CHAPTER XI

SOME CONCLUDING OBSERVATIONS

Several studies conducted in the West show that the qualities of leadership cannot be considered in isolation from the situation or the problem. The broad finding of these studies is that there are no general leadership traits which are applicable in all situations. In a specific situation there are, of course, traits which set the leader apart from the followers. These will vary from situation to situation. It has been further found that there are greater demands on leaders of large groups as compared to those in small groups. Leadership in a small group has a more personal touch; the leadership in a large group is more impersonal and there is an added emphasis on enforcement of rules and regulations impartially and firmly. The recent emphasis is on the concept of leadership behavior rather than on the determination of leadership either by the situational factors or innate qualities. Leadership always involves attempts on the part of a leader (influencer) to affect (influence) the behavior of a follower (influencee) or followers in situation. The main advantage of this

concept is that the pattern of behaviour of the leader can be improved through appropriate training.

Today, administration of education in India has become a major enterprise and a challenging responsibility. The unprecedented quantitative expansion of education at all levels, particularly in the rural areas in Punjab and the responsibility for managing the non-governmental institutions has brought the administration face to face with the local community, posing new challenges and providing unlimited opportunities for public service. Administrative problems arising from rapid expansion of education, increasing unemployment, growing industrialisation and urbanisation, uneven distribution of the benefits of development and the need for accelerating the tempo of development are going to add significantly to the burden of administration. New stresses and strains have also developed within the administrative system, particularly when the standards of talent, discipline and efficiency among the public employees appear to be on the decrease. There is, therefore, a need for enhancement of personnel capability to a higher pitch, raising the levels of personnel efficiency and discipline and reorientation and improvement of personnel systems, methods and practices. The administration should be geared to anticipate the type of educational programmes that will have to be undertaken and implemented in Punjab in the years ahead, and to so plan activities that the school systems are better
equipped to meet the needs and aspirations of the people. It has to pay added attention for modernising the old practices in which the emphasis is based on a close and continuous collaboration between teachers and administrators and provide due scope for the professional leadership of the teachers themselves. It has to provide for a wide participation of all concerned in the process of evaluation and decision making so that there is greater commitment and enthusiasm about the programmes which have to be implemented. Administration should be so oriented as to render service to the people and make it efficient, resilient and well equipped to handle the multifarious tasks. All this requires a dynamic change in outlook, thinking, feeling and behaviour of administrators.

The administrators in the education department are not only responsible for the execution of duties in accordance with the rules and regulations but also for an effective interpretation of educational trends and policies for enlightening public opinion and creating an atmosphere of receptivity to educational reforms. They are expected to initiate and stimulate coherent educational thinking and to play more meaningful leadership role to guide and direct a sacred undertaking. The situation calls for the shedding of punctuations official attitudes and to treat the bureaucratic machine as an instrument of social service.

Attempts at administrative reforms in our country made so far have been mostly confined to structural aspects of administration, and little attention has been paid to its behavioural components. Problems of attitude and behaviour of personnel have received some attention in the organised industrial sector, both private and public but here also the effort has hardly been significant. Some training has also been attempted in motivation, development of small entrepreneurs and students as well as in T-Group (Sensitivity Training) for improving human relations skills. The problems covered include style of supervision, job satisfaction, job incentives, attitudes and morale of industrial workers, participation and communication in small groups, effect of union membership on morale, etc. To formulate and implement a human development programme would be a stupendous task especially when it is meant for those administrators who have been moving in the old tracks for years. While discussing the relations of the juniors and seniors we have noticed that there is a resistance on the part of the seniors to change and for inculcating new ideas (Chapter V.) It is impossible to expect a radical change in the pattern of officer behaviour overnight but there has also been no overt and conscious effort to bring about such a change.

The most important aspect of career development is an officer's own motivation and his effort for self-development.

