



Indira Gandhi National Open University
School of Education

MES-041

GROWTH AND DEVELOPMENT OF EDUCATIONAL MANAGEMENT

Introduction to Educational Management

Issues in Educational Management

Emerging Trends in Educational Management

**Introduction to
Educational Management**

1

"Education is a liberating force, and in our age it is also a democratizing force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances."

— Indira Gandhi



"शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्तगत विषमताओं को दूर करने हुए मनुष्य को इन सबसे ऊपर उठाती है।"

— इन्दिरा गांधी



Growth and Development of Educational Management

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April, 2009

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ISBN : 978-81-266-4051-5

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Further information on Indira Gandhi National Open University courses may be obtained from the University's office at Maidan Garhi, New Delhi-110 068.

Printed and published on behalf of the Indira Gandhi National Open University, New Delhi by Director, School of Continuing Education, IGNOU.

Lasertypesetted at Graphic Printers, Mayur Vihar, Phase-I, Delhi-91.

Printed At :- Kalyan Enterprises ,215/5 Ambadker Gali Moujpur, Delhi -53

MES-041 GROWTH AND DEVELOPMENT OF EDUCATIONAL MANAGEMENT

Course Introduction

The educational management plays an essential role in today's scenario. The rapid impact of globalisation and technological changes have made difficult for organisation to survive in the competitive world. As a result, the importance of management in education has been increased rapidly. The term management is used in a broad sense to describe planning, organising, leading and controlling on all levels of educational institutions. This course contents are presented in three blocks comprising thirteen units. The organisation of the block is done begun with the introduction of educational management and historical background and completed the block with the new era of management and informational technology of emerging trends in educational management in the aspect of institutional context. In brief we discussed the three blocks given below:

The first block titled Introduction to Educational Management, discussed initially concept, meaning and scope of educational management, where we elaborated educational management is totally different from management of any other business-related organisations. There is also it focused on historical perspectives of Indian context. On the other hand for smooth running of an educational institution various techniques, theories and models are required. Theorisation is important because it provides the framework for management decision.

The second block titled Issues in Educational Management : Sectoral Dimensions examined the different issues in educational management. There are number of issues related to educational management. Overall focus of the course is to discuss the issues concerning management in educational sectors through formal, non-formal, government and non-governmental sectors.

In the third block named as emerging Trends in Educational Management, focused on emerging trends in educational management. Looking at emerging knowledge management technologies and strategies, it is possible to explore how they can change the relationship among students and teachers in an educational setting. Networked education has emerged for managing educational technology and e-learning in the educational institution. The rapid trend of globalisation and technological changes have made difficult for organisation to survive in the competitive world. As a result the importance of management of education has increased many folds.

**Course-041 Growth and Development of
Educational Management**

Block 1 Introduction to Educational Management

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BLOCK 1 INTRODUCTION TO EDUCATIONAL MANAGEMENT

Introduction

From the very inception, deliberate attempts have been made to manage the formally structured educational organisations like the college and school in different and effective ways. There is great need to understand the principles of management and act accordingly in order to control the resources and lead them in right direction for the success of the system. Different schools having different ideologies have evolved over time and they have suggested different principles concerning managing a given entity. Effectiveness of every process and function are dependent upon the proper implementation of its policies and decision in educational management. It is needless to say, that the knowledge, theories and models play important role in broad-basing and expanding the perception of educational management. But before that, it is necessary to explain the Development of Educational Management in the pre-independence and post-independence eras and important recommendations and Innovations in the field of education system and their implications on management aspects at all levels, i.e. at National, State and Districts levels in India. This block consists of five units. All the units need a brief analysis. Let us focus on these:

Unit 1 a brief discussion on the term management and definition of management has been made. Management can be a field of study, a class of people and a process. There is little distinction in practice, between management and administration. The difference is only made theoretically and conceptually. Educational management is totally different from management of any other business-related organisations such as industries, banking, labour organisations, etc. The functions can be of Planning, Organising, Staffing, Leading and Controlling in a management process; but ethos of educational management differs from other business management.

Unit 2 dealt with the historical perspectives of educational management. As you all know that the development of educational management has existed in all education systems. This unit presents the educational management reflected in different commission's reports from pre independence era and it still continues in the post independence period. The committees/commissions were set up such as the Charter Act, Wood Despatch, Indian Education Commission, Indian University Commission etc. The focus was to expand the educational system and accordingly change the objectives. For that new methods and techniques have been adopted for the development of educational management.

In the **Unit 3** we attempted to make you conversant with the theoretical framework of educational management. We focused on discussing various theories and models of (educational) management to acquaint you with the development of educational management as a field of study, and further to sensitize you with requisite skills required for managing educational organisations. It also dealt with various practices used in the areas and have also been discussed simultaneously to make you familiar with the present scenario of educational management in India.

Unit 4, focuses on the principles and techniques of educational management. As we know, systematic management principles are necessary in the field of education. These principles should be structural, operational and flexible. On the other hand, for smooth running of an educational institution various techniques are required. Techniques are nothing but methods of accomplishing a desired aim, goal or purpose and they have highlighted structures, processes and criteria for improvement in the

management of educational system in the country. Until or unless the use of such techniques and principles is implemented or transacted contextually and appropriately, no institution will be successful. Thus the educational management is an area, where the techniques and principles can be applied for studying the effectiveness.

Lastly, **Unit 5** is concerned with recommendations and innovations in the field of education and their implications on the management. Actually, good education will depend not only on economic prosperity but also on quality and ability. We all are aware that the origin of the system of contemporary education prevalent in the country today can be traced to the beginning of the 19th century. Thereafter many committees and commissions have been set up by the government from the pre-independence period to post independence era. Of late an effort has been made for the development of education under the banner of SSA with the main aim to universalize elementary education in India.



UNIT 1 EDUCATIONAL MANAGEMENT : AN OVERVIEW

Structure

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Defining Management
 - 1.3.1 Management as a field of study
 - 1.3.2 Management as a team or class of people
 - 1.3.3 Management as a process
- 1.4 Management and Administration – A Terminological Conflict
 - 1.4.1 Administration is a determinative function and Management is an executive function
 - 1.4.2 Administration is part of Management i.e. Management is a generic term and includes Administration
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- 1.5 Educational Management
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 - 1.7.4 Administrative Skills
- 1.8 Let Us Sum Up
- 1.9 Unit-end Activities
- 1.10 References
- 1.11 Answers to Check Your Progress

1.1 INTRODUCTION

In different phases of our lives each one of us is associated with one kind of organization or the other—a school, a college, a religious or civic organization, any sports club etc. Some organizations like the college and school are very formally structured while others like a local cricket team are less formally structured. But irrespective of the differences all the organizations have some common basic features. That is to say that in each organization people work together and try to achieve collective objectives, a specific goal or set of goals or purpose through their integrated efforts. However to integrate these efforts (running such activities or organizations) in this process an activity - management is needed so that they can attain their objectives. It is only through efficient management, a group activity can be planned, organized, directed, controlled and unified so that the objectives can be achieved.

Today at every place where we talk of getting things done through collective efforts, we find management. In fact, the future of the society depends upon the efficiency of management.

1.2 OBJECTIVES

After going through this unit you should be able to:

- describe the nature of management;
- explain the concept of educational management;
- put forward the arguments for supporting educational management as a specialized area of study;
- highlight the characteristics of educational management;
- explain the functions of educational management;
- identify the skills required by managers for effective management of educational institutions; and
- appreciate the role of educational management as an instrument of attainment of educational goals.

1.3 DEFINING MANAGEMENT

The theories and practices of educational management draw their inspiration to a considerable extent from general administration and management. It would therefore, be important to first define the term management.

It is difficult to define Management precisely because of the lack of agreement among various thinkers over the exact nature, scope and functions of management. The economists look at management as one of the factors of production together with land, labour and capital; sociologists view management as a class or group of persons; and specialists in management and administration- particularly practitioners- regard management as a system of authority. Nevertheless, some working definition of management can be attempted.

The term management is commonly used in different contexts. When we say that management of some organization has taken a certain decision, we refer to a group of persons. When we say that a person is pursuing a programme in management we refer to management as a field of study. In this context it is the ware house of the knowledge and practice of managing an organization. Further, as an activity it refers to the functions of planning, co-ordination, directing, supervision, staffing and controlling. Thus, the term may be referred to as follows:

- Management as a field of study
- Management as a team or class of people
- Management as a process

1.3.1 Management as a field of Study

Management is both an art and a science. It is regarded as an art because the performance of managerial functions requires certain skills which are a personal possession. It is regarded as a science because it has developed certain principles, generalizations and techniques which have more or less universal application. That is

why in universities and colleges it is studied as a discipline. As a discipline it consists of specific body of knowledge, skills, techniques and principles which the students of management study. Thus, when one says she/he is a student of management, it means that she/he is pursuing a particular field of learning.

1.3.2 Management as a team or class of people

Here the management is referred to as individual or group of individuals occupying managerial positions. Generally management as a group is classified into three parts:

- Patrimonial or family management also known as feudal, dynastic or proprietary management. This is the oldest management class. In this the owners become managers and different family members occupy managerial positions. For example, in India in many privately managed educational institutions this form of management still exists. This system suits the medium and small sized units.
- Political management: This system is quite frequent in Indian public sector organizations. These are established by the political party in power and the party enjoys the right to manage them. The general policy is made by the government and the top level managers are also appointed by it.
- Professional management: Here the owners provide initial financial resources and well qualified and trained managers who are paid employees and are appointed through selection based on their professional competence to manage the organisation.

1.3.3 Management as a process

In studying management as a process various managerial activities are taken as a basis for defining management.

There are many definitions of Management which emphasise one or the other important aspects of management activity. Mars Parker Follett (1868–1933), who wrote on the topic in the early twentieth century, defined management as **“the art of getting things done through people”**. This definition is incomplete as it reflects as if employees are mere means to certain ends which is not true. One cannot overlook the needs and aspirations of the people working in the organisation. According to Harold Koontz and Cyril O’ Donnell **“Management is the art of getting things done through and with people in formally organized groups. It is the art of creating an environment in which people can perform as individuals and yet co-operate towards attainment of group goals. It is the art of removing obstacles or blocks to such performance, a way of optimizing efficiency in reaching goals.”** Management is thus the art of directing and inspiring people.

According to George R Terry, **“Management is a distinct process performed to determine and accomplish stated objectives by the use of human beings and other resources.”** Thus, management is the effective utilization of human and material resources to achieve the organizational objectives.

Frenchman Henri Fayol considers management to consist of five functions:

1. Planning
2. Organizing
3. Leading
4. Co-ordinating
5. Controlling

According to him "To manage is to forecast and plan, to organize, to command, to co-ordinate and to control," However modern authors do not consider co-ordination as a function of management. They consider it as an essence of managing. To W. Jack Duncan, "Management consists of all organisational activities that involve goal formation and accomplishment, performance appraisal, and the development of an operating philosophy that ensures the organisation's survival within the social system."

Some people, however, find this definition, while useful, far too narrow. The phrase **management is what managers do**, occurs widely, suggesting the difficulty of defining management, the shifting nature of definitions, and the connection of managerial practices with the existence of a managerial cadre or class.

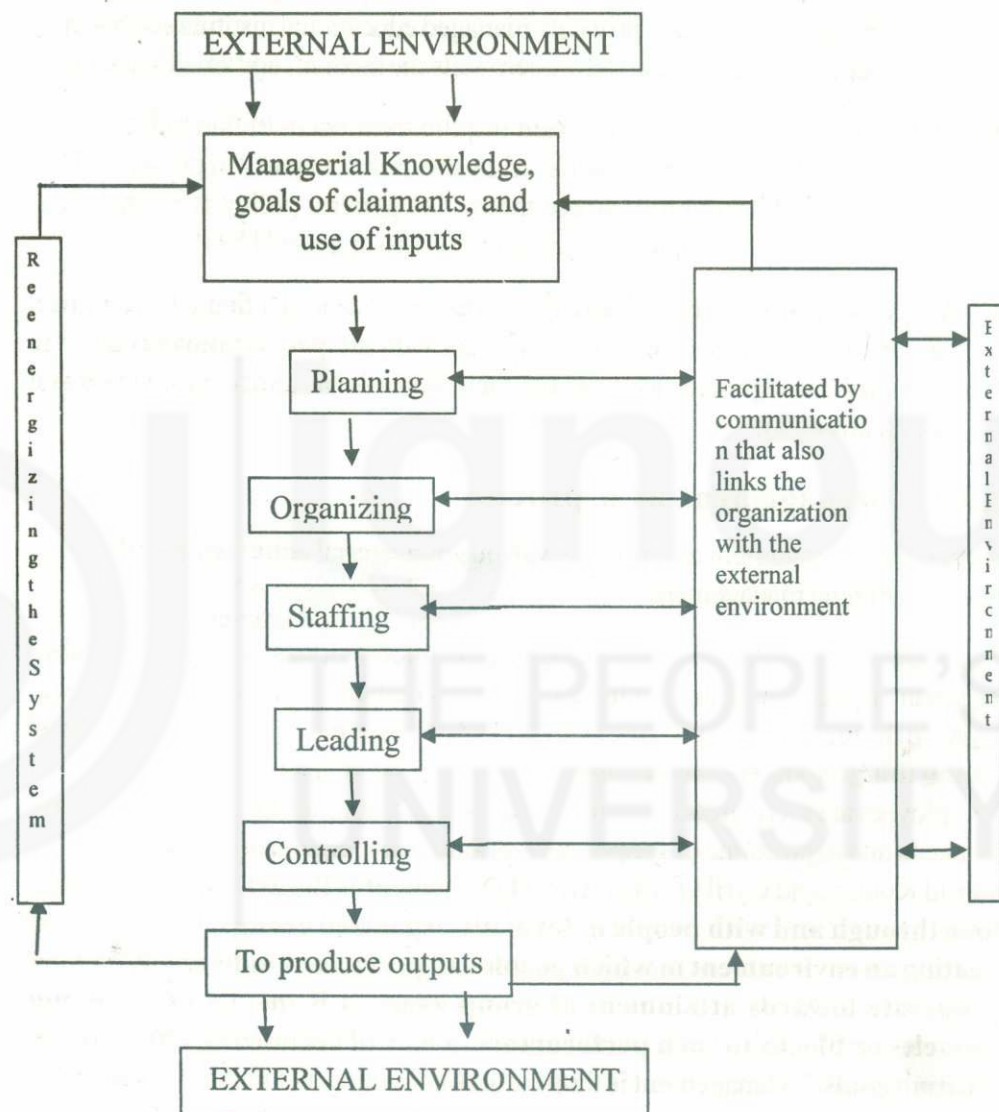


Fig: 1.1: Systems Approach to Management

(Source: Koontz, Harold. *Management 9th Edition*; McGraw Hill International Editions, Management Series, 1976.)

1.4 MANAGEMENT AND ADMINISTRATION – A TERMINOLOGICAL CONFLICT

The conflict between

the usages of the two terms 'Administration' and 'Management' was first raised by Oliver Sheldon in 1923 when he emphasized administration as decision making function and management as **executive** function. Since then a debate is very often

raised as to whether or not there is a difference between the two terms. On the analysis of the various conflicting views expressed in this regard three conclusions can be drawn:

- (i) Administration is a determinative function and Management is an executive function
- (ii) Administration is a part of Management i.e. Management is a generic term and includes Administration
- (iii) There is no distinction between Management and Administration

1.4.1 Administration is a determinative function and Management is an executive function

Some authors notably William Newman, William R. Spriegel, Ordway Tead and Oliver Sheldon believe that administration and management involve different functions. Administration involves the overall setting of major objectives, determination of policies and major decision making, however management is essentially concerned with execution of these policies and decisions through the active direction of human efforts with a view to getting things done. In the words of Spriegel (1957), **"Administration is that phase of a business enterprise that concerns itself with the overall determination of institutional objectives and the policies necessary to be followed in achieving those objectives. Management on the other hand is an executive function, which is principally concerned with carrying out broad policies laid down by the administration."** Similar view is held by Milward (1960), **"Administration is primarily the process and the agency used to establish the object or purpose which an undertaking and its staff are to achieve, secondarily, administration has to plan to stabilize the broad lines or principles which will govern action. These broad lines are usually called policies. Management is the process and agency through which execution of policy is planned and supervised."** Thus, it could be said that administration by and large, is more determinative, whereas management, by and large, is essentially executive.

1.4.2 Administration is a part of Management i.e. Management is a generic term and includes Administration

This view is represented by the British school of management thought advocated by E. F. Brech. According to him, **Management is a social process entailing responsibility for the effective and economic planning and regulation of the operation of an enterprise in fulfillment of a given purpose or task.** This responsibility involves (i) making appropriate programmes and procedures according to plans, and (ii) organising, directing and supervising the individuals in the organization. Accordingly management can be divided into three levels:

Top Management: This is responsible for formulation of the policy.

Middle Management: This is also called Departmental Management which is responsible for planning, organizing, directing and controlling, and

Supervisory Management: This is the lowest level of management and is responsible for supervision and expert decisions regarding the technologies of operation.

Thus, management includes all activities from laying down the objectives, planning, organizing, control, co-ordination and supervision so that the objectives are achieved.

1.4.3 There is no distinction between Management and Administration

This view point does not differentiate between the two terms –administration and management.

According to McFarland the terms Administration and Management are synonymous though he has pointed out minute distinction between these two terms in practice. According to him, in government agencies, administration is preferred over management, although in recent years the term management has become widely used in government agencies.

According to Louis Allen '**Administration is the total planning, organizing, coordinating, motivating and controlling works**'. Here Allen uses the term Administration in place of Management.

According to Wheeler, "**Business Management is the human activity which directs and controls the organization and operations of a business enterprise. Management is centered in the administrators or managers of the firm who integrate men, money and material into an effective operating unit.**"

The above discussion does not resolve the terminological conflict between management and administration. If the entire theories, principles, processes and objectives of both management and administration are analysed, it may be found that both have the same set of functions and objectives and hence same theories and principles. The difference between management and administration can be made theoretically and conceptually; however practically there is no difference.

It appears reasonable to use the term management to signify the different aspects of managerial activity. It is the same set of individuals who perform both sets of activities i.e. framing the policies-the administrative activities and executing them. Besides, since management is often divided into three levels : the top, middle, and the supervisory level – it covers all the activities of administration and management. Every manager spends a part of his/her time in performing administrative functions and the remaining on execution. However, the managers who are higher up in the hierarchy devote more time to administrative functions i.e. laying down of policies, determination of the objectives etc. and the managers at the lower levels are concerned more with directing, controlling and supervisory functions of management.(Fig.1.2)

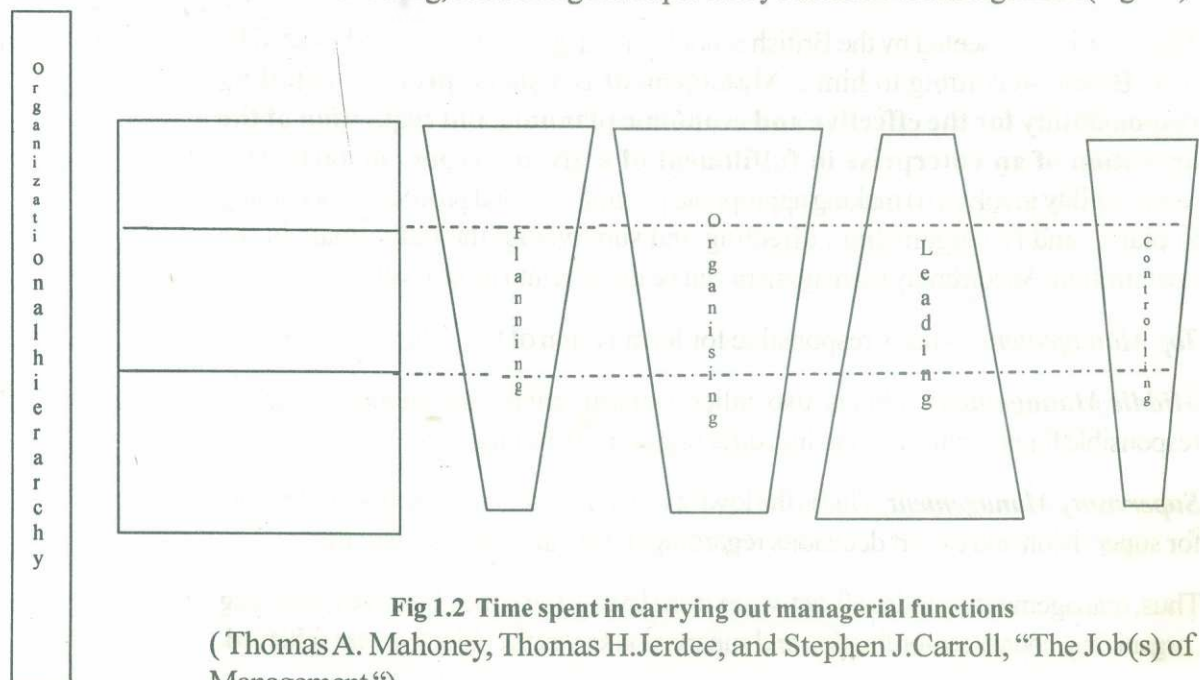


Fig 1.2 Time spent in carrying out managerial functions
(Thomas A. Mahoney, Thomas H.Jerde, and Stephen J.Carroll, "The Job(s) of Management ")

Figure 1.2 shows an approximation of the relative time spent for each function. Thus, top level managers spend more time on planning and organizing than lower level managers. Leading, on the other hand, take great deal of time for first line supervisors. The difference in time spent on controlling varies only slightly for managers at various levels.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

1. Is there any differences between management and administration? Give reasons in support of your answer.

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2. How is our educational system organized ?

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1.5 EDUCATIONAL MANAGEMENT

In order to understand the Management of Education in the country it is necessary to understand its structure. Generally, Educational system in a country is organized on the basis of the levels (stages) of Education, each of which is identified with a specific level of attainment. These stages are Elementary education which encompasses both Primary and Upper Primary Education, Secondary Education, Senior Secondary Education (General Education, Vocational Education) and post secondary/Senior Secondary Education (Higher Education and all forms of Professional and Technical education).

At present 10+2+3 pattern is being followed throughout our country. Schooling comprises two years of pre-primary education, eight years of elementary education (I-VIII) divided into two – five years of primary(I-V) and three years of upper primary (VI-VIII) followed by two years of secondary education and culminating in two years of senior secondary education. On completing secondary school, students can opt for either academic stream which further branches into Arts/ Commerce/ Science or Vocational Stream each of two years. The option of joining the Industrial Training Institutes and Polytechnics is open to students after middle level (class VIII) and secondary school examination respectively. The Senior Secondary School Certificate (+2) enables students to higher education courses of study in general education or technical and professional courses.

Consequently we have educational institutions of various kinds. Primary Schools, Middle Schools, Secondary schools, Institutions of Higher Learning viz. Colleges, Universities, etc. Normally when one speaks about educational

management, it is the management of these institutions that one is likely to have in focus.

However, education being a social system deeply affects the lives of people as a whole and thus the role of governments in the management of education becomes inevitable. It is only the government of a country which considers various issues in the broader perspective of a nation's interests. Most governments frame a national policy on education to provide a broader framework, ensure the implementation of the policy and formulate legislations that provide for the regulatory framework within which the private and public sectors function in the field of education as it cannot run all educational institutions directly. Generally, the overall framework that most governments provide would cover:

- Educational Structure: levels of education, standards of attainment at each stage, mobility from one stage to another, organization of institution at each level
- Resources: grants, sources of finance, fees and other resources, management patterns, etc.
- Curriculum: subjects to be taught, contents of courses, national core curriculum may be in the form of a model only, examinations at the national or institutional level, etc
- Academic Resource: qualifications prescribed centrally by law or determined by the institutions on the basis of models or guidelines, recruitment and training of teachers, their conditions of service, etc.
- Performance assessment and review : performance audit of institutions, organizational systems, review of policies, changes in directions, etc.

The role played by governments will vary depending on the structure of governance in the country. Countries like India having a federal structure have a largely decentralized system in which states perform most of the management functions and also the local self governments play major responsibility especially in the areas of finance and management within the parameters of the policy laid down at the national level. However in a fully centralized system the education system is run by the central government / authority.

Thus, organization of education can be seen in terms of three tiered systemic structure

- A meta system that operates at the national level and is managed by Central Government. It is responsible for formulation of policies, funding etc. Here the management is far removed from where the action lies.
- A meta system that functions primarily in the sphere of execution of the national policy and includes various agencies established for managing i.e. planning, coordinating, regulating and evaluating specific areas of education (university education, technical education, teacher education, medical education, etc.) assigned to them.
- The institutional system which is concerned with prescribing courses, appointing teachers and administrative ministerial staff, admitting students, imparting instruction, evaluating students, and managing finances and administration. This system forms the core of the educational system.

Educational management encompasses the management of these systems. Before discussing the functions of educational management, it may be pertinent to point out that important issues in the system of education in India are to redefine. The concept

1.6 THE FUNCTIONS OF EDUCATIONAL MANAGEMENT

All the organizational systems function in a planned and coordinated manner to achieve their objectives. This is true of education too. The objectives may vary depending on the level at which the management operates. For example, at the apex level the objectives are significantly different from those at the institutional level. Nevertheless, at all levels, the functions would more or less be identical. The managerial functions are essentially the same regardless of the type of organization or the level of managers in the organization.

To understand the functions of management let us analyse what the managers do.

Resser (1973) suggested that managers are the people who:

- Set objectives for using available resources.
- Formulate plans for achieving these objectives.
- Identify the activities to be performed.
- Organize the activities into groups (departments).
- Define the tasks to be done.
- Group the tasks into jobs.
- Staff the job with people.
- Initiate work activities.
- Supply incentives to stimulate productivity.
- Set up controls to measure the achievement of objectives.
- Take remedial action if the objectives are not being met.

In a sort of summary of the above points, Resser asserted that **“Management is the utilization of physical and human resources through co-operative efforts, and it is accomplished by performing the functions of planning, organizing, staffing, directing and controlling.** Though these suggestions were given by Resser while writing about general and industrial management, his suggestions were equally relevant to educational management. In education the management functions are essentially performed at different levels and to different degrees by the different management personnel in the ministries, school Boards and schools, including planners, administrators and inspectors or supervisors. These functions can be broadly categorized as

- Planning
- Organising
- Staffing

- Leading/ Directing
- Controlling

1.6.1 Planning

Planning is the basic function of management and is the primary requisite of every management function whether it is organizing, staffing, directing or controlling. But this does not mean that planning is an isolated activity required in the beginning only. This is a continuous and unending process and other functions are performed simultaneously. Planning seeks to answer multitude of the questions;

- Why is an action necessary?
- What is to be done?
- How is it to be done?
- When is it to be done?
- Who will do it?
- What physical resources will be required?

