1.1 MEANING OF ADMINISTRATION

Etymologically, the verb “administer” is derived from the French word “administer” or the Latin word “administrare” both of which mean “to manage, carry out, accomplish, to attend, wait, serve”. It connotes “to manage, govern, arrange financial transactions, as a steward or executor” and “to apply or direct the application of laws of discipline”. According to American Association of School Administration (1955), administration implies “the total of the processes through which appropriate human and material resources are made available and made effective for accomplishing the purposes of an enterprise”. Since education is one of the public enterprises, educational administration becomes a public “service activity through which the fundamental objectives of the educational process are fully and efficiently realized”. In common practice it is, “an organizational set-up to carry out efficiently and effectively different branches and stages of education to the satisfaction and benefit of the public and strives to realize the national goals”.

Good (1973) in the Dictionary of Education has defined it as “Educational administration includes all the techniques and procedures employed in operating the educational organization in accordance with established policies”. “It is the process of utilizing appropriate material in such a way as to promote effectively the development of human qualities”. Tead (1951) defines educational administration as “the activities of individuals charged with ordering, forwarding and facilitating the associated efforts of a group of individuals to realize certain defined purposes”.

Thus educational administration means the organizational set up for the governance of educational institutions. It is also
associated with many synonymous words such as superintendence, supervision, direction, guidance and control. It involves such major facets as business administration, personnel administration, institutional administration, instructional administration, financial administration and the like.

Educational administration is a set-up that is set up by the State governments for effecting smooth and efficient functioning of the educational institutions and the educative process. It is endowed with executive activity of the education function. Moehlman (1951) defines: “Administration is essentially a service activity, an agency through which the fundamental objectives of the educational process may be more fully and efficiently realized”.

Nelson (1946) calls educational administration as social statesmanship “when there are clearly formulated long term policies and when day-to-day activities and problems are dealt with under the guidance of the perspective given by such long term policies”. Right perspective leads to right prospective decisions in the realm of education. NSSE (1946) also identifies educational administration as a social statesmanship “which guides educational activities, plans, programmes and facilities and provides leadership in a long term but broad social perspective”.

Miller and Spalding (1958) define administration “as the making and carrying out of decisions about how to attain what is agreed upon by the people themselves or by their representatives”.

Knezevich (1952) spells out administration as “a process concerned with creating, maintaining, stimulating and unifying the energies within an educational institution towards realizations of the pre-determined objectives”.

Various educational writers have defined educational administration in different manners depending upon their conception of education administration. It is conceived as

a) a democratic co-operative process

b) a type of administrative machinery
Educational administration, therefore, may be conceived as a type of organizational set-up by virtue of which administration of different branches and stages of education is carried out efficiently and effectively to the satisfaction and benefit of the public, striving to realize the national goals set-up for the purpose and straining itself to foster international understanding and co-operation.

1.2 NATURE OF EDUCATIONAL ADMINISTRATION

As to the nature of educational administration, it is considered as an art since it involves such subjective elements as insight and judgement and operations dealing with human beings. Educational administration, according to Divekar, “is a human process very much influenced and controlled by various factors such as philosophical, psychological, sociological, historical and the political”.

Educational administration is dynamic in nature with ever changing scope and expanding horizons. It is a service activity, imbued with special social responsibility of educating the people at the right time, in the right manner and for the right purpose. It is a human process, influenced and controlled by sociological changes and upsurges, historical traditions, national ideals and goals and contemporary political factors. On account of dealing with human power, it is a behavioural Science, reckoning with all those psychological laws, which explain the “human being” and determine his actions. The psychological laws of group dynamics group decisions, group behaviour and group productivity has great bearing upon the field of educational administration. The fundamental aims of a behavioural science, namely description, prediction and control are also the fundamental aims of educational administration. Experiments on the lines of controlled and experimental variables are tending to transform it into a 'science'. Educational administration, therefore, is a science, which involves decision-making,
experimentation, research and innovation. It is also an ART, which in the words of Tead (1951) “requires great skill, discernment and normal fortitude”. It demands human creativity, ingenuity and initiative and involves subjective elements such as insight and judgment and operations affecting human beings.

The nature of educational administration can be comprehended from the following enumerated characteristics:

- Educational administration differs from the other types of administration as it chiefly concerns itself with the task of fostering educational development of human personality.

- The purpose of educational administration also includes the inner development of the individual, that is to say that it is concerned with Gestaltian development of the individual and not with his educational development alone.

- “The purpose of educational administration is to enable right pupils to receive the right education from the right teachers at a cost within the means of the state under conditions which will enable the pupils best to profit by their learning.”

- Educational administration is dynamic in nature with ever changing scope and expanding field.

- The growth of educational administration is dependent on vast experimentation and research.

- From the nature of art, it tends to become a social science imbuing within itself the laws of behavioural sciences.

- The existence of educational administration is meant to afford better instruction through all types of educational institutions over which it has statutory control.

- “Instead of guiding the pupil through the rigmarole of the traditional school, the new concept of administration is concerned with guiding and directing the pupil growth”.

- Educational administration is a broader and more dynamic term, “Shifting the emphasis from the institution to the child”.


- A sound system of educational administration enables "the teachers to enjoy the right to participate in the administration of education".
- There is a growing tendency towards decentralization of educational administration in recent years.
- The impact of political history and philosophical ideology on the educational administration is obvious.
- Educational administration is also profoundly influenced by the social changes and upsurges.
- Educational administration of a nation duly reflects cultural traditions and heritage of the people.
- Educational administration enjoys adequate freedom.

1.3 PURPOSE OF EDUCATIONAL ADMINISTRATION

Naively stated, the main purpose of educational administration is to ensure continuous realization of the goals of education, to facilitate teaching-learning process and to make maximum use of available facilities and materials. Compbell and his co-authors (1958) of Introduction to Educational Administration consider educational administration as "facilitating the development of goals and policies basic to teaching and learning and procuring and managing personnel and material to implement teaching and learning. In depth, the purpose of educational administration includes the Gestalian development of individual, which results from sound education, received from teachers of right caliber at a cost within the means of the State and the society. Since this entire process takes place in educational institutions, both private and governmental, the purpose of educational administration tends to be the control, guidance, assistance and evaluation of the privately run institutions and the management of governmental institutions. For accomplishing these tasks, the purpose of educational administration is to spell out well-conceived policies and programmes, to find resources, material and financial – to execute
these policies and programmes, to recruit the personnel capable of successfully and effectively discharging the obligations expected of them. It simulates and facilitates planning and operation of appropriate programmes for promoting teaching and learning. Besides procuring and managing the personnel and the material, it co-ordinates the efforts of personnel involved in it.

1.4 SCOPE OF EDUCATIONAL ADMINISTRATION

The verb “to administer” means to manage, conduct, direct, control and superintend. Educational administration, therefore connotes the act of directing and managing educational institutions and supervising the executive functions of the personnel involved in the process of education. Instead of being a simple art of managing educational institutions, educational administration is a social science involving business management, personnel management, manpower selection, recruitment and training research and the like. It has several facets like planning, organizing, directing, co-ordinating, supervising, controlling and financing educational activity.

1.5 PRINCIPLES OF EDUCATIONAL ADMINISTRATION

Moehlman (1951) in his book on “School Administration”, has analyzed the functional administration into principles of organization and principles of operation, and the executive activities operational improvement aspects. The principles of organization elaborated by him in his classic are outlined below:

1. The education function is an essential and integral part of the total culture and its purposes in the broadest sense should be in harmony with the developing cultural patterns.

2. Education as a function is a constant in all cultures. However, its specific objectives, extent, method and its institutional organization should be considered as a current and transitory expression.
3. Education in the ever-changing democratic culture must be ideal in outlook and dynamic in practice. Extreme care must constantly be taken to recognize the inevitability of change, to guard against too narrow concept of education activity and to avoid the inculcation of social stratification and cultural inflexibility growing out of individual narrowness and inflexibility.

4. The public school is conceived as classless, impartial, non-partisan, non-sectarian agency through which all children may receive instruction. It is a common meeting place for harmonization of those cultural differences which otherwise create social conflict and group cleavage.