The government should give every type of encouragement and facility to him so that he may be able to develop. To keep the officer in touch with the latest trends of educational thought and government policies and as a part of self-development programme, it would be worthwhile exploring the possibilities of starting a good academic journal exclusively for the education department. The journal can be effectively used for cross-fertilisation of experience, by reporting on good work done in different parts of the state. It will also provide a good opportunity to the officers to put forward their points of view and express themselves freely. The system of taking sabbatical leave under which an officer gets six months leave after every six years of service for further studies and refreshing his knowledge should also be encouraged. It is also necessary to provide some incentives for professional growth. The publication of research papers or valuable studies by the officers should be regarded as a mark of distinction to be noted in the service record. In suitable cases, this should also be rewarded by advance increments or other forms of official recognition. In making promotions to a higher cadre, the evidence of professional growth shown by the officer should be an important criterion. Recently, the government of Andhra Pradesh has issued an order which sanctions loans to employees of the education department on the same pattern as loans for the purchase of houses, vehicles, etc. for buying books, especially those needed for professional advancement in their own special area of study. The salaries
of the officers are not very high in Punjab and if some provision of loan etc. is made, it may help some of the officers who are keen to develop their professional competence.

To get administrators who can really play an effective leadership role, there will be a big problem of attracting the right and suitable type of candidates. The problem has become more complicated due to the enormous growth of personnel and rapid expansion of educational facilities. Drastic measures become necessary to check proliferation not only from the point of view of avoiding waste, but also of maintaining a satisfactory state of recruitment in terms of quality. There has been a lack of response of better class products of the universities to join the education department, may be because of comparatively lower remuneration, better opportunities of employment in the private sector, the 'hazards' of the government service and the loss of lustre and prestige of the civil servant. The recruitment policies and procedures of Public Service Commissions, no doubt, provide a strong bulwark against the forces of partisanship and expediency, but the detailed procedural provisions and lack of flexibility in the rules sometimes are instrumental in keeping the best men out.

The question of proper recruitment of personnel in the education department has attracted the attention of several committees. As early as 1942, a committee appointed to consider this question observed in its report that the drawbacks inherent in the present system were widespread
and that the existing methods of recruiting officers, particularly on the administrative side, were not likely to produce men and women of requisite calibre to enable an improved system of public education to be established or maintained. The Report of the working party on Educational Planning, Administration and Evaluation (1968) observed that the procedures of recruitment, scales of pay, conditions of service, etc., of the officers of the education department are such that they do not attract and retain persons of the right type in sufficient numbers. Further, very often their recruitment is pushed down to lower and lower levels and there is no adequate lateral recruitment for the highest posts. The report of the Study Group on Supervision and Inspection (1969) has also emphasized the need for a well-conceived scheme of direct recruitment at this crucial level.

The purpose of direct recruitment should be to attract young men and women with a first class academic record so that they could, after recruitment, be given not only the necessary pedagogical training but also orientation in the new leadership roles that they have to perform. At the same time direct recruitment should also be open to departmental candidates such as school teachers, headmasters, teachers in the teacher-training institutions and junior inspecting officers possessing the necessary qualifications of eligibility for direct recruitment.

Effective recruitment and selection involves more than a series of stereotyped procedural steps. It requires
judgment, decision making, intelligent choices from among the numerous available selection tools and techniques in the light of the task to be performed. While analysing the leaders identification with the profession (Chapter V) we have seen that in general officers have liking for the job at all levels but they appear not to be strongly committed to it. Everyone has aptitude for a particular profession and he gets the highest pleasure in working in the field of his choice. If one is made to take up any kind of job irrespective of his choice, he would be unhappy notwithstanding high salary or position he might attain. He would always be interested in doing something in the field in which he is interested. Having secured an opportunity to pursue his own occupation, he would aspire to attain a higher place depending upon his potentialities.

Success in personnel selection depends heavily on fruitful efforts to attract qualified applicants in adequate numbers. Universities do not have career counselling cells, therefore government would have to undertake the preparation of suitable publicity material which can be made available to the universities for the information of prospective candidates. The quality of the cadre can also be improved by inducing highly qualified persons to the higher levels. Such lateral entry at the higher levels is usually opposed by the service interests concerned on the ground that it affects adversely the prospects of promotion and as a result lowers morale. There may be a provision for lateral entry at higher
levels in exceptional cases as this limited provision will do good to the cadre. There is such a provision in some services already, e.g., the Indian Economic Service, the Indian Statistical Service and the Central Health Service.

