PART ONE

INTRODUCTION

AND

HISTORICAL DEVELOPMENT
PUNJAB EDUCATIONAL DIVISIONS

Note - The boundaries of educational districts are coterminous with the revenue divisions in Punjab.
CHAPTER I

INTRODUCTION, SCOPE AND METHODOLOGY

Education occupies today a key role in the efforts at nation-building, economic and social progress and even in development of political institutions of transitional societies. It sets the tone of socialisation process, helps in the development of human and physical resources, creates awareness and will for higher living standards and imparts richness to life. Education thus is as important a tool of development and modernisation as capital and machinery. Education also contributes significantly to the economic amelioration, for it is education that gives consciousness for better standards of life and prepares people to revolt against injustice, exploitation and unfair treatment.

The aim of educational administration cannot be narrower than the aim of education itself — to promote the development of young people. To fulfil this aim, human and material resources are brought together in combinations which find expression in some form of organisation. In this sense, educational administration can be defined as the marshalling of human and national resources of a community to produce

and maintain an educational programme. The primary aim of educational administrator will be to provide the right type of education to the right type of pupils through the right type of teachers under the right type of conditions.

Educational administration is not just general type of administration relating to the field of education. Its effectiveness cannot be measured solely in terms of criteria which may apply to other forms of organisations, it has also to be judged in the light of the development and growth of human resources involved namely, the education of school personnel. Thus educational administration is concerned with an integrated philosophy and action directed at making the citizens good and capable of sustaining the nation in all its national activities. Therefore, it cannot be regarded as the sum-total of isolated activities of the personnel in the secretariat and directorates of education. In its broadest sense, educational administration comprises the whole range of attitudes and approaches of policy makers, planners, financers, teachers, secretaries, directors and other personnel at various levels.

The quality of education is a result of large number of factors like quality, competence and dedication of teachers; quality and motivation of students; atmosphere of sustained hard work in educational institutions, provision of facilities; improved curricula; dynamic methods of teaching and evaluation; research; quality of supervision and guidance; and favourable social atmosphere in which the educational institutions
function. The objectives and functions of education cannot be achieved in an automatic fashion. Institutions have to be developed to facilitate the attainment of educational objectives. A good system of educational administration will propel such an institution effectively towards its goal, maintain and sustain it on an even heel, steer it through unchartered problems and keep it energised and prepared to face challenges of fast changing times.

The key to identifying who performs administrative functions is the degree of direct concern with providing services to the pupils. Teachers are concerned in an intimate way with pupils or learners. The administrators are concerned with those who provide direct services to students. They get things accomplished through the efforts of the personnel who provide such direct services. The administrator obtains, organises, allocates and provides the stimulus for human and material resources in an organisation. In this sense he is one who works with human resources (teachers) or procures material resources. The administrator who accepts the challenge of dynamic leadership performs an educational service vastly different from that which is rendered by the administrator who is content with maintaining the educational programme as it is. McNamara, the U.S. Defence Secretary, once said, "The administrator must choose between an essentially passive role, in which he acts as judge on recommendations made by others, and an aggressive role, in which he leads by
proposing objectives and stimulating progress." The one seeks educational growth and marshals those forces needed to achieve it; the other is satisfied with, and seeks to protect the status quo. One shares in the resolution of vital issues which arise as steps are taken towards improvement. The other is preoccupied with management, in the sense of keeping the educational house in order.

Since attainment of Independence, development of education in India has received special recognition in successive five year plans of economic and social development. The union and state governments have also been equally alive to the need for improving of educational standards and systems and practices of educational administration. Though independent India has made some substantial progress in the field of education, the implementation of educational programme has, by and large lagged behind the plan targets. This shortfall in attaining plan targets in education has, to a significant extent been due to a general inadequacy in educational administration. If one were to enumerate directions in which the administration needs a change, one cannot help including the need for training and practice of leadership within the administrative machinery, irrespective of the level at which one functions or the scope of the tasks undertaken.

There is a current belief that a crisis of leadership - in politics, in business, social life, industry and even in administration is due to the deteriorating standards in dominant qualities of personality, i.e., independent thought.
and intellectual brilliance. In the opinion of a section of population, the observation of Machiavelli that "the fault of the people spring from the fault of their leaders" is coming true, because the leaders are supposed to be getting more and more self-oriented. They tend to behave more like Machiavellian Prince using their ability and talent to establish and promote a climate of influence, to protect their status and interests, and move forward to commanding heights of power. Leadership does occur in formal structures and every act of influence on a matter of organisational relevance is in some degree the outcome of either quality or act of leadership. Most of the administration is direction, and the leader has the continuous task of making decisions, issuing them in general and specific orders and putting them into proper practice. Thus even direction shows leadership and the success of leadership depends on the integration of group effort in the solution of common problems.

Review of the Existing Literature

There is a paucity of literature which may have a direct bearing with the subject under study. Most of the studies undertaken in this direction so far are fragmented as they attempt to study only a few administrative aspects of educational administration. Report of the Central Advisory Board of Education on Post War Educational Development (1944) was the first constructive attempt to plan a national system of education for India; but it did not deal exhaustively with the personnel administration. Report of the Committee of the

There are a number of books which deal with various concepts of leadership and leadership styles. They are helpful in understanding the dimensions which must be taken into consideration in making a study of the leadership roles in educational administration. Executive Leadership by Chris Argyris (1953), for example, attempts to paint a picture of a specific leader and how his everyday behaviour affects the daily life of his supervisors, but it deals mostly with industrial leadership. Instructional Leadership by Gordon M. Machenzie and Stephen M. Corey (1954) presents a carefully reasoned conception of the nature of instructional leadership and gives some indication of the effectiveness of various activities in improving instructional leadership. Leadership in Educational
Administration in India, a brief brochure by Chitra Naik (1957) deals with the administrator - his role in new India, leadership qualities, the administrator and the official structure.