5. The general purpose of education is to prepare the individual to live most usefully and happily in accord with his inborn capacities. In a democratic social organization this general purpose is achieved through process of education that will enable him:
   a) to understand and to live in harmony with his total environment.
   b) to develop a sense of social responsibility in the use of acquired skills.
   c) to understand and desire to participate in the continuing improvement of the culture.
   d) to understand and be capable of harmonizing cultural difference.
   e) to develop understanding of the need for lasting peace based on a stable international society.

6. Education within a democratic culture must provide for equality of individual opportunity in accord with inborn capacity so that no individual will be deprived of education advantages because of race, religion, age, geographic location, physical, social or economic conditions.

7. Education within a democratic culture must be considered as co-extensive with life, beginning in infancy and ending with
senescence. During the periods of infancy and youth, it is concerned with the discovery and facilitation of the inborn capacities of children and during the period of maturity, with development and counseling as well as retraining the adult for individual and social efficiency and enjoyment.

8. The education function is so complex that it is accomplished through a number of institutions, agencies and activities of which the formally organized public school is only one important agency. Co-operation with other education and social agencies is essential to the realization of desirable outcomes and co-ordination of the cultural programme.

9. The importance of education and the maintenance and improvement of the organization and ideals of a democratic culture demand that the public school be protected from interruption by the avoidable effects of economic depressions and by the high emotions and vagaries of partisan political change.

10. The public school conceptually an impartial social agency, operates on a consensus and will always be subject to criticisms by both reactionary and radical opinions.

11. The public school is an extension of the home through specific delegation of power to each state by a public act of the citizens; it represents a partnership between the parent and the state, necessitating the active interest and intelligent participation of parents in the education programme, as well as necessitating the responsibility of education organization to the people.

12. The legally inherent rights of the parent to control, within rational limits, the education of his child gives him also the freedom to provide for that education at his own expense through separate agencies not detrimental to the safety of the state. These agencies may be indistinct and independence from the publicly supported and operated state schools, but the state exercises normal inspectional duties to insure safety of life, quality of instruction,
legal competence of teachers, and the maintenance of a minimum general programme of education.

13. The theory of democratic institutional authority considers the altering of institutional activity to be a function of the people. The education interests of all the people are superior to the interests of any special interest group and of the teaching profession.

14. Democratic social institutions rest on the public confidence which depends ultimately upon the honesty, integrity and effectiveness of institutional functioning. The democratic public school is limited in its effectiveness by the confidence and understanding of the people, especially of the parents of the pupils and cannot exceed the restrictions placed upon it by the popular understanding of its function.

15. Democratic objectives are best achieved through the use of processes which are themselves democratic. Freedom of thought and action both professional, personnel and students within the pattern of adopted social policies is essential to democratic operation. This freedom may be safeguarded from autocratic control by the organization or misuse by the individual, if a means is provided for the rational exercise of individual civil liberties.

16. The character, extent and quality of public education are largely determined by the broader social needs and are dependent upon the general level of economic productivity of the nation.

17. Education is the concern of all the people to safeguard democracy and the wealth of the state and of the nation may be used to educate the children in the several states without reference to where that wealth may be centered or where the child may reside.

The afore-enumerated principles of organization are typical of a democratic type of educational administration. Though they were described in the American context, they equally hold good for other democratic nations also. Hence most of them can be rightly incorporated in the educational administrative organizational principles of our country also.
Moehlman (1951) also enumerated at length in his classic, some of the principles of operation, saying: “Education must function through a definite organization or structure of plant procedures, personnel, material, plant and finance. The level of operation is at all times dependent upon the quality, technical skill and idealism of the personnel who, through their attitude and daily effort, breathe life into the mechanics of structure”.

The following are the outlines of the principles of operation described by him in great detail:-

1. The function of organization must be considered only as a means and not as an end in the achievement of education objectives. The value of all agents, agencies and organization forms and practices should be based on their contributions to the achievement of the objectives of education.

2. Planning, execution, appraising and interpreting the education process are the cyclic aspects of its functional activity and provision must be made to organize, orient and co-ordinate them on local, state and national levels.

3. All executive agents and agencies must be considered as a single unit. Any person who carries out any part of the education plan is functionally as a part of the executive activity. Every portion of the executive activity is relatively of equal importance with other portion. Internal subdivision of the executive activity must be considered as specialization to promote efficiency, in no way affecting the unity of the total activity.

4. Democratic control over public education by the community is a protection against the possible use or misuse of the education function by the state or federal government or by special voluntary interest groups. The maintenance of democratic organization requires administrative decentralization to maintain popular control and thus keep education free from partisan policies.
5. The realization of a democratic purpose is made possible through an organization of methods of operation which is itself democratic and connotes active participation by each agent in accord with its needs, interest and abilities. The level of democratic operation depends upon the competence and conscience of the individuals involved.

6. Freedom of professional personnel to think and to act may be maintained through establishing organized channels whereby the individual has the right to prevent evidence of inefficiency of policies and procedures, to persuade others to entertain new beliefs and ideals contrary to the standard policy and to have such new beliefs put to experimentation in an attempt to prove them superior to the old.

7. The relationship of the federal government to the functioning of education should be confined to equalizing the inequalities of education among the states and among individuals due to economic inability; gathering and publishing information on conditions and needs; conducting co-operative research and furnishing constructive leadership in the development of educational and improvement effort.

8. The State's responsibility to education consists of the maintenance and improvement of education function; the removal of education inequalities due to geographic, economic, social, racial and organizational reasons; the improvement of the local functioning of education through providing legal and financial means to assure an adequate programme of education.

9. The state legal plan for education should provide mandatory statuses which give socially essential minimum education requirements. It should also have legal powers to enable the local education authority to expand institutional effort in accordance with community needs and to conduct desirable experimentation in unexplored areas.
10. The local education authority acts as the agent of the State of the community in putting the plan for education into operation. It also acts as the agent of the people within the community by enlarging and improving the Basic State plan in accordance with the broad powers granted by legislation to meet distinctive community needs.

11. The education responsibility of the State should be exercised through an adequate State education authority that includes not only a representative State Board of Education to determine policy through legislation, but also competent specialist selected on the basis of merit.

1.6 FUNCTIONS OF EDUCATIONAL ADMINISTRATION

Functions of educational administration are largely determined by:

a) The goals and aspirations of the society concerned
b) The policy and programmes of educational system
c) The nature of political philosophy
d) The ecological factors.

The goals and aspirations differ from society to society. In India, for example, the educational goals and aspirations are to make education relevant for the individual's integrated growth and for bringing about a socialistic society, to accelerate the process of modernization, to inspire national solidarity, etc. Educational administration, therefore, has to tailor its functions with a view to promote these goals. Similarly it has to mould itself in accordance with the policy and programmes of educational system, which can be unilateral or multilateral. Different political philosophies also set tasks for administration. Authoritarian philosophy has a tendency towards centralization, where decision-making is centered in the State's leader or his inner circle. On the other hand democratic philosophy believes in decentralization and involves the group in decision-making.
Ecological factors play a great role in determining the functions of educational administration. In a colonial country, the educational administration will be different than in a developing free country or developed free country.

The functions of educational administration, therefore, have ranged from solo function of “Executive Activity” to wide spectrum of functions. According to Moehlman (1951), “Executive Activity” includes “all the processes required to make policies and procedures effective. Any agent or agency involved in actual carrying out of any part of the education plan is functionally a part of the executive activity”. Franklin (1968) too has identified only one function that is the “discovery of the best method of procedure in the performance of any particular educational task and the giving of these discovered best methods over to the teachers for their guidance in securing maximum product”.

As against this solo function some have classified the functions into two, viz;

1. Operational functions, like legislation policy formulation, planning, financing, superintendence, providing ancillary service, control, personnel recruitment, etc.
2. Instructional functions including curriculum construction, organizing professional training, providing teacher and pupils’ welfare service, catering for different branches, levels and types of education, facilitating mass communication media and achievement evaluation.

