OUTLINE OF CHAPTER I

Purpose of the study 38 Main objectives of the study, Methodology of study 39 Primary sources, Secondary sources, Tertiary sources 40 Scope and limitations of the study 41 Definitions of the terms 42 Organisation of the study 42 Summary of the Chapter 44.
CHAPTER I

INTRODUCTION

Before taking up the subject on hand it is not out of place to bestow a few thoughts on the role of education in democracy. If the democratic movement in America placed great stress on the responsibility of the individual for the salvation of his own soul, the political domination of the Britishers for a century and a half and the western education they imparted awakened the sense of responsibility of shaping our own destiny by mutual discussion and decision making — in short awakened the democratic instinct in Indians. The great American philosopher Dr. Theodore Brammeld defines democracy as

"one in which man believes in himself and to govern himself in relation to his fellows. Politically this means that world civilisation is one in which fundamental policies are determined by the majority of the world and in which at the same time the minority has the right to criticise and dissent from the policies established by the majority. So democracy is bipolar — majority policy making and minority criticising. Each is necessary to the other" ¹

¹ Theodore Brammeld - Education as power
This experiment, though sufficiently old in Europe and America, has just begun in India with the advent of the constitution whose preamble says.

"We the people of India having solemnly resolved to constitute India into a sovereign socialist secular democratic republic and to secure to all its citizens justice, social economic and political liberty, of thought, expression, belief, faith and worship, equality of status and opportunity and to promote among them all Fraternity assuring the dignity of the individual and unity and integrity of the Nation."

The preamble dealing with justice - social economic and political, liberty - of thought, expression, belief, faith and worship, and equality - of status and opportunity has only a few words or phrases attached to these three important concepts, but the events of the centuries taking place at different parts of the world under different sets of circumstances have one thing in common - the well-being of the individual. The framers of the constitution cannot be charged of mentioning them per chance as the recent events had worldwide repercussions and produced its own permanent mark on the Preamble to the constitution of India as amended in December 1976.
future history of mankind.

Dr. Radhakrishnan addressing the Rajyasabha on 30-3-62 focussed these ideas to draw the attention of the law makers. Here are his words.

"The spirit of modern age is spelt out by the three great revolutions; the American in the summer of 1776 in Philadelphia which stressed POLITICAL LIBERTY, freedom from foreign domination, liberation from colonial status; the French in the summer of 1778 in Paris which emphasised the SOCIAL EQUALITY and freedom from social oppression and the Soviet Revolution in October 1917 in Moscow which had for its main objective ECONOMIC FREEDOM - freedom from economic exploitation - we have put these three ideals of liberty, equality and justice in the preamble of our constitution."

One has to agree with the findings of Indian University Education Commission when it says

"Whole future of democracy depends on freedom of conscience, freedom of enquiry, moral solidarity. Our secularism is an act of supreme courage, and

The excitement of participation in this great experiment can be experienced by any one who so desires. The democratic way of life implies that the Government should serve the people who create it. If the Government responsibility ceases to serve, it is to be altered or abolished. Thus the legal approval for reformation or revolution can be seen to lie with the people—collection of individuals. Further it becomes self-evident that individual is of primary importance and NOT the institutions. It is well to recall what Campbell, Corbally and Ramseyer have to say in this connection.

"Man's institutions being instrumental are to be shaped to his needs and not his needs to the institutions" 2

The father of our Nation appears to have given maximum emphasis on the aspect of humanism. He always gave importance to the means and firmly believed that if the means are question of satisfactory and exhilarating the ends and take care of themselves. It is a matter of significance to recall in this context

1. Report on Indian University Education Commission Page 295
2. Campbell, Corbally and Ramseyer - Introduction to Educational Administration Page 429.
what Dr P. R. Bramhananda has said while discussing the theme - Integrated Gandhian Society and total revolution. He says

"Man is ultimately the end as well as the means of society's processes of change. Again man himself is the measure of performance. All dogmas, ideologies plans and models are to be appraised in terms of whether they help to build a better man in accordance with man's own higher aspirations....The full implications of Gandhian humanism are the sanctity of all human life as well as conditions of its functioning, absence of a comprehensive judgement on any man's actions - even criminal, belief in ability of every individual to reform himself, eschewal of capital punishment, abolition of torture etc."

The political democracy we have achieved should keep pace with social democracy mentioned above. But the former is essential to the latter. Having won the political freedom it remains for Indians to realise. The role of educationists in social democracy. In this field the part played by educationists is not mean by any stretch of imagination.