Why an action at all is to be undertaken reveals that action has some objectives and targets which are decided at the initial stage. What actions are to be taken to correlate actions with objectives. How and when to be done generates policy, programme , procedure, budgeting and other related elements. Thus, planning is a process by which managers set objectives, make an overall assessment of the future and chart courses of action to accomplish the short- and long term objectives of an organization. It involves :

- i. Establishing goals (or deciding on aims and objectives)
- ii. Determining where the organisation or sub-unit stands relative to the goal
- iii. Developing planning premises
- iv. Charting out (or developing) various alternative courses of action for reaching the desired goals
- v. Evaluating these alternatives and choosing from among them the most suitable (or, at least a satisfactory) alternative for reaching the goal
- vi. Determining and allocating the resources required and
- vii. Ensuring that plans are communicated to all concerned.

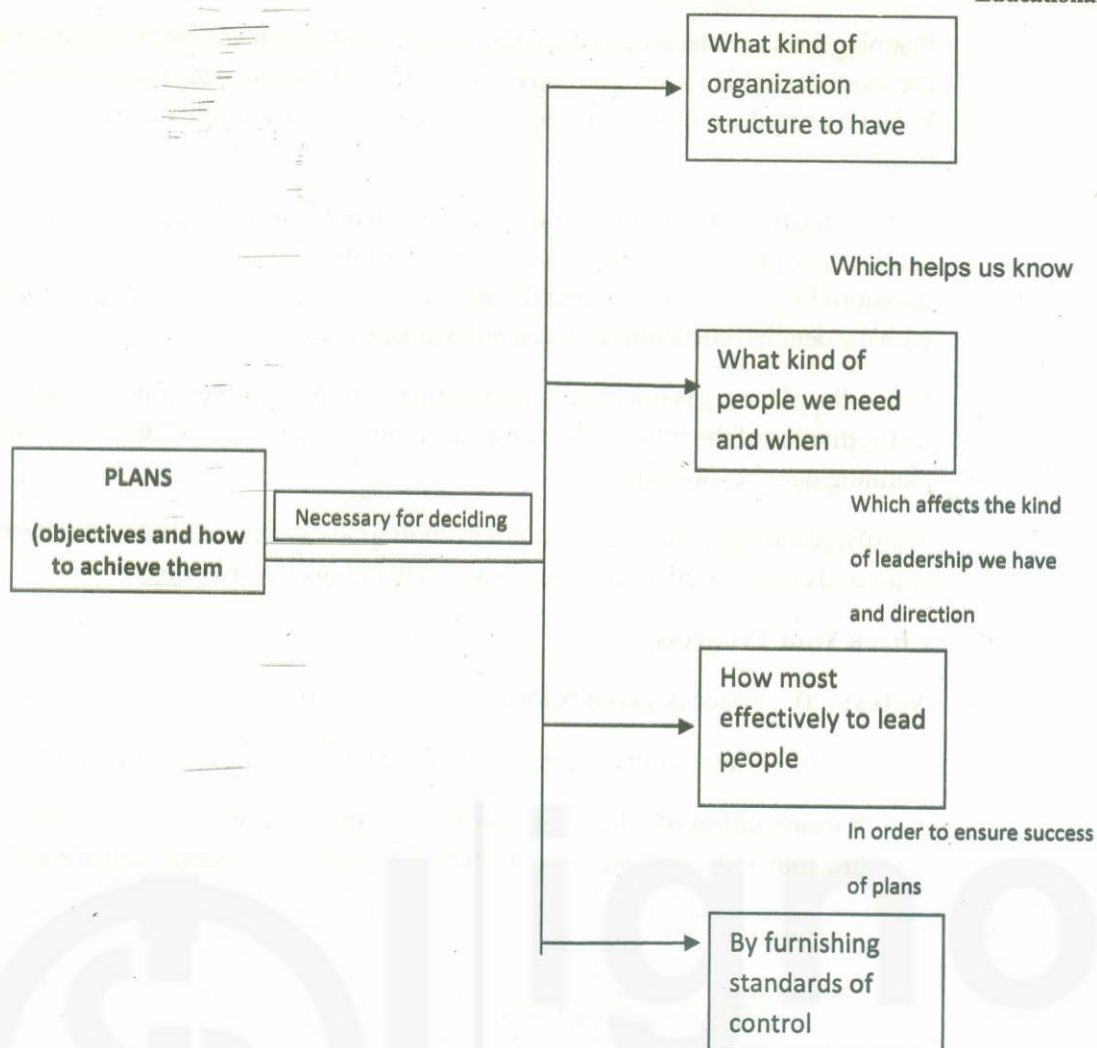


Fig. 1.2: Planning of Management

(Source: *Management By Harold Koontz and Heinz Weihrich Page no 59, MacGrow Hill Pub. 1976*)

Successful planning has to be based on a searching look within, a broad look around, and a long look ahead (E. W. Reilley, 1955). The implications are :

1. The look within involves 'thorough reviews of organizational assets, including human resources, facilities and equipment, location and patents and trademarks'.
2. The broad look around as the name implies, "relations oriented, focusing upon such factors as the organisation's relations with suppliers, leaders, customers, and the community."
3. The look long ahead "combines the above factors with forecasts that relate the present to the future."

A plan is just a programme of action regarding one future. It is not a guarantee for action. In other words, planning does not automatically guarantee success in accomplishing organizational objectives. Yet managers plan for the future. This is because planning offers many advantages like it provides a sense of direction to the organization. It is related to performance. It helps eliminate uncertainties and anticipates problems in advance. It provides guidelines for decision making. It facilitates control. It helps to focus on objectives.

What planning is not.

Planning does not attempt to make future decisions. Rather planning involves choosing the more desirable future alternatives so that better current decisions can be made. In fact it provides a frame of reference within which the current decisions are to be made.

At the same time, a plan often leads to additional but related decisions. For example, a university plans to introduce a new degree or diploma necessitates the need for decisions like, what should be the duration of the course leading to a degree, together with the detailed curriculum, system of evaluation, etc.

Secondly, planning is not merely forecasting or making projections. Forecasts are just estimates of the future. They indicate what may or may not happen. However, planning goes beyond that.

Thirdly, planning is not static. It involves continuous analysis and adjustments of the plans and even objectives in the context of changing circumstances.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

3. "Organization of education can be seen in terms of three tiered systematic structure"- Mention one structure that can be seen in an organization of education.

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4. What are the functions of educational management ? Enlist.

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5. What is planning? Describe in your words

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1.6.2 Organising

Organising is the management function that establishes relationships between activity and authority. It refers to the following four distinct activities:

- Determining the specific activities that are to be undertaken to achieve the organizational goals.

- Classifying the activities needed in various categories and then grouping them into several managerial work units.
- Assigning the activities to individuals and delegating the appropriate authority.
- Designing a hierarchy of decision making roles and relationships.

The two managerial functions, viz., planning and organizing are inseparably linked up with each other. In the words of Plunkett and Attner “**Organising begins with and is governed by plans. An organization must be built, or an existing one must be modified, to see to it that plans are executed and that their goals are reached. The organization must be able to concentrate its resources in a unified way to translate plans from intentions to realities.**” In operational terms ‘what’ and ‘how’ of plans will have to be formulated into specific sets of activities that can be assigned to people for implementing them. For example, different sub-systems of a school or a university have to perform set of functions and activities necessary to achieve the purpose of the institution.

1.6.3 Leading/ Directing

Planning, organizing and staffing are merely preparations for doing the work. The work actually starts when the managers start performing the direction function. We can plan and organize, but no tangible results can be achieved until we implement the proposed course of action. This needs directing which literally means moving into action. It is the interpersonal aspect of management which deals directly with influencing, guiding, supervising and motivating the subordinates for the accomplishment of pre-determined objectives. It includes:

- Issuing orders and instructions that are clear, complete and within the capabilities of the team members and staff to accomplish and knowing their reactions by encouraging two-way communication.
- Guiding and orienting/facilitating the subordinates about procedures and methods to carry out the activities.
- Supervising the personnel and other team members from time to time to find out if they are working according to the orders, instructions and standards.
- Motivating the team members by providing financial and non-financial incentives to satisfy the needs of the team members and to try to meet the objectives.
- Maintaining the discipline rewarding those who perform properly.

Direction function is very challenging as well as sensitive or difficult to perform as it deals with the human factor. In order to achieve effective co-operation of the members of the organization it is essential to understand their needs, nature and culture.

1.6.4 Controlling

Control is the process that consists of verifying whether everything occurs in conformity with the plans adopted, the instructions issued and the principles established. It also involves pointing out weaknesses and errors in order to rectify them and prevent recurrence. It, thus, presupposes the existence of certain plans. They provide the standards of performance which are the basis of controlling. Thus, planning and controlling are closely associated as without planning controlling cannot be established.

The scope of managerial control is very wide. It covers almost all the areas namely policies, procedures, individuals, machines and equipments, human relations,

research and development and so on. Control may be (i) physical and (ii) financial. Physical control may be either quantitative or qualitative. They are exercised by personal supervision and checking. Financial control is exercised through budgetary control and cost accounting control.

Steps in the control process

Four basic steps are required to perform the control function. They are:

- (i) Establishment of standards of performance to ensure that performance is in accordance with the plan.
- (ii) Appraisal of performance.
- (iii) Comparison of performance with the pre-determined standards to know whether performance has come up to the expected standard or if there is any deviation.
- (iv) Taking corrective action(s) if the standards are not being met so that deviations may not occur again and the objectives of the organization are met.

To conserve managerial time, effort and talent and apply these in important areas. Classical management thinkers have put forward the principle of management by exception for organizational control. This principle holds that only significant deviations (exceptions) from standards of performance should be brought to the management's attention and not the ones which do not require any follow up action.

For the smooth functioning of any control system the co-operation of all team members is must. It can be expected only when the subordinates feel that control is a positive force and is desirable. For this purpose, the management must seek their views while setting standards and implementing various kinds of control. Besides, for an effective control system accountability for the results must be fixed so that in case of any deviations the concerned members can be guided, directed and reprimanded if necessary.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

6. Enumerate any two pre-determined objectives of directing.

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7. Write any two basic steps required for controlling.

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1.6.5 Staffing

People are the most important resource of an organization. They supply the necessary manpower in all its aspects (talent, skills, knowledge and experience) to enable an organization to achieve its stated goals or objectives. Thus it logically follows that for an organization to survive and prosper, it must be able to identify, select, develop and retain qualified and motivated personnel and, most importantly, forecast its future manpower needs. It is the staffing function of management which takes care of all these activities.

Perhaps the best definition of staffing has been suggested by Carl. R. Anderson. According to him, **"Staffing begins with strategic plan for the organization that defines the different kinds of jobs people will have to do. Staffing is concerned with fitting people to these jobs-matching the skills and abilities of the person with the requirements of the job. It is also concerned with training people as job requirements change and managing their careers over their work life."**

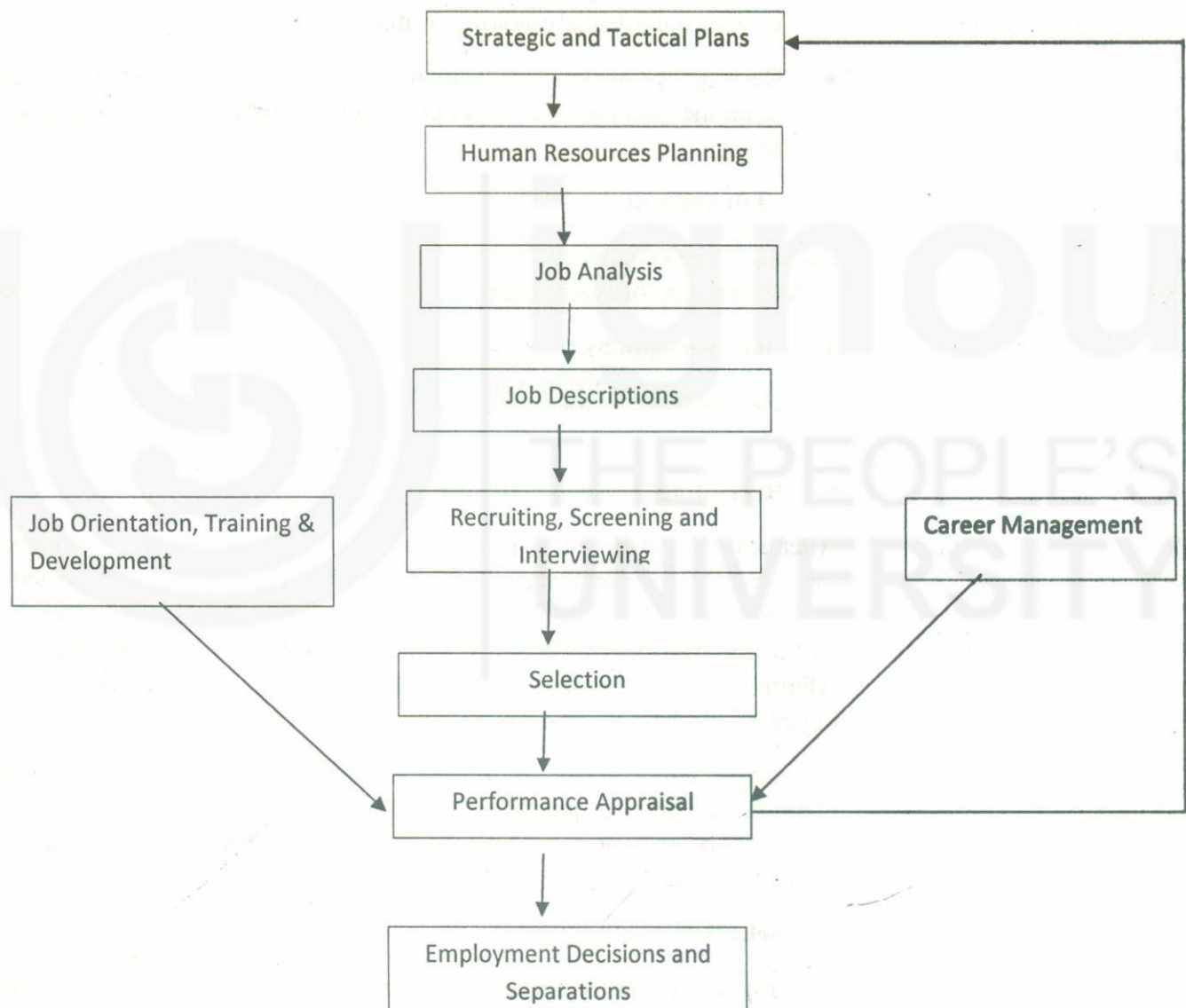


Fig. 1.3: Steps in the staffing process

(Source: Koontz, Harold & Weihrich, Heinz: *Management 9th Edition*; McGraw Hill International Editions, Management Series, 1976.)

Steps involved in the staffing process

Various steps are involved in the staffing process. These steps are different, but closely related too. They are as follows:

1. Strategic and tactical plans:

Staffing starts with the overall strategic and tactical plans for the organization. In fact, the kind of roles and responsibilities people will be expected to undertake and carry out and the skills needed for each job are determined by long range goals of the organization.

2. Human resource planning

The major purpose of such planning is to determine future human resource needs relative to an organisation's strategic plan and devising the steps necessary to meet those needs. It consists of:

- Forecasting manpower demands, that is, determining the number of people required by the organization in the future and skills/abilities they need to have to enable the organisation to achieve its objectives.
- Forecasting manpower supply, that is, comparing the requirements to the inventory of potential candidates within the organization.
- Developing specific plans for many people to recruit or whom to train from inside the organization to ensure that supply will equal demand at any specified time.

3. Job analysis

Job analysis procedures tell the manager what is involved in each job and what type of skills and kind of experience people need to have to be able to do a job properly.

4. Job descriptions

These are detailed summaries of the different kinds of tasks actually involved in a job.

5. Recruiting, screening and interviewing

After determining the human resource (manpower) needs managers undertake to locate prospective employees. This is accomplished through advertisements in newspapers, professional journals (like the University News), employment exchanges, contacts with different educational institutes, voluntary applicants, referrals by current employees and the identification of the candidates within the organization who have the potential to fill the vacant positions.

This step is basically concerned with identification of a pool of candidates capable of doing the work. It is quite obvious that larger the applicant pool, the better the chance of finding someone who closely matches the job requirements- the so called law of large numbers.

6. Selection

It involves evaluating the candidates and choosing the one whose skills and abilities match job requirements very closely. This process includes: (i) filling an application form (ii) preliminary screening (iii) selection test (iv) interview (v) reference checks and (vi) physical examination.

7. Job orientation, training and development

Once selected the new member must undergo a period of informal socialization or orientation training. During which time he/she learns the unwritten and written rules governing behavior in the organization. This transitional period of informal socialization

is called **job orientation**. Besides, there is also a need to train new organizational members to enable them to handle their new positions. If needed additional training could be provided to those who require and who have moved to new positions or the requirements of their current job has been altered.

It is also essential for the organization to identify new and enriching positions into which they can promote deserving employees and managers which will also result in additional training and development sessions for such individuals.

8. Career management

It is concerned with helping people set realistic job goals and giving them suitable opportunities to meet these goals both in the short run and long run. It serves two important purposes:

- (i) it achieves a close match between employee and a job through planning and
- (ii) It helps retain highly efficient people who might seek a change elsewhere for better career prospects.

This is equally important in educational organizations as education sectors have experienced phenomenal growth and transformation in the teaching learning environment. As a result, it suffers from continual adequately qualified and experienced manpower shortages.

9. Performance appraisal.

This step is concerned with appraising the performance of an employee and relation to job standards and then giving them feedback about actual job performance.

10. Employment decisions and distinctions

Performance appraisal enables management to make decisions about employment, which involve monetary rewards, transfers, promotions, and demotions.

1.7 SKILLS NEEDED BY ADMINISTRATORS AND MANAGERS

For effective management of the educational organizations, the managers need to have various skills. The importance of these skills varies according to the level of management in the organization.

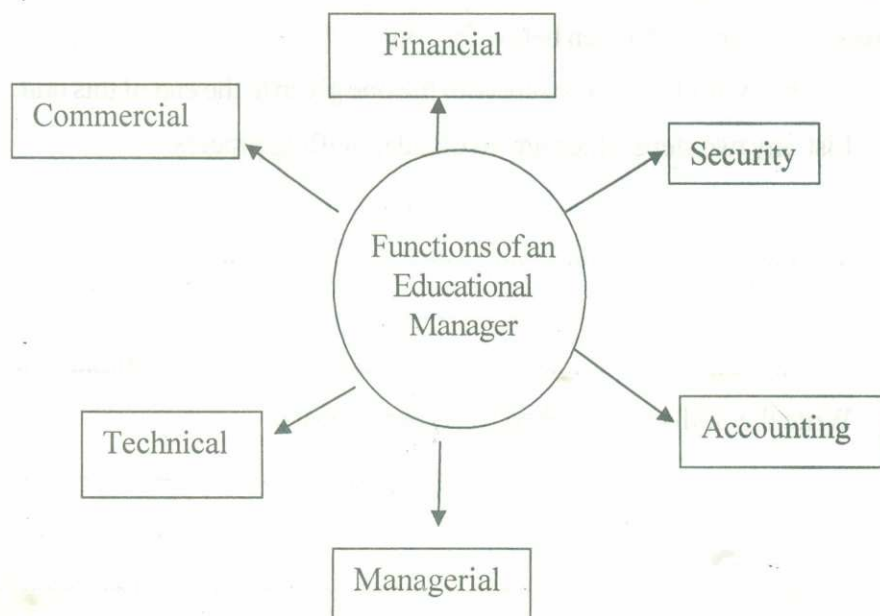


Fig: 1.4 : Functions of an Educational Manager

Robert L. Katz has identified three kinds of skills for administrators/ managers. These include technical skills, human skills and conceptual skills. To this Koontz and Weihrich have added a fourth skill- the ability to design solutions . The skills are:

1.7.1 Technical skills

Technical skills refer to the ability of a person to carry out a specific activity. For doing so, one needs to have knowledge of methods, processes and procedures. These skills are essential for supervisory level managers so that they are able to teach their subordinates the use of specific tools and techniques to perform the tasks assigned to them and clarify their doubts in work- related problems. For example, as a teacher of secondary and senior secondary level he/she must have B.Ed training certificate, and a librarian would also need a degree in library science, i.e same as applicable to other types of personnel and staff in an educational institution.

1.7.2 Human skills

Human skills refer to the ability of a person to work well with other people in the group; to lead, to motivate, and communicate with people to accomplish certain objectives; to create an environment, in which people feel secure and free to express their opinions. These skills are important for managers at all levels in the organization. The course three is devoted to Organizational Behavior and discusses these aspects in detail. (Refer to course MES 043: Organisational Behaviour)

1.7.3 Conceptual skills

Conceptual skills refer to the ability of a person to conceptualise abstract situations to understand and co-ordinate the full range of institutional objectives and activities. As top level managers have the greatest need to see the "Big Picture" to recognize significant elements in the situation, to understand the relationship among the elements.

1.7.4 Administrative skills

Administrative skills refer to planning, organizing, Motivating , Directing , Controlling and co-ordinating.

Using these skills educational managers make efforts to attain educational goals to serve the interests of students, parents, community and the country.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

8. List any two steps which are involved in staffing process.

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9. Write the skills as described by Robert. L Katz.

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1.8 LET US SUM UP

In this unit we dealt with the term “management”. We also discussed the terminological meaning and process of educational management. Management is the process of science as well as art. It recognises art because the performance of managerial/principal functions requires certain skills. And it represents science because it has developed various principles. In addition to the above discussion on functions, principles and various skills have been discussed in a detailed manner to have a better understanding of educational management.

1.9 UNIT-END ACTIVITIES

1. Describe the functions of educational management.
2. Why is planning required in educational management ?

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1.11 ANSWERS TO CHECK YOUR PROGRESS

1. The difference between management and administration can be made theoretically and conceptually. However there is no difference.
2. These stages are :
 - a) Elementary education
 - b) Primary and upper primary
 - c) Secondary, Sr. Secondary and Post secondary/Sr. Secondary education.
3. A mega system that operates at the national level and is managed by Central Government. It is responsible for formulation of policies, funding, etc.
4. i. Planning
ii. Organising

- iii. Staffing
 - iv. Leading and
 - v. Controlling
5. Planning means the course of action to be adopted to attain pre-determined goals.
6. i. Guidance and teaching the subordinates about procedures and methods to carry out the activities; and
- ii. Supervising the workers from time to time.
7. i. Establishment of standards of performance to ensure that performance is in accordance with the plan; and
- ii. Appraisal of performance.
8. a) Human Resource Planning, for determining future human resources; and
- b) Job analysis
9. According to Robert. L Katz Skills are :
- a) Technical skills
- b) Human skills
- c) Conceptual skills

UNIT 2 HISTORICAL PERSPECTIVE OF EDUCATIONAL MANAGEMENT: INDIAN CONTEXT

Structure

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Development of Educational Management in the Pre-Independence Era
 - 2.3.1 The First Period (1813-1853): Introduction of Centralization
 - 2.3.2 The Second Period (1854-1919): Period of State Control and Extreme Centralization
 - 2.3.3 The Third Period (1920-1947): Provincial Autonomy
 - 2.3.4 Summary
- 2.4 Development of Educational Management in the Post-Independence Era
 - 2.4.1 University Education Commission
 - 2.4.2 Secondary Education Commission
 - 2.4.3 The Indian Education Commission
 - 2.4.4 National Policy of Education-1968
 - 2.4.5 National Policy of Education-(1986 and revised 1992) and Program of Action
 - 2.4.6 Summary
- 2.5 Let Us Sum Up
- 2.6 Unit End Activities
- 2.7 References
- 2.8 Answers to Check Your Progress

2.1 INTRODUCTION

Education has always been one of the major concerns of the states in India. In ancient times, there were a number of centres of learning such as, Rishikulas, Gurukulas, and Pathshalas. The patronage of education then was considered one of the most important and sacred duties of the king. Well-organised educational institutions came into existence with the impact of Buddhist monasteries, and during the Muslim rule Maktabas and Madrasas were set up. However, during the early period of British regime i.e., from 1600 to 1812, the policy of indifference was followed. The Britishers came as traders and like all commercial establishments, their main object was economic gain by trade. Education, therefore, was first ignored. It was only in 1698 when the Charter of East India Company was renewed that the famous missionary clause was inserted in it by the Parliament in London. This clause directed the Company to maintain ministers of religion at their factories in India and to maintain schools in their garrisons and bigger factories. This marks the beginning of the Company's educational enterprise in India. However, the East India Company for the first time, accepted the state responsibility of education through the Charter Act of 1813. After this, several Acts and Minutes, Dispatches and Commissions had been held during the British regime. However, nothing under the banner of policies was landmarked in the British India. The traditional educational administration handed down from a colonial past is dilatory and time consuming. It is largely oriented towards controlling. After independence, it was felt that a mere qualitative increase in the system will not be able to meet the needs of the new challenges. Time has

come when it is urgently necessary to transform the **present maintenance educational administration** into **developmental educational administration** and to make greater use of the modern management techniques which have proved so successful in business and industry, in defence and military complexes and in a wide variety of other situations. In this unit, an attempt has been made to provide brief historical perspective of educational management from pre-independence to the present period.

2.2 OBJECTIVES

After going through this unit you will be able to

- explain the development of educational management in the pre-Independence era
- explain the development of educational management in the post-independence era
- understand the acceptance and adoption of the term Educational Administration to Educational Management
- compare the educational management in pre and post independence eras
- analyse issues that influence the educational development at the national and international level.