Moehlman (1951) has assigned three functions to “Executive Activity”, namely LEGISLATION or PLANNING APPRAISAL (of operational efficiency and results) and INTERPRETING needs and aspirations of people.

Sears wants educational administration to include planning, organization, direction, coordination and control. Some other experts have identified five functions, such as managerial, supervisory, exercising authority, establishing human-relations and effecting
innovations. Gulik and Urwick have abbreviated the functions of educational administration into a seven-lettered word. POSDCORB each letter signifying one function, viz. Planning, Organizing, Staffing, Directing, Coordination, Reporting and Budgeting.

An attempt at consensus would give the following functions:

**LEGISLATION** is essential to define the powers and obligations of government. Public also knows precisely its rights and duties.

**POLICY FORMULATION** is done by the executive authority in conformity with legislative sanctions. Policies are evolved in consultation with advisory bodies.

**PLANNING** is a necessity to fix the educational targets and to standardize the procedures helpful in achieving the targets.

**FINANCING** envisages full utilization of the available financial resources, mobilization of fresh resources and elimination of wastes. It has to establish priorities for expenditure on innovative educational projects as well as allot funds to different existing items according to their importance.

**MANAGERIAL** function is concerned with day-to-day working of educational institutions.

**PERSONAL SELECTION**, their professional training, promotion, service condition, vital aspects of educational administration.

**HUMAN RELATION** is the summum bonum of good and successful educational administration. This is an infallible instrument for keeping the morale of the personnel. Through it all conflicts in ideology are resolved and rational decisions are arrived at. Through it talents are identified and creativity is stimulated among the personnel.

**SUPERVISION** of instructional programmes and co-curricular activities helps in maintaining standards and guiding the teachers in improving their techniques of instructions.

Provision of **ANCILLARY SERVICES** like libraries, laboratories, workshops, transport, medical clinics, midday meals, educational
and vocational guidance, supply of free books, uniforms, lodging and boarding to the deserving and scholarships to the merited go a long way in improving the educational process.

**EVALUATION OF ACHIEVEMENT** in a valid, reliable and objective manner is beneficial both to the individual and the society in placing the right person at the right job.

**CONTROL** has two facets – internal control, concerning the day-to-day work of an instruction by the immediate head and the external control is exercised by the authority, which has established the institutions. Both types of control are subject to laid down policies, procedures and norms.

**RESEARCH** supplies his feedback for the growth of educational administration particularly when the theoretical framework of educational administration is in a evolutionary process, which when developed sufficiently will sophisticate and perfect its practical aspect.

**THE PROSPECT**

The acceptance of democratic philosophy and processes, fast developing social awakening about the vital role of education in every man’s life, the declaration of education as one of the Human Rights by U.N.O., increasing recognition of the need of modernization, the emphasis on science and technology education, the necessity of linking of education with man-power needs and the ever-growing conviction of the people that education is the buttress of a democratic government, all these have warranted a changed role of education, which is now universally regarded as the State responsibility.

In this context **Moehlman (1951)** has rightly said that “the State’s responsibility to education consists of the maintenance and improvement of education function, the removal of educational inequalities due to geographic, economic, social, racial and organizational reasons, the provision of educational leadership, the
improvement of local functioning of education through providing legal and functional means to assure adequate programme of education”. All these are the functions of the modern educational administration, which has to be radically different than it was in the old world. The old organizational structure, which is obsolete and worn out with its outmoded procedure and practices has to be replaced by new structure. The old administration was bureaucratic in nature, narrow in range and incompatible with national aspirations. In the words of Indian Education Commission (1964-66), “the present system of education, designed to meet the needs of an imperial administration within the limitations set by feudal and traditional society will need radical changes if it is to meet the purposes of a modernizing society-changes in objectives, in content, in teaching methods, in programmes, in the size and composition of the student body, in the selection and professional preparation of teachers and in organization. In fact what is needed in revolution in education which in turn will set in action the desired social, economic and cultural revolution”. The Commission, therefore, emphasized, “If the administration and supervision of education is to be improved, a number of far-reaching reforms will have to be carried out”. They recommended that “a systematic and imaginative system of supervision and administration can only initiate and accelerate educational reforms. On the other hand, a rigid bureaucratic approach can stifle all experimentation and creativity and make educational reconstruction impossible”. A systematic and imaginative educational administration is good administration, which vouchsafes all round development of all individuals – physical, mental, social, emotional, moral and cultural so that they would become creative and productive adding to the national wealth by their own contributions.
1.7 CHARACTERISTICS OF GOOD EDUCATIONAL ADMINISTRATION

1. Good educational administration most ensure equality of educational opportunity as between district and district, school and school and child and child. Equality of educational opportunity involves both evenness in the distribution of facilities and the maintenance of adequate minimum standards in the day-to-day work of the schools.

2. Encourage progressive educational developments through out the world school system. By progressive development is meant anything from improved types of school buildings or furnishings to better class-room techniques, to improved provision for special groups of children (like the very bright or the handicapped) and to new and fruitful ideas about the whole business and purpose of education. A good administrative system will be hospitable to such developments and provide the means for their rapid assimilation's into daily practice.

3. It must provide wide scope for everyone concerned with his schools to make his full contribution to their welfare. This applies both to teachers and to parents or other interested laymen. A good school cannot be made to pattern. It is something that grows to a distinctive shape as it learns to meet the real educational needs of the particular children in its care, to respond to the demands and opportunities of its local environment and to use to the full the particular abilities and enthusiasms of all the members of the staff. A good administrative system will foster this kind of natural growth and not cramp it. Likewise, the individual teacher should have a real measure of freedom to determine his own aims, do his own thinking and exercise his own initiative. As Kandel (1941) puts it, “Educational Administration is successful, in other words, to the degree that teachers feel that they are actively participating members in the educational process rather
than privates in an educational army, appointed to carry out orders and prescriptions from above**.

The administration system should be such as to stimulate and maintain public interest in education at both the national and the local levels and to give full scope for the public to engage in educational affairs.

4. Educational administration should be efficient and economical. It should avoid waste, unnecessary duplication of effort, unnecessary delays in administrative action and things of that sort. It should be efficient in the most positive sense of being capable of getting things done quickly and well, for example of meeting successfully the tremendous challenge that has been presented to us by the explosion of numbers in educational institutions and by the explosion of aspirations of the individuals living in multiple resurgent society of India.

The ingredients of good educational administration should be well defined goals, collaborative thinking, co-operative performance, dynamic techniques, quest for perfection, achievement-orientation. Everyone involved in educational administration must, out of his knowledge, constantly see clearly: what are the attainable goals and how best and how fast they can be reached. All that he needs to have is natural ability, training, knowledge and experience.

**1.8 INDIAN EDUCATIONAL ADMINISTRATION**

Indian Educational Administration, in the modern sense of the term has its genesis during the British regime. Initially, the British East India Company, which had begun its political domination over the Indian soil, did not consider it as its duty to take up the responsibility of educating the Indian public on its shoulders but later on a positive slant in the attitude of the company was noticed in favour of educational enterprise. Gradually, missionaries and the Indian private educational enterprise came to be encouraged through
grants-in-aid and other schemes. As a result, educational administration had been ushered into existence for supervising the institutions, inspecting instruction and checking the accounting of public funds and so on.

By the time, we got independence, it became a huge machinery carrying out different tasks and shouldering many responsibilities, even though there had been some handicaps and limitations under which it had been functioning. After the attainment of independence, Indian educational administration committed itself to modernizing to meet the growing needs of the fast-developing nation. The old organizational structures of erstwhile regime were considered to be obsolete and worn out with their out-dated procedures and outmoded practices. Bureaucratic machinery was considered to be incompatible with the newly developing democratic nation. Hence over-hauling of the administration was taken up by way of readjustments and modifications so as to effect improvement of the executive function of the administrative machinery in its operational and growth aspects.

The democratic ideas and ideologies became governing factors for undertaking such modifications with a view to facilitating greater popular participation and effecting larger community involvement.