Leadership, Psychology and Organisational Behaviour by Bernard M. Bass (1960) is a social psychology text dealing with web of relationships discussed in the behaviour of persons as they interact with others; but most of the experimental evidence is based on the work of psychologists and sociologists. The Effects of Leadership by Seivin (1960) is a study of the effects of leadership - how the actions of leaders affect the behaviour of their followers but it deals with the commissioned and noncommissioned officers. Human dilemmas of Leadership by Abraham Zaleznik (1965) presents a fresh point of view about leadership that stresses individual responsibility. The book illustrates the different personality conflicts of leaders and subordinates and how they react to one another. Leadership and Motivation, Essays of Douglas McGregor (1966), deals with various types of leadership, i.e. persuasive, not prescriptive; direct, not circuitous; organised, but not rigidly systematized; intensely human, not detached. These studies and many more (as mentioned in the bibliography) are not directly related to the topic under enquiry but are useful to serve as a background reading.

Since the reorganisation of the Punjab education department, so far no evaluation has been made of the reorganised set-up. The investigator had, therefore, to trek
the untracked and unexplored field. However, some of the M.Ed. dissertations submitted to the Punjab University deal with some aspects of educational administration; e.g., H. V. Bhardwaj, An Investigation into the Inspection Progress as visualised by Headmasters in Jullundur Division (1957), P. C. Aggarwal's A Survey of the Handicaps in the way of Effective Inspection of Primary Education in Punjab (1962), Gurucharan Kaur, Supervisory Problems of Assistant District Inspectors/Inspectresses in Primary Schools of Kangra District in the Punjab (1963), Narinder Kaur, An Evaluation of the Role of B.D.Os with respect to their assumption of leadership in the field of Primary Education (1965); Gurcharan Singh Sidhu, A Critical Study of the Inspection Procedure of the Elementary Schools in the Punjab (1966); Lajwanti Duggal, A Critical Study of the Problems of Lady Block Education Officers (1967), Narang Rai, An Investigation into the Administrative Problems of Block Education Officers (1967), etc.

As regards educational planning, books written by Shri J. P. Naik, e.g., Educational Planning in India (1965), Education in the Fourth Plan (1968), Educational Planning in a District (1969) were very helpful. For a general understanding of the various problems of educational administration, some books provided the basic material. For example, Bureaucracy in Higher Education by Herbert Stroup (1966) is an attempt to examine the role of bureaucracy in modern society and how it functions and affects the academic world. It deals more with the autonomy of the university, the college office,
the college hierarchy and the special roles of charismatic factors, "formalistic impersonality", paper work, red tape and communication. Sargent's *Society, Schools and Progress in India* (Pergamon Press, 1968) gives the reader some idea of education and the social services in the new India, together with a compressed account of the historical and cultural influences which have, to varying extents, helped to influence its present polity. *Administrators in Higher Education: Their Functions and Coordination* edited by Gerald P. Burns (1962) contains some useful articles but the book provides a general overview of the field of college and university administration. Mention may also be made of many theoretical and empirical works, which can be consulted in connection with leadership studies. Publications of the Government of India, State governments and other official and non-official organisations, articles in various journals and reports of different seminars and conferences add to the limited literature. A special reference to the studies in the state systems of Educational Administration for the various states of India by S.N. Mukerji would be worthwhile as one of the series, *Administration of Education in Punjab* (1968), gives a glimpse of the whole gamut of educational administration in the state of the present study.

In the past, efforts at reform and improvement of educational administration have mostly been concentrated on improvement of organisational structure, manpower planning,
increase in training facilities, establishment of new educational institutions i.e., schools, colleges as well as universities), improvement of conditions of service of teaching personnel and similar other matters. However, there has yet been actually no worthwhile attempt to study the behavioural components of educational administration. Effective implementation of educational policies and programmes depends considerably on the leadership which is provided by educational administrators at different levels. The leadership role of educational administrators has acquired a new significance in the context of the massive educational effort being mounted up by the government, the changed expectation of the youth, deterioration in educational standards and quality of teachers and the change over from the English to the regional language. It was, therefore, felt that it would be rewarding in terms of academic research as well as improvement of the system of educational administration to undertake an empirical study on the leadership roles in educational administration in Punjab. The human elements in educational administration are several. Leadership role of educational administration was selected for the study inasmuch as it provides a focal point for the integrated functioning of the production and adaptation of sub-systems of educational administration. Discussions with a select group of educationists and educational administrators have pointed that leadership is a crucial area for success of the educational efforts in India's developing economy. For
considerations of the viability of the research study, it was decided to carry it out only in one of the 17 states of Indian union. The state of Punjab in which the author is employed as a senior lecturer in the training college, was chosen in view of detailed acquaintance with local conditions, access to published material and official documentation, and availability of contacts with educational administrators.

All administrators at a given level in the hierarchy are created equal, but in their functioning they are not equal. Some of them are much more knowledgeable about the technical aspects of production than others, while some have a better understanding of organisation and the character-traits of some are more acceptable to superiors and subordinates. The powers are no doubt equal with most of the administrators, but these can be maximized by having an influence in the structure. A person's expertise in dealing with various types of problems provide increased acceptance of his suggestions and directives. The power and the functions which are accepted of a person cannot be spelled out in the departmental rule book for all the situations. The whole human relations emphasis in organisational leadership can be thought of as an attempt to provide a better atmosphere, instead of power based on rewards, punishments, and the acceptance of organisational law.