2.3 DEVELOPMENT OF EDUCATIONAL MANAGEMENT IN THE PRE-INDEPENDENCE ERA

States in India has always shown its concerns for education. In ancient times, education was provided through Rishikulas, Gurukulas, and Pathshalas. Providing educational facilities was considered to be one of the most important and sacred duties of the king. Well-organised formal educational institutions came into existence with the establishment of Buddhist monasteries, and during Muslim rule in the form of Maktabas and Madrasas. However, during the first period of British regime i.e., from early days to 1812, the policy of indifference was observed. The Britishers came as traders and like all commercial establishments, their sole aim was economic gain by trade. Education, therefore, was first ignored. The East India Company for the first time, accepted the state responsibility of education through the Charter Act of 1813. **Here we will restrict the development of educational management during pre-independence period (Colonial India) between 1813 to 1947.** The history of educational management during colonial India can be divided into three periods. They are:

- 1) The First Period (1813-1853): Introduction of Centralization
- 2) The Second Period (1854-1919): Period of State Control and Extreme Centralization.
- 3) The Third Period (1920-1947): Provincial Autonomy

2.3.1 The First Period (1813-1853): Introduction of Centralization

This period saw two major landmarks in the history of educational management : The Charter Act of 1813 and Macaulay's Minutes of 1835. During this period, the

financial control over education was centralized in the Imperial government. The State government's had to execute their educational programmes under the system. A brief overview of the educational management aspect of Charter Act of 1813 and Macaulay's Minutes of 1835 are given below.

The Charter Act of 1813

Under it, the East India Company, for the first time, accepted the state responsibility of education. The Parliament by this Act empowered the Governor-General-Council of India "to direct that out of any surplus (revenues) a sum of not less than one lakh of rupees in each year shall be set apart and applied to the revival and improvement of literature and the encouragement of the learned natives of India and for the introduction and promotion of a knowledge of the sciences among the inhabitants of the British territories in India." (Sharp, 1920, p.22).

In this way the financial control was centralized in the Central Government of India and the Provincial Governments had to execute their educational programme under the system. However, in spite of the parliamentary sanction, there had been a lull in the educational activity and the money remained unspent. Hence, a General Committee of Public Instruction was appointed in 1823 which reorganized the Calcutta Madrasa and the Benaras Sanskrit College. A few more colleges were also established in this year. The committee also undertook the task of publishing Sanskrit and Arabic texts and translation of English books containing useful knowledge into Oriental classical languages.

The Charter Act defined educational policy in broad and ambiguous terms without making any reference to the medium of instruction or the type of educational institutions to be established. Hence, for years a controversy raged in the country on the question of direction that this policy should take. There were two schools of thought among the British in this regard.

The first school of thought led by the British servants of the Company and Indian leaders like Raja Ram Mohan Roy known as the Anglicists believed in spreading of Western knowledge through the medium of English. The second school led mostly by the missionaries known as the Orientalists, while agreeing with the programme of dissemination of western sciences and knowledge among the Indians, staunchly advocated the encouragement of Sanskrit and Arabic literatures.

Government supervision of education was for the first time introduced in 1823 with the setting up of a General Committee of Public Instruction for the Presidency of Bengal. It was followed by a committee at provincial level in 1843.

Macaulay's Minute on Education, 1835

During this controversy of Anglicists vs. Orientalists policies of Education, Lord Macaulay was appointed as President of the General Committee on Public Instruction to advice on the implications of the Charter Act of 1813. Macaulay advocated to abolish Madrasa at Calcutta and the Sanskrit College at Benares and Delhi as they promoted Brahminical and Arabic learning. He also recommended that if the Benares and Delhi Colleges should be retained, no stipends shall be given to any of the students studying there hereafter. The funds should be diverted towards promotion of English language in the Hindoo College at Calcutta, and other colleges established in the principal cities throughout the Presidencies of Fort William and Agra schools. He also advocated stopping printing books of Hindu and Arabic literatures which are of less value than the paper on which they are printed.

Macaulay pleaded the introduction of English education in place of vernacular education. He pleaded for educating the classes and did not bother for the masses. He advocated the 'Downward Filtration Theory' in these words:

.....I feel with them that it is impossible for us, without limited means, to attempt to educate the body of the people. We must at present do our best to form a class who may be interpreters between us and the millions whom we govern, —a class of persons Indian in blood and colour, but English in tastes, in opinions, in morals and in intellect. To that class we may leave it to refine the vernacular dialects of the country, to enrich those dialects with terms of science borrowed from the Western nomenclature, and to render them by degrees fit vehicles for conveying knowledge to the great mass of the population. (Excerpted from Mohapatra, 2003, p. 60).

While examining the claim of various language as medium of instruction the mother tongue, an oriental classical language or English. Macaulay observed that "a single self of a good European library was worth the whole native literature of India and Arabia". Macaulay further argued that "it was the duty of England to teach Indians what was good for their health, and not what was palatable to their taste".

The East India Company accepted the Minutes. The Company in its resolution (1835) pleaded to concentrate in developing a few English medium schools for a select class of people and said that it was not its moral responsibility to introduce universal education for the masses. The policy was continued till 1853.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

1. Write any significant point of The Charter Act of 1813 incorporated by British Govt. concerning education management

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2. List the colleges that the General Committee of Public Instruction reorganized to be established.

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2.3.2 The Second Period (1854-1919): Period of State Control and Extreme Centralization

During this period, the Government of India became keenly alive to the need for an All India Policy on education. Wood's Despatch of 1854 is considered to be one of the most important milestones in the development of educational system in the country in this direction.

With the renewal of the Charter of the East India Company in 1853, the need for defining the educational policy had become apparent. Sir Charles Wood's educational despatch, 1854 is one of the most important events in shaping the British education policy in India. The despatch imposed upon the Government of India the duty of creating a comprehensive system of education for the diffusion of practical knowledge i.e. the arts, science, philosophy, and literature of Europe, from the primary school to the university, using both English and the vernacular languages. It was indeed a landmark in the history of education in modern India and presented a comprehensive plan for the later development of the educational system in the subcontinent.

The despatch proposed to subsidize private enterprisers in education by the payment of grants-in-aid as was then the practice in England. It also recommended for discontinuing the entire government provision of education. The existing government institutions especially those of the higher order, may be safely closed or transferred to the management of local bodies under the control of, and aided by, the State. On the basis of these recommendations the new system of education in India gradually evolved.

The department of education was first set up in 1850 by Lt. Governor, James Thomson with Visitors for vernacular schools and a Visitor-General for the province. It was later decided by the Government of India in 1854 as a consequence of recommendation of Wood's despatch to have a Department of Public Instruction in each province for promoting general and public education in India. Consequently, the post of Visitor-General was replaced by that of Director of Public Instruction. For effective administration of mass education at primary level, the province was divided into four circles each under the charge of a circle inspector.

The despatch recommended the following measures for the realization of the desired aims:

- (1) The establishment of a separate Department of Public Instruction in each of the five provinces viz., Bengal, Madras, Bombay, the North Western Provinces and the Punjab. It was to be headed by a Director who was supposed to be assisted by an adequate number of inspecting officers for its administration.
- (2) The establishment of three Universities at Calcutta, Bombay and Madras. This proposal to set up "affiliating universities" on the model of London University was accepted. The organisational structure of these universities consisted of "university authorities" which included a Chancellor, a Vice-Chancellor, a Senate consisting of not less than 30 Fellows nominated by the Governor-in-Council and a Syndicate consisting of Vice-Chancellor, the Director of Public Instruction of the Province and six Fellows elected from the members of the Faculties. The Senate was empowered to manage the affairs and property of the university, to appoint and remove all examiners, officers and servants of the university and to frame bye-laws and regulations. All bye-laws and regulations framed by the Senate had to receive the approval of the Governor-in-Council. The executive power was vested in a Syndicate consisting of the Vice-Chancellor and six Fellows. The Syndicate derived its authority from the bye-laws of the university and the functions of the Syndicate were exercised subject to the general control of the Senate.
- (3) The establishment of a network of graded schools which the Directors desired to spread all over the country.

- (4) The establishment of institutions for training of teachers for all types of schools
- (5) Greater attention to vernacular schools, indigenous and others, for expansion of elementary education.

There is no space here to comment in detail on the development of education over the next seventy years except to say that the period was marked by a rapid proliferation of high schools, often of dubious quality, run purely for profit. However, in 1882 the Government of India appointed a Commission known as Indian Education Commission "to enquire into the manner in which effect had been given to the principles of Despatch of 1854 and to suggest such measures as it may think desirable in order to further carry out the policy therein laid down".

Indian Education Commission (Hunter Commission), 1882-83

The Indian Education Commission of 1882-83 (Hunter Commission) emphasized that the duty of government was mainly to provide, extend and improve elementary education. Primary education in rural areas was, in accordance with the recommendations of the commission, passed on to the control of district boards under the Local Self Government Act of 1883. Similarly, with the creation of municipalities, these bodies were entrusted with primary education in cities. Government, however, continued to supervise the primary schools and even deputed its officers to district boards for administering primary education. It also continued to maintain some high schools and other institutions for higher education as models and exercised control over non-government institutions through inspections, examinations, recognition and grants-in-aid at the secondary and higher levels. During the period from 1902 to 1921 qualitative improvements were also initiated in curricula, text-books, examinations and teacher training. It also advocated among other things, the gradual withdrawal of the State from the direct support and management of institutions of higher education.

Some of the major recommendations of the Indian Education Commission related to educational management were:

- (1) Encouragement to indigenous education
- (2) Primary education declared as part of the whole system of public instruction
- (3) At least one model school may be established in such districts, where there may be required in the interests of the people themselves with a grant-in-aid.
- (4) The rate of aid to each college be determined by the strength of the staff, the expenditure on its maintenance, the efficiency of the institution and the wants of the locality.
- (5) Institutions under private managers cannot be successful unless they are frankly accepted as an essential part of the general scheme of education. The managers of these institutions be consulted on matters of general educational interest. In the conduct of departmental examinations, managers of non-government schools should be associated with the officers of the department as far as possible.
- (6) Grants-in-aid rules should be revised by the local government in consultation with the managers of schools.
- (7) A periodically increasing provision should be made in the educational budget of each province for the expansion of aided institutions.
- (8) Greater latitude should be given to the managers of aided schools in fixing the course of instruction and the medium through which it is conveyed.

- (9) Indians having the necessary qualifications should be employed as Inspectors of Schools more commonly than in the past.

Greater concern of the state towards higher education led towards the expansion of higher education. The increase in the number of colleges led to problems which necessitated the appointment of the Universities Commission in 1902.

Indian Universities Commission (1902)

The main aim of Indian Universities Commission (1902) was “to enquire into the condition and prospects of the Universities established in British India. It was mainly to consider and report upon any proposals which have been or may be made for improving their constitution and working, and to recommend such measures as may tend to elevate the standards of University teaching, and to promote the advancement of learning’. The main recommendations of the Commission were:

- (1) The legal powers of the older Universities should be enlarged so that all the universities may be recognised as teaching bodies but the local limits of each university should be more accurately defined.
- (2) The Senate, the Syndicate and the Faculties have to be reorganised and made more representative than before.
- (3) There should be a properly constituted Managing Committee for each college. Besides managing the college concerned, the Managing Committee should also appoint competent teachers and pay attention towards the discipline, construction of buildings, hostels, etc. Affiliated colleges should be strictly supervised by the universities.

In the course of the discussion on the Indian budget, the Under Secretary of State for India admitted the need for paying more attention to Indian education. As a result, the Court of Directors of East India Company passed the Resolution on Educational Policy in 1813. The British Parliament agreed to this effect when the Charter Act was revised the same year.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

3. Discuss what the Anglesites believed in respect of the Charter Act of 1813.

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4. Describe the theory advocated by Macaulay.

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Government Resolution on Education Policy, 1913

Realizing the importance of mass education, Government Resolution on Education Policy (1913) recommended for sufficient expansion of lower primary schools as well as upper primary schools. It also suggested to raise lower primary schools to upper primary schools if need be. It advocated improvement in the condition of middle and secondary vernacular schools and recommended that their number should be increased. The resolution felt the need for establishment of Local Board schools in place of private-aided schools. Unlike, Macaulay, it also advocated for adequate subsidies to Maktabas and Pathshalas.

The resolution recommended to stop further establishment of state institutions. However, the state should not completely withdraw from the sphere of secondary education. It felt that the existing institutions should continue to serve as models and proper grants-in-aid should be sanctioned to private institutions. The inspection and management of private schools should be made more efficient.

The resolution was very much concerned about the salary of teachers. It advocated for salary of teachers to be not less than Rs. 12 per month. Again there should be provision for increment in salary, pension and provident fund. The teacher-student ratio should range from 1:30 to 1:40. Number of women teachers and inspectors should also be increased.

The resolution felt inadequacy of existing 5 universities and 185 colleges and advocated for expansion of university education. There should be separation of the two functions of the universities- teaching and examining. For the first time it was felt that universities and high schools should be assigned distinct spheres of activities. Universities should be relieved from the responsibility of granting recognition to high schools and should be kept under Provincial Governments.

The outbreak of the First World War delayed the developments planned in the resolution and many important items were postponed owing to financial stringency. However, in 1917, the Government of India appointed the Calcutta University Commission. Although it deals with the Calcutta University only, the report has greatly influenced the subsequent course of secondary and higher education in the country.

Calcutta University Commission (Sadler Commission) (1917-19)

The major recommendations of the Commission in the context of management are:

- There should be a Central Advisory Board of Education (CABE) which would perform an invaluable function by defining the general aims of educational policy, by giving advice and assistance to local governments and to the development of educational ideas in the various provinces, and also elsewhere in India.
- The development of *mofussil* colleges should take place in such a way as to ensure the encouragement of gradual rise of university centres at a few places by concentrating all possible resources for higher education in them.
- Intermediate classes should be separated from the universities. For B.A. degree, the curriculum should be spread over three years. The stage of admission to the university was to be intermediate in stead of matriculation.
- A separate High School and Intermediate Board should be formed in every province for the better management of secondary education. Recommendation was also made to free the Board from the control of the Department of Education.

- The teachers of the universities should be given more powers to remove unnecessary State control over them. Regulations governing the working of universities should be made less rigid. For the internal administration of the university, a representative court in place of Senate and a small Executive Council in place of the Syndicate should be set up. An Academic Council and Board of Studies be set up to settle academic questions pertaining to courses of study, examinations, degrees and research work, etc. It also advocated for appointment of a full-time and salaried Vice-Chancellor. The Department of Education in the universities should be established and education should be included in B.A. (Pass) and intermediate courses.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

5. Write any two recommendations given by Sadler Commission in 1917-1919 concerning educational management.

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6. What was the main issue advocated by Lord Macaulay in respect to the Charter Act of 1813 ?

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2.3.3 The Third Period (1920-1947): Provincial Autonomy

With the Government of India Act (1919), diarchy or the rule of the two was introduced in provincial administration. The administration of province was divided into two halves: the reserved departments and the transferred departments. Subjects like, education, agriculture, public health and local government were 'transferred' to the charge of governor acting with his ministers, who were made responsible to the electorate of the province and not to the Government of India. Education with small exception became provincial subject. It was under this hitherto unusual form of a political constitution that Indians first obtained the control of the Education Department. This set the stage for Indian to face the challenge of handicaps in financial management and control in respect of education in provincial administration, finance being a reserved subject with little power vested in the Indian ministers.

Hartog Committee (1928-29)

In May, 1928 the Simon Commission appointed an Auxiliary Committee popularly known as the Hartog Committee to review the position of education in the country. During 1920s, it was decided to stop all further recruitment to the Indian Education Service (IES) so that the service would fade out within a few years. Needless to say the system of Central grants which had made such a useful contribution to educational

development also disappeared. The Hartog Committee (1928) examined this situation with concern and said : “We are of the opinion that the divorce of the Government of India from education has been unfortunate and holding as we do, that education is essentially a national service, we are of opinion that steps should be taken to consider a new relation of the Central Government with this subject. We have suggested that the Government of India should serve as a Centre of educational information for the whole of India and as a means of coordinating the educational experience of the different provinces. But we regard the duties of the Central Government as going beyond that. We cannot accept the view that it should be entirely relieved of all responsibility for the attainment of universal primary education. It may be that some of the provinces, inspite of all efforts, will be unable to provide the funds necessary for that purpose, and the Government of India should, therefore, be constitutionally enabled to make good such financial deficiencies in the interests of India as a whole” (Report p. 346).

This view was carefully examined when the Government of India Act, 1935, was passed. But as the basic condition, viz., the transfer of education to popular control in the Provinces side by side with the Government of India continuing to be responsible to Parliament remained unchanged.

Government of India Act-1935

The activities of the department took a definite turn towards educational reconstruction soon after provincial autonomy was granted under the Government of India Act, 1935. The general organizational pattern of the education department in those days was that there was a divisional inspector of schools in every revenue division, with an assistant inspector of Mohammadan schools (except for Kumaun division) to advice on Maktabas and other Muslim schools in the division. The inspector of schools had under him heads of Anglo-Hindustani and Hindustani institutions for boys and a deputy inspector of schools in each district, who was assisted by sub-deputy inspectors in matters relating to primary education. For the education of girls, the province was divided into ten circles each under an Inspectress of girls' schools with a chief inspectress at the headquarters. Each inspectress held in her jurisdiction similar charge as that of inspector of schools and was assisted by an assistant inspectress in most districts.

The actual provisions made in the Government of India Act, 1935, abolished the old distinction between reserved and transferred subjects and the limitations placed on the powers of the education ministers. The whole of education thus became a transferred subject, except in few cases.

Abbot-Wood Report (1936-37)

In pursuance of the Resolution of 1935 of the Central Advisory Board of Education, two expert advisers, Messrs. Abbot and Wood were invited in 1936 to advise the Government “on certain problems of educational reorganization and particularly on problems of vocational education”. The Abbot-Wood Report, submitted in 1937, suggested a complete hierarchy of vocational institutions parallel with the hierarchy of institutions imparting general education. As a result of their recommendations a new type of technical institution called the Polytechnic came into existence. The provinces also started technical, commercial or agricultural high schools conducting non-literary courses.

Sargent Report (1944)

In 1944, the Central Advisory Board of Education submitted a comprehensive Report on Post-War Educational Development, known as the Sargent Report, visualising a

system of universal, compulsory and free education for all boys and girls between the ages of 6 and 14, the Senior Basic or the Middle School to be the final stage in the school career of majority of the pupils. The Report also recommended that at the Middle School stage, provision should be made for a variety of courses, extending over a period of five years after the age of 11. These courses while preserving an essentially cultural character should be so designed as to prepare the pupils for entry into industrial and commercial occupations as well as into the Universities. It was recommended that the High School course should cover 6 years, the normal age of admission being 11 years and that the High Schools should be of two main types (a) academic, and (b) technical. The objective of both these should be to provide a good all-round education combined with some preparation in the later stages for the careers which pupils will pursue on leaving schools.

The Central Advisory Board of Education (CABE)

The Central Advisory Board of Education, the oldest and the most important advisory body of the Government of India in education was first established in 1920 under the chairmanship of Education Commissioner to the Government of India. The idea that there should be a central Advisory Board of Education was first put forward by the Calcutta University Commission (1917-19). It was dissolved in 1923 as a measure of economy. For the next twelve years, there was no Central body to advise the Government of India in educational matters. However, a feeling of regret at the discontinuance of the Board began to grow, especially after the Report of Hartog Committee (1928) which observed that the divorce between the Government of India and education had been unfortunate. Consequently, then Central Advisory Board of Education was revived in 1935. One of the great achievements of CABE was to prepare the Post-War Plan of Educational Development (1944) commonly known as the Sargent Plan. It proposed to create, in a period of 40 years, an educational system in India which would be like that in England in 1939. No wonder then that it was considered as the first official attempt to a national system of education for India. It provided for pre-primary education, universal (compulsory and free) primary education, liquidation of illiteracy in 20 years, compulsory physical education, proper training of teachers, education for the physically and mentally handicapped and many other features that got incorporated in the five year plans in India soon after independence.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

7. When was Hartog Committee setup?

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8. Mention any two functions of the syndicate in a university.

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2.3.4 Summary

It is evident that the different colonial powers followed different policies in education but one feature was common, namely their neglect of mass primary education and adult illiteracy. There were different kinds of educational institutions but there were no national educational system as such. The British India is criticized for:

- not having developed a truly national system of education;
- failing to evolve a synthesis of Eastern and Western cultures;
- inadequate aims i.e. they sought to educate an army of civil servants but not with the aim of eventual self-government;
- adopting wrong methods of administration;
- neglecting indigenous education,
- absence of any holistic plan to reach predetermined goals;
- allegedly neglecting vernacular education; and
- shaping education policy to serve their own political and economic ends.

Professor Basu has suggested various explanations for the alleged failure of British education policy in India. These include:

- the nature of the bureaucratic machinery,
- limited finance,
- Indian resistance,
- unwillingness on the part of the British to incur unpopularity by adopting repressive measures, and
- dependence on Indians for the implementation of policy directives.

2.4 DEVELOPMENT OF EDUCATIONAL MANAGEMENT IN THE POST-INDEPENDENCE ERA

Let's begin our journey seeing the changes in educational management taken place after independence. As a follow up of the recommendation of the Sargent plan now endorsed and supported by the independent India, a separate Ministry of Education came into being in 1947. Education with few exceptions continued as a state subject. However, with the setting up of the Planning Commission the Central Government began to take keen interest in education. In view of the important role of education in human resource development, the nomenclature of the Ministry of Education changed to Ministry of Human Resource Development, Government of India in 1985. Some of the important committees and commissions responsible for development of educational management in India are discussed below.

2.4.1 University Education Commission (1948-49)

The era of educational reconstruction inevitably followed in the wake of social and economic reconstruction initiated by the National Government after 1947, education being the chief instrument for reconstruction and transformation of society. The first steps taken in the direction of educational reconstruction were the appointment of a series of commissions to survey, study, review and recommend improvements in the

different sectors of education. To look into the problems of University education, the University Education Commission was appointed by the Government of India in 1948 under the Chairmanship of Dr. S. Radhakrishnan in pursuance of the recommendations of the Central Advisory Board of Education and also of the Inter-University Board. The Commission made important suggestions for improving the standard of university education in the country. The Commission felt that all Universities should be constituted as autonomous bodies. It further recommended that:

- University education should be placed in the Concurrent List which meant that, both the States and Central Governments could legislate on the subject of education.
- The Central Government should be responsible for finance, coordination of facilities in special subjects, adoption of a national policy ensuring minimum standards of efficiency, and liaison between Universities and research laboratories.
- Universities should be teaching institutions rather than affiliating types. It recommended the elimination of affiliating Universities.
- Government Colleges should be transformed into constituent colleges to give rise to federative Universities. College governing bodies should be properly constituted. The aim of an affiliated college should be to develop into a unitary university and later into a federative one.
- University Grants Commission should be set up for allocation of funds.
- The State should recognize its responsibility for the maintenance of standard and financing of higher education.
- The aid to private colleges be for buildings and equipment as also for the recurring expenditure, the latter to be on a uniform basis, say, half of the present teachers' salaries and one-third of other approved expenditure.
- Steps be taken to amend income-tax laws to encourage donations for educational purposes.
- Additional grants be made to colleges and universities in order to enable them to give effect to recommendations.
- That the Government should contribute an additional annual amount of about Rs. 10 crores for the development of University education during the next quinquennium.
- A three-year degree course for the first university degree be introduced.
- Rural Universities be established in various states of the country.

2.4.2 The Secondary Education Commission, 1952

The Radhakrishnan Commission had surveyed the field of secondary education in a passing manner and had admitted that 'our secondary education remains the weakest link in our educational machinery and needs urgent reform'. This led to establishment of an All India Commission for Secondary Education appointed in 1952 under the Chairmanship of Dr. A. Lakshmanswamy Mudaliar. This Commission offered a number of suggestions to recognize secondary education based on with the new goals and needs of independent India. The Commission was equally concerned with qualitative improvement of the schools. New trends in examination, guidance and

secondary school was a new concept recommended by the Commission. The following were the other main recommendations of the Commission:

- i) Secondary education should commence after four or five years period of primary or junior basic education, and should include (a) the middle or senior basic secondary stage of 3 years, and (b) the higher secondary stage of 4 years;
- ii) The present intermediate stage should be replaced by the higher secondary stage which should be of four years' duration, one year of the present intermediate being included in it;
- iii) As a consequence of the preceding recommendations, the first degree course in the university should be of three years' duration;
- iv) For those who pass out of the High School, there should be provision of a pre-University course of one year;
- v) Admission to professional colleges should be open to those who have completed the higher secondary course, or have successfully taken the pre-University course;
- vi) Multi-purpose schools should be established wherever possible to provide varied courses of interest to students with diverse aims, aptitudes and abilities.
- vii) Technical schools should be started in large numbers either separately or as part of multi-purpose schools. Such schools should be located in close proximity to appropriate industries and they should function in close cooperation with the industry concerned.

The Commission's recommendations were integrated in the successive five-year plans and began to be implemented, both at the Centre and in the States, in 1954.

2.4.3 The Indian Education Commission (1964-66)

The Commission realized that the existing facilities and arrangements for the training of educational administrators are inadequate. Pre-service education for administrators is neither necessary nor possible. Training for an educational administrator is needed, not only because the tasks he/she is required to perform are difficult and complex, but mainly because it is necessary to orient him/her to the programme of educational expansion and improvement which has to be implemented in the next two decades and the role which educational administration should play therein. From this point of view the commission made the following recommendations:

- The State Institutes of Education, in collaboration with the universities, where necessary, should organize in-service education programmes of all the non-gazetted educational staff on the administrative and the inspectional side. They should provide inservice training of about two months to every officer in every five years of his/her service. In addition, they should also organize conferences, seminars, and workshops for the gazetted staff. The Ministry of Education should run a National Staff College for senior educational administrators of the State Department of Education. Some incentives should be provided for the officers who would improve their qualifications materially through programmes of in-service education. The National Staff College will be vested with the following functions:
 - i) in-service education of the personnel of the education department of the states

- ii) research in educational administration and management
- iii) conducting case studies
- iv) conducting short-term and long-term training courses
- v) cross-fertilization of administrative and management experience
- vi) arranging periodical conferences, seminars and workshops on matters relating to educational administration and management
- vii) undertaking publications including a journal on educational administration

Regarding the private recognized schools, the Commission made the following recommendations:

- Private schools should have a right to exist and if they do not seek aid or recognition from the state, there need be little or no interference with them. The commission suggested compulsory registration for unrecognized schools. However, private education institutions, whose dependence on public revenues would be very large, should be gradually assimilated with the system of public education.
- Each private school should have a management committee consisting of the representatives of the voluntary organizations conducting it, the education department and its teachers. The staffing of private schools should be broadly on the pattern prescribed for government or local authority schools and their remuneration should be similar.

The grants-in-aid to a school be equal to the total teacher cost plus the total no-teacher cost minus income from fees at standard rates after allowing for the prescribed percentage of free studentships and the prescribed contribution of the management.