On August 15, 1947 India became an independent country and on 26th January 1950, a Sovereign Democratic republic. After the formation of national government at the Centre and in the States, the responsibility of the government with respect to public education became very great. The foreign regime did not, however, assume complete responsibility for education and educational enterprise was encouraged largely through private organizations only by giving grants-in-aids and by according recognition to them.

The characteristics of educational administration, which we inherited from the out-going rulers, have been described by the expert historians of education in the following manner:-

- It had been bureaucratic in nature.
- It had been developed to satisfy the narrow needs of the foreign regime.
- Its purposes and goals were not in tune with the national interests of Indians.
- The organizational structures were insufficient.
- The State Departments of Education also remained inadequate and
- Administration developed 'inhumane' ways of functioning.

Hence the administrative machinery we inherited at the time of independence is considered to be incompatible with the democratic ideology of the nation which we opted for after the dawning of freedom.

The arousal of national consciousness, the impact of the national education movement, the experiences of the popular ministries in shouldering the educational responsibility before the attainment of independence, the acceptance of democratic philosophy and secularism after attaining freedom, the fast-developing social awakening and consciousness, the declaration of education as one of the Human Rights by the U.N.O., have all led the Government of India to accept the ultimate responsibility for education of the public at large.

Reeder (1955) has presented this changing role in a magnificent way in the following citation:

In brief, education has become to be almost universally regarded as a State function. The assumption of educational control by the State is not fortuitous; State control has come because of the early ever-growing belief of the people that education is the buttress of a democratic government and cannot, therefore be left entirely to the whim of any individual or of any community.

The role of the private organizations has been minimized with the change of the role of the State governments with respect to education. The educational administration has also grown enormously with public education becoming a huge public enterprise.
Moehlman (1951) elucidates the responsibility of the modern states in the matter of education as below:

The State's responsibility to education consists of the maintenance and improvement of education function; the removal of educational inequalities due to geographic, economic, social, racial, and organizational reasons; the provision of educational leadership; the improvement of local functioning of education through providing legal and functional means to assure adequate programme of education.

The Constitution of India has laid some responsibility on the Union Government. Articles 62 to 66 of List I, Union List and Entry 25 of List III, Concurrent List of the Seventh Schedule speak of the responsibilities of the Central Government in education function. (64: Arts. 62 – 66 and Entry 25 of List III). In addition, Articles 239 and 240 of Part VIII of the Constitution and Article 45 of Part IV laid on the shoulders of the Union Government the responsibility for administering the education in the Union Territories and the task of introducing free, compulsory and universal education in the country. In brief, the Union Government is endowed with such functions as promoting the Scientific and Technical Education, chalking out all-India educational policies, removing the educational inequalities in different regions, extending the educational opportunities for all irrespective of caste, creed, community, religion or sex, co-ordinating educational activities of different States, determining educational standards, disseminating educational information and research findings and providing financial assistance to the State governments, educational institutions and individual scholars.

With the exception of the above quoted Articles, the Constitution of India has, however, laid down the responsibility of education on the State government mainly, education including Universities. (Ibid: Art. 11 of Seventh Schedule).

Even after the attainment of independence, the autonomy of the States with respect to education remained intact, “except in
respect of those programmes for which they receive subsidies from the Central Government”.

The States are free and autonomous with respect to all educational matters and to accept Centre's advices voluntarily as and when required. Notwithstanding their autonomy, they allow the Centre to initiate, investigate, co-ordinate all educational matters and extend financial assistance.

Another note-worthy feature in the Indian educational administration in free India is the growing tendency towards decentralization of educational administration. The local communities are being permitted, in tune with the democratic philosophy of the nation, to take active part in the developmental and administrative activities through adequate representation in the Panchayat Raj and Municipal Administration.

The need for improving the existing system of educational administration is keenly felt by many. The Education Commission observes:- “If the administration and supervision of education is to be improved, a number of far-reaching reforms will have to be carried out”.

**It reiterates:**

A systematic and imaginative system of supervision and administration can only initiate and accelerate educational reforms. On the other hand a rigid bureaucratic approach can stifle all experimentation and creativity and make educational reconstruction impossible.

After having a cursory perusal of the state of India educational administration, it will be convenient to study problems in its endeavours for educational reconstruction which is being carried out in pursuit of social resurgence and national resurrection.
1.9 DEVELOPMENTAL HISTORY OF EDUCATIONAL ADMINISTRATION IN INDIA

Educational history of the nation and that of educational administration generally run parallel to one another. Also the political changes, cultural background and sociological trends equally influence the development of educational administration anywhere at any time.

- There was no educational administrative organization in the ancient period.
- Institutional organization had developed during Buddhism.
- Interference in educational affairs was rampant during the medieval period.
- Indigenous system of education without constraint of control existed in the country before the British rule.

The evolution of educational administration during the British period and post-independence period may be briefly enumerated by enlisting the prominent events as given here under:

- 1813: the Charter Activity of 1813 made the British East India Company responsible for the education of the Indian people.
- 1823: in Bengal, a General Committee of Public Instruction was established.
- 1842: “The General Committee of Public Instruction was replaces in 1842 by a Council of Education”.
- 1854: Wood’s Educational Dispatch, a landmark in the History of Educational Administration in India, had recommended for the creation of Departments of Public Instruction in all the provinces.
- 1901: A Director-General of Education of India was appointed by Lord Curzon.
1910: Creation of a new Department of Education as per the proposals of Morley and Minto.
1915: Post of Director-General of Education was research-designated as the Educational Commissioner.
1924: Stoppage of Recruitment to I.E.S. took place with the beginning of Indianisation of Superior Services.
1935: Introduction of Provisional Autonomy; Revival of the Central Advisory Board of Education.
1937: Revival of Bureau of Education.
1938: Constitution of the National Planning Committee under the Chairmanship of Shri Jawaharlal Nehru and subcommittees for General Education under the Chairmanship of Dr. S. Radha Krishnan and for Technical Education and Development of Research under the Chairmanship of Dr. M.N. Saha, took place.
1955: Reconstructing of Central Advisory Board of Education took place; the University Grants Committee was established.
1955: All India Council for Secondary Education was founded.
1956: The University Grants Commission was created.
1957: All India Council for Elementary Education was established.
1958: the Directorate of Extension Services Programmes for Secondary Education was formed and bifurcation of Union Education Ministry into the Ministry of Education (General) and the Ministry of Scientific Research and Cultural Affairs had taken place.
1961: the National Council of Educational Research and Training was created.
- 1963: Composite Ministry of Education at the centre was formed.
- 1966: Further Reorganization of Union Education Ministry took place.

These had been the notable changes and features of educational administration in our country before and after attainment of freedom in brief.

**Educational Administration in Free India**

It is quite interesting to note that educational administration has great progress after the advent of independence in the country. The Constitution has laid responsibilities on the Centre as well as on the State Governments so that the partnership of both in the matter of educational administration is carried out in a democratic climate fostering educational reconstruction and educational development through planned and phased programmes. The educational partnership of the Centre and the States involved broadly the following: the States are free and autonomous with respect to all educational matters except for the subsidized programmes, where the States would voluntarily accept the Centre’s suggestions; and the role of Government of India is involved in educating planning and its implementation, evolving all-India educational policies, encouraging educational and technical research and training, co-ordinating States’ educational efforts, removing regional disparities, cooperating with international bodies, establishing and administering Centrally-sponsored educational institutions and Central Universities and other national institutions, etc.

After the attainment of independence, the Department of Education at the Centre became a separate Ministry of Education headed by a Cabinet Minister and the State Ministries of Education also came into effective working order. In 1958, the Union Education Ministry was bifurcated into the General Education Ministry and the
Ministry of Scientific Research and Cultural Affairs. Again in 1963, a Composite Union Ministry of Education has been formed.

In November 1963, the two Ministries of Scientific Research and Cultural Affairs and Education were merged to form a combined Ministry of Education.