2. Likert's *New Patterns of Management* (1961), McGregor's *Theory, (1960)* and Argyris (1962) interpersonal competence have this emphasis in common.
Leadership appears in social science literature with three major meanings, as the characteristic of a person, and as a category of behaviour. It is more a relational concept implying two terms; the influencing agent and the persons influenced. Gibie lists five different definitions of the leader: (1) an individual in a given office; (2) the central person of a group whose personality is incorporated in the ego ideals "of his followers", (3) the person considered most influential by the members of the group; (4) the person who does most to advance the group towards its goals; and (5) the person who is most effective in creating a structure or consistency in the interaction of the group members. There are many definitions of leadership because they were framed with different types of situations in mind. The idea of leadership

3. Dictionary meaning of the verb 'to lead' would show that the term is used in two different senses. It means "to excel, to be in advance, to be prominent"; in another sense it means, to guide others, to be head of an organisation, to hold command".


6. Some of these definitions are: "Leadership in large organisations may be defined as influencing and energising people to work together in a common effort to achieve the purposes of the enterprises. Secklen Hudson, " Organisation and Management, p. 239. "The activity of influencing people to strive willingly for mutual objectives". T.R. Terry, Principles of Management, p.18. Leadership is "the activity of persuading people to cooperate in the achievement of a common objective." Koontz, Hand O'Dennel, General Principles of Management, p.69). "Leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable. Ordway Tead, The Art of Leadership, p. 20. Leadership refers to the quality of the behaviour of individuals whereby they guide people of their activities in organised efforts." Chester I. Bernard, Organisation and Management, p.83.
has also been used in a variety of ways, most commonly in referring to the leader as an outstanding member of a class. There emerges another dilemma of defining leadership because the term leadership signifies both descriptive and evaluative leadership, one refers to the role and the behaviour of the person in the role and the other is an evaluation of the individual's performance in the role. Sanford has summarised the situation as:

> From all these studies of the leader, we can conclude with reasonable certainty that (a) there are either no general leadership traits, or, if they do exist, they are not to be described in any of our familiar psychological or commonsense terms, (b) in a specific situation, leaders do have traits which set them apart from followers, but what traits set what leaders apart from what followers will vary from situation to situation.7

At the very outset of the study, it was found necessary to define in as much clear terms as possible the various concepts relating to leadership roles. In the context of the nature of issues to be studied, it was decided to study leadership in terms of patterns of behaviour. As the objective was to identify and assess the leadership role of educational administrators in the context of the requirements of implementation of educational policies and programmes, it was found preferable to define leadership in terms of the influential increments over and above mechanical compliance with routine

7. F.H. Standord, "Research on Military Leadership" in J.C. Flanagan (Ed), Psychology in the World Emergency (Pittsburgh: 1952), p. 51. Carter has also pointed out that leadership behaviours may be thought of, "... as any behaviours the experimenter wishes to so designate or more generally, any behaviours which experts in this area wish to consider as leadership behaviours.", op.cit., pp. 202-205.
directives of the state education department. Such an influence exists because the work is undertaken by human beings rather than computers. Routine directives and regulatory functions fall near the zero point on the scale of leadership, but for the most part they are covered by the above definition, as they involve influence on matters of organisational relevance. There can be only one situation when the administration would lose all its leadership properties and that will be when there is no attempt of the influence or when the attempt to influence is completely ineffective or redundant because compliance is forthcoming. The application of existing rules and regulations for exercising influence is never wholly mechanical, it can be judged in terms of consistency and appropriateness. Thus the leadership role has been conceived in terms of a goal-oriented model of an administrative organisation. The four main areas of activity in this model are:

(a) defining and clarifying objectives i.e., policy formulation on programme as well as administrative matters.

8. In relation to the principal of the elementary schools, Shuster and Wetzler stated, "Educational leadership focuses attention on the advancement of the group toward more insight, better understanding, and clearer definitions of educational goals, plus the initiating of action-activities that promise reasonable achievement of these goals." Leadership in Elementary School Administration and Supervision, p.6.

9. Mackenzie and Corey define the leader as "a recognised leader is a person who is seen by individuals or groups as helping or being able to help provide the means they desire to use to identify or attain their goals. Recognised leadership is a name for those activities that are seen by individuals or groups as helping or potentially helping to provide the means they desire to use to identify or attain their goals."
(b) directing achievement, overseeing translation of policies into programmes, ensuring efficient management and implementation of the programmes and reviewing progress.

(c) meeting new challenges, i.e., modifying policies and programmes to meet new needs and make them more responsive to the people.

(d) maintaining membership and improving organisation (ensuring efficient management of the affairs of the department) and motivating the personnel to a higher level of performance.

The term 'Role' has been used differently in different contexts. Some definitions fall in "normative culture pattern" and define role as the ways of behaving which are expected of any individual who occupies a certain position as his status is functionally defined by the role attached to it. To some, a role is treated as an individual's definition of his situation against the background of the action frame of reference. For Parsons and Shils, action is behaviour which is oriented to the attainment of ends or goals or other anticipated state of affairs.


Then there are definitions which deal with role as the behaviour of actors and what they actually do as position occupants. Davis, for example, says, "How an individual actually performs in a given position, as distinct from how he is supposed to perform, we call his role". The role, then, is the manner in which a person actually carries out the requirements of his position. It is the dynamic aspect of status or office and as such is always influenced by factors other than the stipulations of the position itself."

Adaptability to change in the social environment is without doubt one of the basic demands on the leadership of the administrative officer. Since leadership emerges in the context of the interrelationship between human beings, there are two specific areas where capacity for leadership comes into play. There is, first of all, the circle of officers who bear official relationship with the officer either as subordinates or as equals, and second it entails relationship with the public, teachers and others engaged in imparting education. A number of formulations which lean heavily on the sociologist's point of view define role as "reference to what the society expects of an individual occupying a given status." This implies that any status is functionally

defined by the role attached to it. In the present study, the role is intended to be used to convey what the administrator himself thinks is required of his office. His performance is influenced to a considerable extent by the norms and the setting he belongs to. He occupies a particular position in the hierarchical set up and is exposed to two related influences; one emanating from the position he occupies and the other from the institutional set up he belongs to. It, therefore, becomes necessary to look closely at what he believes to be his role, and at the same time what norms he believes to be salient for his role performance.