Prof. K. G. Saiyidain says -

"But the far reaching social political economic and

1. Dr. P. R. Bramhananda - Gandhian Society and total revolution appearing in Indian Express dated: 31-10-77.
cultural changes which have taken place in India during the last half a century - slowly at first but with increasing speed during the last twenty years or so - have confronted the EDUCATIONISTS with a new set of problems which had not clearly challenged the attention of earlier workers in the field. They were not faced or did not at least face the problem of evolving and working out any new IDIOLOGY of education which would take into account these NEW urges of National life and respond to genuine ideals and aspirations of Indian people.

Perhaps the problems did not clearly challenge the attention of the educationists in the beginning of the period referred to by the learned Professor due to political subjugation. But the founding of educational institutions by national leaders steeped in the culture of the nation to the core - like Gopala Krishna Gokhale, Balagangadhar Tilak, Madan Mohan Malaviya and others and their functioning do not appear to have resulted anything concrete. This may be due to prepondering importance given to the problem of National liberation. (Political freedom)

After its attainment and assumption of power one is constrained to remember Lord Acton's dictum "Power tends to

1. K.G.Saiyidain-Education Culture and Social order
Page 23
corrupt. Absolute power corrupts absolutely". Greater and
greater attention is devoted and finance provided to the
solution of problems of less importance but whenever a cut
is to be effected in expenditure the items on education are
found handy and readily available. This is so because the
effects of education are never visible immediately though

Administrator's

outlook and

importance of

education

the effects produced are of lasting
nature. Education which provides
leadership to the nation in various
fields of activity is always and
will always be necessary to complement the political freedom
to be enjoyed and retained for the posterity. In the words of
Dr. Radhakrishnan, in democracy education is considered
" as the development of body, mind and spirit of
each individual with his specific nature, the
relation of the different studies to the growth
of the individual, the nature of human freedom
and the need for social changes".

Authorities in education like Dr Brammeld and G. Baron
may also be cited to vouch for the statement "education plays
a vital role in the achievement of social democracy."
Brammeld says
" We see our fundamental goal as world civilisation

1. Report of the Indian University Education Commission
Page 36.
and an educational system which in all ways supports human dignity for all races castes and classes, self realisation and the fullest vocational, civic and social cooperation and service. In achieving this fundamental goal there must be understanding of and commitment to the proposition that EDUCATION is a primary instrument of social change and social welfare.¹

G. Baron says

"Educational system of any country is a major means by which the social values of its population can be either expressed or thwarted."²

So one sees that what has been done and what remains to be done constitute two parts of the great experiment.

Dr. Brammeld’s definition of democracy quoted elsewhere provides a set of values to the meaning of what people have been saying as democratic way of life. These values are analysed one by one.

The people at large as already mentioned are superior to institutions. The recent parliamentary elections in India is a proof beyond a shadow of doubt that the people though

1. Belief in illiterate and mute in many respects people exercise their power of discrimination

¹ Dr. Brammeld—Education as Power
² G. Baron—Educational administration and social sciences page 8.
and showed that they do not tolerate the various acts of commission and omission sanctioned by parliamentary institutions and the manner of their execution by their own elected representatives.

When again India was threatened by Chinese aggression in 1962 the people from the cape to the Himalayas joined together sinking their individual desires and differences to

ii. Cooperation for protect and foster the welfare of the group - the entire nation. Whatever common good good done by one political party cannot be repealed by the opposition because people of any nation adhere to the principle of cooperation for the common good.

The emergency which was enforced in 1962 though continued in some form or other assumed violent proportions in 1976 abridging many rights of the individuals and abusing powers acquired wrongly. Our courts stood on the side of the freedom

iii. Freedom of the press of the individual. When the courts expression and religious belief too were muffled the populace seized the very first opportunity to stand in defence of its rights and did assert itself to the utter dismay of its enemies and wonder of the sister nations of the world.
Indians have come to a stage by which they feel they can, by giving thought, solve many problems they face. The grave doubts expressed by British imperialists as to ability of Indians to manage their affairs after the exit of ruling monarchs were proved baseless by the achievements of Indians in handling the problem of refugees of a magnitude, unheard of in the annals of the World History and also when the entire nation stood as a rock against repeated foreign aggressions. Method of intelligence and won several laurels in those wars. That the ability to think, to shape the destiny of the nation was not limited only to a single individual (Nehru) was proved by a succession of two more premiers of great calibre.

Further when the leaders erred the ability of the people to set it right shows that this ability is not restricted to a few people but is the heritage of many. These thoughts are echoed by Dr. Brammeld in the following passage.

"The value orientation behind this bipolarity is a deep conviction that human beings, ordinary human beings in the long run have more commonsense and good judgement with regard to what is ultimately good for them than anyone else does - any leader or group of leaders no matter allegedly benevolent or wise they claim to be."

