"A modern Society", according to Professor James S. Coleman, "is characterised, among other things, by a comparatively high degree of urbanization, widespread literacy, comparatively high per capita income, extensive geographical and social mobility, a relatively high degree of commercialisation and industrialization of economy, an extensive and penetrative net-work of mass communication media, and, in general, by widespread participation and involvement by members of the society in modern social and economic process". In this process of social change, education plays a very significant role. In every developing society, the degree of development depends upon the degree of modernization of its educational system. If the system falls short of the desired requirement either due to improper goal-perception or because of defects in its role structure, the system is bound to be condemned and is sure to be abandoned.

In contemporary India, we had faced such a situation and its lingering shadow still continues. In the recent past people of various segments of our society were speaking adversely of education and on matters connected with it. Brilliant young graduates of the Universities in course of their ceaseless and tiresome process of job-haunting blame the system as worthless and unproductive. The parents feel that their children should have been and could have been educated in a better manner. Most of the persons in the teaching profession feel that the system be reformed. When the angry youngmen revolt against certain administrative errors committed by their less-careful guardians in politics or administration or in both, the man on
the street blames the students and their teachers. After Independence, some powerful Commissions have been appointed and something has been done. Between 1950 and 1976 though education was on the State List, Higher Education was on the Union List and even then no qualitative had been possible. Now that education has been brought to the Concurrent List, something more is expected. The U.G.C. and N.C.E.R.T. have really done some commendable work to achieve the goal. At the national level though something has been done, a lot is yet to be achieved.

In Orissa particularly, the system of education is in a bad shape. Despite her abundant mineral, forest, water and other natural resources and more than 350 kilo meters of coastline facing the Bay of Bengal, she continues to be backward now. For this backwardness her faulty educational system appears to be responsible. This backwardness is only one-century old. A sub-society in the broad spectrum of Indian society, the sub-society that has a very rich tradition, history, spirit of adventure, idealism is lagging behind as compared to all other sub-societies around it since only a century because of the only variable factor, i.e., education. As the education system of Orissa is not an independent one and constitutes only a part of the national process and, other sub-societies have derived benefits out of it despite its limitation, it appears, the actual fault lies with its management and administration. Before it is too late, the problem should be located and remedied.

In this connection, the following questions acquire importance. The first question is how did the system develop and what was its goal. The second one relates to the examina-
tion of the structure with a view to determining the relationship between structure and the goal and finding out the suitability of the structure in realising the perceived goal. The third question is examination of other connected matters like personnel, the form of interest articulation, decision-making and control-relation, tension management etc. The final question is the location of the core of the problem and finding out remedial measures and suggestions for improvement. The present study seeks to analyse these questions.

The Investigator has divided the whole study into ten different areas and each area has been covered in one chapter. The First Chapter deals with the theoretical perspective and intends to provide the conceptional framework. It deals with education as an agent of social change, modernization and development, its role in a democracy, particularly in a democracy committed to public welfare. It analyses the values of liberal education system and the problems it created in India. It examines the factors those interacting together have built the education 'system', have determined its philosophy and goal.

The next Chapter (the Second Chapter) deals with the significance of the field of study, the significance of choosing Orissa as the region. It projects the problem and formulates the hypothesis. It also indicates the methods, the Investigator has employed in course of investigation.

The Third Chapter deals with the development of the system to its present role-structure. It takes into consideration the back-ground story, the casual forces of development; the interaction of various historical factors contributing to the
formation of the model.

The structure of the model, the role-relation of the sub-structures constituting the structure, the functions of the sub-structures etc. have been grouped together in this study as the Fourth Chapter.

In this study, the Fifth Chapter deals with all problems concerning personnel, their recruitment, conditions of service; the decision-making process and the control-relation of the sub-structures, agencies and personnel.

The success of a developing system depends upon the effectiveness of sound bureaucracy. It has been felt that the educational bureaucracy in Orissa has not been effective and efficient. Eventhough in all other matters connected with education, Orissa is almost on identical footing with other states of the Indian Union, the backwardness of the state of Orissa in the field of education may be assessed only in its inefficient educational bureaucracy. Hence, an exclusive chapter has been devoted to the educational Civil Service of the State and has been made Chapter Six of this study.

The manner in which the educational bureaucrats function, frame and administer rules; the manner in which the teaching personnel articulate their interest and aggregate the articulated interests together; the interaction of interest articulation and rule-execution and the total impact of this interaction with administration on its tone and morale have been grouped together in Chapter Seven.

The 'educators', the 'education' they are administering, the effects of the 'administration' of education constitute the subject-matter of Chapter Eight.
A summary of the important findings contained in Chapters Three, Four, Five, Six, Seven and Eight have been provided as Chapter Nine of this study.