To bring about change in values and attitudes and motivation there have been evolved, in some of the advanced countries of the west, special training programmes, such as T-group, laboratory training and management games of different kinds. In India, there has been some movement in this direction but much more needs to be done. In the education department in Punjab, there is hardly any provision for pre-promotional or in-service training of officers (Chapter VI), except by way of some seminars, conferences, brief induction, internship or associateship with some senior officers. The goal aimed at training should be a fundamental change in the basic attitudes and personality characteristics of the trainees to equip them both intellectually and emotionally for the roles as decision makers, morale-builders and organisational leaders.

4. Charles de Wiirmars said, "The effort of training is harmful if it remains speculative, for it suggests new aspirations without showing how to satisfy them. While information on commercial, financial, economic or administrative theories and techniques may enlarge the stock of terms, concepts, explanations, models of behaviour or frames of reference, management development training should lead to the adoption of new forms of behaviour ... The trainee has to acquire not only a new conception of things but a new attitude. This attitude is the culmination of a whole motivational process; it is composed of schemes of behaviour which the subject must learn to put into effect during the training." - Regional Conference on Integrated Management Development organised by O.E.C.D. Barcellona, March 1962.
The complete programme for the development of administrative leadership must include not only the careful planning and direction of training courses for officers but also the infiltration of a climate of training consciousness into all areas of administrative operation. Fundamental objective of this training should be to enable the trainee to (a) understand the nature and scope of educational management and educational planning, (b) acquire knowledge of basic tools for management analysis, information processing, systems analysis and operations research, (c) develop skills in inter-personal relations and group dynamics and (d) appreciate political, economic, sociological and psychological constraints and barriers. The training should create an awareness of the multifariousness of the duties he will have to perform during his career situations and the ability to distinguish important from the trivial in any situation. One of the greatest successes of a training programme is to implant in the trainee an appreciation of the fact that learning is a continuous process and an anxiety to participate in that process himself. The development of different abilities and skills needed requires an atmosphere which does not inhibit critical thinking and is conducive to problem solving. The need is for an environment where sectional views and attitudes and the accustomed patterns of thought are challenged, and free association of ideas and exercise of imagination is encouraged. Regarding the training of teachers and headmasters, principals etc., the responsibility has to be shared by the training institutions and inspecting
officers of the department. The responsibility for training departmental officers below the rank of district education officers, will have to be squarely assumed by the education department and the State Institute of Education. For other senior level officers, programmes of appropriate training may be developed at the national level either when National Staff College for Educational Administrators as envisaged by the Education Commission is set up or by setting up a separate organisation at the state level specially charged with this function. In regard to the pre-service training of fresh direct recruits, without any training qualification and experience, the arrangements for training will have to be shared between the state and the central government. In this context, the university departments of education and the State Institute of Education can play a very effective role. For fresh recruits, there can be a possibility of a specially tailored training programme in pedagogy of about six months' duration, followed by practical training in the field of about a year's duration and a further period of six months training in some specialised institution/university, leading to a master's degree in education. Thus efforts should be made to assess the long-term requirements of the different categories of personnel which will be needed. There should be extension of educational facilities training programmes of different kinds for ensuring the timely supply of the required manpower, an adjustment of the educational policy to link it with the recruitment policy, and improvement of selection techniques and conditions of work to attract and retain the needed personnel.
There is a wide belief these days that there is a crisis of leadership in India and this crisis is apparent in several walks of life - in politics, in business and industry, in social life and even in administration. Gone are the days when the administrator had dominant qualities of personality, independent thought and intellectual brilliance but some of the administrators these days are getting more self-oriented, i.e., their main interest is neither in the task nor in the group they lead but in the personal ambitions for power and advancement. They use their ability and talent to establish and promote a climate of influence, to protect their status and interests. There has been in recent years an increasing awareness among them towards achieving results, but this awareness does not seem to have penetrated deep enough into their leadership style.

The exigencies of expansion in education demanding increasing delegation of operating responsibility and functional competence at lower echelons, has highlighted the necessity for the more managerial expertise on the part of the administrators so that they are able to energise the administrative organisation into full action, to stimulate it and vitalise it. Management is a much broader activity than mere administration as it involves an additional focus on process of decision making, judgment and leadership involving planning, guiding, integrating, motivating and supervising. The administrative leadership should appropriately combine both the functions - the functions of management
and the function of administration. The Kothari Commission as well as Working Party on Educational Planning, Administration and Evaluation, has underlined the need for moving from maintenance administration to development administration. Recently, the Study Group on Supervision and Inspection has also emphasised the urgency of rescuing the officers of the education department from a para-academic and non-academic work to enable them to concentrate on their professional functions and provide academic leadership and guidance to teachers.

