

# Organisation, Administration and Management of Education

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## INTRODUCTION

The effectiveness of education depends largely on how well it is managed. The criticality of management factors has been very well recognised in the reports of various commissions in the past as well as the National Policy on Education. Researches on management of education or educational administration used to be largely centering round school administration and supervision. With professionalisation of management and the emergence of many management techniques and processes, the research focus has begun to shift to other areas. However, an analysis of the research studies indicates that there are many gaps.

In this trend report, first an attempt is made to present a list of issues for looking at researches in this area. Such a list is expected to help in analysing the trends and pointing out gaps. This is followed by an analysis of the research trends with summarisation of studies under each of these categories. The trend report concludes with pointing out gaps and directions for future research.

## STUDIES ON MANAGEMENT OF EDUCATION A LIST OF ISSUES

Management has become a well established profession. Organisation of education and its

administration including planning, etc., could be classified as a part of management. However, the education sector has not yet fully internalised the developments in the field of management and continues to look at educational planning, administration, and organisation as separate, and treats management as separate. This is indicated by the very title of the premier and apex level institution in the country—the National Institute of Educational Planning and Administration. While there is nothing wrong in continuing with traditional titles, there is a possibility of missing out the developments in the field. For example, in the field of management as the knowledge base is exploding new areas are coming up. These include Social Marketing, Strategy Formulation and Management, Restructuring and Re-engineering, Delaying or Flattening of Organisations, Quality, ISO 9000 Certification and Total Quality Management (TQM), etc. Educational institutions in the West and in some of the private-sector run training institutions in India have implemented TQM programmes and even got the ISO 9000 certification. For example, the Management Training Institute at Ranchi of the Steel Authority of India got ISO certification. Several top-level universities in the West have adopted TQM programmes. While all over the world there is a concern for quality, cost-effectiveness, customer-service, debureau-



cratisation, sensitivity to the community and its needs, the education systems in India seem to miss out a lot. It is important therefore to develop a framework and examine the studies against this list.

### **Community Diagnosis and Client Systems Analysis**

Any effective system of education has to be based on a good understanding of the community and its needs. Education has to be sensitive to the changing needs of the country and its constituent communities or groups. Continuous diagnosis is required to project and plan manpower requirements, including the knowledge and skill base to be developed. Studies dealing with a study of the competency requirements of the country and implications for curricular changes fall into this category.

### **Strategy Formulation and Implementation**

Studies dealing with the formulation of strategies at national or institutional level, the implementation of such strategies and monitoring fall in this category.

### **Educational Information Systems and Decision-Making**

The use of new technologies in collecting, analysing, using and managing information at the institutional level as well as the national level is another area that needs attention. Practically no study is reported in this area.

### **Organisational Restructuring**

Educational institutions always presented excellent organisational structures for use by other sectors. Maintaining a good learning environment requires a hierarchy-less structure with a high concern for the learners. (What are the ways in which educational institutions can be restructured to have maximum efficiency, and how to make educational administration play a speedy decision-making role through

appropriate structuring of it, are some of the issues that could be studied.

### **Financial Management and Resource Mobilisation**

Educational institutions are likely to come under strain, particularly with an increased population and depleting resource base. Also, education can be made more relevant to the user through user participation in the funding and supply of resources. Resources are needed to survey and document various ways of mobilising resources and using them effectively. This is another area that seems to have got limited attention.

### **HRD, OD and Institution-building**

Great advances have been made in the field of competency-building in organisations. Issues relating to performance appraisals, rewards, career planning, training, induction, socialisation, OD interventions, etc., are well researched and documented in the management field. Institution-building and self-renewal of the educational systems is another area that could be of use for future researchers. Very little is available in this direction in our country in the education sector.

## **REVIEW OF STUDIES**

In the present survey 69 studies are reviewed. These studies are classified into eight (8) areas, namely:

1. Organisational Assessment and Diagnosis (13)
2. Leader Behaviour/Leadership Style (5)
3. Organisational Effectiveness (7)
4. Attitudes (Teacher Attitudes/Student Attitudes) (7)
5. School Administration/Administrative Style and Processes (21)
6. Training/Task Analysis to Identify Training Needs (3)
7. Student Achievement (4)
8. Others (9).



The classification is developed exclusively for this report and is not based on any framework. A large number of studies were found to deal with organisational climate. These were further classified into the above relevant eight areas. The trends are presented with a one-line summary of each study.

### Organisational Assessment and Diagnosis

There are 13 studies in this category. The practices of various organisations, diagnosis of problems and assessment of functioning of organisations/schools have been studied. Among these, studies of organisational assessment of 'unequal schools' (Britto, R.S. 1988), schooling of rural population; organisational and structural determinants (Nagaraju, C.S. and Ramachandran, H. 1991), Teaching community of Rajasthan and research organisations (Narain, I. 1988) are notable.