1.10 PROBLEMS OF EDUCATIONAL ADMINISTRATION

The task of educational reconstruction has been taken up by the Union Government after the attainment of independence along with the larger programmes of social and national reconstruction. In fact, educational reconstruction forms the core of national reconstruction activities, as there can be no obvious progress of any kind without well directed educational development. In this regard, Saiyidain (1957) feels: “And the conviction comes home to me that educational reform is, so to speak, more than educational reform – it is social reform and reconstruction in the wildest sense of the world”.

Educational reconstruction is preceded by the introduction of many reforms in the field of education as well as that of educational administration. The Educational Commission (1964-66) went further, to argue for an educational revolution itself and observed:

Judged from this point of view, it becomes evident that the present system of education, designed to meet the needs of an imperial administration within the limitations set by a feudal and traditional society, will need radical changes if it is to meet the purposes of a modernizing society – changes in objectives, in content, in teaching methods, in programmes, in the size and composition of the student body, in the selection and professional preparation of teachers and in organization. In fact, what is needed is a revolution in education which in turn will set in action the desired social, economic and cultural revolution.

Educational reconstruction will be feasible only through such an educational revolution, which can be brought about when the
administrative machineries of education are modified to suit to the present democratic set up. Hence the Commission emphasizes: - “If the administration and supervision of education is to be improved, a number of far-reaching reforms will have to be carried out”.

Problems of educational reconstruction can be classified in different ways. Miller (1958) in his “Problems of Developing Countries” says: - “The simplest classification is into problems of strategy, logistics and tactics”.

Yet the problems of educational reconstruction can be classified in another way as relating to

1. Academic
2. Administrative
3. Economic aspects of education as presented in Table I.

Naturally the problems of educational administration belong to the second category. Educational administration is concerned with the problems of administration and attempts to solve some of the major academic problems also resolutely and thus aids the progress of educational reconstruction and furtherance of educational revolution.

In the study of “Urgent Problems of Educational Administration in Developing Countries in Asia” prepared for the Regional Conference of Asian Administrators held at Bangkok, Shri Veda Prakash of Asian Institute of Educational Planning and Administration, New Delhi, is quoted to have listed the following:

1) Political interference, involving corruption, nepotism and so on
2) Inefficiency and lack of co-ordination
3) Red-tape and worn-out procedures
4) Devolution of authority (problems of decentralization, not only in federal sites)
5) Set-up at the top (the professional administrator versus the educational expert)
6) Organization of educational services (lack of contact between
the ‘cushioned’ administrators and the administrated;
relationships between the public and private system)
7) University autonomy
8) Administrative indifference to research
9) Ineffective application of foreign aid.

Problems of educational administration will be on the rise, as
we progress, due to growing complexities of modern life and the
varied complications of the educational system at present. When our
nation is in the making and its future is in the process of shaping,
new problems will be cropping up as the solutions for the old ones
are found out. Such a thing is inherent in the dynamic nature of
man. Radhakrishnan Commission (1949) rightly observes:
“Educational systems are built for a time and not for all time. There
are no changeless ways of educating human nature".
Problems of Educational Reconstruction

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<th>S. No.</th>
<th>Type</th>
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<tr>
<td>1</td>
<td>Academic Problems</td>
<td>Reorientation of Aims and Objectives of Education</td>
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<td>Reconstruction of Curriculum</td>
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<td>Nationalism of Text-Book Publication</td>
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<td>Examination Reforms</td>
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<td>Maintenance of Educational Standards</td>
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<td>Research and Experimentation</td>
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<td>2</td>
<td>Administrative Problems</td>
<td>Organization and Control</td>
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<td>Expansion and Maintenance</td>
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<td>Erasion of Regional Disparities, etc.</td>
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<td>3</td>
<td>Economic Problems</td>
<td>Determination of Plan Out-lays</td>
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<td>Allocation among Direct and Indirect Subjects</td>
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<td>Educational Expenditure, etc.</td>
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Problems of administration of education in developing countries are numerous and no country can claim itself to have solved all of its educational administrative problems. Miller (1958) observes in this regard:
In a very real sense, administrative problems, whether in education or other fields, are the same everywhere......Any educationist who claims that this country has settled all problems in educational organization and that everything is lovely in the administrative garden deceives nobody but himself.

Acceptance of democracy as a way of life has influenced our educational administration and has created some problems of administration of education in our country. Shrimali, Former Union Education Minister, says:

Democratization of education has brought many new problems before us and we have to gear the administration to meet the situation. The educational administration which was set up before independence will have to undergo considerable changes, if it aims at improving the quality of education, while meeting the needs of growing numbers as well.

Some of the prevalent administrative problems may be briefly described as follows:

(1) Bureaucratic Tendency:

Educational administration that we have inherited from the erstwhile British regime has been bureaucratic in nature. The bureaucratization of executive authority in educational administration is reflected in the peculiar positions and relationships of administrative and teaching personnel.

Saiyidain (1957) comments:
‘Administration’ in India has developed certain habits of mind and stereotypes of action which have slowed down the speed and efficiency of all departments of national life. This would be understandable anywhere but is specially so in the field of education which does not lend itself to the bureaucratic approach.

Lulla (1965) in his Comparative Study of Educational Administration in the United States and India, observers: -
“Unfortunately, the educational institutions of India are also operating within the steel frame of bureaucratic administration”.

(2) Organizational Inertia:
Organizational inertia is usually caused by “lack of sound theoretical and philosophical understanding of organization” which acts as a deterrent to change. Lack of specialized professional education, want of better informed attitudes, critical outlook and correct values are also responsible for the organizational inertia that is seen in the field of educational administration.

(3) Supervisory Incompetence:
The supervisory activity has largely become a curative devise and has lost its leadership and co-ordinating values whereby its purpose has been lost sight of. This incongruence appears to be the result of not providing suitable professional training for the educational inspectors and supervisors to enable them to acquire necessary skills for carrying out the inspectoral and supervisory functions in an adequate manner. They have not been specially trained in different roles as true democratic leaders, co-ordinators, ‘philosophers and guides’ of the teachers.

(4) Distorted Notions:
Distorted notions about administrative positions are prevalent because of the prestige and power associated with certain executive positions. An undesirable gap has been developed between administration and teaching which is working against the professional solidarity and progress. These distorted notions are leading to the development of personal cleavages between the teachers and the administrators because of the common belief that “the administrative officers are the superior government agents while the teachers are merely hired agents”. This is partly because the
organization is used to overcome the incompetence of the teachers and partly due to “the application of the industrial manager-labour concept to educational organization”. Such cleavages are also developed because the personnel in-charge of administration consider themselves as a ‘privileged class’ and do not realize that they too are public agents working under the guidance of the Education Department as does the teaching population.

(5) Economic Hardships:

Economic Hardships also handicap the efficient functioning of educational administration. Financial stringency hinders educational facilitation. Unlike industry, it is not possible to close the school pants for improvement or readjustments. Such changes should be effected when the institutions are functioning.

Another difficulty pertains to considering educational investment as unproductive. But the investment made on human sources will only yield results after some decades which will be a hundred-fold. Hence such a realization should dawn in the brains of heads who are at the helm of affairs deciding educational planning, policies and outlays.

(6) Out-moded Organizational Structures:

Another handicap from which educational administration has been inconvenienced is the nature of out-dated and out-moded organizational pattern. The frame-work of most of the State administrative structures is worn-out which should be remodeled and restructured in such a way as to affect greater economy of time and money, administrative facilitation, supervisory efficiency and inspectorial efficacy which will result in instructional effectiveness and better educational standards.
(7) Community Lethargy:

Educational improvement is directly proportional to the degree of involvement of the community. Social lag hampers educational progress of the nation. Today, as the education has become a mass phenomenon, the changing tendency is to involve community more and more in the educational development programmes and administration through decentralization of educational administration. The lethargic nature of the community and the escapist tendency of the community leaders to contribute their mite and energies for the educational elevation of the nation are also responsible for the low and slow progress of educational development.

(8) Undue Political Interference:

Are the policies of education to be decided by the politicians or the educational experts', is also a problem of the day. There is growing realization now-a-days to have the educational policies decided by the educational administrators and educationists themselves. Through the Advisory Boards of Education and Consultative Committees, many a educationist is allowed to have his say in the matter of educational policies and developmental programmes. Through their professional organizations even the teachers are being associated with the educational affairs of the State.