There are normally three leadership styles (a) the autocratic, characterised by the authoritarian attitude of the leader, who dictates his own terms to the members and assigns tasks without consulting them. (b) Democratic, characterised by the emphasis on group action or decision; confidence in subordinates, motivation of the employees through participation and adequate communication with the employees. (c) Anarchic or laissez faire style, where there is complete freedom to group or individual decision without the participation or direction of the leader, who is a supplier of materials but not an active participant in the decision making. Wetzels and Gaba have developed another group of terms, these are nomothetic - who believes in the status or position which he gets on the basis of his legal position. His emphasis is on rules and procedures. He forces the subordinates to conform to a pattern of behaviour which he accepts from them. The idiographic leader is one who gives value to individual personality. He forces the subordinates to conform to a pattern of behaviour which he accepts from them. The idiographic leader is one who gives value to individual personality. He does not exercise his authority for conformity. He gives free play to the needs of the individual personality." S.J.Knezeyich, Administration of Public Education, (New York: 1962), p.100.
and Gaba regarded transactional leader as a compromise between the two extremes of leadership. Such a leader appreciates the necessity for achieving institutional goals, but at the same time hopes that individual personalities will not be violated as they strive towards these goals. Since the officer in charge of an administrative organisation is appointed to a particular post, and not chosen by those whom he administers, his functions have an *ipso facto* authoritarian character. At the same time, in view of the fact that he cannot act irresponsibly, that his action may have to be explained or accounted for, he is under an implicit obligation to act in such a way that his action commends itself to a large number of people as being first and fair. Thus in some situations, the authoritarian style may be effective, and in others the democratic. Administrative skill lies in making the right choice. A leader can help the group by causing a change in the followers' perception of the situation and their behaviour patterns to

15. Likert's *New Patterns of Management* describes five conditions for effective supervisory behaviour i.e., (a) principle of supportive relations, (b) group methods of supervision, (c) high performance goals, (d) technical knowledge, (e) Coordinating scheduling, planning. There are four leadership dimensions according to and Seashore, (1964, p.2) (1) support behaviour which serves the function of increasing or maintaining the individual member's sense of personal worth and importance in the context of group activity (2) interaction facilitation—behaviour which serves the function of creating or maintaining a network of interpersonal relationships among group members. (3) goal emphasis—behaviour which serves the function of creating, changing, clarifying, or gaining member acceptance of group goals. (4) work facilitation—behaviour which serves to provide effective work methods, facilities, and technology for the accomplishment of group goals.
deal with a familiar, complex situation or problem or barrier to immediate goal attainment and their behaviour patterns to deal with it in an orderly or structured manner. It also includes definition of the goal in clear terms, relating members' tasks, interlocking, supervising, informing, ordering and deciding; so that they are able to overcome better the obstacles thwarting goal attainment. They have also to see that subordinates are rewarded for a job well done and stresses the importance of satisfaction among subordinates.

The tasks of leadership can be classified as: (a) Group task - definition and solution of problems; group building, maintenance and satisfaction of individual needs facilitating group interaction, (b) objective attainment - he has a basic responsibility for seeing that work patterns are stable and understandable. He must see that the group achieves its goals. (c) structural change or policy formulation. To introduce changes in structure, there is the need for overall coordination and the administrator has to exercise leadership by skillful use of the existing structures and by attuning the organizational structure to satisfy the changing needs.


17. One of the most extensive classifications of leadership roles has been shaped by Benne and Sheats in which they list 27 different roles. These various roles can be grouped into three general categories; (i) Group task - definition and solution of problems, (ii) group building and maintenance and (iii) Individual roles - satisfaction of individual needs.
Present Inadequacies

There is hardly any dearth of talent or even of leadership among the administrators of the education department. The civil service as a whole is on the rise as tendency for denouncing the civil servants is growing and more particularly the attack on the shortcomings of the present type of administrative leadership are on the increase. A good plan of organisation may not provide a guarantee of good administration. The goals set for departments are mostly matters of public policy but the effectiveness of their activity will depend primarily on the quality of administrative leadership.

(a) Administrative leadership is predominantly regarded as an autocratic or authoritative type. The underlying motive appears to be that it is easier to motivate the employees more by fear of punishment or holding back of rewards than by giving him a sense of pride in his work.

(b) The autocratic attitude has its repercussions in relations with citizens. While programmes, policies are set and broadly formulated in the public interest a real concern for public welfare is not visible in

18. Chris Argyris lists the four outstanding characteristics of a leader: (a) he maintains constant and close touch with his supervisors, (b) he is loyal to the organisation, (c) he handles his supervisors individually and (d) he always sets realistic goals. Executive Leadership, p. 4. Professor Stogdill grouped the characteristics as capacity, achievement, responsibility, participation, and status. Muzafar and Carolyn Sherif find three main factors to be involved in leadership: adaptability, flexibility and integrity.
Leadership is highly paternalistic, and this attitude is visible even within the government department. Nothing moves unless you can humour the administrator who bestows a favour. Neither the citizen nor the employee at a lower level have any rights.

With the advance of technology and other challenging tasks, there is an increasing awareness among civil servants to get things done to achieve results, but this awareness has not penetrated enough into the leadership style.

There are rising expectations and increasing social and political pressures on administration. People are quite cynical about the success of democratic process in delivering the goods. May be we need a more dynamic and aggressive type of leadership, to encourage civil service at all levels.

The growing tendency among the political leaders to interfere in the day-to-day administration has not been conducive to flourishing of administrative leadership at the senior level. As the Administrative Reforms Commission has pointed out, "There is a disinclination among quite a number of ministers to welcome frank and impartial advice ... instances are not wanting of ministers preferring a convenient subordinate to a strong one, thereby making the latter not only ineffective but a sulkily and unwilling worker."
There is also an impression in the minds of civil servants that the administrative leadership at the level of minister is deficient in many ways.