Morton Grodzins says, "Exact knowledge does not lead in a straight line to wise policy. Policy must emerge from reasoning that is something more profound than knowledge of facts and something more comprehensive than scientific method". Reasoning and conclusion based upon the findings and experience of past and present administrators, have been given the shape of certain practical suggestions. Due care has been taken to formulate those in the light of experiments made by other states. Those have been grouped together as Chapter Ten of the study.

In this study, the term educational administration has been taken in a broader sense. As it outwardly implies the study takes school, college, University, their structure, function, system, personnel, role-relation, control-relation and tension-management into account. In addition to that, the study has also taken into account 'education' and its administration from the view point of a specialist. It takes into account, the goal perception of education and seeks to examine the extent to which the structures, contents, and human components administering the contents, enable the recipients to realise the perceived goal.

The Investigator has taken the help of some books, journals, reports of various Commissions and Committees to prepare the present report. Many acts passed by the Orissa Legislative Assembly, proceedings of the Orissa Legislative Assembly, Service Rules framed under Articles 309, 311 and 320 of
the Constitution of India, subordinate laws and rules framed by the executive on the basis of authority conferred upon it by the Acts passed by the Orissa Legislative Assembly; the proceedings of the Senate, Syndicate and Academic Council of the Utkal University; regular and occasional bulletins issued by various authorities, Government orders and Resolutions, Executive Instructions having relevance, have also been studied and taken into consideration. The Investigator has taken selected cases admitted or decided by the courts and Tribunals and has indicated their decisions. The demands of Service Associations, teachers' organisations, employees unions have been examined and studied wherever necessary. Certain important cases have also been studied.

The Investigator has addressed a questionnaire to some educational administrators past and present and has requested for their views on specific matters. Their views have been taken into account while preparing the summary of observations and suggestions for improvement. Some prominent educationists and educational administrators have been interviewed and their views have helped in suggesting remedial measures. All these references have been appended to this report. But in order to reduce the bulk of the report, some essential informations have also been provided in concise form in shape of tables and charts and have also been appended to this report.

The Investigator has collected a very large volume of facts and informations. As the field of work is very vast and period and population are equally vast, collection of a large volume of facts, data and informations appear very natural.
But limitation imposed by time and space forces the Investigator to choose between the various data and informations who have competitive claims for selection. For this reason the Investigator has laid more emphasis on the Higher education and in the period after 1960.

In this field no work has yet been done. Hence, suitable literature on the field is not available. But theories of education, authoritative works on Indian educational system are available in plenty. Wherever the views of certain excepts, and authorities have been found suitable to analyse the positions and situations of Orissa, those have been adopted as if those views have been expressed in the context of Orissa.

Prof. S.H. Rudolph, Prof. L.I. Rudolph, Dr. Gunnar Myrdal, Prof. Morris-Jones, Dr. John Walton, Prof. Wahlquist, Prof. Norman D. Palmer, Prof. A. Avasthi, Prof. V.V. Rao, Prof. V. P. Verma, Prof. Ram Reddy, Prof. Haridwar Rai, Prof. Iqbal Narain, Prof. Kabir, Prof. J. P. Naik and Prof. Rajni Kothari etc. who have been quoted very often have not spoken about Orissa or about the Orissa 'system' of education, but their views are applicable to Orissa and explain the circumstances similar to those found in Orissa.

In the absence suitable literature of adequate quantity, the Investigator has taken the help of studies made in similar areas and analogy has been drawn between the conditions and models of states like West Bengal, Bihar, U.P., Punjab, Haryana etc. with the conditions of Orissa and its model.

The instant study is an inter-disciplinary one. The nature of the problem has been such that the Investigator had
to take the help of a number of disciplines, such as Political Science, Public Administration, Sociology, Education, History, Economics and Law in preparing this study report.

Non-availability of any work of this nature in the field chosen by the Investigator, the entire project has been planned and designed by the Investigator himself. The Investigator has not taken any supervisor or guide and has worked independently. The entire burden of responsibility on account of lapses goes to the Investigator.

The Investigator does not claim absolute originality. All works of interdisciplinary nature are bound to associate the views and works of many personalities those converge together and shape the concerned works. In the instant case, the work is the result of convergence of many such personalities and opinions. Its setting, treatment, findings and conclusions are mostly original. The sources from which specific ideas and views have been borrowed have been indicated at appropriate places. But if a certain source has influenced the Investigator, and the Investigator has not borrowed any specific idea from the source, it has also been acknowledged in the 'References'. The Investigator is grateful to the authors and publishers, whose works he has used.

In course of the investigation, the Investigator has made use of Centenary Library and Kanika Library of Ravenshaw College, Cuttack; Orissa State Library, Orissa Legislative Assembly Library, Utkal University Library, Library of the Regional College of Education, Bhubaneswar. The Investigator expresses hearty thanks to the authorities of those libraries.
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