One of the important assignments which tests the leadership role of the administrator is the inspection. The Office of the Inspector came into being in the nineteenth century (Wood's Despatch) when administration as a whole was authoritarian in tone and action if not always in theory. This authoritarian tradition is believed to survive even today specially in its inspctoral functions. Inspecting officers have generally been looked upon as fault-finding officers, inspiring terror rather than affection in teachers.

5. Para-academic work includes personnel management, conducting enquiries, attending to assembly questions, meeting visitors, attending to quasi-judicial cases, organising mid-day meals, organising enrolment and retention drives, calculating and disbursing grants-in-aid to private schools, disbursing teachers' salaries, collecting and processing educational statistics, preparing annual budgets, attending to audit objections, conduct of examinations including spot valuation etc.

Non-academic work includes not only developmental jobs such as family planning campaign, small savings scheme, etc. but also attending meetings of local bodies as well as occasional jobs like celebration of important days, procurement of paddy, distribution and recovery of loans, sale of lottery tickets, receiving V.I.P.s, etc.
This study has revealed that the existing method of inspection does not appear to be effective (Chapter VII). This inference is further supported by the fact that it has also been subjected to a severe criticism during the last fifty years. As far back as 1919, the Sadler Commission observed that in most cases inspection was hurried and lacking in friendly suggestions. As recently as 1966, the Education Commission (1964-66) regarded them too sketchy for a thorough or quinquennial inspection. Of late, some steps have been taken to improve the system of inspections but much more needs to be done. A few states like Mysore and Kerala have brought out comprehensive inspection manuals/codes for the use and guidance of inspecting officers. Change in the nomenclature of the designations, the development of evaluative criteria and evaluation instruments for inspection and supervision of primary and secondary schools, starting of in-service education programmes for elementary school supervisors by the State Institute of Education are some of the steps taken in Punjab in recent years.

6. The proportion of expenditure on Direction and Inspection to the total educational expenditure ranges between 0.6 per cent in Assam to 3.0 per cent in Bihar. The states of Andhra Pradesh, Kerala, Mysore, Orissa and Uttar Pradesh spend about 2.0 to 2.8 percent of their educational expenditure on Direction and Inspection, which conforms more or less to the All-India average of 2.2 per cent. The remaining states spend between 1 and 2 percent of their educational expenditure on the management aspect of education.
Most of the inspections in India are done by officers single-handed. Some states have introduced the system of panel/team inspection; and the system may be given a trial in Punjab. To derive maximum benefit out of panel inspections, their composition should be judiciously laid down and drawn well in advance so that requisite preparation by each member is adequately done. Further, the interviews with the administrators revealed that there is hardly any extra time available with them to pay meaningful follow up visits to schools already inspected. Follow up, should be a continuous and not an ad hoc process and unless a competent agency at the local level is identified for this purpose and entrusted with this responsibility, follow up work may not be effective. The Group on Inspection and Supervision, 1969, was in favour of identifying the headmaster of the school for this purpose. By such association, he is likely to attain a higher competence in the discharge of his supervisory role and would also be morally committed to the function of follow up, as he would be a partner in making the suggestions. Further, he is a prospective inspecting officer, and would also get the invaluable opportunity of developing a special competence in this regard.