1. Dr. Brammeld—Education as power
All these facts do not mean that democratic way of life has no challenge either from within or from without. Challenges to democratic way of life. Rather there are both challenges to and of democratic way of life.¹

Let us for a moment pause the challenges to the democratic way of life. This again may be classified as i. Challenge from without and ii. Challenge from within. Those who believe that the State, an organ of social organisation is supreme and consequently the aspirations, ambitions and yearnings of the individual are subservient to it cannot subscribe to the democratic way of life where the institutions and organisations function only for the welfare and for enhancing the status of the individual. Great Karl Marx propounded the theory of

1. Challenge to democratic proletariat to enhance the status of the individual which without was trodden by the selected wealthy class of the society. But one should admit that there is bound to be a gap between the principles propounded and practice found in its application. Many find that individuals have little or limited scope for free expression, action and even for unrestricted movement. Cohen says

"The enormous difference between a slave society and

¹ Campbell, Corbally and Ramseyer - Introduction to Educational Administration Page 432
and a free society is not one between the authoritative domination of one society and the lack of authority of the other. It is the quality of DOMINATION which makes the difference. A dialectical relation between freedom and dependance, between liberty and order, between majority rule and minority rights and between manipulation of an advertising age and the free assent of self governing society will account for human freedom by understanding the sources of freedom. Freedom arises from an unfree world.¹

The report of the Indian University Education Commission in no less clear terms than those of Cohen says

"A free society is composed of free citizens and man are not free because they are freed from external restraints. True freedom is inward a function of mind and spirit. The inner fearlessness is the affirmative of human individuality..... We may make wrong choice but true democracy concedes to us the right to choose wrongly."²

People who subscribe to the democratic way of life have got to coexist with those countries where State is supreme and a desire to extend the spread of their philosophy

of life beyond the frontiers of their countries is natural. This constitutes a grave challenge to democratic way of life.

When one expounds this idea a question poses itself as to existence or otherwise of a gap between democratic theory propounded and practice found in application. The challenge to democratic way of life from within answer is in the affirmative and this gap forms the core of the challenge to democratic way of life from within.

Dr. Theodore Brammeld has listed them as:

(a) Self interest versus local interest
(b) Inequality versus equality
(c) Planlessness versus planning
(d) Nationalism versus Internationalism
(e) Absolutism versus experimentalism
(f) Man against himself versus Man for himself

Let us try to analyse each of the above six challenges in some detail.

Human nature as it is tries to achieve its goals by some manner or other. That is why we find the proverb "All is fair in love and war". But the conscience within a person pricks and tells a person that live and let live is not enough

1. Dr. Brammeld - Philosophies of Education in Cultural Perspective Page 536
but live and help live is better. If also strengthens the argument that all are equally eligible to enjoy the necessities of life and consequently help should go forth

a. **Self interest** versus **Social interest** to those who do not find it possible to do so though they need them as much as others. So either to live by one self or to live by one self and help others to live is the conflict that goes on in the minds of all people in democratic countries.

We also see that consultation and discussion the main ingredients of democracy involve adjustment and interdependence and a feeling that others are as equal as ourselves. Again

b. **Inequality versus equality** the human nature likes to satisfy 'its'ego by trying to be independent of everything and everybody. This is the second conflict that is ever present in everyone in varied measures.

The desire that good things and results of labour should go only to the members of the family to one's kith and kin, to the people of one's state and to the people of one's country is normal. But what is divine and desirable is that the fruits of labour are to be shared by all the needy, irrespective of colour caste and creed. One sees in the latter event the
seeds of planning to organise a system of even distribution as we do for a system of large scale production. In countries where individual is unimportant or insignificant, planning for production may exist but a plan satisfying the needs desires and aspirations of all may not exist at all.

But the conflict of nationalism versus internationalism exist in all countries irrespective of the philosophy of life they profess to subscribe. Instances of subduing movements of self expression and self determination in countries other than their own are found in good number in recent events of the World history. The fervour and zeal of democratic spirit pale into insignificance when such questions appear to clash with their national interests. These could be verified in the proceedings of the United Nations Organisation in both the powerful camps that constitute the World Organisation.

Absolutism had it's sway during the periods of monarchs who claimed Divine Right to rule the people. But the achievements of science and technology conquering space and time unravelling many secrets of nature replaced absolutism by experimentalism. To go a step further, need to experiment, to verify the past results of experiments is also growing fast. Experimentalism is found not merely in search of
knowledge but also in various acts of man. But the old spirit of absolutism is not extinct. It tries to assert itself when suitable opportunity affords itself as was seen in recent trends of Indian political events. This is the eternal conflict going on in the minds of men.

Indians are very familiar with the frequent clarion call of the father of the nation that means are more important than the ends quite contrary to the principle of Machiavelli in his magnum opus "Prince".

Hence the conflict of man against himself and man for himself goes on in the minds of all.