But, by and large, educational policies are determined by the politicians themselves and there is also a lot of political interference in the day-to-day administrative affairs of education which is not conducive to better administration. As political changes are also not infrequent, it is essential to leave the educational domain to the role of educationists to have consistent and continuous educational policies and programmes unaffected by the political vicissitudes.
(9) **Lack of Coordination:**

Lack of coordination is another prevalent administrative inconvenience. Different educational authorities are incharges of administering education in India, such as, the Union Government, the State Governments, the Local Administration, the Universities and the Private Management’s. There is need for greater coordination at different levels and stages of education administered by the different agencies of education – formal and informal. To have effective coordination, coordinating machineries are to be developed at different levels to overcome the inadequacies occurring for want of such organizations.

(10) **Indifference to Research:**

As pointed out by Ved Prakash, the indifference of educational administrators to research efforts is a handicap in the present administration. Experimentation and research are the effective tools of any progressive organization which pave way for the furtherance of the purpose in the direction of the cause.

Research-mindedness is to be inculcated in educational administrators and they should be well acquainted with the research methodology, which should form an indispensable aspect of their professional education.

Educational administration should not only encourage different types of research by its personnel by instituting incentive-motivation but also should help itself to utilize the research findings by organizing dissemination of research results and publishing standard research journals and research works.

Other difficulties, such as, red-tapism, nepotism, corruption and the like are also equally pressing for consideration.

1.11 **NEW CONCEPTS IN EDUCATIONAL ADMINISTRATION**

The conceptualization of educational administration has undergone note-worthy changes as a consequence of great heights
attained by knowledge in the nuclear age of ours. For a student of educational administration, an acquaintance with such conceptual changes is an imperative need to enable him think of the latest trends. These changes are extremely important and fundamental for one who strives to seek professional growth as they are radically influencing the theory and practice of educational administration. Modern educational administrators need to be reoriented with regard to these new conceptions so that they may rightly absorb new ideas and carry out their functions in an appropriate manner. Nelson (1946) maintains:

In the discussion of new emphasis or new reorientation of educational administration new terms should be used. They include educational administration and social leadership, leadership in educational administration, educational planning and democracy in educational administration.

Some of the important conceptualizations are summarily described below:

(a) Educational Administration as a Social Statesmanship

A distinct change in the conceptualization of the role of educational administrators is noticeable in recent years. In the modern era educational administrators are conceived as the social statesman as they are responsible for social development of the nation and are instrumental in bringing about social revolution. The social significance of educational administration has become so great that the educational administrators can well be designated as social statesmen. We can better call them as social engineers, for the simple reason that the edifice of society is designed and shaped by them.

In due course of time the technology of education may be termed as 'Educationeering' and educators as 'Educationeers' on par with engineering and engineers, though the work of these social engineers is not perceptible immediately. The structures erected by
these educationeers are to be construed rather than perceived unlike the physical structures of engineering.

Men like M.C. Chagla, the former Union Education Minister, felt the need for developing long term policies in the field of education in a perspective that the prospective educational administrators may be able to implement them in an organized and planned manner. This was felt as an essentially because education, unlike other fields requires a broad perspective plan for gradual implementation of the policies and for effecting the planned programmes in a phased manner and for continuing the policies without radical deviations irrespective of ministerial changes.

Political statesmen should concede this fact and give the status of social statesmanship to the educational administrators so that they may be more conscious of their responsibilities and cautious in implementing the desired plans and policies.

(b) Democracy in Educational Administration

It was Prof. John Dewey who made the greatest contribution to education in the form of Democratic Philosophy of Educational specially after the turn of present century. After becoming an independent nation, India has also wedded itself to the ideology of democracy as a political dogma and as a way of life as well. With the advent of democratic concept into the national life, all walks of life are gradually being democratized. Sharing, equalization of educational and occupational opportunities, secularism, mutual tolerance, the policy of give-and-take, respect for the individual, scope for free play of intelligence, popular participation in administration through decentralization of executive activity, etc. are some of the concepts of modern democracy.

This democratic ideology has profound influence on education too. The concepts of democratic education and ideals of pragmatism have directly influenced the educational administrative structures in as much as the concepts of democratization of educational
administration and those of community involvement in educational planning and its implementation are getting currency. We find the exemplification of this point of view in the statement made by S.K. Dey, the former Union Minister for Community Development, as below:

Democracy means rule by the people. The people express their hopes and fears through different organizations. Democracy to be real must provide adequate forum for the expression and synthesis of views and thoughts – both horizontal and vertical. The system should be so developed as to enable clear identification of people with what they really stand for. This demanded decentralization of government.

Moehlman (1951) clarifies the democratic operation by maintaining that democratic objectives are best achieved through the use of processes which are themselves democratic. Freedom of thought and action for both professional, personnel and students within the pattern of adopted policies is essential to democratic operation.

Dynamism in democracy involves development of self-governing and self-repairing society. Democracy strikes at a dynamic and organic harmony between the organizational extremities of anarchic and communistic ways of societal living.

Consequent on democratization of education, rapid changes in the field of educational administration have also begun taking place. Such concepts as democratic decentralization of educational administration, decentralization of educational-administrative executive activity to the subordinate officers to a large extent, democratic leadership in educational administration, etc., are spreading their roots into the organizational structures affecting the administrative organization very much. Democratic attitudes and tendencies are slowly replacing the bureaucratic notions, the legacies of former British imperial administrators.
Nelson (1946) speaks of the concept of democracy in educational administration as below:

The concept of democracy in educational administration is now generally accepted. A detailed consideration of administrative organization and procedure would show that the question of democratic procedure touches upon many aspects of life of the schools. It affects the role of the administrator and the methods by which he comes on his work.

Democratization of educational administration is obvious in many such procedures as establishing joint staff councils, conducting monthly meetings of staff councils by the heads of institutions, associating professional organizations with administration and planning etc.

(c) New Leadership Roles in Educational Administration:

Leadership roles in educational administration have considerably changed in recent years as a result of the impact of democratic ideas, ideals and ideologies. The modern educational administrators should be reoriented as to these new conceptualizations evolving in the field. Educational leaders should consider themselves as the new democratic leaders of the community – whether the leadership pertains to the class-room, the institutions or the department.

The science of social psychology has contributed much to the leadership roles and leadership education. The psycho-dynamics of group behaviour is of utmost importance to the educational administrators. The experimental investigations carried out on leadership roles have proved that democratic leadership has obvious advantages over those of authoritarian and 'laissez-faire' types in establishing better social climate as well as in achieving greater productivity. Hence it can be concluded that democratic leadership roles in the field of educational administration also would pave way
for better administrative climate and administrative facilitation and administrative functioning.

Shrimali, former Union Education Minister speaks of the role of the modern educational administrators in the following words:

The educational administrator has an important role to play. He must have a clear vision of the society which he wishes to build up so that he can mobilize the educational force in the service of the society. Education can become a powerful instrument for building up the society and it is the duty of the administration to use the instrument skillfully. The task of the educational administrator does not end with carrying on routine procedures such as inspection, selection of text-books, revision of curriculum, etc. He has also to play a creative role. He has to deal with persons and not things. It is one of important tasks of a good administrator to develop the creative potentialities of the persons with whom he comes into contact.

The modern educational administrator has to play varied roles as a theorist as well as a practitioner of educational administration.

As a theorist, he, should play the roles as:

(i) Educational philosopher
(ii) Educational psychologist
(iii) Social psychologist
(iv) Educational sociologist, etc.

As a practitioner, he has to play similar roles as:

(i) An executive head
(ii) A democratic leader
(iii) A subordinate officer
(iv) An institutional supervisor
(v) An instructional inspector
(vi) An educational guide
(vii) A public relations officer
(viii) A liaison official
(ix) An educational planner
(x) An implementer of the policies
(xi) A co-ordinator
(xii) An evaluator
(xiii) A member of his professional organization
(xiv) A researcher.
Besides the above professional roles, he has to play the roles as:
(i) A parent
(ii) A citizen
(iii) A predominant member of the society.