The Commission observed that in a vast country like India **"it is necessary that the Constitution of a University should be formulated in sufficiently general terms, so as to permit innovation and experimentation."** The Commission was of the view that the main Act of a University should lay down the structure and organisation in broad terms and the relevant details may be prescribed by Statutes and Ordinances. This, in the opinion of the Commission, was essential because of frequent changes in academic life due to the rapid expansion of knowledge, particularly in Science and Technology. The Commission in its report stated that Universities should evolve dynamic techniques of management and organisation suited to their special functions and purposes. It also made further following recommendations:

- The representation of the non-academic personnel element on university bodies should be mainly for the purpose of presenting the wider interests of society as a whole to the university but not to impose them.
- The Universities should give considerable autonomy to their departments/ schools of studies.
- There should be joint committees of teachers and students in each department and in every college, and a central committee under the Chairmanship of the head of the institution for the discussion of common problems and difficulties.
- The Court or Academic Council should be the policy making body of the university with a membership of not more than 100, of which about half should be external members,
- The Executive Council with the Vice-Chancellor as Chairman should consist of 15-20 members, about half internal and half external;

- The Academic Council should be the sole authority for determining the courses of study and standards.
- Each University should have an Academic Planning Board for permanent planning and evaluation, detached from day-to-day administration.
- The Governors of the States should be the Visitors of all Universities in the State and should have power to direct inspection or inquiry into the affairs of a University.
- There should be a Council of Affiliated Colleges in every affiliating University to advise the University on all matters relating to affiliation of Colleges.

Some of the principal recommendations of the commission with respect to school education system are:

- Adoption of a common school system of public education as the national goal and its effective implementation in a phased programme spread over 20 years;
- Participation in programmes of community development and national reconstruction should be an integral part of all education from the primary to the undergraduate stage;
- Provision of free and compulsory education of good quality for all children upto the age of 14 years as envisaged in Article 45 of the Constitution;
- Training of efficient leadership at all levels by expanding secondary and higher education and providing equal opportunities for all children of merit and promise, irrespective of economic status, caste, religion, sex or place of residence;
- The new educational system should consist of (a) one to three years of pre-school education; (b) a primary stage of 7 to 8 years divided into lower primary stage of 4 to 5 years and a higher primary stage of 3 or 2 years; (c) a lower secondary stage of 3 or 2 years; (d) a higher secondary stage of two years of general education or one to 3 years of vocational education; (e) a higher education stage having a course of 3 years or more for the first degree and followed by course for the second or research degree of varying durations;
- First public examination to come at the end of 10 years of schooling;
- Secondary schools should be of two types-high schools providing a ten-year schooling and higher secondary schools providing a course of 11 to 12 years; New Higher Secondary course beginning in Class XI and XII to provide specialised subjects; and
- Transfer of the Pre-University stage from the Universities and affiliated colleges to-secondary schools by 1975-76 and the duration of the course to be lengthened to two years by 1985-86. The University Grants Commission should be responsible for effecting the transfer of all pre-university or intermediate work from university and affiliated colleges to schools.
- Duration of the first degree should not be less than three years and the duration of the second degree to be 2 or 3 years;
- Some universities should start graduate schools with 3 years Master Degree courses in certain subjects; and
- Three-year special courses for the first degree which, begin at the end of the first year of the present 3-year degree, courses should be started in selected subjects and in selected institutions.

- Standard calendar to be worked out by the Ministry of Education and the University Grants Commission in consultation with the State Governments and Universities concerned.

The Education Commission also investigated / explored various aspects of educational administration in the country and made the following recommendations for bringing about elasticity and dynamism in educational administration:

- the administrators should change their attitude and cultivate an openness of mind and a spirit of enquiry rather than a rule of the thumb approach.
- the modern 'officer-oriented' system where most of the work will be done by the officers at their own level with the help of small secretarial staff should be adopted.
- the practice of holding periodic review say, every three or five years, of important administrative practices with a view to chopping off dead wood and putting in fresh grafts where necessary should be established.
- comparative studies of practices in administrative matters in different states may be undertaken by interstate contacts.
- State Institutes of Education and the National Staff College for Educational Planners and Administrators should take the lead and organize appropriate training courses for educational administrators.

2.4.4 National Policy on Education – 1968

It advocated for having a broadly uniform educational structure in all parts of the country. The ultimate objective should be to adopt the 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to local conditions. It also advocated to increase gradually the investment in education so as to reach a level of expenditure of six percent of national income as early as possible.

'Considering the key role which education, science and research play in developing the material and human resources of the country, the Government of India will, in addition to undertaking programmes in the central sectors, assist the State Governments for the development programmes of national importance where coordinated action on the part of the States and the Centre is called for.'

Strenuous effort should be made for the early fulfillment of the Directive Principle under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

9. Mention important recommendations of Secondary Education Commission(1952) in educational management.

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10. Mention any two important recommendations on education management given by the University Education Commission(1948-49).

2.4.5 National Policy on Education (1986 and revised 1992) and Programme of Action

The National Policy on Education (1986) recommended for an overhaul of the system of planning and the management of education. The guiding considerations will be :-

- Evolving a long-term planning and management perspective of education and its integration with the country's developmental and manpower needs;
- Decentralization and the creation of a spirit of autonomy for educational institutions;
- Giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary effort;
- Inducting more women expert professionals in the planning and management of education;
- Establishing the principle of accountability in relation to given objectives and norms.

At the National level, the Central Advisory Board of Education (CABE) will play a pivotal role in reviewing educational development, determining the changes required to improve the system and monitoring implementation. It will function through appropriate Committees and other mechanisms created to ensure contact with, and coordination among, the various areas of Human Resource Development. The Departments of Education at the Centre and in the States will be strengthened through the involvement of professionals.

A proper management structure in education will entail the establishment of the Indian Education Service as an All-India Service. It will bring a, national perspective to this vital sector. The basic principles, functions and procedures of recruitment to this service will be decided in consultation with the concerned State Governments.

State Governments may establish State Advisory Boards of Education on the lines of CABE. Effective measures should be taken to integrate mechanisms in the various State departments concerned with Human Resource Development. Special attention will be paid to the training of educational planners, administrators and heads of institutions. Institutional arrangements for this purpose should be set up in stages.

District and Local Level Educational Management

- District Boards of Education will be created to manage education up to the higher secondary level. State Governments will attend to this aspect with all possible expedition. Within a multi- level framework of educational development, Central, State, District and Local level agencies will participate in planning, coordination, monitoring and evaluation.

- A very important role must be assigned to the head of an educational institution. Heads will be specially selected and trained. School complexes will be promoted on a flexible pattern so as to serve as networks of institutions and synergic alliances to encourage professionalism among teachers, to ensure observance of norms of conduct and to enable the sharing of experiences and facilities. It is expected that a developed system of school complexes will take over much of the inspection functions in due course.
- Local communities, through appropriate bodies, will be assigned a major role in programmes of school improvement.

Voluntary Agencies and Aided Institutions

Non-government and voluntary efforts including social activist groups will be encouraged, subject to proper management, and financial assistance provided. At the same time, steps will be taken to prevent the establishment of institutions set up to commercialise education.

The National Policy of Education and its Programme of Action (1986) show a clear blueprint of the management of education from the grassroot level to the higher levels with respect to the emerging issues like universalisation of elementary education and eradication of illiteracy in addition to quality education with active participation of local communities, NGOs, charitable trusts and educationists so as to promote decentralization of education.

Education being portfolio of both state and central govt., it is imperative to have autonomous organization like CBSE and BSE at the centre and state levels representatively to look after the functioning of the educational system. But the ground reality does not go hand in hand with the system when we put questions like, to what extent people's participation is ensured?

Participation of the local communities is ensured in order to avoid the nasty politics playing in the educational institution and to make available the effective use of local resources. But, the realities are totally different may be due to the ignorance of people and other factors. According to NPE (POA) at district level there should be DIET duly assigned the work of training the teachers and heads of the institutions in order to develop true professionalism and to ensure observance of norms, of conduct and to enable the sharing of experiences and facilities. But the educational surveys conducted by NCERT and other professional organizations reported that a large number of untrained teachers are providing service, i.e. 10th pass persons giving lessons to the 10th class students.

In order to make the system successful, we have to give utmost importance to its proper implementation with the active participation of the community based on pure research in the field of management of education.

2.4.6 Summary

Prior to 1947, the role of educational administrators in India was simply to carry out the restricted educational programme developed by the British. Following independence, we have developed a vastly expanded educational programme with greatly changed objectives. For the implementation of this new programme the educational administrator's job takes on new dimensions and requires not only new theories of school administration but also new techniques.

Under the British the school administrator worked largely with higher officials. But now he/she works with all kinds of stakeholders – teachers, pupils, parents and community. This requires revolutionary changes in procedures and techniques.

The conventional educational administration handed down from a colonial legacy is dilatory and time consuming. It is largely oriented towards controlling. A mere qualitative increase in the system will not be able to meet the needs of the new challenges. Time has come when it is urgently necessary to transform the present maintenance educational administration into developmental educational administration and to make greater use of the modern management techniques which have proved so successful in business and industry, in defense and military complexes and in a wide variety of other situations. Some of the important inadequacies of the traditional educational administration in the country are:

- Performance gap between plans and achievement
- Communication gap between policy formulation process and implementation machinery
- Excessive pre-occupation with procedures at the expense of task objectives
- Restricted capacity to respond to new tasks without a sense of crisis, and
- Failure to keep pace with the dynamics of changing educational needs.

Describing the role of the present administrator Prof. K.G. Saiyidain says, **"The motto in the old British regime was reported to be 'divide and rule'- this must now be changed into 'divide and serve'. This is now being attempted through what is known as democratic decentralization and other ways. This is the essence of democratic living; the capacity to assume responsibility within one's own sphere and initiating self-directed activities to meet group interests and purposes."**

The research studies have found that educational management is probably not yet seen as a professional activity. It is still seen as basically an off-shoot of pedagogical skills at the school level and an overflow of content specialization at the higher education level. The situation is not different when one moves from institutional management to the management of areas and larger systems like districts, states and universities. The District Education Officers or the Joint Directors or the University Vice Chancellors or Registrars, are selected on the basis of their specialization either in the field of pedagogy or in the field of subject content. Education and training in management is not seen as a prerequisite for managerial positions and activities. Even when it comes to Directors of Education in the states and Deputy Secretaries onwards at the national level, such posts are offered to IAS cadre who have a record turnover rate, moving from labour to rural development to finance and what not. Educational management is, thus, not seen as a specialized area of study.

Management education per se has matured in a significant way in this country with the establishment of the four Indian Institutes of Management, management departments in more than fifty universities, five IITs and a large number of specialized institutes in this field. Nevertheless, education is usually not an area of operation in such management institutes. In other words, the programmes and experiences would indicate that the total thrust of management education in this country has gone into business and industrial organisations.

It would be evident from the above analysis that professional management and education have more or less remained mutually exclusive, and a reflection of this situation is seen in research on educational management.

Educational management is taught in B.Ed, M.Ed. M.A.(Education) and M.Phil. programmes of various universities. It is also taught at in-service level through various

state and national-level institutes. Such programmes are based primarily on management theories which had their origin in western countries significantly alien to Indian culture. Secondly, even when such theories emerge out of Indian experience these are primarily in the industrial and business sectors which have a very specific profit-oriented goal compared to education, health and such other sectors.

2.5 LET US SUM UP

In this unit we have discussed about the historical perspective of educational management of education. If we turned the pages of history then we can find that, the educational system was started from gurukul, later came to existence with the impact of Buddhist monasteries, Maktab and Madrasa. So educational management has been discussed with reference to pre-and post independence eras. In pre-independence period educational management was divided by three periods such as : Introduction of Centralization, Extreme Centralization and Provincial Autonomy. Subsequently in the post independence period some important committees and commission have been set up for the development of educational management in the country. Among them University Education Commission, Secondary Education Commission, Education Commission 64-66, NEP 1968, 1986 as revised in 1992 and POA (1986) have played pivotal role for rendering and developing the educational management as well as education policies.

2.6 UNIT –END ACTIVITIES

1. Organize a discussion on the topic “Educational Management in Post-Independence Era in the country” in your study centre. Write the main points emerged and prepare a report.

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2.8 ANSWERS TO CHECK YOUR PROGRESS

1. The East Indian Company for the first time accepted the state responsibility of education through the Charter Act of 1813 and according to the Act “a sum of not less than one lakh of rupees in each year shall be set apart and applied to the revival and improvement of literature and the encouragement of the learned natives of India”.
2. The General Committee of Public instruction reorganized to establish Calcutta Madrasa and the Benaras Sanskrit College.
3. Anglicists believed in spreading of Western knowledge through the medium of English in India.
4. Macaulay advocated the “Downward filtration Theory”.

5. A separate high school and intermediate board should be formed in every province for the better Management of Secondary Education. Recommendation was also made to free the Board from the control of the department of education.
6. Lord Macaulay advocated to abolish Madrassa at Calcutta and the Sanskrit College at Benares and Delhi as they promoted Brahminical and Arabic learning. He also advocated stopping printing of books of Hindu and Arabic literature which according to Macaulay were of less value than the paper on which they were printed.
7. In May, 1928 the Simon Commission appointed an Auxillary Committee popularly know as the Hartog Committee to review the position of education in the country.
8.
 - a. The establishment of a network of graded schools which the Directors desired to spread all over the country .
 - b. The establishment of institutions for training of teachers for all types of schools.
9.
 - a. Development of Democratic Citizenship
 - b. Improvement of Vocational Efficiency
 - c. Development of Personality
 - d. Education for Leadership
10.
 - a. University education should be placed in the concurrent list which meant that, both the state and central Governments could legislate on the subject of education.
 - b. University Grants Commission should be set up for allocation of funds.

UNIT 3 THEORIES, MODELS AND PRACTICES IN EDUCATIONAL MANAGEMENT

Structure

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Theoretical Framework for the Educational Management
 - 3.3.1 Rationale for Theoretical Framework
 - 3.3.2 Main Characteristics of Theories of Educational Management
 - 3.3.3 Main Functions of Theories of Educational Management
- 3.4 Theories of Educational Management
 - 3.4.1 Classical Theories of (Educational) Management
 - 3.4.2 Human Relation Theory of (Educational) Management
 - 3.4.3 Theory of Organisational Behaviour of (Educational) Management
 - 3.4.4 Theories of Human Management in Organisation of (Educational) Management
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 - 3.4.6 System Theory of Management
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 - 3.5.6 Cultural Models of Educational Management
 - 3.5.7 Comparing the Management Models
- 3.6 Let Us Sum Up
- 3.7 Unit-end Activities
- 3.8 References
- 3.9 Answers to Check Your Progress

3.1 INTRODUCTION

In the preceding two units of this module we have discussed the historical perspectives and the nature of educational management. In this unit we will discuss one of the most pertinent aspects of the education management i.e. theoretical foundations of the subject. Needless to say, for the development of any field of knowledge, theories and models play utmost important role in broad-basing and expanding its purview.

Educational management as a field of study and practice, by and large, derives its theoretical foundations from general management. Initially, theories evolved for managing commercial and industrial organisations were adapted for managing educational organisations and institutions. As soon as the distinctions with management were felt, area of educational management became a distinct field of management. It started developing its own models based on application of those theories. Subsequent research works further consolidated it, quintessentially, to meet the requirements of educational set ups.

In this Unit, we attempt to make you conversant with the theoretical framework of educational management. We next focus on discussing various theories and models of educational management to acquaint you with the development of educational management as a field of study, on the one hand, and to sensitise you with requisite skills for managing educational organisations, on the other. Against this backdrop, various practices in the area have also been dealt with simultaneously, to make you familiar with the present scenario of educational management in India.

3.2 OBJECTIVES

After going through this unit, you should be able to:

- understand the need for theoretical framework for the educational management;
- describe various theories of educational management;
- explain the models of educational management; and
- reflect upon the implications of these theories and models for education system with special reference to Indian educational system.

3.3 THEORETICAL FRAMEWORK FOR EDUCATIONAL MANAGEMENT

Before pondering upon various theories and models, let us first discuss the need of theoretical framework for the area of study educational management.

3.3.1 Rationale for Theoretical Framework

You may have some sort of understanding about the concept of theory which is a systematic and deductive way of thinking about reality in order to describe and understand such reality. It encompasses facts, models or laws about a phenomenon. Many people don't understand the use and importance of theory in administration. They question why do we need theories and why can't we rely on the common sense or on the experiences of the practitioners or why can't we adopt trial and error method. They believe that "it is alright in theory but it won't work in practice." In other words they believe that theory and practice are incompatible. On the contrary, experts like Coladerci and Getzels (1955) gave completely different view. According to them, **"Theorizing is not exclusive property of the laboratory or ivory tower. Everyone who makes choices and judgements implies a theory in the sense that there are reasons for his actions."**

Educational curricula and course contents of various programmes may differ from institution to institution depending on their objective and philosophy. Foundation courses may include elements of economic, quantitative methods and organizational behaviour. Applied subjects such as Human Resource Management have necessarily to deal with Operation Management, Computer Applications etc. Again, challenge posed in personal, finance, organization of sports and games, student activities and other functional areas of management is a matter of concern.

Education being a complicated enterprise there is a need for specialization for its management. Educational system is undergoing fast and tremendous changes, consequently, its structures, roles, services, as well as expectations from education are also changing. Corresponding to that, management of education is changing as well. It is neither easy nor even possible for the educational manager to rely upon their experiences alone to manage educational institutions. The modern managers need the strong base of relevant theories and appropriate models to successfully

manage the modern complex educational institutions. It is becoming increasingly imperative that those who manage the educational institutions must have both adequate experience and proper training in order to cope with changing scenario and meet the challenges of complex modern educational system. Under these circumstances there is a reasonable and practical need of having theoretical framework for managing the educational institutions.

The theory provides a rationale for decision-making. Quality of management of educational institutions needs to be augmented with the awareness of theoretical framework. Glaser's & Strauss's (1967) arguments may be presented to support this statement:

- "Reliance on facts as the sole guide to action is unsatisfactory because all evidence requires interpretation. Theory provides "mental models" (Leithwood et al, 1999) to help in understanding the nature and effects of practice.
- Dependence on personal experience in interpreting facts and making decisions is narrow because it discards the knowledge of others. Familiarity with the arguments and insights of theorists enables the practitioner to deploy a wide range of experience and understanding in resolving the problems of today. An understanding of theory also helps reduce the likelihood of mistakes occurring while experience is being acquired.
- Experience may be particularly unhelpful as the sole guide to action when the practitioner begins to operate in a different context. Organisational variables may mean that practice in one school or college has little relevance in the new environment. A broader awareness of theory and practice may be valuable as the manager attempts to interpret behaviour in the fresh situation."

Thompson (1967) aptly sums-up the importance of theory, **"An adequate theory would direct the student's (future administrator's) attention to processes and relationships rather than to techniques. It would provide him a framework into which he could place both the future findings of the social sciences and his own experiences in administration."** So the educational manager needs to be conversant with relevant theories and models to successfully manage the educational institutions since experience is no longer considered adequate for meeting the demand of effective management of the educational organisations.

3.3.2 Main Characteristics of Theories of Educational Management

Most theories of educational management possess three major characteristics:

- Theories tend to be normative which implies that they reflect beliefs about the nature of educational institutions and the behaviour of individuals within them.
- Theories tend to be selective or partial in that they emphasize certain aspects of the institution at the expense of other elements. The educational institutions like schools and colleges are very complex and may not be analysed through a single dimension.
- Theories of educational management are often based on, or supported by, observation of practice in educational institutions.

3.3.3 Functions of Theories of Educational Management

Various scholars have discussed the major functions of theories of educational management which are concisely given below. Theories are useful in:

- creating adequate framework for educational management in all its facets.
- helping practitioners to view management as a complex of simultaneously varying factors rather than a set of fixed or specific techniques.
- providing general solutions, suggestions or approaches to specific administrative situations.
- allowing the practitioners to incorporate and utilize knowledge produced by several disciplines to gather facts about administrative issues and problems.
- providing the administrator with a conceptual framework for the collection and ordering of data, information and observation on management.
- suggesting the antecedent-consequent and other dynamic relationships among events.
- pointing to a problem calling for solution and leading to suggestions that can motivate and guide the researcher in the field.
- Clarifying a confusing situation by identifying the relationship between elements.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

1. Write three reasons why educational management is necessary.

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2. Mention one characteristic of Theories of Educational Management.

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3. Write few points highlighting the utility of Theories of educational management.

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3.4 THEORIES OF EDUCATIONAL MANAGEMENT

It this section of the Unit the focus of our discussion is on various theories of educational management. As it has already been mentioned above that educational management, being still in its infancy, borrowed its theories and models from other areas of knowledge, mainly from industry and commerce. Consequently, the purview

of theories of educational management has turned out to be very wide. On the one hand, we have a set of theories for understanding the evolution of the subject e.g. scientific theory, system theory, etc., and on the other, there is a cluster of theories dealing with the management of personnel involved in the system e.g. leadership theories, motivational theories, etc. There is no clear-cut distinction or watertight compartmentalization between the two. Moreover, this distinction is neither feasible nor desirable. At this juncture, we attempt to discuss those theories which may facilitate in discerning the development of educational management per se as a field of specialization. In addition, we will discuss the implications of these theories of management to educational system for its better understanding.

3.4.1 Classical Theories of (Educational) Management

Classical theories of management comprise many theories that focus on the well-defined bureaucratic principles of management. These theories emphasize on clearly spelling-out rules and regulations and the source of authority and accountability with little or no room for deviation. Taylor (1856-1915) propounded the theory of scientific management (1911). According to him *"Management should be based on well recognized, clearly defined and fixed principles, instead of depending on more or less lazy ideas."* Later, Fayol (1949) contributed the classical theories of management. He accentuated that the management is a process and its main principles are: division of work, authority and responsibility, discipline, unity of command, etc. which are applicable to all types of organisations and at all levels of hierarchy within an organisation. Davis, Follet, Gulick and Urwick also treated management as a process. Besides scientific management and management process theory, Weber (1947) further consolidated the classical theories with his Bureaucratic theory. According to this theory bureaucracy is characterized by the hierarchy of authority and change of command running through the organisation is administered through well-defined rules and individuals are assigned activities as fixed duties.

Across the world including India general administration including the financial administration of educational institutions is, by and large, guided by the classical theories which lay emphasis on application of scientific principles to organisational management which mainly involve systematization of management process along the hierarchical lines.

3.4.2 Human Relation Theory of (Educational) Management

The classical theories were considered a bit too formal and systematized to be dealing with human beings. In other words, the human aspect was said to be completely ignored in these theories which owed much to the development of human relation theory. Human relation theory, based on behavioural approach, focuses on the social psychology of human beings as a focal point for managing an organisation. This approach was a result of Hawthorne experiments conducted in 1930's at the Western Electric Company by Mayo, Roethlisberger and others. They concluded that the best results can be obtained from the workers when motivation, group dynamics, morale, and social relations are taken care off and principles of democratic and participative management are adopted by the manager. This theory can be explained with the following the example. *Suppose you are the Head/Principal of an educational institution and realize that one of the teachers could not complete the syllabus of his/her subject. Now you may have two options. One you follow the principles of scientific management and ask the teacher to complete the syllabus on mandatory basis. The other option would be that you discuss its repercussions for students with her/him and take collective decision for taking some extra classes. This shared decision-making, would certainly give better*

qualitative results as it would give a sense of belongingness and responsibility to that teacher.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

4. Write the focal point of Classical Theories of (Educational) Management.

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5. What is the main point Fayol thought of classical theories of management?

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6. What is the main basis of Human Relation Theory of (educational) management?

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3.4.3 Theory of Organisational Behaviour of (Educational) Management

Getzels and Guba (1957) promulgated a theory based on the study of human behaviour in organisation. According to them the observed behaviour is a function of the interaction between the organisational (nomothetic) and the individual (personality or ideographic) dimensions. Therefore, to understand the behaviour of an individual it is necessary to understand his/her organisational behaviour that is the institution, his/her roles and expectations as well as personal dimensions (that is the individual, his/her personality and need-disposition). These interactions between the normative and personal dimensions are explicitly explained in the following model developed by Getzels and Guba (1957):

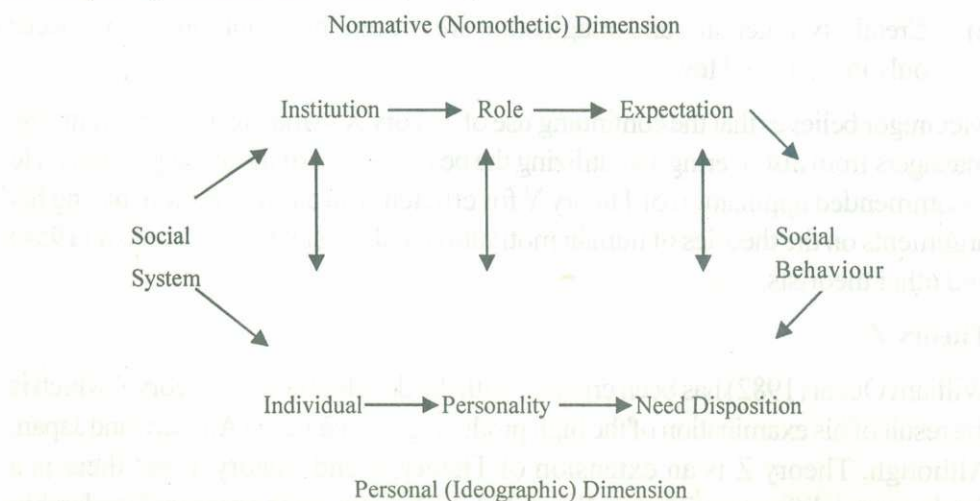


Fig. 3.1: The Normative and Personal Dimensions of Social Behaviour

It is quite clear from the model that, on the one hand, an organisational behaviour has normative dimension where emphasis is on the institutional roles and expectations. Barnard (1964) describes it as '*system oriented*' or '*effective*'. On the other hand, it also has personal dimension at the same time. Such a behaviour is described as '*person orient*' or '*efficient*' by Barnard (1964). The ideal manager is the one who is competent enough to strike a balance between both roles and expectations of the organisation (system oriented, and so, effective) as well as satisfying the personal needs of the individuals (person-oriented and so, efficient). In other words, the manager should have cognizance of a need of reconciliation of organisational goals and the needs of the individuals as well.