All these five conflicts are classified by Seeman under following four heads:

i. Status dimension
ii. Authority dimension
iii. Institutional dimension and
iv. The means and ends dimension

These do not require any special explanation as they have been dealt at length while discussing the conflicts enumerated by Dr. Brammeld.

Thus one sees that democratic principles and way of life have an important role in the formation of and fostering of character, attitude, and affective aspect of children— in short it sets its seal on the educative process. In the words of Cohen:

"The universal values of democratic order face each generation anew to be accepted and lived or to be rejected and destroyed or perhaps to be accepted and ignored."

Further one is led to believe that the administration of education and reforms in educational administration cannot and should not avoid to be influenced by the healthy impact of democratic way of life.

The challenges of democratic life have to be squarely met by the individuals of the democratic society. It is not enough if a constitution is framed according to democratic principles. It is not enough even when the freedom of expression and association are enshrined in the constitution. It is the eternal vigil that one should keep on effective meaningful exercise of his duties and discharging his responsibilities. One's indifference to participate in

democratic functions say elections or voicing the feelings he has experienced in his life tend to originate and foster totalitarian tendencies on the part of the administrators. The political events in contemporary history bear a sufficient testimony of what can happen if a sizable population remains indifferent to what is going on around it. It is to be remembered that individual in democratic society has to play a vital role without failure. When this does not happen autocracy raises its monstrous head. Eternal vigilance is the price of freedom says the truism.

The individual as seen from the above discussion has to shoulder responsibility consciously in matters of formulation of policy and its execution. Whereas in totalitarian countries individual this challenge is bereft of these responsibilities and is made merely a peg in the administrative machine.

So we can conclude without much difficulty that the challenge of democratic way of life is great and can be met squarely by individuals of intellect, integrity, humane feeling and openmindedness having a temperament of suspended judgement. Many of the qualities mentioned are not inherited
but to be acquired through proper system of education administered by men having deep faith in the ideals and ideas of democracy. This is really a great challenge.

So far we have seen how democracy plays an important role in education. It is profitable to study for a while the role of education in administration. This may lead one to know the impact of educational administration on the society.

The study may be begun with a quotation from Sir Bertrand Russell. He says:

"The aim of Dr. Arnold's system was to train men for positions of authority and power whether at home or in distant parts of the empire... Intellect was sacrificed... because it may produce doubt. Sympathy was sacrificed because it may interfere with governing 'inferior' races or classes. Kindliness was sacrificed for the sake of toughness, imagination for the sake of firmness. In an unchanging world the result would have been permanent aristocracy... The battle of Waterloo may have been won in the play fields of Bton but the British Empire is BEING lost there. The modern world needs a different
type with more imaginative sympathy and intellectual suppleness less belief in bull dog courage and more belief in technical knowledge. The administrator of the future must be the SERVANT of free citizens NOT the benevolent ruler of admiring subjects.¹

When one goes through the above quotation the picture of steel frame of Indian Civil Service flashes across his mind and equally realises that the process of losing the British Empire is completed by the administrators educated at Eton, Rugby and Harrow inculcating the qualities unsuitable for democratic set up. England may not have experienced the administration of such officers to the extent India as Indians had in their country because India was under their suzerainty while democracy in full spirit flourished in England. Sir Russel also points out that in a country where people are free an administrator is only a servant and not even a benevolent master (or ruler). The subjects are no longer subject to any authority except to that which is inherent in themselves. Consequently the question of administration does not arise. The people are their own masters and they elect some of their own group to govern them according to the wishes of the majority.

¹ Sir Bertrand Russel-Gn Education Page 31-32.
Minority is ever vigilant to watch the actions of the majority and if anything goes wrong gains strength on the account of them and becomes majority. The bipolarity of ruler and the ruled is the relic of the past. Majority to rule and minority watching to rule appears to prevail in all democratic countries.

One cannot fail to notice that it is the political party that changes once in every term but the administrative personnel continue to function for a much longer continuous period. But even the personnel cannot be unimaginative. Role of administration unsympathetic, intellectually rigid, and cruel in a democratic set up. If this is true of any administration it is truer still in the case of educational administration. An attempt is made to identify the elements of administration and the qualities that go to make a good administrator.

Fayol in his "Administration Industrielle et Generalle" dealt with what he called the elements of management and described them as "Planning organising commanding coordinating and controlling". The term

1. Campbell Corbally and Ramseyer-Introduction to Educational Administration Page 133
commanding is meant that managers should perform such activities as acquiring a thorough knowledge of his personnel eliminating the incompetent, setting a good example conducting periodical audits of the organisation bringing together his chief assistants for conference and avoiding pre-occupation for details. Today we use the term direction to include much of what Fayol meant by command.

Luther Gullick has coined the word "Posdocorb". The word is made of initials of seven words given below. The meaning of these words and their functional meaning cover entirely the concept given by Fayol.