7. In Kerala, for instance, there is a team for the inspection of primary schools consisting of Assistant Educational Officer and two to four senior heads of other primary schools. In Mysore, one or two senior headmasters are associated on an experimental basis, to supervise the instruction in certain subjects in secondary schools. In Uttar Pradesh, there is a system of panel inspection for intermediate colleges. The panel consists of principals of intermediate and/or degree colleges and subject specialists.
A majority of the inspecting officers, specially the direct recruits, have no experience of teaching in the school or college and thus lack the practical experience on the job itself. Though the rules provide the transfer of personnel from the academic to the administrative side and vice versa, yet there is very little of regular interchange. The liberal exchange policy will make it possible to identify administrative talent amongst the teachers and will give them an opportunity to find out for themselves whether they would like to take up administrative posts or not. The teachers who have shown administrative talent and who desire to work on the administrative side can be posted, on a tenure basis, to work in some administrative posts and to either continue in the job on a long-term basis or revert to teaching, if they so desire. There can be hardly two opinions that the growing tendency of denouncing the administration needs to be discouraged, it is also equally important that we should be conscious of the limitations and shortcomings of the present type of administrative leadership. For example, most of the inspecting officers happen to guide leaders even in subjects other than those in which they have specialised. The interviews showed that a large majority of them are graduates in history, economics and political science, and therefore, competent to give professional guidance only in social studies. As regards science and mathematics specialists, there is an acute shortage on all-India basis.
When it comes to women inspecting officers, the position is particularly alarming. The officers, who are not specialists in such disciplines can hardly give the juniors, particularly in the area of subject matter competence, any useful guidance. There may be some practical difficulties but if the government is convinced of the need for having subject specialists, a phased programme of their recruitment can be drawn up.

Another field where our administrators have not played a leadership role is the scanty attention paid by them to institution building. It may be worthwhile to recall that more than 60% leaders at all the levels had said that there was no or slight attraction for developing new ideas and new programmes (Chapter V). Further, when asked whether the juniors are given assistance for developing new ideas, new ways or improved methods of doing things more than 60% leaders at all levels said that such help was only limited (Chapter VI). It has generally been taken for granted that perspective developments will take care of themselves and the day-to-day problems become the major preoccupation. Institution building is more than creating an organisation or providing it with men, material and tools. It involves a continuing improvement in organisational methods and procedures and more strains on the leadership qualities. There is also the need for developing a climate of innovation at focal points within the education department, and for reorienting the attitudes of the officers. A new breed of
For defining and clarifying objectives i.e., policy formulation on programme as well as administrative matters, it is necessary to have grit, keen powers of observation, thorough knowledge of the specific organisational objectives and a clear perception of the role the administrators are supposed to perform. It was heartening to note that the administrators at all levels in our study appear to believe that they have a reasonably clear perception of their role (Chapter VI). If the administrators are given more time for self-development, thought and reflection, and are suitably trained to make them professionally competent and proficient in the use of modern tools of management, they may be able to play a more meaningful leadership role. At present, they appear to be overworked at all levels and a considerable time is spent by them in dealing with heterogeneous work. Government has, for example, prescribed a number of periodic reports which the district and block officers are supposed to submit regularly but a proper scrutiny of these reports and returns is seldom done due to the largeness of their number. Apart from adding to paper work and increasing correspondence, these reports appear to have not done much good. They are mostly prepared and submitted to the state.

8. According to the norms fixed by the Cadre Committee, for instance, the present establishment of deputy and district education officers is expected to deal with the work of 1254 school units, whereas at present there is work equal to 1440 units.
government in a routine way, and seldom used in any fruitful manner. All this saps the energy and enthusiasm of the administrators and tends to make them desk-oriented.

For the proper performance of a job, the responsibility is to be assigned to appropriate levels and appropriate persons. Thus, there should be a mutual interaction between the seniors and the juniors. The study brings out that there is less of assistance to the juniors and less of appreciation of good work done by them (Chapter VI). Further, not much attention is given to maintain high standards of integrity among the administrators and practically very limited help is given to the juniors in resolving inner conflicts (Chapter VI). Of late, there has also been laxity in disciplining the staff which has, as the responses show, created a considerable hinderance for effective job performance.

The study also indicates that effective implementation of educational policies and programmes and their further successful expansion will be closely tied up with the extent to which the educational administrators develop effective leadership in terms of the requirements of the situation.

Practical knowledge relative to problematic situations is increasingly becoming the basis of leadership. The ability to make constructive and creative suggestions has been found to be part of this practical knowledge. An administrator has to give the benefit of his knowledge, capacity and experience to the members of the group whose work he is supposed to direct. In the education department,
however, when the administrators were asked the extent to which they offered constructive suggestions to their subordinates in dealing with major problems in the course of their job performance, more than seventy per cent of them at all levels said that such assistance was normally not forthcoming. An added attention will, therefore, have to be paid to the senior-subordinate relationship so that there is free and frank exchange of ideas, better appreciation of each other's role and healthy cooperation. There is also the need to make our administrators more task-oriented so that their impact is felt by all those who come in contact with them.