3.4.4 Theories of Human Management in Organisation of (Educational) Management

Human management in organisation is another school of thought in educational management whose prime focus is on managing human resources of the organisation. In this league, McGregor (1960) has proposed two theories viz. Theory X and Theory Y for the management of people to achieve organisational goals which deal with certain aspects of human nature. The basic assumptions of Theory X and Theory Y given by McGregor are enumerated below:

Theory X

- a) The average human being has inherent dislike for work and will avoid it if he can,
- b) Because of this characteristic, most people must be coerced, controlled, directed and threatened with punishment so that they will work towards the organisational goals, and
- c) The average human being prefers to be directed, prefers security and avoid responsibility.

Theory Y

- a) Physical work and mental work are as natural as play, if they are satisfying,
- b) Man will exercise self-direction and self-control towards an organisation's goals if he/she is committed to them,
- c) Commitment is a function of rewards. The best rewards are satisfaction of ego and self-actualization,
- d) The average person can learn to accept and seek responsibility. Avoidance of it and emphasis on security are learned and not inherent characteristics, and
- e) Creativity, ingenuity, and imagination are rife among people and do not occur only in a selected few,

McGregor believes that the continuing use of Theory X in management prevents the managers from discovering and utilizing the best potential of the average worker. He recommended application of Theory Y for efficiency in administration, basing his arguments on the theories of human motivation and satisfaction of Maslow (1954) and other theorists.

Theory Z

William Ouchi (1982) has been credited with the development of Theory Z which is the result of his examination of the high producing companies of America and Japan. Although, Theory Z is an extension of Theory X and Theory Y, yet there is a fundamental difference. Theory X and Theory Y focus on the personal leadership styles while Theory Z focuses on culture of the entire organisation concerning the

behaviour of individuals, more specifically, its impact on managing the organisation. Theory Z also deals with the differences the organisation culture makes in the way the whole organisation is managed. Theory Z has the following main facets:

- a) Individual responsibility,
- b) Consensual decision making,
- c) Slow evaluation and promotion,
- d) Explicit measures of performance, and
- e) Commitment to all aspects of employee's life including family life.

The aforementioned facets are considered important to create conducive milieu for greater commitment, motivation and productivity from the workers.

Prevalence of implications of these theories may be seen in various levels of educational institutions. When we talk about deterioration of quality of education, Theory X can be seen at the backdrop and when we envisage the qualitative improvement in education system, Theory Y and Theory Z may be seen as the main tools for bringing about that qualitative improvement.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

7. Who advocated the Theory of Organizational Behaviour of (Educational) Management?

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8. What is the fundamental difference between "Theory X, Theory Y and Theory Z"?

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3.4.5 Contingency and Situational Theories

These theories may be seen as an extension of aforesaid theories which put emphasis on both organisation as well as the individuals involved. Contingency theory emphasizes that the appropriate pattern of an organisation is contingent i.e. dependent upon the nature of work to be done as well as the particular needs of the people involved. An important implication of this theory is that manager needs to strike a perfect balance not only between organisation and tasks but also between task and the people, and between people and organisation. This theory is in a way a refinement which accentuates the importance of creating congenial atmosphere in which individuals are able to exhibit their competencies and realize their full potentials. Hersey et al (1978) gave formula for the contingency theory. According to them effectiveness of leadership should be considered as a result of the interaction between leader and the situation which may be expressed as $E=f(l,f,s)$ in which 'E' is Effectiveness, 'f' is function, 'l' is leader, 'f' is followers and 's' is other situational variables. Contingency management is, thus, a situation management. However,

scholars distinguish between the two. They believe that situation management implies that what managers do depends on a given situation whereas contingency theory implies an active inter-relationship between the variables in a given situation and the subsequent managerial solutions devised by them. Situational theory highlights the importance of management individualizing, rather than generalization, its approach to organisational situation. It emphasizes the inductive approach for managing educational institutions.

The contingency and situational theories may seem to be more relevant for day-to-day management of the educational institutions as they mainly focus on the management of routine matters within the periphery of a particular institution by providing congenial atmosphere. Let us take an example of a school. Head/principal being the leader would be concerned with the effectiveness and efficiency of teachers vis-à-vis teaching related tasks for the smooth functioning of school by taking into consideration the needs of the teachers. It may further imply that s/he may observe certain degree of flexibility if situation warrant so.

3.4.6 System Theory of Management

The concept of system can be traced back to Aristotle who suggested that the whole is greater than the sum of its parts. In modern times, Von Bertalanffy founded the system theory in 1920 and continued to write about it till 1972. He asserted, *"It was not enough to understand the parts, that it was also important to understand the relationship among the parts."* A system may be defined as a series of interrelated and interdependent parts, such as that the interaction of any part (sub-system) affects the whole system (Huse and Bowditch, 1977; Henderson, 1936, Parsons and Shills, 1951). The system theory rests on the belief that all systems (including education system) have different parts performing different functions but in such a way that each part interacts and is interdependent with other parts and with the other systems (environment) around it. Therefore, what affects one part, affects the other parts in the system and its environment. Figure 3.2 illustrates education system as a part of the social system.

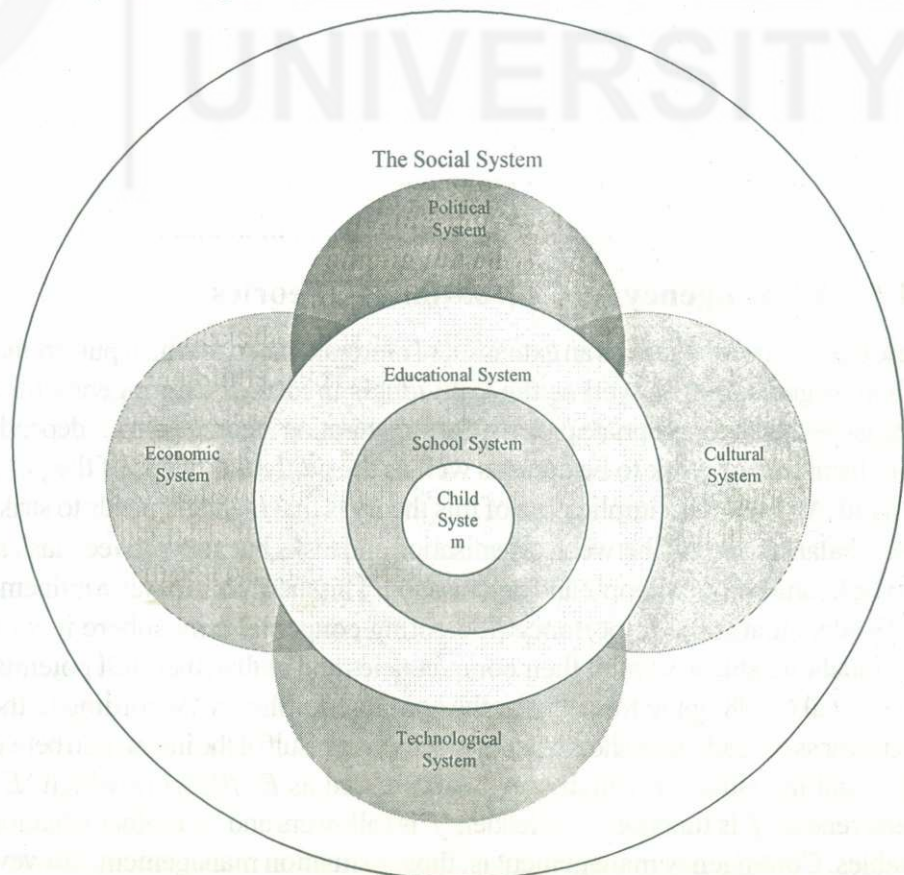


Fig. 3.2: Educational System as a Sub-system of Social System

The system theory is relevant to the educational management because the educational system or even a single school unit or a child, is a system, and the concept of interaction and interdependence of parts with the other and with the wider system is applicable. The educational system, like all other social systems, has identical properties with other systems, particularly the open system. An open system is related to and exchange matter with its environment while a closed system is not related to, nor does it exchange matter with its environment. The educational system is, no doubt, one of the most open systems and interfaces with other systems of human organisations though it has some special characteristics, yet it shares properties which are common to other open systems. Therefore, the educational managers are made aware of the fact that educational system is a part of bigger system and its management calls for analyzing the things in a broader perspective rather than having myopic vision.

The implications of this theory are quite wide. From the policy planner of the country to the grass-roots level workers like teachers for their problems of varied magnitude refer to system theory. Various research studies in the field further strengthened the need of application of system theory for better management of education system.

In a nut-shell, the theories of educational management discussed above have some tangible impact on the educational organisations of varied levels, be it a university or a school. Let us clearly jot down the influence of these theories in the educational system of India.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

9. What is the emphasis in the Contingency Theory?

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10. Write the main focus of Situational Theory.

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11. What are the main points of System Theory of Management?

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3.5 MODELS OF EDUCATIONAL MANAGEMENT

The models of educational management, like its theories, have been developed by a number of scholars to facilitate the educational managers. These models deal with the educational organisation as a whole with all its stakeholders and their inter-relationships. Although, these models have been developed over a period of time, the contribution of Bush (2003) is worth mentioning who compiled the works of all such scholars and presented that the same in very meticulous manner in his subsequent works. He discussed these models in a comparative fashion with various leadership styles. However, we will focus our discussions on the models only, these being the foundations of the area of specialization of educational management. Let's discuss the models of educational management in the following texts.

3.5.1 Formal Models of Educational Management

Formal models encompass a number of similar but not identical approaches which emphasize the official and structural elements of organisations. The authority is top down which implies that policies are laid down by top level officials and implemented by lower level officials.

Following are the key features of these formal models adapted from Bush (2003):

- a) In formal models the organisations are treated as systems. A system comprises elements that have clear organisational links with each other. Within schools, for example, departments and other sub-units are systemically related to each other and to the institution itself.
- b) Formal models give prominence to the official structure of the organization. Formal structures are often represented by organisational charts, which show the authorized pattern of relationships between members of the institution.
- c) In formal models there is a hierarchy in the official structures of the organisation which represents a mean of control for leaders over their staff. In educational organisations teachers are accountable to their heads/principals.
- d) All formal approaches typify schools as goal-seeking organisations. The institution is thought to have official purposes, which are accepted and pursued by members of the organisation.
- e) In formal models the managerial decisions are made through a rational process after considering and evaluating all the available options, for the attainment of organisational goals.
- f) Formal approaches present the authority of leaders as a product of their official positions within the organisation. The power of institutional heads/principals is positional and is sustained only while they continue to hold their posts.
- g) In formal models there is an emphasis on the accountability of the organisation to its sponsoring body. Most schools remain responsible to the school district. In many centralised systems, school principals are accountable to national or state governments. In decentralised systems, principals are answerable to their governing boards.

In India, '*Education*' being in the concurrent list, the policies pertaining to educational system are, by and large, framed by top level officials of Ministry of Human Resources Development, and implemented by grass-roots level officials (e.g. education officers, subject inspectors, etc.) and teachers. However, at educational institutions level,

Heads of the institution possess complete authority by virtue of their positions as they are appointed on merit, have the competence to issue appropriate instructions to the teachers working with them.

You may have observed certain kind of similarity between the formal models and scientific theories. An analogy can be established between the two. As both these emphasize the codification of rules and regulations and managing the organisations on the basis of fixed hierarchical structure implying thereby that the authority and accountability are determined with the position of individuals of the organisations.

3.5.2 Collegial Models of Educational Management

Collegial models include all those theories that emphasize that power and decision-making should be shared among some or all members of the organisation. These models assume that organisations determine policy and make decisions through a process of discussion leading to consensus. Power is shared among some or all members of the organisation who are thought to have a shared understanding about the aims of the institution. According to Brundrett (1998), *“Collegiality can broadly be defined as teachers conferring and collaborating with other teachers.”* Little (1990) explains that *“the reason to pursue the study and practice of collegiality is that, presumably, something is gained when teachers work together and something is lost when they do not.”*

Bush (2003) discusses the following main features of these models:

- a) They are strongly normative in orientation. *“The advocacy of collegiality is made more on the basis of prescription than on research-based studies of school practice”* (Webb & Vulliamy, 1996).
- b) Collegial models seem to be particularly appropriate for organisations such as schools and colleges that have significant numbers of professional staff. Teachers have an authority of expertise that contrasts with the positional authority associated with formal models. Teachers require a measure of autonomy in the classroom but also need to collaborate to ensure a coherent approach to teaching and learning (Brundrett, 1998). They assume that professionals also have a right to share in the wider decision-making process. Shared decisions are likely to be better informed and are also much more likely to be implemented effectively.
- c) Collegial models assume a common set of values held by members of the organisation. These common values guide the managerial activities of the organisation and are thought to lead to shared educational objectives. The common values of professionals form part of the justification for the optimistic assumption that it is always possible to reach agreement about goals and policies.
- d) The size of decision-making groups is an important element in collegial management. They have to be sufficiently small to enable everyone to be heard. This may mean that collegiality works better in elementary schools, or in sub-units, than at the institutional level in secondary schools. Meetings of the whole staff may operate collegiality in small schools but may be suitable only for information exchange in larger institutions.
- e) The collegial models deal with this problem of scale by building-in the assumption that teachers have formal representation within the various decision-making bodies. The democratic element of formal representation rests on the commitment owned by participants to their constituencies.

- f) Collegial models assume that decisions are reached by consensus. The belief that there are common values and shared objectives lead to the view that it is both desirable and possible to resolve problems by agreement. The decision-making process may be elongated by the search for compromise but this is regarded as an acceptable price to pay to maintain the aura of shared values and beliefs. The case for consensual decision-making rests in part on the ethical dimension of collegiality. Imposing decisions on staff is considered morally repugnant, and inconsistent with the notion of consent.

The collegial models, having some commonalities with the human relations theories, no doubt, propagate the ideal situation which is invariably not feasible while taking into consideration the crucial resources like time and money. Moreover, in every organisation you would find some sort of groupism or divided loyalties. In the given situation, collegial models may not be proved functional.

You may have noticed the contrast between the two types of models discussed so far. In formal models there is no room for participative decision making whereas the collegial models completely advocate the importance of consensus and application of democratic principles in managing the organisations. Let us discuss another set of models i.e. political models which characterize decision making as a bargaining process.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

12. Write any two features of Formal Models of Educational Management.

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13. What is the assumption behind Collegial Models of Educational Management?

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3.5.3 Political Models of Educational Management

Political models assume that in organisations policies and decisions emerge through a process of negotiation and bargaining. Interest groups develop and form alliances in pursuit of particular policy objectives. Bush (2003) opines that conflict is viewed as a natural phenomenon and power accumulates to dominant coalitions rather than being the preserve of formal leaders.

Bush (2003) compiles key features of political models which are given below:

- a) They tend to focus on group activity rather than the institution as a whole.

- b) Political models are concerned with interests and interest groups. Individuals are thought to have a variety of interests that they pursue within the organisation.
- c) Political models stress the prevalence of conflict in organisations. Interest groups pursue their independent objectives, which may contrast sharply with the aims of other subunits within the institution and lead to conflict between them.
- d) Political models assume that the goals of organisations are unstable, ambiguous and contested. Individuals, interest groups and coalitions have their own purposes and act towards their achievement. Different individuals and groups have different objectives and resources, and each attempt to bargain with other members or coalitions to influence goals and decision-making process.
- e) As noted above, decisions emerge after a complex process of bargaining and negotiation.
- f) The concept of power is central to all political theories. The outcomes of the complex decision-making process are likely to be determined according to the relative power of the individuals and interest groups involved in the debate.

Various teachers' associations, students' unions and non-teaching staff bodies are the practical examples of political models. These models are considered better than formal and collegial models vis-à-vis managing institutions of higher learning, in particular.

3.5.4 Subjective Models of Educational Management

Subjective models focus on individuals within organisations rather than the total institution or its subunits. According to Bush (2003), *"These models assume that organisations are the creations of the people within them. Participants are thought to interpret situations in different ways and these individual perceptions are derived from their background and values. Organisations have different meanings for each of their members and exist only in the experience of those members."*

Some of the key features of subjective models compiled by Bush (2003) are as follows:

- a) They focus on the beliefs and perceptions of individual members of organisations rather than the institutional level or interest groups. The focus on individuals rather than the organisation is a fundamental difference between subjective and formal models.
- b) Subjective models are concerned with the meanings placed on events by people within organisations. The focus is on the individual interpretation of behaviour rather than the situations and actions themselves.
- c) The different meanings placed on situations by the various participants are products of their values, background and experience. So the interpretation of events depends on the beliefs held by each member of the organisation.
- d) Subjective models treat structure as a product of human interaction rather than something that is fixed or predetermined. The organisational structures which are characteristic of formal models, are regarded as fictions in that they cannot predict the behaviour of individuals. Subjective approaches move the emphasis away from structure towards a consideration of behaviour and process. Individual behaviour is thought to reflect the personal qualities and aspirations of the participants rather than the formal roles they occupy.

- e) Subjective approaches emphasize the significance of individual purposes and deny the existence of organisational goals.

Here also you may establish an analogy between the theories of organisational behaviour and contingency with these subjective models. These models advocate adopting the philosophy of individual aims, implying thereby, if individual will grow, the institution in which s/he is working will grow as well.

3.5.5 Ambiguity Models of Educational Management

According to Bush (2003), *"Ambiguity models assume that turbulence and unpredictability are dominant features of organisations. There is no clarity over the objectives of institutions and their processes are not properly understood. Participation in policy making is fluid as members opt in or out of decision opportunities."*

The main features of ambiguity models are listed below:

- a) There is a lack of clarity about the goals of the organisation. Many institutions are thought to have inconsistent and opaque objectives. It may be argued that aims become clear only through the behaviour of members of the organisation. Educational institutions are regarded as typical in having no clearly defined objectives. Because teachers work independently for much of their time, they may experience little difficulty in pursuing their own interests. As a result schools and colleges are thought to have no coherent pattern of aims.
- b) Ambiguity models assume that organisations have a problematic technology in that their processes are not properly understood. In education it is not clear how students acquire knowledge and skills so the processes of teaching are clouded with doubt and uncertainty.
- c) Ambiguity theorists emphasize that there is fluid participation in the management of organisations. In the words of Cohen & March (1986), *"The participants in the organisation vary among themselves in the amount of time and effort they devote to the organisation; individual participants vary from one time to another. As a result standard theories of power and choice seem to be inadequate."*
- d) A further source of ambiguity is provided by the signals emanating from the organisation's environment. In an era of rapid change, schools may experience difficulties in interpreting the various messages being transmitted from the environment and in dealing with conflicting signals. The uncertainty arising from the external context adds to the ambiguity of the decision-making process within the institution.
- e) Ambiguity theorists emphasize the prevalence of unplanned decisions. The lack of agreed goals means that decisions have no clear focus. Problems, solutions and participants interact and choices somehow emerge from the confusion.
- f) Ambiguity models stress the advantages of decentralization. Given the complexity and unpredictability of organisations, it is thought that many decisions should be devolved to subunits and individuals.

The educational system may be defined and described more judiciously with the ambiguity models of educational management. As they stress that there should be a segregation of problems of the system from the choices available for their solutions. It also promulgates that the decision-making as a rational process for finding solutions

to problems should be replaced by a process of inter-analysis of the problems, solutions and participants out of which decisions would emerge eventually.

3.5.6 Cultural Models of Educational Management

Cultural models emphasize the informal aspects of organisations rather than their official elements. They focus on the values, beliefs and norms of individuals in the organisation and how these individual perceptions fuse into shared organisational meanings. Cultural models are manifested by symbols and rituals rather than through the formal structure of the organisation.

Bush (2003) lists central features of cultural models of educational management also:

- a) It focuses on the values and beliefs of members of organisations. ***“Shared values, shared beliefs, shared meaning, shared understanding, and shared sensemaking are all different ways of describing culture” (Morgan, 1997).***
- b) The cultural models focus on the notion of a single or dominant culture in organisations but this does not necessarily mean that individual values are always in harmony with one another. ***“There may be different and competing value systems that create a mosaic of organisational realities rather than a uniform corporate culture” (Morgan, 1997).***
- c) Organisational culture emphasizes the development of shared norms and meanings. The assumption is that interaction between members of the organisation, or its subgroups, eventually leads to behavioural norms that gradually become cultural features of the school or college.
- d) These group norms sometimes allow the development of a monoculture in a school with meanings shared throughout the staff. These groups typically have internal coherence but experience difficulty in relationships with other groups whose behavioural norms are different.
- e) Culture is typically expressed through rituals and ceremonies, which are used to support and celebrate beliefs and norms. Schools are rich in such symbols as assemblies, prize-givings and corporate worship.

3.5.7 Comparing the Management Models

The above-mentioned six management models represent different ways of looking at educational institutions. Each set of models offers valuable insights into the nature of management in education but none provides a complete picture. Thus, the applicability of these models varies in accordance with the need of varied contexts. As rightly put up by Morgan (1997), ***“Organisations are many things at once! They are complex and multifaceted. They are paradoxical. That’s why the challenges facing management are so difficult. In any given situation there may be many different tendencies and dimensions, all of which have an impact on effective management.”*** Hence, adaptability of these models largely depends on the judicious analysis of the prevailing situation as these models provide broad overview of possible existing situations as well as the optimum solutions for the effective and efficient management of educational organisations. The practices followed or implemented in managing institutions are situations and tasks specific.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

14. Write few features of Political Models of Educational Management .

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15. Write the focus of Cultural Models of Educational Management.

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3.6 LET US SUM UP

We began this Unit with the rationale for theoretical framework with its implications to educational management. After having discussed that, various theories of educational management were discussed with an aim to make you aware of its developmental phases as a field of study. Towards the end, the nuances of models of educational management were dealt with to provide you with the better understanding of management of educational system as well as to equip you with the requisite skills for managing educational organisations. The practices employed by educational institutions in management are institution, situation and task specific. Context and culture also play an important role at times.

3.7 UNIT END ACTIVITIES

1. "There is nothing more practical than a good theory properly applied"- Examine with suitable examples for educational system.
2. Describe the relative importance of various theories of educational management with special reference to Indian education system vis-a-vis managing educational institutions.
3. Enumerate various aspects which account for application of theories and models of educational management.

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3.9 ANSWERS TO CHECK YOUR PROGRESS

1.
 - a. To cope with changing scenario and meet the challenges of complex modern educational system.
 - b. To successfully manage the educational institutions, and
 - c. To meet the demand of effective management of the educational organisations.
2. Theories tend to be normative which implies that they reflect beliefs about the nature of educational institutions and the behaviour of individuals within them
3.
 - a. Creating adequate framework for educational management in all its facets.
 - b. Helping practitioners to view management as a complex of simultaneously varying factors rather than a set of fixed specified techniques.
4. Classical theories of management focus on the well -defined bureaucratic

- principles of management. They clearly spell-out rules and regulations and the source of authority and accountability with no room for deviation.
5. Fayol thinks that the management is a process and its main principles are : division of work, authority and responsibility, discipline, unity of command etc. which are applicable to all types of organisations.
 6. Human relations theory is based on behavioural approach, focuses on the social psychology of human beings as a focal point for managing organisations.
 7. Getzels and Guba promulgate a theory based on the study of human behaviour in organisation.
 8. Theory X and Theory Y focus on the personal leadership styles while Theory Z focuses on culture of the entire organisations concerning the behaviour of individuals. Theory Z also deals with the differences the organisation culture makes in the way the whole organisation is managed.
 9. Contingency theory emphasises that the appropriate pattern of an organisation is contingent i.e dependent upon the nature of work to be done as well as the particular needs of the people involved.
 10. Situational theory highlights the importance of management individualizing rather than generalization, its approach to organisational situation. It emphasizes the inductive approach for managing educational institutions.
 11. The system theory rests on the belief that all systems (including education system) have different parts performing different functions but in such a way that each part interacts and is interdependent with other parts and with the other systems (environment) around it.
 12.
 - a. In formal models the organizations are treated as systems.
 - b. In formal models there is an hierarchy in the official structure of the organisation which represents a mean of control for leaders over their staff.
 - c. Formal models give prominence to the official structures of the organisation.
 13. Collegial Models of Educational Management assume that organisations determine policy and make decisions through a process of discussion leading to consensus.
 14.
 - a. They tend to focus on group activity rather than the institution as a whole.
 - b. As noted above, decisions emerge after a complex process of bargaining and negotiation.
 - c. Political models stress the prevalence of conflict in organisation.
 15. Cultural models emphasizes the informal aspects of organisations rather than their official elements. They focus on the values, beliefs and norms of individuals in the organisation and how these individual perceptions fuse into shared organisational meaning.

UNIT 4 PRINCIPLES AND TECHNIQUES OF EDUCATIONAL MANAGEMENT

Structure

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Principles of Management
- 4.4 Principles of Educational Management
 - 4.4.1 Fayol's Principles of administration
- 4.5 Techniques of Educational Management
- 4.6 Various Management Techniques
 - 4.6.1 Planning
 - 4.6.2 Organisational analysis
- 4.7 Management of Organisational Climate and Organisational Changes
 - 4.7.1 External factors
 - 4.7.2 Internal factors
- 4.8 Conflict Management
- 4.9 Stress Management
- 4.10 Management of interaction process between levels
- 4.11 Transactional Analysis
- 4.12 Budgeting and Control
 - 4.12.1 Performance Budgeting
 - 4.12.2 Format of performance Budget
 - 4.12.3 Zero-Base Budgeting
- 4.13 Total Quality Management
 - 4.13.1 Work Measurement
 - 4.13.2 Techniques of Work Measurement
 - 4.13.3 Research Techniques
 - 4.13.4 Record Management
 - 4.13.5 Materials Management
 - 4.13.6 Time Management
- 4.14 Let Us Sum Up
- 4.15 Unit - end Activities
- 4.16 References
- 4.17 Model Answers to Check Your Progress

4.1 INTRODUCTION

- *Dr Akhtar has completed Ph.D from London School of Economics. Recently he came back to his village near Lucknow. Seeing a piteous condition of education in his home town, he decides to open an elementary school there. But since he is not much aware of the conditions and requirements,*

he is apprehensive about management of the school? How should he manage the school?