To be an effective administrative leader it is important that he should have both high managerial ability as well as a good grounding in the subject-matter. It is commonly believed that we need specialisation of knowledge and experience at the middle levels in government.

There is another adjunctant of the authoritative style of leadership e.g., the unwillingness to delegate responsibility. Some administrative leaders believe that giving an efficient administration is only their responsibility and it is criminal to delegate their authority and powers to juniors.

Need for Leadership

The organisation functions make continuing demands for systematic change in the attitude of the members. The process of knowing more and more about the organisational role, of mutual accommodation, and the property of performing only when motivated are peculiarly human. The leadership has to take these factors into consideration. In particular the

19. Ordway Tead's psychological res approach to the problem of leadership in administration goes beyond theoretical analysis to show how application can be made in operating administration, how psychological state of mind can contribute to institutional effectiveness and personal job satisfaction.
need arises because of the following reasons:

(a) To stimulate, vitalise and energise the administrative organisation into full action. It requires integration between the path of organisational achievement and the path of individual achievement.

(b) To motivate personnel to higher levels of performance, to give them a sense of involvement and participation; to fill in the gaps in administrative structures and procedures as no organisation can be perfect to meet every problem which is unique - environmental stresses and strains develop as new functions are added or expansion takes place.

(c) The changing internal administration because of the several sub-structures, the requirements of development administration, timely and adequate implementation and realistic policy making.

(d) There are imperfections and incompleteness of the organisation as a formal, abstract design and the changing external conditions under which every organisation must operate. It is necessary that every department should develop its institutional life, viability, social purposes and adaptation.

(e) There is a wider aspect of civil service as an agent of social and economic development. There are so many changes in environmental conditions of the organisation - an administrative organisation as a rational system for decision-making, an element of certainty and
It is necessary for the organisation to adopt continuously to the environmental changes, technical changes etc.

The main objective in undertaking this research study has been as follows:

1. To portray the leadership behaviour pattern of educational administrators and assess its relevance and efficacy for implementation of educational policies and programmes.

2. To identify differences in self-role perceptions of educational administrators vis-a-vis the role expectations of teachers or observers.

3. To pin-point the inadequacies in the existing leadership role of educational administrators and suggest the directions for improvement.

Scope of the Study

It is impossible in any one study to go meaningfully through the whole gamut of leadership roles. The role of the administrator in educational administration is so vast that it was felt necessary to select most important facets of the role and conduct enquiry keeping in mind the total perspective. Directorate of education is the executive department and officers at the secretariat only frame the policy. The role of the secretariat as the policy making wing has been discussed but the officers being less in number were thought to be too less to form a group and hence were not included in the sample.
Leadership roles at all levels, directorate, district and block have been studied and the working at the circle level was not included because (a) there were only two circles in Punjab and about five officers, the sample being small, (b) most of these officers specially the circle education officers were transferred to the directorate and their responses fell in that category. (c) After the reorganisation of the education department and in the day to day working, district education officers have been given powers to deal directly with the directorate for most of the subjects. The roles of the administrators as well as broad issues connected with them like how exactly has their role changed and the factors contributing to that change etc. have been included.

In short the study deals with the following aspects:

(a) Structure and Functioning of the Education Department

Officers at the directorate, district and block levels, their functions and role, staffing policies, relations between the headquarters and the field services, the status of the head of the department, field services, the controversies relating to generalists and specialists, a brief historical perspective, etc.

(b) Task Orientations

It includes the leadership roles of the officers with special reference to their:

(i) Attitude and Interactions

(ii) Role Perception and Role Performance

(iii) Role in Supervision and Performance Appraisal
(iv) Coordination, Communication and Initiative
(v) Relations between educational administrators and politicians
(vi) Morale.

Collection of the Data

The method of collecting the data for the purpose of the present study can be classified according to (a) scope, (b) sources and (c) technique of collection.

Necessary documentary evidence regarding the administrative process and the intellectual milieu in which the decisions are taken could be ascertained only by looking through most important cases and the study of some files of non-controversial nature was made to cross-check the data thrown up in the interview.

The following sources were particularly helpful in the course of the study:

(a) The published and unpublished records and regular reports of the education department of Punjab, Ministry of Education, Government of India and of some of the other states. There were, however, some gaps in the collection as the frequent reorganisations of the state and the frequent shifting of the capital may have led to some misplacing of some important documents.

(b) The Acts, Rules and Regulations, Instructions, Directions for Guidance, Division of Work; Proformas, Work Specifications etc. both of the Central and State governments.

(c) Necessary background data of some of the officers was collected from civil service lists, history of civil servants, gradation lists, other reports.

(d) There is a vast amount of literature in the shape of research monographs, research papers, proceedings of the seminars, reports of the workshops, papers in connection with orientation courses, papers concerning mid-term courses etc. which were very helpful in a general way.

(e) The reports of the Commissions set up by the government before and after the partition.

(f) There were some empirical studies already undertaken in India and abroad which became the source of direct inspiration and yielded valuable insight into policies and programmes of educational reconstruction.

Method of Enquiry

Though the main focus was to conduct a survey with the help of a questionnaire, more than one technique had to be applied to supplement the data thrown up by the questionnaire. For tracing the historical development, historical method was used. Interviews also became necessary because (a) there was some information which the government officials would not ordinarily place in writing on the paper, (b) during informal talks, there were a number of hints and clues about the relationships between the different level officers and many clarifications became necessary, (c) the questionnaire being slightly long,
there was the tendency to dispose of briefly some of the open ended questions. Informal discussions and conversations were also helpful in understanding the relationship patterns within the organisation, political dynamics within the area and some "inner stories" not usually told during formal interviews.