Working out in broad outline the things to be done and the method to be adopted for accomplishing the purpose is known as planning.

Building up of structure of authority through which the entire work to be done is arranged into well defined subdivisions and co-ordination is organisation.

Appointing suitable persons to the various posts under the organisation and the whole of personnel management is staffing.
Making decisions and issuing orders and instructions embodying them for the guidance of the staff comes under direction.

Interrelating the various parts of the work and eliminating overlapping and conflict in the organisation is the purpose of coordination.

R stands for reporting, keeping both the superiors and subordinates informed of what is going on and arranging for the collection of such information through inspection, research, and records.

Budgetting the whole financial transaction is indicated by the letter 'B'.

The above elements of public administration are common to both democratic and undemocratic countries. This is called principles in democratic classical management theory. But the administration can be termed democratic if the principles enumerated below are recognised in their proper perspective and are given scope for functioning without restraint.

Achievement of any purpose presupposes persons framing the various plans of action, discussing them with

1. Dr. M.P. Sharma—Public Administration in Theory and Practice Page 37-38
2. G. Baron—Educational administration and social sciences Page 39
all care and deciding a particular course of action and

Unity of purpose execution of the decided plan.

We find the thread of unity running through all these stages of action. Though during discussion various opinions may be expressed the purpose of action cannot be different.

The leader or the administrator giving directions should have a clear view of objectives or goals to be

Direction achieved and the philosophy of the scheme. Then only he can be termed an executive or an administrator.

Power without responsibility or vice-versa is just inconceivable. These principles have got to be taken note of under all circumstances and more so in the democratic set up. Delegation of power might become necessary for the simple reason of inability of a single individual shouldering the

Delegation of power heavy responsibility of

and

Fixation of responsibility direction. This is true in totalitarian countries also.

Persons who receive delegated powers are to be held justly responsible for the proper discharge of their duties. The involvement of as many people as possible in formulation and execution of policy is the very vital force of democratic way of life. People who assume power are naturally to be responsible also for proper conduct of action.
Before any course of action is decided all the pros and cons of it should be weighed carefully. This may involve time but it is worth it. To cite an example the study of modern Mathematics was made compulsory for all pupils studying in V Standard and onwards. Text-books were prepared for the purpose. Teachers were given short term inservice training to teach the subject. After all these administrative Stability measures, the administrators at the highest level voice their opinion to make the study optional for only those who have a liking for the subject.¹ If there is no unity of purpose or if it is changed frequently people lose confidence in administration. Hence a full trial for the course of action decided is to be given and consequences assessed. People are to be appraised of the bad effects. Then a change is to be initiated which will be appreciated by the people. All these steps are necessary and never redundant.

Any average person has limited powers of supervision, control and capacity to work. If he is made to work beyond the limit of the capacities mentioned above inefficiency Span of control results in non realisation of the set goal. Similarly if one is to work less than his capacity the administration becomes costly and also unwieldy.

¹ Dr. P.S. Chunder, Minister of Education, Government of India making a policy statement. This appeared in Indian Express dated 3-6-77
Hence a scientific study or the job analysis at each stage is to be made and needful personnel appointed to achieve efficient administration.

Personnel doing good work need recognition. Recognition and security are needed by all human beings for their mental Strengthening Service and physical welfare.

personnel Recognition

a.provision of incentives may be in terms of promotion advance increments awards or citation.

Persons once appointed require to know the latest trends of development and techniques of their departments. The attainments they had at the beginning of their service needs to be improvised by further study research and training in b.Enrichment of service new technique. In certain cases capacities they have to be deputed to undertake regular systematic study of 2 - 3 years. duration to become fit for assuming new types of duties or to serve in the same field with new concept demanded by the situation.

Sri P.D. Shastri a veteran college teacher in an article "Teacher teach thyself " writes as follows which appears to be apt for the topic under discussion.

" The quality of any educational system depends on the quality of teachers. In the West to keep
the teachers on their toes they are employed for a five year period. Their term can be extended indefinitely but not automatically. Their maxim is publish or perish. In India it is agitate or perish. Guaranteed stability (security) till the age of retirement induces stagnation and boredom that can be relieved only by some hot action by students..... Today knowledge doubles in five or ten years but most of our teachers left reading years ago. Some students read more

Elimination of incompetent people is as important and necessary as appointment and retention of competent persons.

More transfer of incompetent persons from one place to another does not solve the problem. Only the scene of incompetent service is transferred. The loss and inconvenience to the department are not at all prevented. Dealing with this question Dr. A.C. Devegowda says

"C.C.A. rules as they stand at present are mainly responsible for the inefficiency and indiscipline in the Education Department. They may be necessary to safeguard the interests of the Government servants but they do not promote efficiency and discipline.....