- *Ms. Sheela is PGT (Biology) in a government school in Delhi. Although she is very qualified and was a topper of her college, she is not able to manage her students. Students are not taking her seriously and create disturbance in her class. Some students are very well behaved in Ms. Ritu's class. What could be the possible reason for this?*
- *Blossoms Junior School is a premier kid's school in a city in Karnataka. Since last one month, parents are showing unhappiness over school's performance, teachers are also not happy over the work environment. This issue has reached Board of Directors. Dr. Vats, Director has called Mrs Jain, Headmistress of Blossoms Junior School for the explanation. She joined the school 6 months back. She has vast (25 years) teaching experience in primary classes. Recently she was also awarded by Chief Minister on Teachers Day for her academic performance. After this incident, she started self introspection as to why she was unable to convert her long and rich experience and vision into action. What do you think are the possible reasons?*

Analysis: *Dr. Akhtar, Ms. Sheela, Mrs Jain are experts in their fields of specialisation but to manage students, parents, teachers etc. they might not be aware of the basic concepts of management. The success of the institution depends upon its effective management. From Principal to a teacher in the class, every body needs to have an understanding of the principles and techniques of management.*

In the previous unit, we have already discussed about models and theories of educational management i.e. theoretical foundations of educational management. This unit strives to discuss principles and techniques of educational management and equip you with the practical skills of management.

4.2 OBJECTIVES

After going through this unit you will be able to:

- explain principles of Management and their relevance in educational management.
- discuss various techniques of management in educational situations.
- apply principles and techniques in various work situations.
- identify various management techniques and select appropriate techniques which can be utilized to make educational management effective and
- identify training needs to apply management techniques in education system.

4.3 PRINCIPLES OF MANAGEMENT

According to Mort & Ross (1957, P33), there is a body of 'cultural values' relatively stable and universal, that illuminates the behavioural manifestations of all social effort and in particular, the public provision of educational services. These cultural values may be called principles. These principles are generated from generalizations of experiences through ages. According to Mort & Ross these principles are used to describe a particular kind of wisdom in the educational administration.

A fundamental problem faced by managers of any institution is how effectively they can control resources in the light of modern organizational demands for greater flexibility and innovation. There is great need to understand the principles of management and act accordingly to control the resources and lead them to right direction for the success of the system. These resources can be material or non material.

Different schools having different ideologies that have evolved over the time, have suggested different principles. We are going to discuss these schools briefly in this section.

If you ask a science teacher to teach Economics, would he/she be able to do that? Can a Hindi teacher, teach Mathematics effectively? Can a senior secondary teacher teach primary classes with equal efficiency?

The obvious answer is NO!

The effectiveness of the task will suffer, if the person is not equipped with required skills for the task. Similarly, if the person is not having the right aptitude and mental level for any task, the efficiency is bound to suffer.

Taylor's Science of management explains that for bringing efficiency in work, task should be given according to individual capabilities.

A pioneer of industrial psychology, Hugo Munsterberg (1863-1916) in his book Psychology and Industrial Efficiency (1913) proposed that the science of psychology could complement Taylor's science of Management. Psychological tests and experiments could be lead to help to find the suitable potential employee for a job and to investigate the impact of the physical environment (temperature, lighting & so forth) on employee productivity and psychological conditions.

Taylor's principles of scientific management can help in identifying the suitable person for the job. Thus, efficiency of an organization can be improved. However, a belief shared by early scientific management thinkers is criticized on the grounds of comparing or equating or treating working man like a machine.

The Hawthorne studies, the industrial psychologists and scientific managers studied the spectrum of physical factors influencing the man on the shop floor. On the basis of these studies the second major school of management thought evolved. They established that social factors affect productivity. To increase productivity managers had to practice good human relations and consider employee feelings and emotions.

The Hawthorne results scientifically supported the humanistic approach to management to such an extent that the human relations point of view could never again be ignored and their studies also helped shift the focus of industrial psychology from weaker psychology to worker attitudes.

Let us take up a case: Prof. Basu, Director-Global Business School is very popular among his faculty members. They don't grumble in doing extra work for him. But they don't like to do anything for Mr Mehta, The Chairman. Even though Chairman is senior to Director, Faculty is more loyal to Director than to chairman. What could be the possible reason? List some of the possible reasons:

One possible reason lies in their different management and leadership styles. Prof. Basu is very friendly and jovial person. He gives full respect to his employees and helps them in need. So employees also respect him and obey him. Mr. Mehta, on the other hand treats them as subordinates and is always fault finding. Employees though respect him in his presence, they do not have good rapport and respect for

him otherwise. Thus humanistic approach always encourages employees to work and increase the efficiency and productivity of an organization.

The next major school management thought was the 'process school' or 'principle school' attributed to the French man Henri Fayol (1841-1925). According to Fayol, school management has five components, involving 14 universal principles. The process and principles are essentially the same regardless of whether the manager is managing a religious institution, Govt. institution, economic institution or some other type. Therefore learning and implementing them will lead to managerial excellence. Fayol provided a logical well organized perspective on functions of management. He viewed management as a teachable body of knowledge organized around the manager's five functions.

4.4. PRINCIPLES OF EDUCATIONAL MANAGEMENT

Despite the efforts put in for growth in quality assurance and enhancement in industrial business sector since early 1990s, in particular many academic institutions have remained unaware of the potential and scope for quality improvement. Hanery et al (1997) stressed that managerial staff of these institutions must understand the value of quality. Systematic management principles should be made applicable in the field of education.

According to Mort & Ross, principles of educational management are used to describe a particular kind of wisdom. These principles are (i) democracy both structural and operational; (ii) justice; (iii) Equality of opportunity; (iv) prudence; (v) adaptability, (vi) flexibility; and (vii) stability.

Structural Democracy: This principle according to Mort & Ross brings the exercise of control as possible to those affected. In the context of educational administration, supervision and school management the exercise of control works in the following ways:

- The system of control may be a channel of self-realization for participants.
- The system of control may contribute to safeguarding popular governments at the remote levels- state and national.
- The system of control under home rule may make major contributions at all levels of popular control-local, state and national.

The administrator must continually balance the benefits in the above cited three ways with the main aims of organization. The competent administrator is he/she who can manage to avoid most bottlenecks where autocratic action is necessary to achieve primary objectives.

Operational Democracy: Mort & Ross have observed, " **Humanitarian considerations demand that human being be dealt with by his fellows as a living, growing, potentially flowering organism that has a right to be participant in decisions that stand to affect them.**

Justice: Administrators are usually apt to exercise discretion and discharge administrative justice, impart harmony and friendship. The essence of both justice and democracy is the same i.e. to give an individual his/her legitimate due.

Equality of opportunity: Although perfect equalization of opportunities is unattainable, like all ideals in life, this should be pursued with utmost zeal. All factors standing on the way of its realization should be identified and measures should be taken for progressively equalizing the educational opportunity in our society.

Prudence: The basic concept of Prudence only demands that money should yield most. The best results are expected to be secured out of the expenditure.

Adaptability, flexibility and Stability: An institution must be able to adjust to changing situations by fulfilling the developing needs and by improving its day-to-day dealings with persons or agencies involved. This is *adaptability*.

In the process of achieving its educational objectives, an institution has to deal differently with different human beings like teachers, parents, public at large. This tendency is called *flexibility*. The educational administration must be able to achieve adaptability without creating any dislocation or disruption in the process and its achievements. This property is named as *stability*.

4.4.1 Fayol's Principle of administration

Mr. William, teacher of Red Balloons School is a very hard working and honest employee. He is also very popular among students and teachers alike. Mr. Rao, Chairman of the School is very fond of Mr. William. Recently, Mr. William is given the additional charge as Student Coordinator. He has been made the coordinator of the annual function of the school.

Annual Function Committee had 20 students and 5 teachers.

Now only one week is left for the annual functions but many activities are still to be assigned and duly completed. Banners are not yet ready; on stage rehearsal is not conducted yet. Mr. Rao is very upset with Mr. William. What could be the possible reason for delay? What should be done now? Write them below:

-
-
-

Analysis: Mr. William although is a good teacher. This responsibility of organizing annual function activities was now handed to him at the last minute and also for the first time. He didn't divide the work amongst team members. So nobody was accountable for the work. He didn't give complete authority to anybody for performing the task, so members had to wait for his approval before taking any decision.

To get work done, he should have first divided the work into smaller tasks and all the members must have been assigned a fixed role based on their attitudes, interest and attributes (*Division of Work*). Members were not given the authority and power to complete the job. So students were not able to contribute in a successful manner. Similarly, teachers had full power but didn't have any accountability. The manager must be given the power of authority and equal responsibility to make use of that power (*Principle of Authority and Accountability*).

Principles of administration recommended by Fayol have directed relationship with the effective management and that these are applicable in managing educational institutions too. The principles are :

1. **Division of work:** Adam Smith saw specialization as appropriate and necessary for pin making. Specialization could improve managerial efficiency as well.
2. **Authority and responsibility:** The manager has the power of authority. He/she has the equal responsibility for the use he/she makes of that power.

3. **Discipline:** Effective managers produce or induce good discipline. They encourage obedience and diligence, and they punish insubordination.
4. **Unity of command:** Each person has only one boss and reports only to that boss.
5. **Unity of direction:** A group of activities having the same objective must have only one boss and only one plan for achieving that objective. Plans must be coordinated, rather than overlapping.
6. **Subordination of individual interest to the general interest:** Managers must promote this principle by example and by counteracting violation.
7. **Remuneration:** Fair and reasonable payment plans are necessary (but they are not a substitute for good management).
8. **Centralization:** Centralization refers to the organization's tendency to keep decision-making authority near the top. Under decentralization, the organization delegates decision-making authority down through the organization. The manager must determine how much centralization or decentralization the organization needs.
9. **Scalar chain:** All employees should be aware of the organizational hierarchy, the different levels in the chain of command. Communications should generally flow through the formal chain of command. Persons on the same level may communicate directly across the chain, to avoid the necessity of sending a message up through the chain of one person's superiors and then down through the chain of the other's superiors.
10. **Order:** All people and things have their place and should be in that place.
11. **Equity:** The manager must be fair and firm, but friendly.
12. **Stability of personnel:** For best results, organizations should encourage the long-term stability of both managers and workers. Rapid turnover is destructive of organizational goals.
13. **Initiative:** Managers must be able to originate projects and complete them.
14. **Spirit:** Managers must work together harmoniously and must encourage harmony and unity within their people.

Fayol's logic and comprehensiveness have made principles approach one of the most commonly used in teaching management in the present times. And at the same time we have found that these principles are having relevance for managing whether it is educational or any institution.

S. Avery Raube in his paper, "**Principles of good Organization**", offers the following principles:

- (i) There must be clear lines of authority running from the top to the bottom of the organization.
- (ii) No one in the organization should report to more than one line supervisor. Everyone in the organization should know to whom he/she reports, and who reports to him/her.
- (iii) The responsibility and authority of each supervisor should be clearly defined in writing.

- (iv) Responsibility should always be coupled with corresponding authority.
- (v) The responsibility of higher authority for the acts of its subordinates is absolute.
- (vi) Authority should be delegated as far down the line as possible.
- (vii) The number of authority should be kept at a minimum.
- (viii) The work of every person in the organization should be confined as far as possible to the performance of single leading function.
- (ix) Whenever possible, line functions should be separated from staff function, and adequate emphasis should be placed on important staff activities.
- (x) There is a limit to the number of position that can be coordinated by a single executive.
- (xi) The organization should be flexible, so that it can be adjusted to changing conditions.
- (xii) The organization should be kept as simple as possible.

4.5 TECHNIQUES OF EDUCATIONAL MANAGEMENT

Administrative improvement means the act or the process of improving the administration. As stated in a United Nations report: “**Management improvement comprises planning, implementation and evaluation of various measures conducive to the increase of organisational effectiveness and efficiency**”. Goel (1995) has rightly said “**In a developing country there is great urgency to achieve maximum growth and progress in the shortest time possible.** It is felt that the scope of experimentation is costly and slow process. As such, we need to learn from the experience of others and use their results to help achieve our goals. In order to understand the meaning of Management Techniques comprehension of the two concepts: Management and Technique are necessary. The meaning of individual terms are given here:

Management may be defined as art of securing maximum results with a minimum of efforts so as to secure maximum prosperity and happiness for both employer and employee and give the public the best possible service.

Techniques can be defined as methods of accomplishing a desired aim/goal/purpose. It is the ability to solve technical detail.

There are many management techniques available which can not only help in effective administration of the organization but also the educational institutions.

4.6 VARIOUS MANAGEMENT TECHNIQUES

4.6.1 PLANNING

As discussed in previous unit, a plan is a predetermined course of action that is firmly based on nature and extent of socio-economic problems to achieve goals (Goel 2000). Thus planning is based on the objectives and policies of any organization and research in the field.

Cyril Hudson has given a comprehensive definition of planning in following words:

'To plan is to produce a scheme for future action, to bring about specified results, at specified cost in a specified period of time. It is deliberate attempt to influence, exploit, bring about and control the nature, direction, extent, speed and effects of change. It may even attempt deliberately to create change. It is a carefully controlled and coordinated activity.'

STEPS OF PLANNING:

1. Analysis of situation

Analysis of situation includes:

- (a) Assessment of present situation: It involves setting up of a baseline to help the planners in making projections for the planning period and evaluation of plans. Reliable statistics are required for efficient planning.
- (b) Projection of the situation over the plan period: Projections are based on the analysis of present scenario and assumptions about the future.

2. Re-define the problem on the basis of the projected data:

After analyzing the situation, problem area is redefined in the light of new information.

3. Selection of Priorities

Due to limited resources, many times it is not possible to undertake all activities simultaneously. Thus priorities have to be determined. These priorities have to be decided in accordance with the major aim of the organization.

4. Setting Objectives and Goal

Goal gives the direction in which the plan is to proceed. Long-term plans are divided into short-term yet broad goals. For deciding goals following aspects should be taken into consideration:

- (a) What is to be attained?
- (b) The extent to which it is to be attained
- (c) Target population
- (d) Area in which the proposed programme will operate.

Hierarchy of objectives should be set i.e. ultimate, intermediate and immediate. Immediate objectives further decide performance objectives.

5. Write up of Formulated Plan

After deciding objectives and priorities the next step is to write up a plan. This may include time schedule procedure and methods. If everything is specified accurately evaluation and monitoring becomes easy and meaningful.

6. Implementation

Plan implementation is an integral part of planning process. It requires responsibility for translating the objectives of plan into action. However looking from broader point of view, the plan implementation requires co-operation, co-ordination and commitment from at all levels of the organization. Implementation must be watched properly and timely action should be taken to improve administrative, technical, financial or personnel inadequacies.

7. Monitoring or Managerial Planning

Monitoring can help in achievement of plans as it helps in finding out the deviation from the plan. Timely remedial action reduces any difference between plan and action.

Policies are guides to action. They provide broad guidelines on how the objectives of an organization are to be achieved. According to Koontz O' Donnel "**Policies are general statements or understandings which guide or champ thinking in decision making of subordinates**"

4.6.2 Organisational Analysis

Organizational analysis is a technique to ensure the achievement of maximum results with minimum cost in terms of human, financial and material resources. The main objective of organizational analysis is to improve pattern of relationships. It is a technique to bring efficiency in the organizational management.

Techniques of Organizational Analysis

There are number of techniques that could be used in organizational analysis. The selection of tools depend on the nature and types of organizations. The tools and techniques differ in respect of nature i.e., formal and informal organizations. Analysis of formal organization can be done by means of the following:

1. Organization Charting
2. Organizational Manuals
3. Work Distribution Charts
4. Checklists of the Principles of an Organization, and
5. Job Analysis

The analysis of informal organization can be done through:

1. Sociogram
2. Interaction Chart
3. The Influence Chart
4. Organizational Development, and
5. Transactional Analysis

Organizational Charting means the various functional groups, units, cells, or schools/ departments which have been set up to achieve the objectives of an organization. For example, Indira Gandhi National Open University has set up various schools of studies, divisions and centres to achieve its main goal of democratizing higher education, providing education at one's door steps, maintaining standards and providing accreditation to institutions offering programs through Open Distance Learning system. It shows the flow of authority and communications, responsibilities of various units, hierarchy and staff relationships, categories and number of personnel, grades of personnel, etc. Too many details should be avoided in the chart. It should be easy to understand and simple to follow.

Organization Manuals unlike organizational charting provide detailed information. However the manuals can be useful only if these are clear, properly worded, reviewed

intermittently, self explanatory, easily comprehensible, and put easy to implement by the staff in an organization.

Work Distribution Charts are designed for the study of work assignments and job content within any single unit or work group. It shows which employee is doing what and for how long. The chart provides useful information pertaining to the ways in which employees spend their time. For each employee, the separate tasks performed and the numbers of hours devoted to each task during a stipulated or given time period are entered in a two dimensional table.

Checklists of the Principles of an Organization means systematic checking of present and proposed arrangements against accepted principles of an organization. This will provide a fairly comprehensive audit of the organizational arrangements. Such a checklist may be a valuable tool and used in conjunction with charts and manuals of organization.

Job Analysis is the procedure by which the facts with respect to each job are systematically discovered and noted. It is sometimes called Job Study, suggesting the care with which tasks, processes, responsibilities and personnel requirements are to be assigned. Job analysis would help us to find the utility of the personnel in an organization. It also helps us in identifying job relationships and skill required for effective performance. Role analysis aims to decode the organisation's expectation from the individual and the individual's expectations from his/her association with the organisation; brings into, focus where these can meet so as to ensure better performance and effectiveness.

Organizational Development is a systematic and educative approach to improve the organizational efficiency and effectiveness. It is a dynamic and continuous process to ensure insulation of organization from being static.

MBO(Management By Objectives): According to George Odiorne, "MBO (Management By Objectives) is a system where in the superior and the subordinate managers of an organization jointly define its common goals, define each individual's major areas of responsibility in terms of the results expected of him/her and use these measures as guides for operating the unit and assessing the contribution of each of its members.

4.7 MANAGEMENT OF ORGANIZATIONAL CLIMATE AND ORGANIZATIONAL CHANGE

The environment (both external and internal) is constantly changing. Organisation being a part of the environment, must adjust to ensure its existence and efficiency. Organisations need to change in order to remain in equilibrium with the ever-changing environment. Dynamic managers/leaders do not wait for the future; they make the future by managing change. In order to manage the change, the organisation must control both the external and internal factors. **Robert McNamara, President of the World Bank**, defines *management as an ability to accommodate change*. There are external and internal factors that cause change.

4.7.1 External Factors

include technological changes, socio-economic and political changes.

Technology-Knowledge explosion is taking place very fast. Researches in the Universities, Research and Development in industries are helping in technical advancement. Charles Perrow contends that more organizational diversity must be

created to accommodate the organisation to rapid extensive changes in the technology.

Socio-Economic and Political Changes include policy of the Government and its various legislations.

4.7.2 Internal Factors like personnel, finance, materials, trade unions, information and quality of product also affect the efficiency of an organisation. To control internal factors a permanent cell/unit/section can be created in the organisation to take care of the changes so that it becomes a regular exercise and the changes can be controlled, modified or adopted at the earliest to avoid any unwanted situations or damage. Also, frequent meetings of the main management committee help to diagnose the health of the organisation so that timely action may be taken.

Types of Changes

Changes an institution experiences, can be classified in the following ways:

- Evolutionary, Revolutionary and Planned Changes
- Reactive and Pro-active Changes

4.8 CONFLICT MANAGEMENT

“Although conflict management is complex and sometimes hard to achieve, a greater understanding of the behavioural skills associated with it can have a bottom-line impact on organisational productivity and preference.”

-Vincent L. Ferraro and Sheila A. Adams

Management of conflict means to develop the techniques that may help in stimulating the conflict when it is at a very low level and resolve the conflict when it has reached a very high proportion. These may be classified into two:

A. Conflict Stimulation Techniques.

B. Conflict Resolution Structural Techniques.

Some of the commonly used techniques of **Conflict stimulation** include Communication, Restructuring of the Organisation, Encouraging Competition, etc.

Conflict Resolution Structural Techniques include Conflict avoidance, Conflict diffusion, Conflict containment and Conflict confrontation.

- **Conflict-Avoidance Strategies** include *Ignoring the Conflict (Withdrawal, Imposing a solution through Dominance)*
- **Conflict Diffusion Strategies** include *Goal Congruency, Smoothen, Accommodating.*
- **Conflict Containment Strategies** include *Liaison groups/representatives, structuring the Interaction and Bargaining/Compromising.*
- **Conflict-Confrontation Strategies** include *Problem-Solving/ Win- Win and Organisational changes*

4.9 STRESS MANAGEMENT

The recent surge of management interest in reducing manager or leader stress reflects awareness that the functioning of key individuals responsible for planning strategies, making critical decisions and establishing personnel policies has a significant impact on the health and productivity of all employees. The quality of leadership determines both the personality of that organization and its chances of survival. Generally, institutions have experienced that treating *all* employees supportively and helping them help themselves makes sense. This view has set in motion a wide variety of employer initiated programmes to maintain employee health and well-being, to prevent manifestations of strain from progressing to actual illness, and to provide employees with the opportunity to gain personal insights, which will help them cope with stress both on and off the job. Tension reducing and relaxation techniques are gaining in popularity as ways of neutralizing manifestations of strain that predispose to illness. Specific techniques range from biofeedback, meditation, behaviour modification, to changing the pace of an overloaded business day, etc.

Group process experiences are designed to facilitate a better understanding of human relationships, techniques of communicating and responding, a greater awareness of what goes on among people in groups, how it goes on, and what kind of impact the participant has on others. However, confrontation groups, T-groups, and communication activities are becoming popular with management.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

1. What do you mean by technique of organizational analysis?

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2. Enlist conflict management techniques.

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4.10 MANAGEMENT OF INTERACTION PROCESS BETWEEN LEVELS

Organisations consist of individuals who work in relationships with one another in different capacities to produce results. Only a coordinated effort among individuals can sustain the efficiency of organisation and would result only from understanding amongst the employees, otherwise major effort would be wasted in misunderstandings, jealousies, etc.

All the managers of today need training in understanding and managing the interpersonal relationships to ensure the insulating of organisations from internal behavioural

disturbances. W.C. Schutz (The Interpersonal World, 1966) maintains that there are three interpersonal needs,

- *inclusion*-the need for inter- action and association,
- *control*- the need for authority and power and
- *affection*.

If these needs are fulfilled, efficiency will definitely increase. Developing successful inter- personal relations in the context of organisational goals is a challenging task. It requires a deep psychological understanding of oneself as well as of others, with whom one comes in contact in various organisational capacities.

4.11 TRANSACTIONAL ANALYSIS

The term “Transactional analysis” (TA) was first used by Dr. Eric Berne in 1957. This technique gained further momentum after the publication of his two books, i.e. (i) Transactional Analysis in Psychotherapy (1961), and (ii) Games People Play (1964). Thomas A. Harris developed the concept further in 1967 through his book ‘I am OK. You are O.K.

TA was basically a method of Psychotherapy. Later on, it was used in improving inter-personal relationships and communication. Transactional analysis concentrates on the rational and analytical side of observable human behaviour. TA is concerned with transactions between people.

It is very important for the key personnel or managers to understand their subordinates intimately through the records of their personal profiles.

4.12 BUDGETING AND CONTROL

The budget is a blue print of the projected plan of action expressed in financial terms for a specified period of time. It serves as a valuable aid to management through policy-making, planning, co-ordination and control. The Institute of Cost and Management Accounts of England and Wales defines a budget as “*A financial and/or quantitative statement prepared prior to a defined period of time of the policy to be pursued during that period for the purpose of obtaining a good objective*”.

It has been mentioned by the report of the ABC Study Team that performance budgeting as is generally known is essentially a technique of presenting government operations in terms of functions, programmes, activities and projects. Through such a meaningful classification of transactions governmental activities are sought to be identified in the budget in the financial and physical terms so that a proper relationship between inputs and outputs could be established and performance assessed in relation to cost.

Performance budgeting is very useful for the developing countries. This facilitates better programming, decision-making, review and control for a more intelligible presentation of governmental activities to the public and the legislature.

4.12.1 Performance Budgeting

The process of performance budgeting includes the following:

- Establishment of goals, objectives and targets.

- Formulation of functions, programmes and activities of a given task/activity.
- Setting up of norms and standards.
- Designing of control and evaluation system.
- Delegation of financial powers.

4.12.2 Format of Performance Budget

Any format to be used for performance budget should consist of three parts.

- The statement of the objectives and goals of an organization in quantitative terms.
- Preparing the budget according to functions, programmes and activities as well as in terms of the objects of expenditure.
- Provide the explanation of financial requirement. A performance budget becomes meaningful and useful to management only if this part is taken care of properly.

4.12.3 Zero-Base Budgeting (Z.B.B.)

Zero-Base Budget requires that organizations while preparing their budgets should not take earlier years expenditure for granted and therefore should start afresh. In this process, the examination of existing programmes and activities has to be done in the same manner as would apply to newly proposed ones. To quote *E. V. Srinivasan*:

“ZBB can be defined as an operating, planning and budgeting process which requires each manager to justify his entire budget request in detail from a scratch (hence Zero-Base), and shifts the burden of proof to each manager to justify why he should spend any money at all”.

Zero-Base budgeting is thus a rationalisation of the regular budgeting process to ensure accountability and maximum utility. It demands a total re-justification of every financial activity from zero. It involves the following major steps:

- Identification of Decision Units,
- Formulation and Development of Decision Packages,
- Evaluating and Ranking Decision Packages in order of Priority,
- Preparation of Budget by allocating resources to activities or decision packages and
- Follow-up and Revision.

4.13 TOTAL QUALITY MANAGEMENT

Total Quality Management (TQM) is continuous improvement in whole process of organization for the maximum satisfaction of customers. There are 3 C's in total quality management i.e. **culture, commitment and communication**. Where we applied the total quality management on education system the process focuses on:

- Alignment within organization with commitment to a shared vision.
- An extended understanding of the customer driven and process- oriented basis for quality.
- An organization designed around teams, with investment made in team

development and changes made on performance management systems to reflect on team work as the basis for organizations activities.

- The setting of particularly challenging goals which commit the organization to significant increases or performance outcomes, and
- The day- to- day systematic daily management of organization through the use of effective tools for measurement and feed back.

The main tools are to be used for management and feedback of an educational institution are as follows:

4.13.1 Work Measurement

Work measurement is concerned with the determination of the amount of time required to perform a unit of work. For example , preparation of time table. It depends on the level as well as type of school, i.e., pre primary, primary, secondary, senior secondary, technical schools and so on. There will be a comprehensive time table having time table for specific levels i.e., time table for pre-primary level, primary level, etc. The time required for this task is commonly referred to as the 'standard' or 'allowed time'. Thus, work measurement is to provide a yardstick for human effort which can help in efficient manning, improved planning and control, sound and incentive schemes.