The study has been mostly based on original material collected either through discussions or through questionnaire, though reference to books and other government reports, journals became necessary. It would also be worthwhile to mention in passing some of the factors which had a direct bearing and which were particularly helpful to the researcher in understanding and observing certain issues which were intimately connected with the leadership roles.

(1) The meetings with a number of officers who came to participate in the seminars and conferences at the Indian Institute of Public Administration, Asian Institute of Education and Planning, Indian Council of Social Science Research, National Council of Educational Research and Training at New Delhi and at State Institute of Education, Chandigarh.

(2) Being a lecturer in psychology and education in the Training College, it gave an opportunity to meet senior teachers and block education officers. Every

year, there was a good percentage of students who belonged to this category and their stay for about a year in connection with their teacher-training was enough to know the working of the department as if 'from within'. They were also free and frank in giving out their opinions.

(3) As a part of the Master of Education degree, the researcher conducted a critical study on the Working and Administration of District Education Office, Jullundur (Punjab) which got the due more than it deserved.

(4) There are too many meetings at the state headquarters where the district education officers from all the districts come, meet and discuss. Similarly at the district headquarters there is one day fixed in the first week of the month when all the block education officers come and a meeting takes place. They also get their salaries for the month on that day so the percentage of attendance is very high. Most of the officers were contacted during their visit to the district office in connection with such meetings.

(5) Being lucky to get education for two years in State's premier institution of teachers education, there were many class-mates who had later taken up administrative jobs in the education department in one capacity or the other. They were very courteous in making the stay during field work comfortable especially at
Many investigations of leadership studies have characterised a leader's behaviour by also taking into considerations the opinions of the 'observers' who are the subordinates of the leaders. For an unbiased and objective approach, it was thought better to meet persons belonging to various strata, professions and get their views and to know their attitudes towards the education profession. The leaders normally would have given their point of view, therefore, to see as to what is their leadership role and how others evaluate them, another category of respondents called 'observers' selected on random basis were contacted and the same questionnaire with certain modifications to suit the respondents was also administered to them. These included all types of persons and professions who come in direct contacts with the leaders, headmasters, teachers, principals, subordinate staff. The sample was drawn.


23. The analysis of the leadership can seldom be conducted with a high degree of verifiability, for controlled experiments are not possible, and the data are extremely complex. The essentials of the judgemental - probabilistic analysis of the independent effects of leadership include the analysis of response of the followers. We have to link the analysis of leadership with an analysis of followers. A.S. McRariand, Power and Leadership in Pluralist Systems, (Stanford:1969), p.174.

for them in such a way that about two observers who knew the particular leader were covered. Thus there was one point of view of the leaders, and another of the observers, and where there was difference of opinion between them, it was brought out and statistical tests were applied.

In this study except where it is specifically mentioned the word leader or leaders is used to cover the officers at the block, district and directorate levels as fall in our universe and the word 'observer' refers to that group whose opinions were elicited to assess the leader's point of view.

The approach to the problem as initially contemplated was to study the administrative leadership roles of some selected officers on stratified random sampling basis. After a few reconnaissance interviews with some of the high ups, it became apparent that none of them was prepared to offer himself as the guinea-pig for the study. Most of the officers were reluctant to make observations on the working of their individual colleagues. Inspite of repeated assurances that the views and opinions expressed by them would be treated as confidential, none was prepared to comment on the actual performance. Some of them even hinted that being governed by Official Security Act and the Conduct Rules, they were unable to give information without a formal directive from the government. This led to the changing of focus and it was decided to make a study of their group behaviour. It became evident that officers were more willing to speak about the officers as a
group or as sub groups. In order to assess the attitudes of civil servants, we just sought to gather as much information on their background and traits as was possible. This was important for examining whether differences in these factors play any important role in the behaviour of the civil servants.

A special questionnaire was designed to study the leadership roles and the questions covered most of the aspects as have been outlined earlier while discussing scope of the present research. It included questions relating to defining and clarifying policies, setting standards of performance, delegating, recording reasons for decisions, resolving difficulties etc. A rapport was created and the respondents were assured of the anonymity and confidential nature of the replies. In most of the cases it was seen that there was no reservations and the minimum details about the personal life of the respondents were asked for. A five point scale was used to evaluate the attitude, the qualitative aspects of a particular behavioural act was divided into five categories, taking both the extremes on either ends and the average in the middle. As the intention was not to measure leadership roles or the traits and as it was to be used only for comparative purposes, the scale was not constructed by any scientific tools or methods. In India, such scales have not yet been adopted or evolved and the scales as obtainable in other countries could not be applied because of ecological variations and different organisational settings. To be sure that the
questionnaire is comprehensible and clear, it was administered to 10% of the respondents as a pre-test and later to recheck the validity and reliability of the responses, it was administered to a small sub-sample drawn randomly from all the three levels. The results of this follow up enquiry did not show much deviation from the earlier ones. As already mentioned, advantage was also taken of depth interviews with a select group of administrators. These were, however, mostly chosen on an ad hoc basis, depending upon the availability of contacts. The depth interviews were found useful in counter-checking the findings of the data collected by the questionnaire and to provide insights into the intangibles of the leadership role of educational administrators.

