and
 - vi) self-paced individual-based open learning system.
- 3) Courses offered in OUs incorporate modernity, open entrance system and learner-oriented autonomy. They are credit-based and adopt advanced technology-based multi-media packages which encourage openness in learning system. These features are mostly absent in dual model system.
- 4) Consortium model has advantages of better sharing of resources among collaborating DE institutions. It encourages multi-entry system and sharing of credits among different institutions involved in it. On the other hand, single or dual mode institutions depend solely on its own resources or system, and thus opportunity for open learning is comparatively restricted.
- 5)
 - i) Main feature of an open university is its autonomous system functioning with a three-tier structure of Headquarters, Regional Centres and Study Centres.
 - ii) Open University is an autonomous DE institution. Institute of Correspondence Courses / Directorate of Distance Education function within the structure of a traditional university as a teaching department/institution. Unlike OU these Directorates or Institutes do not enjoy autonomy with regard to administration and decision-making.
- 6) Distance education systems are industrial in nature because they entail: a) mass production of course materials, ii) systematic distribution of these materials, iii) aggressive marketing of these materials, etc which are essentially industrial operations.

13.9 REFERENCES

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13.10 UNIT END EXERCISES

You may write brief notes or full-length answers to the questions given here in your own interest. Such notes or answers might help you during your preparation for term-end examination.

Unit End Questions

- 1) Give an overview of management functions and processes in ODE. (1000 words).
- 2) Highlight the issues of management in ODE. (1000 words).
- 3) Discuss different models/systems of ODE. (1000 words).
- 4) How do you compare single mode and dual mode institutions? (1000 words).
- 5) Describe the organizational structure of ODEIs. (1000 words).
- 6) Discuss the role and importance of different sub-systems of ODEIs. (1000 words).
- 7) Describe consortium model of Distance Education Institutions. (250 words).
- 8) Write a short note on Management Information System (MIS). (250 words).



Questions for Critical Reflection

- 1) Do you think that an ODE Institution cannot exist without administrative, academic and industrial sub-systems? Justify your answer with reasons and examples.

Activity



Try to draw the organization structure (flow chart) of the school system to which you belong as a teacher. If you are not an in-service teacher, then select any institution of your choice, other than those which have been given in section 13.5, and draw its organizational structure. (Note: First identify the hierarchy of authorities, then attempt to draw the chart reflecting their hierarchical relationship from top to bottom).