As stated in an I.L.O, Publication: "**Work measurement is the application of techniques designed to establish the time for a qualified worker to carry out a specified job at a defined level of performance.**" In short, work measurement is interested in investigating, reducing and subsequently eliminating ineffective time.

4.13.2 Techniques of Work Measurement

Let us discuss some of the techniques of Work Measurement:

- **Subjective Judgment**

Work measurement involves here the subjective judgment of the management, i.e., experience and guess work. This is generally known as **rule of thumb** standards. It is very difficult to apply these standards universally and in large scale organizations. Moreover, these cannot be justified on scientific grounds.

- **Record of Past Performance**

These represent what is rather than what should be. Standards thus arrived are indicators of work and time requirement and can be used for controlling the operations. It may be calculated as follows:

$$\text{Staff member minutes per unit} = \frac{\text{Total Number of staff members considered} \times \text{Minutes in work week}}{\text{weighted number of units completed}}$$

This method is not suitable to improve the performance of organization as standards are measured as past performance and not what ought to be.

- **Lead Time**

It is the period that elapses between placing an order and receiving the same. These can be classified as **administrative lead time**, **manufacturing lead time**, **transporting lead time** and **inspection lead time**. Any strategy to control lead time must try to control the administrative and inspection lead time. Other, too, can be controlled to a lesser extent.

- **Buffer Stock**

Buffer stock is the quantity of stores set apart as an insurance against the variations in demand and procurement period. This quantity of the item is to be kept as an emergency for unforeseen demands. It is calculated by multiplying the difference between maximum and average consumption rate per day with the lead time for the items.

- **Re-order Level**

This term is used to denote the stock level at which fresh order has to be placed. This is equal to the average consumption per day multiplied by lead time plus buffer stock. By ordering at the time when stock reaches the reorder level we are fairly assured that the chances of 'stock out' are practically absent.

- **Stock Turnover**

Another aspect of inventory control is to see that there is proper turnover of items stocked and to see that the items are used before the time expiry of the warranty period. For example, chemical required for science labs, medicines and other supplies required for medical room, sports items, etc are some of the items come under it. Special efforts should be made to issue items on first come first out basis. Expiry date on control sheets to keep a control against keeping out-dated material on the shelf should be maintained. In case, there is no possibility of using the stocks of short life items within the expiry period, efforts should be made to deploy the stock to other institutions so that they could be issued before the expiry time. For example, common chemical required under chemistry, bio-chemistry, biology laboratories could be used within the expiry date by deploying it to the laboratory is in a position to use it within that time.

4.13.3 Research Techniques

Education is passing through the challenges of globalisation, privatisation and internationalisations. Institution should have access to relevant journals and circulate reports and seek advice from research organizations, participate in international education fairs, conduct extensive research to reduce the risk of failure. Monitoring globalised trends is an important activity for effective management, i.e. action research and case study methods are best suitable methods to conduct research at institution level.

Action Research according to Corey "The research undertaken by the practitioners so that they may improve practices".

- (a) *Case Study Method* may be defined as a narrative of stages, factors, incidents actions, reactions and other parameters involved in an administrative task, e.g., a case study of procedure of dispatch, a case study of decision-making, a case study of a project, etc.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

3. Explain performance zero base budgeting by giving examples from an educational institution.

4. Action Research is a tool for continuous improvement in processes of educational management. Justify this statement with examples.

4.13.4 Record Management

Records are the memory of internal as well as external transactions of an organization. Records contain written evidence of the activities of an organization in the form of letters, circulars, reports, contents, invoices, vouchers, minutes of meetings, books of accounts, etc. Thus the record management is concerned with the retaining, submitting and destroying of records. You will relate the importance of filling in your school/department/university. Proper maintenance of these records in right quantity and quality is essence of record management. The success of these records depends on the timely retrieval of records for various types of decision making in an organization.

The type of records differs from organization to organization. In educational institutions general type of records are personal records, accounts, purchase, stock activities, salary, minutes of decision making bodies and records related to students.

4.13.5 Materials Management

In small organization, we may have a qualified officer to handle materials, e.g., in a hospital, we may have a qualified stores officer. In educational organizations, i.e. University, national level institutions, autonomous colleges there may be a provision for Deputy Registrars, etc. for providing various programmes of study, research projects, etc. Departments, Corporations and Companies engaged in manufacture and sale of goods, there should be a full-fledged department dealing with materials management. Department may be divided into the following sections:

1. Materials Policy-Making Planning and Programming,
2. Purchasing,
3. Inventory Control,
4. Receiving,
5. Warehousing,
6. Store-keeping,
7. Material handling, and
8. Scrap and Surplus disposal.

There are various methods, and their selection is done on the basis of the objective of the control. Classification of inventory can help in effective control i.e. concentrating on items which are most important. It is difficult to give equal attention to all the items in the inventory. In most of institutions at present ABC analysis is commonly

used. This approach is simple and helps in selective control. The principle of selective inventory management is generally preferred because it is not possible to manage and control every item in similar manner.

ABC Analysis: ABC analysis separates inventories into ABC items. In order to make such an ABC analysis the list of all the stored items and their annual consumption in value is tabulated on the basis of the latest available records. Each individual item and its annual consumption value are listed separately and list is arranged in descending order beginning with item of highest value ending with that of lowest value.

VED Analysis: VED analysis is used for spare parts of inventory, medical stores, etc. Those items the absence of which even for very short duration will stop essential work are known as vital products e.g. chemicals in laboratories, books and journal in the library. Essential items are those the absence of which cannot be tolerated for more than a day or so. The desirable items are those, which are definitely needed but with their absence the work can continue. This type of analysis helps in deciding on the confidence level.

4.13.6 Time Management

The statement that “**Time is money**” sums up the significance of time management. Though we all understand the implications of time management but in actual practice, we find that time is wasted and its importance is undermined. Just to illustrate the importance of time, many studies conducted revealed that persons in administration hardly devote 30 to 40 per cent of their time for the activities they have been engaged for. It means that if proper use is made of time, we can provide services with the existing infrastructure two to three times more and thus the process of development can be accelerated.

The aim of time management is to organise and arrange the use of time so that time pressures and overcrowded schedules and wastages are reduced, and that staff can have adequate rest periods without lowering work output.

Time Management Techniques: Techniques may range from simple commonsense approach to sophisticated techniques of PERT /CPM, OR, Method Study, Work measurement, etc.

Assessment of Time Use for Activities that are not related to work

In this technique, in a sheet of paper, write down all the activities that are not related to work and that might take place during the course of a working day (e.g., relaxing in staff room or canteen, personal telephone calls, going out to shop, reading a newspaper, tea or coffee breaks, arriving late, leaving early, interruptions by other staff).

Give copies of the papers to staff members who have volunteered to take part in this exercise. Ask them to record the number of *minutes* spent on each activity *not* related to work over a period of one or more days. Collect the records and add up the minutes spent on non- working activities each day by each staff member.

Request all staff members who have agreed to record their non-work activities to meet together to discuss the results or some team of outside experts may be deputed to collect this data.

Give the group the complete account of the above without revealing the identity of the staff members who provided the data.

Discuss the following questions with the groups:

- (a) Is the amount or time spent in non-working activities reasonable, too much, or not enough?
- (b) Would it be better to have recognized time breaks (e.g., 30 minutes for tea, shopping, reading the newspaper, or chatting) rather than having many unofficial breaks?
- (c) Would recognized or official breaks, i.e., at different times so that the work did not stop/improve the quality of the work?

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

5. Explain Inventory Methods with example from material management in an educational set up.

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6. Elaborate on the statement 'Good result will not occur automatically from having' time management as control tool.

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4.14 LET US SUM UP

The policies and plans unless put to action properly do not show the desired results. Effectiveness of every process and function are dependent upon the proper implementation of its policies and decisions. Management of any organization is the comprehensive effort to direct, guide and integrate associated human resources which are focused towards some specific aims. Thus educational management is an area of activity which calls for specialized knowledge and technique which can help to achieve the educational goal. In India present system of educational management by and large used conventional methods and procedures. There is great need to make this update and professional because a professionally efficient manager can utilize the talents to make management more effective.

To achieve this status there is need of trained personnel who has theoretical knowledge and understanding of new techniques along with the prevailing ones, of management because the success and achievement of any organization is largely dependent upon the efficiency, ability, imagination and experience of manager who is responsible for its functioning. A well deserved training programme can be a real weapon to accommodate the philosophy and tools of organization change to achieve optimum performance. It is said that management is an art and a science but in the

case of educational administration it is an intelligent art and science both. It is very much different from other sectors as their managers are recruited on the basis of educational qualifications in management where they are trained in skills of management and competencies but here in educational sector very little or in adequate emphasis for aptitude and competence in management is given in selecting educational manager. The promotion schemes broadly uses seniority in teaching as the main criteria for principal/ head of the Department/ Director of an institutions . After placement in the managerial positions they are involved in policy decisions, and are therefore, not able to provide expected managerial acumen and leadership traits to the educational institution and at times affecting appropriate decisions.

One of the feasible solutions may be to orient the educational managers to improve their managerial effectiveness though a planned and deliberate training learning processes which will develop certain attitude, skill and knowledge in educational managers, which would ultimately modify and prepare educational administrators / managers to adopt themselves to the change. Management Development stands for any plan guided on directed activity undertaken by administrator to himself/herself becomes more competent in his/her present position office or to cautiously prepare himself/herself for assessing higher responsibilities so that he/she may claim promotion by merit or compliance.

4.15 UNIT - END ACTIVITIES

1. What are the features of Sound Policy? How are the policies formulated and communicated?
2. Discuss carefully the uses and functions of organizational chart. Draw the organisational chart of an educational institution of your district/state.

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4.17 ANSWERS TO CHECK YOUR PROGRESS

1. Define Policy, Importance of policies in managing educational institution, policy formulation.
2. (i) Brain storming technique of decision making
(ii) Analyse the technique on the basis of creativity in decision making.
3. (i) Meaning of organizational analysis.
(ii) Component of organizational analysis.
4. (i) Meaning of conflict management
(ii) Techniques of conflict management.
5. (i) Meaning of performance base budgeting
(ii) Procedure of performance base budgeting.
6. (i) Action Research: Meaning & concept, procedure
(ii) Methods of Action Research
7. (i) Meaning of Inventory Control.
(ii) Steps involve in Inventory Control.
8. (i) Time Management: concept & meaning
(ii) Time Management: as a tool of control.

UNIT 5 MANAGEMENT OF INNOVATIONS

Structure

- 5.1 Introduction
- 5.2 Objectives
- 5.3 Innovation
- 5.4 Education Commission of 1964-66 (Kothari Commission)
 - 5.4.1 Common School for Educational Management and its Implications
 - 5.4.2 Three language formula for educational management and its implications
- 5.5 Recommendations of the National Policy of Education(1986)
 - 5.5.1 National System of Education
 - 5.5.2 Equality of Educational Opportunities
 - 5.5.3 The 10+2+3 Pattern of Education
 - 5.5.4 Operation Blackboard
 - 5.5.5 Distance Education
 - 5.5.6 The use of Technology
 - 5.5.7 Vocationalization of secondary education
 - 5.5.8 Moral and religious education
 - 5.5.9 Continuous evaluation
 - 5.5.10 State and National Boards of Education
 - 5.5.11 Other major concerns
 - 5.5.12 Implications
- 5.6 National Literacy Mission
 - 5.6.1 Setting up of Reading, Writing and Arithmetic Norms
 - 5.6.2 Implications
- 5.7 Rammurthy committee
- 5.8 Gannam committee
- 5.9 Sarva Shiksha Abhiyan(SSA)
 - 5.9.1 What is SSA?
 - 5.9.2 Basic features of SSA
 - 5.9.3 Aims of SSA
 - 5.9.4 Objectives of SSA
 - 5.9.5 SSA as a Framework and as a Programme
- 5.10 Central Advisory Board of Education (CABE)
- 5.11 Yashpal Committee
- 5.12 E-Learning
 - 5.12.1 Levels of e-learning
- 5.13 E-Governance
- 5.14 Virtual Classrooms
 - 5.14.1 Implication
- 5.15 National Knowledge Commission
 - 5.15.1 Organisation
 - 5.15.2 Management of Education
 - 5.15.3 Open and Distance Education

5.16 Let Us Sum Up

5.17 Unit-end Activities

5.18 Suggested Readings

5.19 Model Answers to Check Your Progress

5.1 INTRODUCTION

The Government of India ever since the attainment of independence have given considerable attention to the national system of education rooted in the basic Indian values and at the same time suited to the needs and aspirations of a modern society. There has been almost unceasing effort to deliberate on the problems of education and to propose measures for its improvement and even its total transformation. In this unit focus is on these recommendations and the important changes made in the educational management. These changes were the innovations in management of education system or institutions or policy aspects.

5.2 OBJECTIVES

After going through this unit you will be able to

- identify the recommendations of the various committees and commissions set up for educational reforms in the management of education
- relate the changes undertaken in the management of education over a period .
- compare and contrast the implications of the national policies of education on management of education and
- appreciate the contributions of technology in the educational management

5.3 INNOVATION

The word “Innovation” is derived from the Latin word “Innovare” which means to change i.e., something new. The International Dictionary of Education describes “Innovation” as promotion of new ideas or practices in education and teaching. The word innovation describes an endogenous or self-generated change. The category ‘innovation’ however, comes from the administrative sciences and was introduced into the field of education in the sixties. If education implies rebirth, then innovation is the path that makes rebirth possible. However innovation in education has come to be regarded as an external process. According to the classical scientific method, innovation is defined as a planned and systematic programme for change. Definition of the term educational innovation as arrived at the 13th Regional Consultation meeting of UNESCO held at Jomtien in June 1992 and adopted by MHRD in India refers to an idea or practice new to a specific educational context that meets unsatisfied needs. It is the introduction or promotion of new ideas and methods that are devised in education and or institutional practices which have a substantial effect on changing the existing patterns of behaviour of a group involved. Innovative strategies imply in development of new ideas which are disseminated and utilized; they usually occur in response to particular problems. Actually innovation in education has become increasingly associated with quality and international competitiveness, if addition information is the most highly valued factor added through innovation.

Now question is that what is innovation in education for? Actually, innovation depends on the observer’s point of view and field of knowledge. The idea of innovation in

education as a process that is open to innumerable configurations is thus reinforced. It is the process of cultural creation since it generates a new system of values, beliefs, rules and regulations, technologies, attitudes and forms of behaviours. It also implies the progression rather than a break from the previous stage and also meant the continuity between tradition and innovation. Further it also implies that there can be continuity or a breach between innovation and institutionalization.

The innovation has following components:

Subject of Innovation:- innovation relates to something i.e. changes, which may include a product, service, activity, initiative, structure, programme, or policy.

New Ideas:- Innovation involves the generation of new ideas. This suggests two things. First, the innovation involves using creativity to develop ideas. Second, that the ideas must be "new" insofar as they are either an improvement on something that is fundamentally new, or the application of existing ideas to a new context.

Application:- Creative ideas do not, in themselves, constitute an innovation. The new idea must be applied to some organizational activity. Thus, innovation involves the practical implementation of new idea.

Significant Change:- The change that is brought about must be "significant and positive; i.e., it must go beyond minor incremental tinkering, yet does not necessarily have to be a revolutionary departure. Significance in this sense means that it must relate to some improvement that is deemed to be important. For example, it must advance society, provide technological or economic progress, or provide an organisation with some capability or advantage.

Innovative Idea:- Innovative idea provides the needs to be feasible in the sense of being replicable in the system as a whole or a significant part of the system.

In brief, innovation is the creative generation and application of new ideas that achieve a significant improvement in product, service, activity, initiative, structure, programme or policy.

Characteristics of Innovation:- Innovations are said to possess certain attributes or characteristics. The perceived attributes of innovations are important predictors of their success. An innovation requires widespread acceptance by group or social systems as also by the individuals. Only then it will become successful and will be put into practice by organisations. Five characteristics of innovations have been identified which are worth mentioning. These are: a) Relative advantage; b) Compatibility; c) Less complexity; d) Triability; and e) Observability. Innovations which are easily divisible into small parts, effectively communicable, compatible, not very complex and advantageous can relatively succeed compared with those which do not possess these characteristics. Hence, to innovate is to create a new path in an original mode.

'Innovation in School and Teacher Education', in 1997, the seminar focused on important characteristics of innovation. An innovation should be:

- New to the system of environment as perceived by individuals.
- Better than what is already in existence.
- A deliberately planned and not haphazard.
- Contextual to local system or environmental conditions.
- Capable of making unfamiliar as familiar.

- Suitable for achieving predetermined goals.
- Positive in nature.
- Something which results in the improvement of a system.

Factors of Innovation

The speed with which a new innovation is adopted will depend partly on the factors and nature of the idea (certain practices have innate factors) which speed their rate of adoption, other types may have retarding factors.

The following are the few factors :

Cost : New Practices that are high in cost generally tend to be adopted slowly. The cost of new ideas ranges from a few rupees for certain replacement to several thousand rupees for Modern Concept. The head of the institution may adopt the new idea for better improvement of the institution, although it may require additional financial resources to replace. Example – Replacement of Type writer machines to personal computers for e-governance by a school would demand for a separate air-conditioned room and other necessary furniture and necessary adaptations. But idea or innovation is most welcome simultaneously, even though costly.

Complexity : New ideas or innovations that are relatively simple to understand and implement will generally be accepted more quickly than more complex ideas. Example: Generally teacher use lecture method for teaching , it seems to be a monotonous and students are passive learners. This may affect effective teaching learning process. Use of teaching aids and equipment and particularly electronic aids may provide rich and student-centric learning experiences and environment. Power point presentation, films, models etc. can deliver a topic in an interesting manner. This has greater implications on the management of the institution also. The school authority or management has taken decision to go for teaching aids and equipments like T.V sets, Radio, and recently computer and for it sufficient budget has to be allotted for the hardware, software as well as training of teachers. Then the class room environment would be more stimulating and participative for the students and eventually better learning.

Visibility : Practices also vary in the extent to which their operation and results are visible or showy. A new practice will generally be adopted more quickly if it is visible.

Divisibility : Some training/exercise such as the use of virtual classroom or EDUSAT/Computer Aided Instruction/learning may be divided for a comparison of experiment results with the ordinary classroom situation. However use of such new ideas can not be easily tried out on a small or short range area. A practice that is divisible for experiment will generally be adopted more rapidly than an exercise that is not.

Compatibility : A teacher's attitude and values towards a new idea are often affected of his/her past experience with related ideas. For example – use of lecture method with more use of improvised teaching aids.

Utility: If a new experiment is viewed as major improvement over existing methods, it is likely to be adopted. Example – Switch over from manual typewriter to word processing computer can ease and speed up the administrative functions in an educational institution. Simultaneously , it can also help in replacing the lecture intensive classes to an effective, interactive and participative teaching learning by

using computer based instructions, internet, power point presentations, slideshows, etc.

Group Action : Group action is nothing but a work done by a team or a group of people. For example- Micro teaching is an important skill development activity in a teaching-training programme. Micro teaching is a technique in which teacher trainees have been given practice to inculcate certain skills one by one. Here one teacher educator may help teacher trainee to develop one or two skills while the second one another skills and so on. Thus for helping the trainee teachers to develop these skills group action is required .

An innovation is not normally used as such but it is modified by the individual or the institution to suit more closely the needs of the person who adopts it. The change or modification made by the user in the innovation to suit his/her requirement is innovation. Innovation may be good bad depending on one's point of view.

Lastly, we can say that, innovativeness is the degree to which an individual is relatively earlier in adopting new ideas than other members of his/her social system.

5.4 EDUCATION COMMISSION OF 1964-66(KOTHARI COMMISSION)

In the history of educational commissions in India the Educational Commission of 1964-66 has immense significance. It was felt that economic and social change could be brought about only through education. The government of India was convinced that education was the key to national prosperity and welfare. Let us go through some of the major recommendations which major implications in the education system in the country and subsequently impacted revolutionary changes in the management and administration in the educational scenario.

5.4.1 The Common School System

The National Commission 1964-66 sought to bring the different social classes and groups together and this prompted the emergence of an egalitarian and integrated society which in turn paved the way for the Common School System. The major aims are:

- to make education open to all children irrespective of caste, creed or community,
- maintain adequate standards in all schools and provide at least a reasonable preparation of quality institutions,
- good education will depend not on wealth or class but on quality and talent. Such as: National Talent Scheme even at the state level,
- no tuition fee will be charged and it would meet the needs of the average parent.

Minimum Levels of Learning (MLLs)

In line with the commitment of the country to provide elementary education to all children, educational facilities have got tremendously expanded during the post-independence period. This is particularly true of facilities at the primary education stage. The Education Policy 1986 calls for paying immediate attention to (i) improving the unattractive school environment, the unsatisfactory condition of buildings and inadequacy of instructional material; and (ii) laying down minimum levels of learning that all children completing different stages of education should achieve. In fact, significant efforts towards specification of Minimum Levels of Learning (MLLs) had

already been made at the NCERT during 1978 in connection with the UNICEF-assisted projects on 'Primary Education Curriculum Renewal' and 'Developmental Activities in Community Education and Participation'. As part of these projects, a 'Minimum Learning Continuum' was drawn indicating the learning outcomes expected to be achieved by all children completing Classes II, III, IV and V. The Primary Education Curriculum Renewal Project was evaluated in 1984 using a set of achievement tests developed for all the primary classes based on the competencies specified in the Minimum Learning Continuum. Utilizing the empirical evidences collected through this evaluation study and following the National Policy on Education 1986, the NCERT prepared another document entitled, 'Minimum Levels of Learning at the Primary Stage'.

The need to lay down Minimum Levels of Learning (MLL) emerges from the basic concern that irrespective of caste, creed, location or sex, all children must be given access to education of a comparable standard. The major focus of the policy formulation behind the MLL exercise is upon equity and reduction of existing disparities. The effort is to combine quality concerns with concerns for equity keeping in view the developmental needs of children from the disadvantaged and deprived sections of the society, the dropouts, working children, and girls, who constitute the majority of school-going age population in this country, and to whom, in all likelihood, at least for some time to come, primary education will be the only opportunity for structured learning. This basic concern underscores the approach adopted by the committee in defining the minimum levels of learning.

The MLL strategy for improving the quality of elementary education is an attempt to combine quality with equity. It lays down learning outcomes in the form of competencies or levels of learning for each stage of elementary education. The strategy also prescribes the adoption of measures that will ensure achievement of these levels by children both in the formal schools as well as NFE centers.

The focus of MLL strategy will be the development of competency-based teaching and learning. The main steps by which MLLs will be introduced in school will be:

- i) Preliminary assessment of the existing levels of learning achievement.
- ii) Modification of the MLLs to suit local situations, if needed.
- iii) Initial and recurrent orientation of teachers to competency-based teaching.
- iv) Preparation of teacher training handbooks for MLL-based teaching.
- v) Introduction of continuous and comprehensive evaluation of students and using evaluation results for remedial action.
- vi) Preparation of unit tests and other evaluation materials and putting them in an item pool for using as and when required.
- vii) Using MLL norms as and when curriculum and textbooks are revised; and
- viii) Provision of competency-based teaching-learning materials to make the educational process activity-based and joyful.

Teaching-Learning Strategies

A variety of interesting activities in the form of narration of events, peer group discussions, story-telling, drama, dialogue, question-answer, quiz competition, riddles, word-play, debates during school functions, and songs are to be organized for making language learning a joyful activity. Self-learning skills and functional use of language

are also to be developed by encouraging the study of interesting children's books, picture dictionary and peer group activities.

Pupil Evaluation

The MLLs are designed to assist the teacher (or NFE Instructor) to evaluate whether the learner is able to develop these competencies through the teaching-learning strategies. In pupil evaluation the major emphasis should be on creating informal social situations in the class. Functionality and creative use of language in day-to-day life situations should be the other points in consideration. Besides textbooks, other materials like picture cards, word cards, participation in social situations may also be utilized for assessing pupil's level of learning competencies in language.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

1. Write at least three recommendation given by Indian Education commission 1964-66.

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2. Enumerates the main point regarding education for equality recommendation by Indian Education Commission 1964-66.

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5.4.2 Three language formula for educational management and its implications

Three language formula is another recommendation which has had immense impact on the education and its management. Following were the guidelines

- At the lower primary stage only one language should be studied compulsorily. It means all primary school teachers have proficiency in that language. The qualifications of teachers, training of teachers, guidelines for recruitment of teachers, preparation of text books in that language, etc are some of the major implications at the policy level.
- The mother tongue or the regional language at the option of the people.
- At the higher primary stage only two languages should be studied on compulsory basis – (1) the mother tongue or the regional language (2) the official or the associate official language for almost all the people in the Hindi areas and for a majority of them in Non- Hindi speaking areas, English will probably be the second language.

- At the lower secondary stage (Class-VIII) a study of three languages should be obligatory and a student should be under an obligation to study either the official language of union or the associate official language which he/she had not elected at the higher primary stage.

Other main considerations of the Commission were:

- **Vocationalization:** To bring education closer to productivity a thrust was given to Vocationalization of education.
- **The introduction of work experience:** Work experience should be introduced as an integral part of all education. Though the concept of work experience is closely related to the philosophy of Basic Education what was needed was a reorientation of basic education to the needs of the society. Work education and modernization, social and spiritual values, religious education, the concept of neighborhood school, State and National Boards of Education were some of the areas which also received considerable attention.

Implications

For the first time an attempt was made to study the cause of dissatisfaction about several aspects of educational development and also the emphasis on education for bringing about desirable socio-economic changes in the country.

The National Policy of Education 1968 marked a significant step in the history of education in post-independence India. It aimed to promote national progress, a sense of common citizenship and culture and also to strengthen national integration. It laid great stress in the radical reconstruction of the education system, to improve the quality at all stages and give greater attention to science and technology the cultivation of moral values and a closer relation between education and the life of the people

5.5 RECOMMENDATIONS OF NATIONAL POLICY OF EDUCATION (1986)

Though there has been considerable expansion in educational facilities the general formulations incorporated in the 1968 policy did not get translated into the detailed study of implementation. As a result, there were innumerable problems of access, equity, quality, and utility which needed to be tackled with utmost urgency. Besides, a variety of new challenges and needs made it imperative for the government to formulate a new education policy for the country. This gave birth to The National Policy of Education (NEP) 1986. Subsequently Programme of Action was chalked out for the implementation of policy. The NPE covered the entire spectrum of education.