Another field where effective leadership role in educational administration is to be played is the capacity and capability of the administrators for taking decisions. The education department is one of the biggest departments of the state government employing a large number of employees but the existing work procedures and methods for collecting, analysing and integrating data are not only woefully inadequate but also dilatory and relatively inefficient in terms of the complexity and elaborate character of decision-making process. They limit greatly the area of choice in taking decisions. Herein the initiative and resourcefulness of the administrator is called for. The need, therefore, will be for increased use of modern administrative technology and management such as net-work techniques, information
systems, operations research, etc. It may save time and effort, reduce costs, introduce greater rationality and objectivity in the decision making process. As for taking initiative, we have observed that two factors, i.e., excessive rules and red tape and insufficient delegation of authority have been regarded as big hinderances by our respondents at all levels (Chapter VIII). This unwillingness to delegate responsibility and authority has been regarded as adjunct of the authoritarian style of leadership. A few of the administrators believe that as the ultimate responsibility for giving an efficient administration is theirs, it is criminal to delegate their authority and powers to juniors. Early steps may be taken to see that more powers, administrative and financial, are delegated to the district and block levels and the main function of the directorate of education remains general coordination and rendering help in policy formulation. Further, care should also be taken to see that these delegated powers are not abused but efficiently utilised at each level. It may not be enough only to decentralise authority but coordination and control would more profitably be built at the level of activity and resources distributed according to organisational objectives, utilising techniques of planning, programming and budgeting as an integrated scheme. Sometimes the failures in implementation of progressive educational policies are in some way the result of inadequacy of the mechanism for coordination. New coordinating devices may be tried to meet with the growing necessities of organisation due to the increase in size and
complexity of what we have to administer. Further, effective and better improved channels of communication in the organisation may be helpful for better understanding of the organisation itself.

The administrative leadership also appears to be to some extent paternalistic. The element of paternalism is believed to be there in most of the government departments and education department is no exception as very few things move smoothly and easily unless administrator is humoured to bestow a favour to you. Further, our data has shown that there is a formal type of relationship in the education department and the life of the subordinates is made difficult because of the administrative ineptitude of the seniors (Chapter V). Further, at all the levels the juniors mostly obey the seniors because of the fear of punishment or because of their respect for position or authority which gives the higher officers the right to make decisions about official matters. This gives an impression of presence of some traces of authoritarian style of leadership. Another factor which lends support to this impression is that it is not only the ministers who do not welcome free and frank advice, the malady is spreading even to the senior civil servants. Among the subordinates, there is a growing tendency to put up proposals for a policy or a programme on the lines which may suit the seniors, without probing deeply into
the merits and demerits of the case. When the administrators were asked as to how free do they feel to disagree with their seniors, more than three-fourths of them at all levels said that they think it better never to disagree or hesitate a good deal in disagreeing (Chapter V).

The analysis of the leadership role of educational administrators in the preceding chapters, by and large, shows that there are some traits in their behaviour which can be termed authoritarian. Here and there, some elements of democratic pattern of leadership are also discernible particularly where the pressure of the citizen has a direct bearing on their functioning. It must, however, be added that both these styles can be effective if they are suited to a particular situation. It is widely believed that the authoritarian style has, however, not contributed much in the matter of adapting facilities to the needs of the people. In the context of the challenges of the seventies, the rising expectations of the people and the necessity of levelling up differences in social development, a democratic style of leadership may have some decided advantages. The recent researches in leadership style have also underlined the importance of flexibility in the leadership styles. There can be several combinations of task oriented and employee/client
oriented styles of leadership. The present study highlights the need for evolving styles appropriate to the socio-economic and political context in different parts of the state.