1. Sri P.D. Shastri - Article - "Teacher teach Thyself"
It is too much to expect an education officer to function like a judicial officer in the absence of specific training for the job of conducting enquiries. Quick and judicious removal of incompetent persons tone up the morale of administration and keeps the wavering type of officials alert.

It is already stated that in a democratic set up as many people as possible are to be involved in the formulation and execution of policy. Further the people involved exercise power and shoulder the responsibility commensurate with the power that is necessary to discharge the duties. But the persons so involved should have faith in the goal set and capacity to acquit themselves creditably.

A good administrator should survey the environment in which he is placed to function and take stock of the material that abound in the locality. An equally important aspect for him is to know the persons of the locality on whom the impact of administration is to be made. He has to take them to his confidence by knowing their problems and to involve them in his work. The involvement will be useful and effective when they realise that the administration and the administrator

1. Dr. A.C. Devegowda - A hand book of administration of Education in Mysore Page 72
are intended for bettering their conditions. Naturally the material belonging to the persons so involved will be at the disposal of the administrator under the above mentioned conditions. The administrator should be careful that the trust reposed in him is not betrayed.

Now in our country planning and fixing targets in each field are done at the top level. In non democratic countries planning is done at the top for all concerned to the last detail so that mere execution without a murmur or Principle of note of dissent is left for the planning subordinates. If the planning done at the top level only lays down the broad outlines or principles leaving sufficient scope for variations to be made by subordinates at district and taluka level the subordinates also will have direct interest not only in planning but also in successful implementation of the plan. This is only possible in democratic countries.

In the field of education Government agencies, quasi Government agencies and private agencies have a common object of educating the children and society thereby bringing about social democracy. So the coordination of all the three
agencies is necessary for the success of any scheme in the field of education. At present only half hearted attempts are done in this regard. At times one wonders whether it is the policy of the state to strangle the participation of quasi Government agencies in the field of education. Taking over of Municipal and Taluka Board high schools may be cited in this regard.

Evaluation is an important aspect of any system of administration. Without this the administrator has no right to ask for further resources from the people. So this is to be done periodically, systematically and objectively. An objective evaluation throws light on

(a) the extent of success
(b) the impediments to overcome
(c) Remedial measures that are to be undertaken and
(d) enables the people to know what has been done to them and appreciate the work or pinpoint the lapses. This helps the administrators to take the right track.

Educational administrator more than others has to remember that he has to work with, work for and work among persons. Hence a suitable training in this regard appears essential. To understand the problems of the persons
approaching the administrator and also to put forth the stand or policy of administration forcefully and convincingly

**Principle of Public** requires training. He should

**relations** be fit mentally and physically and should possess a character that is above board of all suspicions. He must have pleasing manners.

It is to be remembered that the problem of educational administration mostly deal with persons at all stages in varied capacities. So the administration cannot be mechanical and rigid. For the good of the administration and administered persons it should be flexible when the occasion genuinely demands. At the same time a good administrator should satisfy himself that flexibility does not degenerate into stockness and inefficiency. The personnel of administration have to change their attitude and outlook in accordance with the needs of the situation. Thus the institutions serving the public undergo changes in course of time.

The report of the Indian University Education Commission supports the principle enunciated in the following paragraph.

"The institutions in democracy must be flexible capable of adaptation to the needs and conditions of men. We must make modifications whenever we feel that changes are necessary to realise more
effectively the ends of individual development and social welfare.

Educational systems are built for a time and not for all time. There are no changeless ways of educating human nature.... Realising that the vision of free men in a free society is the living faith and inspiring guide of democratic institutions we must move towards that goal of adapting wisely and well to changing conditions"¹

With the study of the nature of administration in democratic countries and also the ingredients of good administration it has come to the notice that the educational administration in particular has four important aspects. They are (a) Instructional administration (b) Institutional administration (c) Personal administration and (d) Financial administration

All these aspects are beautifully summerised by Sri Graham Balfour who says

"The purpose of administration (Educational administration) is to enable RIGHT pupils to receive RIGHT education from the RIGHT teachers at a COST within the means of the state under

¹. Report of the Indian University Education Commission Page 44
conditions which will enable pupils BEST to profit by their learning.\(^1\)

The purposes set forth in the above quotation remain true irrespective of time and clime but the process of achieving these ends require to be changed for improvement of effect and attainment of better results. But unfortunately one notices, changes done with professed intention of improvement but without scientific basis or background. This Need for research issue gets further complicated by the reversal of changes done by persons who did not initiate them. It is not necessary to add that the reversal of policy is equally without scientific basis. These phenomena are true both in the case of state and central governments. The study is intended to pinpoint the additional stress and unnecessary strain on the persons and pupils concerned but also on the very slim purse of finance earmarked for education.