The policy laid great emphasis on free and compulsory education, development of languages, identification of talent, work experience, science education and research, examination, secondary education, higher education, part time and correspondence courses, literacy and adult education, games and sports, education of minorities and above all equality of opportunities and a uniform structure of education

The National Policy of Education 1986 marked a significant step in the history of education in post-independence India. It aimed at overhauling the system of planning and management of education. The guiding considerations were:

- Evolving a long-term planning and management perspective of education and its integration with the country's development and manpower needs.

- Decentralization and creation of a spirit of autonomy for educational institutions.
- Giving pre-eminence to people's involvement including association of non-government agencies and voluntary effect.
- Involving more women in planning and management of education.

5.5.1 National System of Education

The concept of national system of Education implies that up to a given level all students irrespective of caste, creed, location, sex have access to education of comparable quality.

5.5.2 Equality of Educational Opportunities

The new education policy laid special emphasis on, the removal of disparities and to equalize educational opportunity by attending to the specific needs of those who have been denied equality. The central focus in the SC's education development promoted equalization with non SC population at all the levels of education. Realizing the role of women in the nation's progress women education gained significance.

More than 90% of the country's rural inhabitants now have schooling facilities within a radius of one kilometer. Education is used as an agent of basic change in the status of women. Special emphasis has been laid on the removal of disparities and on equality of opportunity by attending to the specific needs of those who have been denied equality so far.

5.5.3 The 10+2+3 Pattern of Education

On the recommendations of the Education Commission, the educational pattern of 10+2+3 was implemented. Since then the scheme has been accepted in principle by all the States and Union Territories. The underlying philosophy of this innovation was to strengthen national integration. The curriculum was reconstructed in accordance with the current trends in the society. The National Curricular Network contains a common core along with other components which are flexible. Also, all educational programmes are to be carried out in strict conformity with secular values.

The curriculum included compulsory subjects like:

- 1) Language
- 2) Modern Mathematics
- 3) Science
- 4) Social Science
- 5) Moral Education
- 6) Physical Education
- 7) Craft and Trade

In addition, one optional subject was also included.

Curriculum for higher secondary stage (XI, XII) included two streams

- a) Academic stream
- b) Vocational stream

Also every student of academic stream was to participate in co-curricular, physical, social activities and also render community service. The vocational stream was meant to supplement the existing facilities and also provide specific job-oriented courses.

5.5.4 Operation Blackboard

A phased drive symbolically called **Operation Blackboard** was undertaken to improve primary schools all over the country. Under this scheme, all primary schools should have minimum infrastructural and other facilities. Blackboard was considered the basic teaching-learning and in the educational process.

5.5.5 Distance Education

The policy also provided new dimensions to education such as distance education through Open University, IGNOU has been established for this purpose at the centre. Also establishment of rural Universities, technical and management education, innovation, research and development, new evaluation system, women education, status of teachers are some of the areas which were paid due attention.

5.5.6 The use of Technology

A need was felt to look at technical and management education together in view of their close relationship and complementary concerns.

As computers have become important and ubiquitous media, a maximum exposure to computers compute education in them was recommended as part of professional education.

5.5.7 Vocationalisation of Secondary Education: to bring education closer to productivity a thrust should be given to vocationalisation of education at the secondary level.

5.5.8 Moral and Religious Education: Conscious and organized attempts have been made for imparting education in social, moral and spiritual values with the help whenever possible of the ethical teachings of great religions.

5.5.9 Continuous Evaluation, Evaluation as a continuous process forms an integral part of the total system of education.

5.5.10 State and National Boards of Education: educational objectives of the state are intimately related to that of the nation. In order to secure continuous improvement in standards adequate machinery should be set up at the state and national level.

5.5.11 The other major concerns

- Emphasis on training and quality of teacher education.
- Education of backward classes: The Education of backward classes in general and that of the tribals in particular is a major programme for equalization and national integration.
- Improvement in the quality of public funded schools
- Improving the unattractive school environment and instructional materials
- laying down minimum levels of learning
- Imparting adult education.

- Widening the access to secondary education and higher education.
- Vocational education.

5.5.12 Implications

Since the adoption of this policy there has been considerable expansion in education facilities all over the country at all levels. The most notable development has been the acceptance of a common structure of education throughout the country and the introduction of 10+2+3 pattern by most states. School curricular, in addition to laying down a common scheme of studies for boys and girls laid stress on incorporation of Science and Mathematics as compulsory subjects.

The National Policy of Education (1986) and its programme of action POE (1992) advocate a national system of education. It implies that up to a given level all students irrespective of caste, creed, location or sex have access to education of comparable quality and common educational structure (10+2+3 system). The policy paved the way for enhanced support in in-service training and non-formal education. The policy envisages that the basic learner's needs should be met through a variety of systems. N.P.E provided new dimensions to education such as the setting up of Open University, Navodaya schools, promotion of adult education and also brought about accountability in education.

NPE was reviewed during 1990-92 by Acharya Ramamurthy Committee (1990) and N. Janardan Reddy Committee (1992) and necessary amendments were made on the basis of which the programme of action (POA 1992) was drafted. Based on the recommendations, the provisions were made in the Eighth Five Year Plan.

5.6 NATIONAL LITERACY MISSION-NLM (1988)

5.6.1 Setting up of Reading, Writing and Arithmetic Norms

Literacy is an indispensable component of human development. Hence a new thrust in elementary education was made with the launch of National Literacy Mission. The basic aim was to spread literacy i.e. to impart functional literacy to illiterate persons. By functional literacy is meant achieving self reliance on literacy and numeracy.

- Acquiring skills to improve the economic status and general well being.
- Conservation of the environment.
- Women's equality.
- Imbibing values of national integration.
- Small family norms.

With a view to spread literacy, a nationwide network of continuing education was established. The mission prescribed certain levels in the three R's namely in reading, writing and arithmetic to be achieved by the target groups.

5.6.2 Implications

National Literacy Mission held significant implications for the future such as

- Increasing motivation of the learners.
- Taking up learner's need-based programme.

- Launching mass movement by involving all concerned
- Creating an environment conducive for learning.
- Major thrust on the 15-35 years age group which is essential for country's development
- Focus of attention on rural areas particularly women.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

3. Enumerates the significant implications of the scheme of National literacy Mission for future.

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4. What is the main objective of the scheme Operation Blackboard ?

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5.7 RAMMURTHY COMMITTEE

On 7 May 1990, the govt. of India announced its appointment of a committee to review the NPE (1986) under the chairmanship of Acharya Rammurthy. The perspective paper on education issued by the Committee held three basic concerns namely 1) the right to work; 2) the unity and integrity of the nation; and 3) the impoverishment of the inner man. It claimed that the paper was directed towards an enlightened and humane society. Another concern mentioned was for the decentralization of management at all levels. A great need was felt for decentralization of educational planning and management at all levels, from centre to states, from state to district, from districts to blocks, to panchayats/villages and habitations.

This would provide autonomy to universities and colleges, examination reforms including the continuous and comprehensive internal evaluation. Further, also recommended delegation of authority and decentralization of functions down to the level of teachers.

The other areas earmarked for improvement also included are :

- Women education
- Link between ECCE of girls and accessibility to elementary education.
- Child care programme
- Common school system.

- Vocational training.
- In service training programme
- Education of backward classes
- Recommendation of neighborhood school
- Autonomy for DIETs

Implications

Rammurthy report has laid great stress on the decentralization of educational administration and management. In view of the 'sheer size and diversity of the country', decentralization was the only solution. The need for decentralization both in educational planning and management at all levels was recommended. At the university level it would mean autonomy for the Universities and colleges: Examination reforms including introduction of continuous, comprehensive internal evaluation could be made possible only by through decentralization. The committee also envisaged participative educational management in the firm conviction that only through participation can a conducive environment be created.

5.8 GANNAM COMMITTEE

Higher education has an important role to play not only for academic pursuit and in augmenting knowledge but also toward national development. University management has a critical role to play in order to enable system to discharge the role. Gannam Committee appointed in January 1987 made a detailed of several aspects of managements of Universities with particular reference to challenge which NPE (1986) and POA had posed for the University system. The main emphasis was to promote a sound scientific framework for governance of universities which would make them efficient result oriented and averse to politicization.

The committee felt that in deciding the management pattern of University, it should be recognized that the academic administration is very different from that in vogue in the Government and corporate system and should be based on the principle of participation, decentralization, autonomy and accountability. It stressed the need for the management pattern of university system to have an in built flexibility to adopt itself to the changing needs of the country and the region it serves. Legislations therefore should while laying down the broad pattern of university management leave the details to be framed by each University through statutes and ordinances. The underlying principles were:

- **Autonomy**

University Autonomy should be considered an essential pre-requisite for ensuring academic excellence.

- **Participation**

Elections to various university bodies should be kept at a bare minimum and the selection principle should be based on seniority and relation.

- **Decentralization**

Decentralization of the system is must for the smooth and effective administration of University affairs.

- **Accountability**

Accountability should be maintained and performance appraisal made essential at all levels.

- **Planning and monitoring of university education.**

It is essential that Universities should establish a planning process emphasizing the relationship with the development plans at the state and National levels as also the goals and objectives of the University.

Funds

The existing practice of provision of a block grant annual maintenance grant by the State/Central Government should continue. At the same time attempts should be made to mobilize resources from industry and trade.

University – Government Relationship

The Government should perform the role of a partner in the promotion of higher education and not that of exercising control.

Role of the Central Government

The Central Government should come forward with a core central legislation ensuring that the State governments conform to the determination of standards in institutions of higher education.

Role of University Grants Commission (UGC)

U.G.C. should have greater involvement in the development of higher education in the country.

5.9 SARVA SHIKSHA ABHIYAN (SSA)

5.9.1 What is Sarva Shiksha Abhiyan ?

- A programme with a clear time frame for universal elementary education.
- A response to the demand for quality basic education all over the country.
- An opportunity for promoting social justice through basic education.
- An effort at effectively involving the Panchayati Raj Institutions, School Management Committees, Village and Urban Slum level Education Committees, Parent Teacher Associations, Mother Teacher Associations, Tribal Autonomous Councils and other grass root level structures in the management of elementary schools.
- An expression of political will for universal elementary education across the country.
- A partnership between the Central, State and the local governments.
- An opportunity for States to develop their own vision of elementary education

5.9.2 Basic features of Sarva Shiksha Abhiyan

Initially began as District Primary Education Program (DPEP) in 1990 to provide primary education in districts having lower literacy rate than the national literacy rate. Later on the coverage of the project increased to other districts and subsequently

the scheme was changed as Sarva Shiksha Abhiyan. It is an effort to universalize elementary education by community-ownership of the school system. It is a response to the demand for quality basic education all over the country. The SSA programme is also an attempt to provide an opportunity for improving human capabilities at all children, through provision of community-owned quality education in a mission mode.

5.9.3 Aims of Sarva Shiksha Abhiyan

The Sarva Shiksha Abhiyan is to provide useful and relevant elementary education for all children in the 6 to 14 age group by 2010. There is also another goal to bridge social, regional and gender gaps, with the active participation of the community in the management of schools.

Useful and relevant education signifies a quest for an education system that is not alienating and that draws on community solidarity. Its aim is to allow children to learn about and master their natural environment in a manner that allows the fullest harnessing of their human potential both spiritually and materially. This quest must also be a process of value-based learning that allows children an opportunity to work for each other's well being rather than to permit mere selfish pursuits.

Sarva Shiksha Abhiyan realizes the importance of Early Childhood Care and Education and looks at the 0-14 years of age as a continuum. All efforts to support pre-school learning in ICDS centres or special pre-school centres in non ICDS areas are being made to supplement the efforts being made by the Department of Women and Child Development.

5.9.4 Objectives of Sarva Shiksha Abhiyan

- All children in School, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003
- All children complete five years of primary schooling by 2007
- All children complete eight years of elementary schooling by 2010
- Focus on elementary education of satisfactory quality with emphasis on education for life
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010
- Universal retention by 2010

5.9.5 Sarva Shiksha Abhiyan as a Framework and as a Programme

Sarva Shiksha Abhiyan (SSA) has two aspects –

- It provides a wide convergent framework for implementation of Elementary Education schemes.
- It is also a programme with budget provision for strengthening vital areas to achieve universalisation of elementary education.

While all investments in the elementary education sector from the State and the Central Plans will reflect as part of the SSA framework, they will all merge into the SSA programme within the next few years. As a programme, it reflects the additional resource provision for UEE.

5.10 CENTRAL ADVISORY BOARD OF EDUCATION (CABE) COMMITTEE

In July 1991, the Central Advisory Board of Education appointed a committee on the National Policy of Education, under the Chairmanship of Dr. Janardan Reddy-the then CM of AP. The committee reviewed the NPE 1986, taking into consideration the report of Acharya Ram Murthy, known as the National Policy on Education review committee (NPERC) and the other relevant developments since 1986.

The report of the committee is an important document which reiterates the recommendations made in NPE. At the same time, Programme of Action (POA) needed to be revised considerably.

The modified **POA** of 1992 focused on the following themes:

- Education for Women's equality
- Education of SC/ST
- Education of minorities
- Education of the handicapped
- Adult and Continuing Education
- Elementary Education
- Secondary Education
- Vocational Education
- Higher Education
- Open Education
- Rural Universities and Institutes
- Technical and Management Education
- Delinking degrees from jobs and manpower policy
- Teachers and their training
- Media and Educational Technology
- Research and Development
- Languages
- The cultural perspective
- Management and Education

CABE COMMITTEE: A committee was formed under the Chairmanship of Shri Veerappa Moiley, the then Chief Minister of Karnataka to formulate guidelines for management in the context of 73 & 74 Constitutional amendments which provide the basis of decentralization of power and also authorities to the Panchayat Raj Municipal bodies at different levels.

The recommendations were in the nature of guidelines which may be comprehensive but not exhaustive and aimed to inculcate a new approach by Panchayat Raj bodies which will favour generation of own resources and gradual reduction in the dependence on external funding and support.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

5. What is Sarva Shiksha Abhiyan ?

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6. Write three objectives of SSA having implications for management of the school system

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5.11 YASHPAL COMMITTEE (1992)

Revised POA 1992, considering the load of school bag observed the tendency on the part of some schools, particularly, in urban areas to recommend a large number of books has contributed to over burdening of students. Consequently, a committee known as the National Advisory Committee was set up by the ministry of HRD in 1992, under the chairmanship of Professor Yashpal- former UGC chairman. The committee advised ways and means to reduce the burden of the school child at the primary level mainly. Some of the main recommendations were:

- Discouraging individual competitions and awards
- Decentralization of the process of curriculum
- More freedom to voluntary organizations
- Decontinuation of B.Ed degree courses by correspondence
- Institutionalization of continuing education
- Review of public examination
- Increased teachers' participation in curriculum
- Setting education committees in villages
- Involvement of teachers in preparing textbooks
- Regulation of early childhood education
- Norms for granting recognition to private schools be made more stringent
- Change in the nature of homework
- Teacher pupil rate (1:40)
- Greater use of electronic media

The Yashpal Committee made many thought provoking recommendations. If implemented effectively the standards of school education will undoubtedly improve, Also the alienation of students from education and the burden of understanding will definitely diminish. In real sense, the recommendations would make schools more autonomous and teaching-learning more participative, friendly and children would like to come to school everyday.

5.12 E-LEARNING

E-learning allows you to learn anywhere and usually at any time, as long as you have a properly configured computer just as cell phones allow you to communicate any time and usually anywhere, as long as you have a properly configured phone.

E-learning can be CD-ROM-based, Network-based, Intranet-based or Internet-based. It can include text, video, audio, animation and virtual environments. It can be a very rich learning experience that can even surpass the level of training you might experience in a crowded classroom. It is self-paced and hands-on learning.

The quality of the electronic-based training, as in every form of training, is in its content and its delivery. E-learning can suffer from many of the same pitfalls as classroom training, such as boring slides, monotonous speech and little opportunity for interaction. The beauty of e-learning, however, is that new software allows the creation of very effective learning environments that can engulf you in the material.

5.12.1 Levels of e-learning

E-learning falls into four categories, from the very basic to the very advanced. The categories are:

- **Knowledge databases** - While not necessarily seen as actual training, these databases are the most basic form of e-learning. You've probably seen knowledge databases on software sites offering indexed explanations and guidance for software questions, along with step-by-step instructions for performing specific tasks. These are usually *moderately* interactive, meaning that you can either type in a key word or phrase to search the database, or make a selection from an alphabetical list.
- **Online support** - Online support is also a form of e-learning and functions in a similar manner to knowledge databases. Online support comes in the form of forums, chat rooms, online bulletin boards, e-mail, or live instant-messaging support. Slightly more interactive than knowledge databases, online support offers the opportunity for more specific questions and answers, as well as more immediate answers.
- **Asynchronous training** - This is e-learning in the more traditional sense of the word. It involves self-paced learning, CD-ROM-based, Network-based, Intranet-based or Internet-based. It may include access to teachers through online bulletin boards, online discussion groups and e-mail. Or, it may be totally self-contained with links to reference materials in place of a live instructor.
- **Synchronous training** - Synchronous training is done in real-time with a live teacher facilitating the teaching. Everyone logs in at a set time and can communicate directly with the teacher and with each other. You can raise your cyber hand and even view the cyber whiteboard. It lasts for a set amount of

time — from a single session to several weeks, months or even years. This type of training usually takes place via Internet Web sites, audio- or video-conferencing, Internet telephony, or even two-way live broadcasts to students in a classroom.

5.13 E-GOVERNANCE

The last couple of years have seen e-governance drop roots in India. IT enables the delivery of government services as it caters to a large base of people across different segments and geographical locations. The effective use of IT services in government administration can greatly enhance existing efficiencies, drive down communication costs, and increase transparency in the functioning of various departments. It also gives citizens easy access to tangible benefits, be it through simple applications such as online form filling, bill sourcing and payments, or complex applications like distance education and tele-medicine. Almost every state has an IT policy in place with the aim of evolving itself from being an IT-aware to an IT-enabled government. State governments are fast recognising the benefits of an IT-enabled working environment.

As of now, e-governance projects are being run only in certain departments. This approach will gradually be extended to all departments eventually, leveraging the power of IT to streamline administrative functions and increase transparency. IT has a vital role to play in all transactions that the government undertakes. It helps the government cut red-tapism, avoid corruption, and reach citizens directly

Such initiatives will help citizens learn about the various policies, processes and help-lines that the government offers. The governments of Singapore, Canada and Switzerland have implemented such portals, and set the benchmarks in this regard. With the help of IT, some of the transactions such as the filing of tax returns, death and birth registration, land reassessment records etc are e-governance projects which are in operation in the country. The government is gradually changing its role from an 'implementer' to a 'facilitator and regulator.' In education also, many e-governance based initiative are in operation. For example : Delhi Governments all circulars are being sent by e-mails and attendance records of all schools are maintained electronically . Similarly Through IGNOU website anyone can have access to almost all information regarding admission, evaluation and even of other activities and initiatives of the University and its network centers. Student grievance is also possible online. It will encourage private sector participation in e-governance projects, so more projects in e-governance based upon the public-private participation (PPP) model should come about in the near future.

5.14 VIRTUAL CLASSROOMS

The Virtual Classroom is a teaching and learning environment located within a computer-mediated communication system. The objectives of a Virtual Classroom are to improve access to advanced educational experiences by allowing students and instructors to participate in remote learning communities using personal computers at home or at work, and to improve the quality and effectiveness of education by using the computer to support a collaborative learning process. By collaborative learning is meant a learning process that emphasizes group or cooperative efforts among learners.

Learning can be perceived as a particular type of cooperative work. Studies on the use of computer-mediated communication facilities that form components of a Virtual Classroom environment have tended to support the point of view that for mature,

motivated learners this mode of learning can be more interactive and more effective than the traditional (physical) classroom

Implications

We live in age of inventions and innovations. Technology has taken tremendous strides in all fields. But its greatest impact can be felt in the field of education. E-learning provides wide scope for self learning. Similarly E-governance brings efficiency. Virtual classroom can facilitate learning in a conducive environment.

5.15 NATIONAL KNOWLEDGE COMMISSION

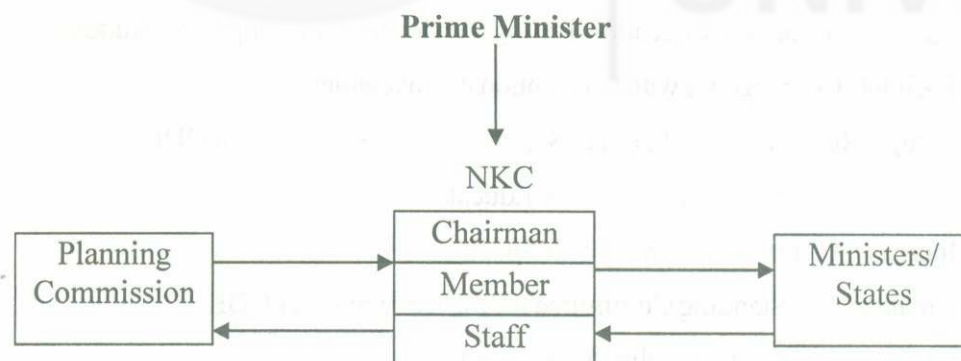
The National Knowledge Commission was constituted on 13th June 2005 as a high level advisory body to the Prime minister of India. The Prime Minister of India has given his opinion regarding National Knowledge Commission saying that “**The time has come to create a second wave of institutional building and of excellence in the fields of education, research and capacity building**”.

The terms of reference of National Knowledge Commission are:

- Building excellence in the educational systems to meet the knowledge challenges of the 21st century and increase India's competitive advantage in the field of knowledge.
- Promote creation of knowledge in Science & Technology laboratories.
- Improve the management of Institutions engaged in Intellectual Property Rights.
- Promote the use of knowledge capabilities in making government an effective, transparent and accountable service provider to the citizens and promote widespread sharing of knowledge to maximize public benefit.

5.15.1 Organization

National Knowledge Commission consists of seven members, including the Chairman. All members perform their duties on a part time basis and do not claim any remuneration.



National Knowledge Commission has focused on five key areas:

- Enhancing Access to Knowledge.
- Reinvigorating institutions where knowledge concepts are imparted.
- Creating favourable ecosystems for making India a global leader in creation of knowledge.
- Promoting applications of knowledge for sustained development and
- Inclusive growth and using knowledge application in delivery of public services.

5.15.2 Management of Education

It is essential to widen the scope of management studies and enhance its relevance. Such as:

- a. Sensitize management education to our unique social-cultural situation by including India specific case studies in the curriculum, reflecting our diversity and incorporating traditional wisdom.
- b. Integrate management with other knowledge sources and increase research funding for management and supporting discipline. With globalization the need for management education to pursue a wider scope and realize a more wholesome impact on society has increased.
- c. Revamp the existing Bachelor's degree in the management, BBA etc. The current bookish nature of curriculum is not sufficient to prepare a student for management level.
- d. Distance learning has considerable potential in this domain. We realize the potential of Online Management programmes to bridge the demand – supply gap.

5.15.3 Open and Distance Education

The National Knowledge Commission believes that a radical reforms of the system of Open and Distance Education (ODE) is imperative to achieve the objectives of expansion, inclusion and obvious. For one, more than one-fifth of the students enrolled in higher education are in the ODE stream. We must realize that ODE is not simply a mode of educational delivery, but an integrated discipline engaged in the creation of knowledge. NKC has constituted a Working Group of distinguished experts in this field, chaired by Prof. Ram Takwale, former Vice-Chancellor, IGNOU. NKC Working Group has recommended the following reforms:-

- 1) Create a National ICT infrastructure for Networking ODE institutions.
- 2) Setup a National Education Foundation to Develop Web based Common Open Resources.
- 3) Establish a Credit Bank to Effect Transition to a Course Credit System.
- 4) Establish a National Education Testing Service for Assessing ODE Students.
- 5) Facilitate Convergence with Conventional Universities.
- 6) Setup a Research Foundation to Support Research Activity in ODE.
- 7) Overhaul Training Programmes for Educators.
- 8) Increase Access for Learners with Special Needs.
- 9) Create a New Standing Committee for the Regulation of ODE.
- 10) Develop a system for Quality Assessment.

Check Your Progress

Notes: a) Space is given below for your answers.

b) Check your answers with the one given at the end of this unit.

7. Mention major recommendations given by POA(1992).

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8. What is e-governance.?

9. What is virtual classroom?

5.16 LET US SUM UP

In this Unit an attempt was made to trace the various commissions and committees set up after Independence to bring up reforms in the field of education. We have also tried to analyse the implications of these policies and committees in the context of management of educational institution

5.17 UNIT-END ACTIVITIES

1. Visit an educational institution say a school/college/polytechnique/ university in your area. Collect information on the steps they have taken in management in the context of e-governance.
2. Visit a nearby primary school under SSA in your area and collect data on the student enrollment, training of (in-service and pre-service) teachers, school buildings and other infrastructural facilities, and the role of BRCs and CRCs, DIET, and write a report.

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5.19 ANSWERS TO CHECK YOUR PROGRESS

1.
 - a. Gradual abolition of Tuition Free
 - b. Provision for free text books
 - c. Adequate attention to education of girls at the states and in all sectors.
2.
 - a. Education for women's equality .
 - b. The education of Schedule Caste.
 - c. The Handicapped.
 - d. Adult education.
3.
 - a. Increasing motivation of the learner.
 - b. Taking up learner's need- based programme.
 - c. Creating an environment conducive for learning.
 - d. Focus of attention on rural areas particularly for rural women.
4. Operation Blackboard emerged to improve primary school infrastructure all over the country.
5. A programme with a clear time frame for universal elementary education, and response to the demand for quality basic education all over the country.
6.
 - a. All children complete eight years of elementary schooling by 2010.
 - b. Focus on elementary education of satisfactory quality with emphasis on education for life.
7.
 - a. Decentralizing of the process of curriculum
 - b. increase teacher's participation in curriculum
 - c. Regulation of early childhood education.
8. E-governance is the public sector's use of information and communication technologies with the aim of improving information and service delivery, encouraging citizen participation in the decision making process and making government more accountable, transparent and effective.
9. A virtual classroom is a private online space in blackboard that teacher can use to support student learning. It is accessible via the internet 24X7, just like face to face classroom .



SOE-IGNOU/P.G. 21/June 2009

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ISBN-978-81-266-4051-5