The study related to the officers in the education department at various levels. The officers above the rank of the superintendent at the directorate level, district and deputy education officers at the district level and block education officers at the block were covered. The strength of the various officers who served in these capacities during the period 1.4.1968 and 31.3.1969 was as follows: - There were 20 officers at the directorate level who fell in this category. In the field, there were 33 district and deputy district education officers in the various districts and the district-wise break up was as follows:
<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Name of the District</th>
<th>No. of District Education Officers</th>
<th>No. of Deputy Education Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Patiala</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>2.</td>
<td>Sangrur</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>3.</td>
<td>Kupar</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>4.</td>
<td>Kapurthaiya</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>5.</td>
<td>Bhatinda</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>6.</td>
<td>Hoshiarpur</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>7.</td>
<td>Gurdaspur</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>8.</td>
<td>Ludhiana</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>9.</td>
<td>Ferozepur</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>10.</td>
<td>Amritsar</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>11.</td>
<td>Jullundur</td>
<td>1</td>
<td>3</td>
</tr>
</tbody>
</table>

Total: 11 22

Grand Total: 33

In addition to this total strength of 33 officers, there were four others who were either acting as educational officers or were appointed during the mid-term. At the block level the strength of B.E.Os during the period was 166, which included 119 men and 47 lady B.E.Os. The break up was as follows:

<table>
<thead>
<tr>
<th></th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ludhiana</td>
<td>8</td>
<td>7</td>
<td>15</td>
</tr>
<tr>
<td>2. Jullundur</td>
<td>8</td>
<td>8</td>
<td>16</td>
</tr>
<tr>
<td>3. Gurdaspur</td>
<td>12</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>4. Kapur</td>
<td>6</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>5. Sangrur</td>
<td>8</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>6. Kapurthaiya</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>No.</td>
<td>Place</td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>-----</td>
<td>-------------</td>
<td>-----</td>
<td>-------</td>
</tr>
<tr>
<td>7.</td>
<td>Patiala</td>
<td>12</td>
<td>2</td>
</tr>
<tr>
<td>8.</td>
<td>Amritsar</td>
<td>14</td>
<td>6</td>
</tr>
<tr>
<td>9.</td>
<td>Ferozepur</td>
<td>17</td>
<td>7</td>
</tr>
<tr>
<td>10.</td>
<td>Bhatinda</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>11.</td>
<td>Hoshiarpur</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>106</strong></td>
<td><strong>44</strong></td>
</tr>
</tbody>
</table>

As the number at each level was not large, it was decided to cover the entire population. The analysis which was undertaken on the basis of the replies received and during the entire study unless otherwise stated *N* (Total universe) stands for.

<table>
<thead>
<tr>
<th>Level</th>
<th>Leaders</th>
<th>Observers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Directorate Level</td>
<td>18</td>
<td>30</td>
</tr>
<tr>
<td>2. District Level</td>
<td>28</td>
<td>70</td>
</tr>
<tr>
<td>3. Block Level</td>
<td>129</td>
<td>240</td>
</tr>
</tbody>
</table>

Many efforts were made to get replies from all the respondents but some of them had gone on leave, others on long tours and some refused to cooperate. Some of them promised to send the replies and a number of visits and efforts bore no fruit; and such respondents were dropped. Some respondents returned the questionnaire after replying to one or two questions and their responses were not analysed.
Analysis and Interpretation

(1) Assumptions

In empirical studies, sometimes it becomes necessary to mention some facts which are regarded as basic assumptions. In this study the following assumptions have been made:

(a) That there has been a general corrosion in the administrative leadership and some steps are called for to minimise the factors which may be leading to growing unrest towards inefficiency and ineffectiveness which has become visible in these years.

(b) The word organisation has been used to convey a sense of any kind of group whose members are differentiated as to their responsibility for accomplishing the groups task.

After the collection of the data, analysis and interpretation was attempted - a process consisting of a number of closely related operations. Statistical methods have been applied for calculations and broad generalisations for the group as a whole have been deduced. To test the difference in variance, F-test was applied.

where the calculations were based on the scoring, all the five categories of responses were given the score ranging from 1 to 5 and it may just be termed as an arbitrary scoring taking

the positive responses. Where the responses were negative, the order of scoring was reversed.

The replies to the questionnaire showed consistency and as all the respondents were highly educated, there was no necessity of explaining the concepts etc. All the variables except the ones which were mentioned while discussing some of the concepts were treated as constant. The intention of tabulating the results, which was entirely done by manual methods was mostly to summarise the results obtained from the data. All calculations were done on a 'Facit' machine manually and all efforts were made to be as accurate as possible. All the calculations were noted up to two decimal places because of two reasons (1) there was a wide gap in the number of respondents at all the levels (2) the number of respondents at the block level being large, even the addition of one particular response to any category would have altered the percentage considerably.

Turning to the consensus among the respondents, two procedures can be identified which can be used to secure data for the analysis of consensus. "The first is to focus on the degree of agreement among (the respondents) on which one, or which range of alternatives, among a set of available alternatives, the incumbent of a position should adopt in a particular situation. The second is to focus on their

consensus on a single evaluative standard that might be applied to him. The present study took into account the second alternative as it helped to investigate consensus on a greater number of role segments. The analysis takes into consideration what Neal Gross calls "intraposition consensus", because the study was relating to the amount and patterns of consensus on different items among leaders and observers as a group.

The procedure boils down to the question of obtaining scores on a series of distributions comprising of the set of responses of a sample to a single item with three response categories which may rank the items on a continuum of consensus. If all the respondents belong to a particular group respond to a particular item in a similar manner, there is perfect consensus in the group on that item. In some cases the responses fall more in a particular response category, and in certain cases the responses were inequally distributed. There is always a need of caution in interpreting whatever statistical measure is used to represent response variability. After giving scores, a standard formula was, therefore, applied to calculate variance. Both these patterns reflect some consensus, but what criteria can be used to decide which shows more? To deal with this problem, it was necessary to consider both central tendencies and variability of distribution.

27. For the analysis of role consensus throughout the study, the book Neal Gross, Ward S. Mason, Alexander W. McEachern, Exploration in Role Analysis: Studies of the School Superintendency Role (New York: 1958) was followed.

Attempts have been made to avoid a personal or direct reference and precautions have been taken to see that no officer gets involved as a result of even an indirect mention of any point. Wherever the studies relating to the particular point were available, they were quoted in the footnotes.

Limitations

For the accuracy of interpretation and reporting and as a matter of intellectual honesty, there are the following limitations in the treatment, sources and procedure of this research study.