(d) Philosphic-Mindedness in Educational Administration

Another new concept that has found its place in the field of educational administration is the philosophic mindedness in educational administration.

Smith (1956) speaks of educational administrative philosophic mindedness as consisting of three dimensions – comprehensiveness, penetration and flexibility. He says:

These characteristics taken together, we shall call philosophic-mindedness.

A philosophic-minded individual seems to exhibit characteristics which may be grouped along three interrelated dimensions, namely comprehensiveness, penetration and flexibility.
### Roles of Modern Educational Administrators

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<tr>
<td>I</td>
<td>Educational Theorist</td>
<td>1. Educational Philosopher</td>
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<td>2. Social Philosopher</td>
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<td>3. Academician</td>
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<td>4. Educational Psychologist</td>
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<td>5. Educational Sociologist</td>
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<td>6. Educational Expert</td>
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<td>II</td>
<td>Educational Practitioner</td>
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<td>1. Educational Planner</td>
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<td>3. Liaison Official</td>
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<td>4. Social Statesman</td>
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<td>5. Member of the Professional Organisation</td>
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<td>III</td>
<td>Citizenship Roles</td>
<td>1. Citizen</td>
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<td>2. Parent</td>
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<td>3. Member of Society</td>
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<td>4. Member of Recreational Clubs etc.</td>
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He further describes the nature of philosophic-mindedness in the following terms:

It was argued that there is a kind of intellectual disposition – a kind of philosophic mindedness, possessed in varying degrees by individuals and that it is through this philosophic mindedness that philosophy makes its most direct contribution to good school administration.

He suggests that philosophy should become an integral part of preparation of educational administrators. Philosophic-minded individuals will have improved value judgments and make administrative decisions most concretely and creatively.

It is essential that the Indian educational administrators too are helped to develop such philosophic-mindedness, a mental disposition, which will enable them to have improved comprehensiveness, ability to penetrate deep into the administrative affairs and flexibility in adapting to the administrative situations with a good sense of humour and a broad tolerance for other's ideas and points of view. Better value judgments and creative decision-making should be inculcated in the educational administrators through philosophic mindedness.

(e) Educational Administration as a Behavioral Science

Educational administration is progressing from the simple art of managing educational institutions to be a huge social science involving business management, personnel management, manpower selection, recruitment and training, research personnel administration and the like. Any subject that deals with the human power is naturally influenced by the psychological laws that is to say that the laws of behavioural sciences are applied. Psychological laws of group dynamics, group decisions, group behaviour and group productivity have bearing upon the field of educational administration. Due to the influence of psychological innovations
and their subsequent application, the educational administrative field is tending to become a behavioural science gradually. Lulla (1965) points out:

Administration is a group phenomenon and hence its chief purpose is to achieve some group goals. In other words, it is a service activity established for society to manage aspects of its life. Educational administration has a special social responsibility to fulfill since education is a significant public affair.

Consideration of human factor involved in the field of educational administration also tends to make it the behavioural science.

Behavioural problems and patterns of educational administration would require scientific research on the lines of studies of behavioural sciences only. Description, predication and control are the fundamental aims of procedures of any behavioural science. Hence in educational administration too these can be observed. Experiments on the lines of controlled and experimental variables in the field of educational administration are being carried out. However, due to some inherent weaknesses in the field, educational administration may not tend to be as exact as the exact sciences are.

Hence it can be clearly visualized that educational administration, due to impact of behavioural sciences is tending to transform itself as a behavioural science.

(f) Purposes and Goals of Educational Administration

The areas of operation of the executive activity in the field are vastly expanding with the expansion of its goals and purposes. Planning, financing, organizing, expansion, statistics, staffing, public relations, child accounting, personnel management, supervision, inspection, selection, recruitment and training, evaluation and research etc., are the functions of educational administration. The
The supreme function of educational administration is to afford good instruction through the varied educational institutions of all types of managements. The goals of modern educational administration are the same as those of the modern education and even more.

The new thinking centres around productivity in educational administrative field. Educational administration should not be considered as an unproductive agency. The productivity of educational institutions can be measured in terms of the number of pupils that come out of the institutions successfully, the research work carried out by their teaching staff, the literature that is produced by the institutions and so on.

Hence the goals and purposes of educational administration should become the governing factors of the administrative process of education while they themselves are determined by the political ideology of the nation as well as by the latest innovations in the psychological and sociological fields. The needs of the nation, the requirements of the people, the nature of the society we want to shape in the years to come etc., are determinants of the goals and purposes of educational administration.

Modern educational administration strives to see that the institutions under its control aid for the all round development of all individuals – physically, mentally, socially, emotionally, morally and culturally so that they would become creative and productive adding to the national wealth by their own contributions. They are to be educated to become befitting and benefiting members of the society where they live well and love the society as well. Modern educational administration thus, becomes a powerful means to achieve national goals and objectives by using efficient educational institutions as effective instruments.

1.12 MODERN PHILOSOPHIES OF EDUCATIONAL ADMINISTRATION

As seen above, the philosophic approaches spread into various branches of knowledge as well as into different spheres of life. Impact
of philosophies on education, politics, economics, sociology, etc., is 
quite obvious. Political philosophies and ideologies affect life also. 
They will in due course become ways of lives besides influencing 
political structures, public administration, educational organization, 
economic policies and procedures, social organization, community 
growth and development and national governments.

Political philosophic doctrinaires are seen influencing the 
structures of the national governments as in the case of Fascism, 
Nazism, Socialism, Communism or Democracy. Depending on the 
political ideology, the administration will be either authoritarian, 
bureaucratic or democratic. Similarly, the social organization will be 
rigid or flexible with open class system. The economic system will be 
controlled by the monarchs, feudal lords, capitalists, the state 
government or the proletarian regime.

The influence of political doctrinaires on the system of 
education and educational administration is also quite obvious.

In the matter of educational administration, the modern 
philosophies can be identified as shown in Figure.

Modern Philosophies of Educational Administration

- **Totalitarianism**
  - Fascism
  - Communism

- **Democracy**
  - Popular
  - Guided

**Figure**: Modern Philosophies of Educational Administration

**Totalitarian Philosophy of Educational Administration**

Consistent with the political doctrinaire and educational-
philosophical approaches are the philosophies of educational 
administration and educational administrative structures. Before the 
administration structures of education in the grip of totalitarianism
are studied it is essential to review the approach of totalitarianism to education.

Totalitarianism is based on the monistic theory that the State is the all inclusive Social Category and that Society and State are not quite different. Totalitarianism has been chiefly espoused by autocracies or oligarchies like fascism or communism. It is based on the organic theory of society that the social body must be approached as a whole or totality. It regards society and the State as co-terminus and citizenship, as exhausting or absorbing the status of the individual.

Ross writes in his context:

The State is conceived of an idealized metaphysical entity over and above the individual citizen, superior to him in every way, transcending all his desires and aspirations. It is the embodiment of all reasons and justice. It has a mission and destiny to fulfill and it is conscious of that destiny and mission.

Regarding education in totalitarianism, Ross makes the following observation:

It sees education as the most powerful means of achieving this end and therefore enforces a rigid system of education with no loose ends. It is supreme to dictate what shall be taught and how it shall be taught. In curriculum and methods, the watch words are always discipline, organization, a willing acceptance of authority, a damping down of individuality.

Totalitarianism can be considered to be belonging to two classes:

1) Fascism
2) Communism

Both are authoritarian in outlook and procedures. Both believe in some kind of dictatorship, the dictator and his henchmen or the proletarian dictatorship. Both curb the individual freedom to a great extent and individual is not respected as a separate entity. Both
conceive the aim of education as evoking of the will of the State in the individual will. Both carry out indoctrination of their ideologies. Both contain academic freedom. Educational opportunities are also limited in both, in the former they are limited to the few elite and in the latter, opportunities are provided to the active party workers and to their sympathizers to large extent. Both believe in the centralization of administration and State monopoly of education.