The leadership role of the administrator also concerns with his capacity to influence, shape and lead the public opinion and win people's sympathy, cooperation and active collaboration for government policies and programmes. This aspect of the role is increasingly crucial as people many a time are not articulate and it is for the administrator to give them a lead. The method of carrying the people with him would cover both matters of policy and implementation. Sustained efforts may be called for to ensure that the policies and programmes are not only administratively correct but are such as would be acceptable to the people. There is also need to create such a situation that the administrators get more committed to the job. Some of them regard their work as jobs more than as great professional ventures and they are too often not entrenched with the deep sense of purpose that would lead them to seek a better understanding of the people, a fuller realisation of the consequences of their behaviour and a great enthusiasm for the end purposes of the activities that they are directing.
The growing tendency on the part of the politicians to interfere in day-to-day administration has not been conducive to the flourishing of administrative leadership especially at the higher levels. When asked to describe the attitude of politicians towards them, the administrators at all the levels felt that they were not very helpful but instead approached the administrators to either further or safeguard their personal interests. Sometimes they even go to the extent of putting various kinds of pressures in the form of direct or indirect inducements, threats or personal interventions (Chapter IX). Administrative Reforms Commission has pointed out, "Instances are not wanting of ministers preferring a convenient subordinate to a strong one, thereby making the latter not only ineffective but a sulky and unwilling worker". Whereas the administrators need be more responsive to the legitimate demands of the politicians and try to shed their procedure-ridden outlook, the politicians on the other hand, should also be educated not to intervene in administration simply by succumbing to temporary political gains or to accommodate supporters or friends.

Morale is a state of mind which finds its expression in a sense of identification with one's job, working conditions, fellow workers, superiors and the organisation. Such a sense of identification results in loyalty, cooperation, devotion to duty and pride in service or the role. Though morale is a state of mental, emotional and physical health of the individual in a group, it is reflected in the capacity of its members to pull together consistently and persistently
in the pursuit of its purpose or organisational goals. Some of the important constituents in the level of the morale are job satisfaction, pride in the working group, the confidence in the purpose of the group, in its members and its leadership. The preceding survey of educational administrators reveals that by and large their morale is either average or low (Chapter X). The main reasons for such a state of affairs, as indicated by this study appear to be: the inadequacy of emoluments and working conditions, lack of facilities for self-expression and development for the lower levels, absence of participation in decision making at lower levels and invidious distinctions such as those between the gazetted and non-gazetted ranks, between different classes of services etc. Most of the respondents perceived that the increase in pay and allowances was 'moderately' to 'considerably' important for boosting the morale.

An important aspect of administrative leadership is boosting the morale of the employees and to motivate them to higher levels of performance, to give them a sense of involvement and participation, to fill in the gaps in administrative structures and procedures. There should be an added attention towards improving motivation of personnel by (a) structural improvements which will help build into the personnel system itself a motivation for higher performance e.g., strengthening of the merit system, reasonable increase in emoluments and benefits, progressive retirement and employee relations policies, an effective performance
appraisal system etc. (b) Non-material incentives for superior performance, e.g., enlargement of opportunities for satisfaction of the need of individual employee for recognition, affiliation and self-fulfilment; a change in styles of supervision and administrative leadership and participation by all levels in the setting of operational goals and detailed programming of substantial work.

It has to be realised that our success in the great enterprise of national reconstruction will depend on the quality and competence of persons coming out of our educational institutions. Education has further to be used as a powerful instrument of social, economic and political change and will have to be related to the long-term national aspirations, the programmes of national development on which the country is engaged. As the pace of development would quicken, administrators with empathy for development and change will be increasingly needed. Special measures to develop and train such officers and improve standards of integrity will be called for. There will be the urge for a new administrative culture which places a premium on qualities of administrative leadership, achievement orientation, excellence in performance and capacity to innovate. A mature administrative leadership will be necessary in coping with the challenges of the development in an environment of turbulence and relative uncertainty. A necessary concomitant for the administrative leadership
will be to possess additional organisational capabilities and increased personnel skills of diverse types to use latest, up-to-date and sophisticated tools for better understanding and performance. It will have to be imbued with dynamism and speed, a passion for achieving results and a high dedication to public purpose and developing new educational standards. In short, the crucial need is to follow a systematic and integrated approach to administrative development and to dovetail it progressively with developing the executive skills of the personnel with a view to long range improvements in educational administration and in particular concentrating the effort on nodal points or issues which demand urgent attention.