(a) There are some unpublished executive instructions and their faithful use has been made without mentioning the details by way of footnotes, etc.

(b) There is seldom a free access to the government records for those who are not in the education department. Certain documents are marked confidential or are only for official use which are nevertheless very valuable for knowing more and more about less and less.

(c) The scope of the study was not to measure leadership or to find out leadership traits. The intention was to give a comparative view of the importance of leadership roles at various levels.

(d) The data thrown out could be interpreted in more than one way and could have been faithfully exploited to give much more information. Due to the limited resources, time and patience, all avenues were not tapped.
Neither has an attempt been made to correlate the social background of educational qualifications and work experience of educational administrators with their leadership behaviour. As this was perhaps the first study of its kind in the field of educational administration in India, it was considered advisable not to cover these aspects of leadership in the interest of viability of the research effort.

Setting of the Study

The Punjab has an area of 50,328 sq. kilometers, divided in eleven revenue or educational districts. There are 37 tehsils, 109 towns, and 12,890 villages, including 943 uninhabited villages in it.

The population was estimated at 1.40 crore for 1968-69, and the percentage of literate and educated persons to the total population was 26.7 as compared to 24 for the country as a whole. Number of literate males to 1,000 males comes to 347 while the number of literate females to 1,000 females is only 174 showing clearly that as compared to males only half the female population is literate. The principal languages spoken in the state are Punjabi and Hindi, however the official language for the state is Punjabi in Gurmukhi script.

At the time of partition, Punjab was left with 53 colleges, 309 schools, 1,147 middle and 3,819 primary schools, but without any university. To meet the emergent demand, East Punjab University was set up at Solan under an ordinance issued by
the Government in 1947. The first three Five Year Plans were dominated by programmes of expansion which were necessary in the early stages of economic development immediately following political independence. The primary aim in the earlier years was to provide facilities for a larger number of children to educate themselves up to a certain level and to become equipped for discharging their responsibilities as citizens of a sovereign democratic country.

The Government decided in 1957 to adopt a phased programme for introducing free education in government schools up to the matriculation standard, and as a first step, declared education free up to the fifth standard with effect from 1.10.1957. The position at present is that there is free education up to fifth class for all sections of the people irrespective of income. Thereafter, it is free only for certain categories of scholars depending on the income of the guardians. Girl students are given half fee concession.

In 1958, the higher secondary system as recommended by the Secondary Education Commission was introduced which provided for an eleven years schooling. The conversion of the 4-year into the 3-year degree Course was a necessary corollary to the adoption of the higher secondary system. In pursuance of the directive principles the state government passed, in 1960, the Punjab Primary Education Act, which came into operation in 1961.

29. Article 45 of the Constitution of India.
In the following years two more universities, Punjabi University and Guru Nanak University were set up and the East Punjab University was rechristianized and rehabilitated at its picturesque campus at Chandigarh. Several professional and technical institutions and an agricultural university were also set up to strengthen the vocational and professional and higher education. In the field of science education, the Punjab State is lagging far behind the other states in the country. The Fourth Five Year Plan Educational Plan (1969-74) endeavours to take into account all these changed needs. In fact, it lays greater emphasis on consolidation and improvement of educational facilities, expansion of science education, equipping of science laboratories with more apparatus and material, introduction of agriculture as a special subject in middle schools, introduction of domestic science for the benefit of girl students, particularly from rural areas, and provision of more buildings. A sum of Rs. 2100 lakhs which constitute about 7.7% of the State's Fourth Plan (270 crores) has been earmarked for the Fourth Five Year Plan under the sub-head of development, "General Education".

The conference of State Education Secretaries held at New Delhi on 18-20 March, 1968, recommended that in the Fourth Five Year Plan, a State Council of Educational Research and Training may be set up in each state in order to improve and coordinate the work of various agencies like Evaluation Units, Guidance Bureau, Science Education. The government has agreed in principle and the proposal is to set up such a Council in the fourth plan period.
Overview of the Chapters

The study has been divided into five parts. Part One deals with introduction, scope and methodology and the historical development of educational administration with special reference to Punjab. Part Two relates to the organisational set up at the various levels of the department of education in Punjab and other controversies such as should the Director of Public Relations be an educationist? What should be the status of the Head of the Department? It also deals with the functions of officers at the directorate, district and block levels and about the structure and pattern of education in the state. The relations between the secretariat and directorate, between directorate and field have also been discussed. Part Three deals with leaders attitudes and commitment, identification with the profession, discussions and contacts with the seniors, behaviour and attitude of seniors, contacts with the citizens, etc. It also covers the role perception of the leaders and their performance, decision making, the hinderances in effective job performance, knowledge of administrative know-how, assistance to juniors etc. Part Four deals with supervision and performance appraisal, methods used for evaluation. One chapter has been devoted to the study of coordination, initiative and communication at various levels in the directorate of education, Punjab.

Part Five deals with the interaction of the educational administrators and politicians at the directorate, district and block levels, problems brought by the politicians, types of pressures on administration and administrator's response.
to such pressures. It also deals with the morale of the leaders and the various measures for boosting morale. Some concluding observations have also been made which are followed by the reference matter and bibliography.

In short, seventies pose new challenges for educational administration in India. There has, by and large been in recent times a deterioration in standards of education and its administration as well as in discipline among the student community. The unrest among the students is likely to mount up in the new decade unless adequate and timely measures are taken to direct their energies into constructive channels. A beginning in this direction has been made in some educational institutions. Seventies are likely to be a turbulent decade in terms of political and social developments. Social fervent and tensions are likely to be aggravated, as the tempo of development beams faster. Education is going to play a critical role in mobilisation of human resources and harnessing science and technology in the support of developmental efforts. In the changed context, the leadership role of educational administrators is of key importance for implementation of educational policies and programmes in the near future as well as in the long run.