Educational investigations as surveyed by Dr. Buch in A Survey of Research in Education in India reveals 31 Review of related investigations at Ph.D level and literature 20 at non Ph.D level. The thirty one investigations form just 9% of the total number of dissertations submitted for Ph.D degree in Education. They may be broadly

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1. Quoted by S.M.Diwekar in principles of administrative organisation in the book Administration of Education in India edited by Dr.S.N.Mukherji Page 21
divided under the following heads.  

1. Dealing with teachers and their professional problems  
2. Conditions at different stages of educational and comparative study  
3. Philosophy of educational administration  
4. Attitudes of students regarding certain subjects consequent to problems of administration  
5. Administrative problems of various kinds of schools  
6. Role of Government and different personnel in administration  
7. Local authorities and educational administration  
8. Concept of educational administration  
9. Critical studies of schools and educational reforms  
10. Inspection of secondary schools  
11. Parent Teacher relationship  
12. Shift system in running schools

1. Dr. M. Buch (Edited)-A Survey of Research in Education Page 472 - 513
13. Study of administration of basic schools 1
14. Educational policies 1

Total 31

The above list reveals there are very few studies made of reforms in Educational administration. But a critical study of educational administration specially after reorganisation of states has not been attempted by many. Reorganisation of states brought about heterogeneity in administration varied standards from different integrating units and made the problem of educational administration more complex. Even without reorganisation a scientific study of the situation to introduce innovations was not made. Hence it has become imperative to take stock of the situation on a scientific basis and conclusions arrived to shape the reforms suitably and to the best advantage of the concerned.

The State of Karnataka was formed by integrating areas from five different regions - Bombay Karnataka, Madras Karnataka, Hyderabad Karnataka, the princely state of Mysore and the centrally administered area of Coorg. As already stated types of administration were different and levels of education in these areas were also varied. Added to these complexities changes both of
administrative and educational implications have been introduced at the State and Central level. An attempt is made to assess the efficacy of such changes and reforms in Educational administration that have taken place in two decades beginning from 1956. The problem of the study may be stated as

"A critical study of reforms introduced in educational administration in Karnataka during 1956 - 1976"

Two problems faced the educational administrators of Karnataka. Both the problems were challenges to the administrators of the state. One was of effecting amalgamation of departments of education with different traditions and backgrounds. The second was the state being a unit of federal Government wedded to democratic ideals had to satisfy the ever changing needs and ever expanding sphere of education. Reforms effected during the two decades in question forming the subject of study may be classified as major according to the weightage of responses given in the information inventory administered to the officers and members of the public.

Education is the ultimate responsibility of the nation. Independent India like any progressive nation has rightly shouldered this responsibility. It is not mere acceptance of
the responsibility by the present government but is enshrined in our constitution ( articles 63, 64, 65 and 66 of list 1 and entry 23 of list 3 ) to which all the political parties owe allegiance. Activities of educational reconstruction ranging from pre primary to university are taking place.

Commissions after commissions are appointed findings are being studied and follow up attempted on a modest scale. These activities do justify the situation as the right time has come for the formulation of national policy of education. Functions of education are getting complicated every day. But the problem of education is very important as it is the bedrock of all developmental activities of the country.

This requires a realistic appraisal of both our failures and achievements. So there is a great need of modernising the machinery of educational administration. This enables the state to shoulder new responsibilities and to function effectively in the larger interests of the nation.

Justification of the study

The study of the problem on hand is justified from the following considerations.

1) No study or evaluation of reforms made in educational administration introduced in Karnataka is made so far.
2) Appraisal of the same provides basis for better plans and implementation of future plans.

3) The experience of reforms in educational administration of Karnataka may profitably be used by other states of the Union by making suitable changes to suit the local needs.

4) Decentralisation of administration claims,
   (a) involving local people in administration of education
   (b) enabling administration at local levels to shoulder delegated responsibility effectively
   (c) avoidance of delay in decision making.

The extent to which the above claims are realised by implementation of decentralisation is to be assessed to plan the future suitably.

A critical study of the reforms of educational administration and furnishing a detailed description of Purpose of the educational administration set up of the state having the ministry of education of the Government of India in the background are the main purposes of the study. Plans based on such studies will be meaningful. Appraisal and research like the needle of the compass direct the path of progress in the field of education or educational administration.
Main objectives of the study

The following are the main objectives which the investigator has kept in his perview.

1) Providing comprehensive picture of reforms in educational administration in the context of educational administration at the Centre during the two decades beginning from 1956.

2) Examining the extent to which officers can perform the duties independently and successfully in the light of decentralisation of powers and involvement of more people in the formulation and execution of policy.

3) Assessing the reforms intended to improve instruction at (a) Primary level (b) secondary level

4) Assessing the reactions of the people who foot the huge expenditure on education.

