over federal and provincial roles in education, for example, will the universities really suffer from "benign neglect," as the authors conjecture? What if (as now seems possible) the contrary happens, namely, that they suddenly become subject to the exercise of new and formidable powers by one or both levels of government? To the extent that such developments occur, the very configuration of the maze will be altered.

Some readers may feel that the report minimizes the magnitude of the obstacles lying in the path of effective planning, and that it does not speak to the condition in which their institutions find themselves. Even so, the report will repay reading, and some of its recommendations or underlying positions are worthy of emulation. More "initiative planning" surely is desirable, regardless of the situation in which a given university may find itself, and indeed especially so the graver that situation is. So is the readiness of a university to undergo searching self-examination, and the willingness to undertake appropriate curricular and organizational ventures in response to newly perceived educational challenges. Exit from the maze may eventually require even sterner measures than these, but anything less will hardly serve.

W.M. Sibley

Saskatchewan Universities Commission

Erwin Rausch (ed.), *Management in Institutions of Higher Learning,* Lexington Books, D.C. Heath and Co., Lexington, Mass., 1980.

This book should be included in the recommended readings list for incumbent and aspiring administrative Officers of institutions of higher learning. But, since there is some doubt that many incumbent administrative officers can be influenced in their amateur administrative practices, the best alternative would be to make the book required reading for all aspiring administrators, from department heads to presidents.

The fundamental problem confronting institutions of higher learning emanates from their failure to make the decisions and take the actions that are dictated by changes in social, demographic, political and economic conditions. They attempt to operate as if conditions have not changed over the past decade, and quite naturally find the process frustrating. Administrators continue to hope that government grants will bail them out of having to make unpopular administrative decisions, and faculty continue to behave as if demand for their services is as strong today as it was at the peak of institutional expansion.

If the on-set of conditions negative to the operations of institutions of higher learning had been temporary, the failure to make appropriate retrenchment decisions could have been justified on grounds of both administrative efficiency and programme quality. But, it is well known to all that the negative conditions are not temporary: enrolment of students is not likely to increase significantly; the increase in prices is not likely to abate over the foreseeable future; and the

high cost base established in institutions of higher learning during the period of rapid growth will remain a burden and a serious barrier to painless adjustment to reality. The courses and programmes that proliferated during the period of rapid increase in enrolment and intensive competition for qualified academic staff will have to be cut back, and teaching loads that were reduced by the dictates of competition will have to be restored to levels that approximate more closely the prevailing norms of full-time employment, particularly for those who demonstrate limited involvement in research activities.

Decisions on such matters are not popular decisions; and administrators generally have attempted to avoid making them. Some token across-the-board cuts have been introduced, to offend no one and to impoverish all just a little. But, under existing and anticipated increases in operating costs token adjustments will not suffice; yet indications are that the required adjustments will not be introduced on internal institutional initiatives.

The danger exists that if forced to do so by government order or budgetary constraints, administrators may increase the across-the-board cuts. Across-the-board budgetary adjustments spread the burden amongst the deserving and undeserving alike, and cause general shallowness. Rational decision-making dictates the setting of programme priorities, the reduction or elimination of all low priority programmes, and the elimination of all activities that do not contribute to the maintenance of established programme standards. It is not a pleasant task to tell the Sociology department to cut its course offerings by one-half, to phase-out the Linguistics department, and to reduce offerings in Geography by two-thirds. But, such are the kinds of decisions that need to be taken.

There are certain costs, of course, that have been imposed on institutions of higher learning by social trends. It is important that they be identified and allocated appropriately. Special programmes and services for the handicapped, remedial education, and such other fall within this category. Adding another student or two to a class may entail zero additional cost; but providing remedial education to one student may entail a substantial additional cost.

The illusion of academic collegial governance has handicapped institutions of higher learning with a tradition of selecting from amongst the professoriate for administrative positions. This tradition has been a source of inefficiency, and demands attention. The problem is that unlike business organizations and governmental institutions where most of their staff aspire to managerial/administrative positions, most of the professoriate is not interested in administrative positions. By limiting the selection to qualified candidates from the academic market, institutions of higher learning limit their choices to the relatively small number of the professoriate who indicate willingness to consider involvement in administrative activities. Oftentimes the outcome is the appointment of individuals who offer nothing more than their availability.

The book is premised on this reality, that many administrators of institutions of higher learning lack managerial training or experience, and upon their appoint-

ment to managerial positions make little effort to acquire knowledge that is essential for the successful performance of management functions. But, such seemingly irrational attitudes and practices may in fact be based on rationale: in many important areas of institutional governance decision-making processes are by academic tradition removed from managerial prerogative. Hence, oftentimes the problem is not so much one of adequate knowledge as it inability to apply the knowledge. Under such circumstances it is perhaps better that the manager not know the essentials for successful management than to know and be denied the opportunity to apply them. In the first instance he/she will learn to play the game, and given general ability, can manage as efficiently as the system will permit; while in the second instance, frustration with inability to apply fundamental managerial principles may well lead to greater inefficiencies. Herein will be found the explanation for the nature of management persisting in most institutions of higher learning, particularly in older institutions.

The issue of management efficiency in institutions of higher learning has, of course, been debated frequently. But, the managerial principles and practices, and the efficiency criteria used as guidelines have been those that are applied in private sector enterprises. There has been general agreement amongst individuals knowledgeable in the art of management that principles, practices and efficiency criteria based on price-cost-profit cannot be applied without appropriate modifications to the governance of public institutions. This is the author's objective: to formulate a set of management principles which can be applied in all organizations, whether industrial, commercial or institutional.

In the first five chapters the author sets out and examines the fundamental principles involved in the "Linking Elements Concept" of management – the skills and strategies managers must apply to achieve a balance between the needs of their organizations and the needs and expectations of the employees. Most of the content relates to the linkages between the linking elements which are identified as Goals/Performance Standards and Coordination/Cooperation; Goals/Performance Standards and Rules; Goals/Performance Standards and Technical Competences; Goals/Performance Standards and Tangible Needs; and Goals/Performance Standards and Psychological Needs. The content of Chapters 6-9 applies specifically to institutions of higher learning – general governance, management of academic and student affairs, administration and finance.

Stephen G. Peitchinis
Department of Economics
University of Calgary