There are however, wide differences between the two philosophies. Fascism believes in the education of the few leaders whereas communism professes education for all. In fascism the rule of the few is maintained whereas in communism the majority of the mass: the proletariat or the secretariat of the communistic party, representatives of the proletariat rule the country. Fascism believes in superiority of a ruling class whereas communism professes its firm determination for the creation of a class-less society. Fascism keeps majority of masses illiterates whereas communism promises education for all. In fascism exploitation of one by another is not rooted out whereas communism stands for the abolition of exploitation of man by man and forbids any racial, national or religious discrimination. But the principle of tolerance is not extended to non-communistic opinions and activities.

In accordance with the philosophy of education, the administration of education is much centralized. The policies are all determined by the centralized administration and implemented by the State.

**Democratic Philosophy of Educational Administration**

The concept of democracy is as old as the Greek times. Demos means people and Kratos, power; democracy means the power of the people. According to John Dewey, “Democracy is more than a form of a government. It is primarily a mode of associated living, of conjoint communicated experience".

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Hence modern democracy is no longer a political dogma, but a way of living; a philosophy of life – a quality of associated living, based on active respect for the personality of the individual which go a long way to make up the desired society and desirable societal living. Democracy offers greater scope than any other known system for the development of the individuality and the varied talents which nature has given to individuals and groups. Men and society thrive best in an atmosphere of freedom and unhindered self-expression.

Democratic philosophy of education is epitomized in four things:–

(i) Respect for the dignity of man
(ii) Equilaterianism
(iii) Freedom
(iv) Sharing

A democratic education will be dedicated to the training of a generation of men and women who will be tolerant and broadminded in their outlook, who will strive for the cause of social justice and not content till it has been achieved – so far as humanly possible, who will have their intelligence so disciplined that they will be able to understand the complex fabric of modern life, to see what they should play in it and who will have the will power to do so with courage and persistence.

The democratic philosophy of educational administration strikes at a harmonious balance between the extremities of centralized and decentralized types of educational administration. There are three types of educational authorities in democratic nations. They are:

1. **The Public:** The Federal Government and the State Governments
2. **The Quasi-Public:** The Local Bodies and the Universities
3. **The Private:** Institutions organized by
   (a) Educational Trusts
   (b) Philanthropists
Democratic Educational-Administrative Philosophy has the following principles of administration:

1) Democratic decentralization of educational administration is the most important principle. Under this, the Federal government gives aid, advice, direction and guidance, in addition to co-ordination.

2) States have relative freedom in developing the school systems, curricula, inspection and other supervisory functions.

3) Local communities are associated with the administration of education through local organizations.

4) Free, compulsory and universal education is guaranteed for all irrespective of class, caste, religion, race and sex.

5) Private enterprise is allowed to have its due role in establishing and running its educational institutions.

6) Religious bodies are also allowed to run educational institutions. However, the parties are free to send their children to the type of school they want and Public money is not spent on such schools.

1.13 EMERGENCE OF THE PROBLEM

As the leader in his school, the principal is responsible for providing the leadership that results in establishing common goals for the entire staff. The research showed that students, teachers and parents observe heads in relatively different situations. Because of these difference in the conditions under which they make their observations, they emphasis different aspects of the head’s job in deserving what they consider to be effective and ineffective behaviour on his part.

There is distinction between the behaviour of an administrator and administrative behaviour (Lipham, 1960). By the behaviour of an administrator, we refer to anything and everything that a person holds an administrative post may do both on and off the job
behaviour. Administrative behaviour, as it is taken in the present study is considered as the ‘on-the-job’ behaviour of a school head. As a leader of the school, it is the behaviour of the head that improves or affects the quality of work that goes on in the school. The only clear difference between the two schools one school consistently out performed the other in achievement may be the administrative behaviour of two heads. In the high-achieving school, reading developed to deal with it, there must be a clear plan to provide leadership and support to the classroom teachers in improving reading instruction and the climate in that school must be supportive of learning. The low-achieving school although similar to its high-achieving counterpart in many ways, may present quite a different picture. Teachers may be pessimistic about improving reading achievement and may be confused as to the priorities in the school.

Although there has been some research on the determinants of leadership traits, dimensions of leader behaviour, leadership styles and leader follower selections in the filed of psychology and management, yet there has been very little and meager work on the study of psycho-social influence on the leaders' behaviour. In other words practically one finds literature on administrative behaviour very much incomplete. Inspired by this consideration, the researcher has chosen this field.

Therefore, there is a need to study some of the socio-psychological variables, which affect the administrative behaviour of principals. With this idea, a few social psychological variables like job stress, job satisfaction and attitude towards administration were chosen in addition to other few situational variables, such as qualification, experience, sex-difference, field of specialization and type of management. These were the variables which were found appropriate for the present study to examine their effect on the
administrative behaviour of the educational administrators (i.e. principals) of high/senior secondary schools of Punjab State.

1.14 STATEMENT OF THE PROBLEM

"Job Stress, Job Satisfaction and Attitude towards Administration as correlates of Administrative Behaviour of Educational Administrators”.

1.15 OBJECTIVES OF THE STUDY

1. To construct and standardize Job Satisfaction Scale.
2. To construct Administrative Behaviour Scale.
3. To find the relationship between independent variables of job stress, job satisfaction, attitude towards administration and dependent variable of administrative behaviour of principals of high/ Sr. Secondary stage. Schools.
4. To find the effect of educational and professional education, teaching and administrative experiences, sex-differences, type of management, way of recruitment on the dependent variable of administrative behaviour of principals.

1.16 MEANING OF THE KEY TERMS

1. Educational Administrators: A person holding the job of principal in High/Sr. Sec. School is considered as educational administrator.

2. Job-stress: As per the author of Occupational Index Stress (Srivastava and Singh, 1984), stress may be defined as the anticipation ability to perceive demand accompanied by anticipation of negative consequences for inadequate responses.

3. Job-satisfaction: It is the extent to match between worker’s expectation (also inspiration) and the rewards the job provides and the value it creates and gets cherished. In the present
study, job-satisfaction means principal's expectation and the reward his/her job provides and the values it creates.

4. **Attitude towards Profession: Thurstone and Chave (1959)** defines attitudes as 'the positive or negative affect with psychological object'. In the present study, attitude of principals towards administration is operationally defined to mean their feelings of liking or disliking towards the administration.

5. **Administrative Behaviour:** Administrative behaviour is operationally defined as the behaviour of officially designated leader, i.e. the behaviour of the heads of high/ sr. sec. Schools.

### 1.17 NEED AND IMPORTANCE OF THE STUDY

In education, there has been a concern with the administrator of the school as a decision-maker, primarily because of his location in the hierarchy of authority and responsibility within the organization. It seemed appropriate and proper that efforts to be made to study the administrative behaviour and hopefully, improve the ability of this individual in this capacity. Since many of the decisions made by the head produce impact on a large number of other people within the organization, the emphasis on the administrator seems logical.

It is noticed that educational leadership is unable to cope with the problem of rapid expansion of schools, students etc. and therefore a radical transformation of this system is urgently called for and proper training for administrators is urgently needed. But before organizing training programmes for the administrators to develop the required competence, research is needed to understand the behaviour of the administrators fully and identify the factors that affect his behaviour.

The present study is undertaken because of its urgency. As such, there are limited numbers of researches done in the area of educational administration. Those studies also concentrated on
inspection and supervision, problems of educational administration, leadership in educational administration etc. But very few of the studies have focused especially on the administrative behaviour. Therefore, attempt was being made to fill the gap of research.

1.18 ORGANIZATION OF THE RESEARCH REPORT

Having presented the importance and need for studying the present study along with objectives in the Introductory Chapter I, Theoretical view-points about predictors were given in Chapter II. Chapter III dealt with the Review of Related Studies and Hypotheses whereas in Chapter IV detailed account of Method and Procedure employed in the present study were presented. Chapter V presented the details of Analysis of Data Interpretation and Discussion of Results and the Chapter VI dealt with the Summary, Conclusions and Suggestions for Further Research.

The Bibliography and Appendices have been given at the end of the Research Report.