Documentary evidences and survey of the opinions on the subject will be utilised. The investigation in short attempts to combine the three types of researches namely historical, normative and experimental. Further the functional point of view is kept in perview of analysis.
The data is collected by a close study of documents of the department. This is supplemented by administration of tools of investigation. The sources of information secured are classified as

(1) primary sources
(2) secondary sources
(3) tertiary sources

Government orders, Acts passed by legislature of Karnataka (Mysore) reports on public instruction in Mysore by the Director of Public Instruction, Educational progress - A statistical brochure issued by the Director of Public Instruction, Mysore Gazette (Karnataka Gazette) News paper reports and replies received for the tools of investigation form primary sources.

Summaries of documents on History of education and educational administration, summaries of reports of education commission form the secondary sources.

Books and studies by individual authors on History of education and educational administration, articles published in educational journals and news papers form the tertiary sources.
Following tools of investigation have been administered in the study for the purpose of collection of data and opinions regarding reforms that have been introduced in the state and also as a part of appraisal programme undertaken both at the level of administrators and the members of the public.

1) Questionnaire
2) Score card
3) Inventory

Scope and limitations of the study.

1) The investigation is confined to the detailed study of reforms made in educational administration of Karnataka in the period 1956-1976.
2) Only major reforms are appraised at the executive and popular levels.
3) Study is limited to functional and empirical approach.

Assumptions made in the study:
The higher emoluments and status together with enhanced delegation of powers to the officers of the department from taluka level to divisional level should result in
1) effective administration of the department
2) imparting effective guidance to teaching personnel.
3) Providing satisfaction to the public that children are receiving better instruction before.

Definitions of the terms

1) Major reform is to mean reform affecting the administration of education at state level

2) Functional approach is to mean the method as seen by the operation of the process over a length of time

3) Term 'empirical' is used in the sense of effects experienced as the result of action over a length of time.

The thesis is shaped on the following lines. The historical retrospect, the empirical perspective and the Organisation of functional approach have always been the deciding factors in organisation of the thesis. The thesis has been divided into five chapters as detailed below

The first chapter deals with the definition of the problem, justification of study, methodology, scope and limitations, definition of the terms and the manner of reporting. At the outset it deals with role of democracy in educational administration and the role of educational administration in democracy.
along with elements of good administration.

The second chapter is devoted to the tracing of the evolution of educational administration in Karnataka State up to 1956 keeping the national activities in the background.

The third chapter describes the major reforms in educational administration introduced in Karnataka during the period 1956-1976.

The fourth chapter figures to give the critical appraisal of the reforms under investigation.

The fifth chapter is the review of the study made and recommendations suggested focussing the areas of further research.

The appendicies contain details of
1) tools of investigation administered
2) potential research projects on the administrative problem of education
3) present pattern of educational administration in Karnataka.
SUMMARY OF CHAPTER I

The purpose of this chapter is to introduce the problem of reforms in educational administration of Karnataka keeping the background of the role of democracy in education and of education in democracy.

The values of democracy though universal in nature assume proportions peculiar to the times. Consequently each generation has to study the values afresh and modify to their needs or reject them. The generation has to give new values suitable to the demands of society. Any way they cannot be of stereo type for all times.

For each set of circumstances depicted above education undergoes modification. Education and philosophy of society have to go hand in hand for the welfare of the society. Education has a very significant role in democracy. They are inseparable.

Our own constitution guarantees the freedom of speech and expression as per article 19. But this freedom is meaningless or inoperative as long as freedom to read (education) is accorded. Justice H.R.Khanna addressing a meeting of the Indian Association of Academic Librarians in Delhi (12-5-78)says "Freedom of expression and freedom to read are essentially interlinked. Each one is dependent upon
the other.... For development of the thinking process, for broadening of the mental horizon and for the full growth of human personality (results of education) it is imperative that one should have access to all kinds of views (This is possible only in democracy)...

Regimentation of ideas ill goes together with democracy. It is not for those in power to decide as to what view should be propagated amongst or professed by the people.... There can be no greater myopic approach no worse short sightedness than the disposition to be afraid of ideas not only popular but also ideas which are unpopular.... To be afraid of ideas is to retard one's growth, to become a captive of old notions and to imprison oneself intellectually... Whatever may be our personal views in the matter we should not deny or grudge the right of a biographer (Author) to give us a full and candid view of the lives of greatmen PROVIDED of course there is material to vouchsafe the authenticity and veracity of facts published"!

The close links between democracy and education are self evident from the above quotation of Justice Khanna.

Society shapes the elements of administration. If flexibility and devolution of authority are found in democratic
countries authoritarianism and uniformity are found in non democratic countries. The elements of good administration are also discussed.

The statement of the problem, nature of sources, assumptions made in the study along with its scope and limitations and the organisation of the thesis are provided in this chapter.