Ray, P. (1988) assessed the educational enterprise of Christian missionaries and traced their history and impact.

Sudharma, A. (1988) has found that of the eight measures adopted by government for preventing wastage and stagnation, only four were effective—namely lump-sum grant, meritorious scholarships, upper secondary scholarship and coaching classes for SC/ST students.

Srivastava, R. (1990) found that the role of education within the wider context of development of the country needs to be reevaluated.

Mandliya, S.S.; Gupta, S.P. and Shrimali, N.L. (1990) studied the organised academic programmes and school supervision by the educational administrative officers and found that much needs to be done to improve the educational condition.

Mary, M.T. (1990) appraised educational institutions (schools) run by the Society of Jesus, Mary and Joseph in Andhra Pradesh and found that the schools were above average and could overcome certain weaknesses by regular appraisals.

Pankajam, G. et al. (1991) reviewed the progress of implementation of the DIETs in Tamil Nadu, which were sanctioned in 1987-88, and suggested ways of making them effective.

Jain, P.D. (1991) made a depth study of the functioning of Andhra Pradesh Open University. She found the student services were poor, though the courses were economical.

Ghose, S.C. (1989) studied politicisation of educational institutions and found that a high degree of politicisation has taken place in educational institutions and that this has affected the quality of education.

Grewal, J.S. (1988) attempted to diagnose the learning environment of schools and found the schools to differ on the learning climate.

Chandola, L. (1988) reviewed various aspects of the organisational climate of schools.

The studies indicate no definite trend of researches in this area. The institutions studied are a variety, including Christian mission-run schools, colleges, DIETs, open universities and agricultural universities. The issues covered include learning environment, organisational climate, effectiveness of government policies and the like.

While each study has its significance a body of knowledge on organisational diagnosis and assessment has not emerged from these studies. Some of the studies dealing with politicisation and effectiveness of research institutions point out areas of concern by educationists.

### Leadership Styles

The studies in this area largely deal with leadership style and its impact on institutional climate and such other variables. The studies by and large indicate the importance of leadership styles.

Sharma, S. (1982) found that the leadership behaviour of the headmaster has direct impact on the school and on its functioning which makes for a good climate.

Chakraborti, M. (1990) found the importance of an open climate in schools, ways of creating



a congenial climate and effects of the leader's personality and his behaviour in forming a favourable climate.

Mahashabde, R.S. (1990) could not find any significant relationship between leadership styles, job satisfaction of teachers, organisational climate and students academic achievement.

Nanda, A.R. (1992) studied the leadership behaviour of heads of primary schools and found that ineffective leaders show more consideration-behaviour and less initiating-behaviour, were inefficient in consideration behaviour and initiating and some are manifesting higher type of leadership in "initiating structures" and consideration.

Jayajyothi, K.V. (1992) found that the principal is responsible for the organisational climate and the teacher morale in Central schools.

The importance of leadership is well-known. Hundreds of studies are available on this theme in social science literature. A critical area here is how to develop leaders, how to help them to become effective, and how to change the styles if they are not conducive to the effectiveness, morale and motivation of staff. These areas need future studies. Researchers in this area seem to pick up a few western instruments and try them out on institutional heads. Perhaps the leaders studied, in most cases never get to know the functionality or dysfunctionality of their styles.

### **Organisational Effectiveness**

These studies deal with the functional efficiency of institutions. There is no consistent trend in these seven studies. They deal with a variety of topics. Some of them do not have a direct bearing on institutional effectiveness.

Gill, H.K. (1988) studied factors influencing the management at directorate level.

Dhaundiyal, D.C. (1989) studied the efficiency of institutional performance.

Sr. Christine (1990) studied the functioning of a Christian organisation providing higher education for women.

Emmanuel, Raj A. (1990) studied the functional efficiency of autonomous colleges.

Khader, M.A. (1992) assessed the reasons for the relatively high effectiveness of private schools as compared to government schools.

Mittal, S.C. (1990) made an in-depth study of the school buildings for higher secondary and secondary schools in four states. Their study reveals the poor infrastructure facilities in these schools.

Verma, Yoginder and Rana, Surekha (1992) studied perceptual differences on organisational effectiveness and found that such perceptions are associated with the background of the perceiver. University management with differing backgrounds had differing perceptions.

From these studies it is difficult to conclude with any definiteness the factors influencing organisational or institutional effectiveness.

There should be a series of research programmes to study different categories of educational organisations like universities, research institutions, schools, colleges, etc.

### **Attitudes**

#### *(Teachers attitudes/Students attitudes)*

There are seven studies on this theme. Treating attitudes as a dependent variable, these studies explore some of the factors influencing attitudes.

Sharma, Sudha (1982) found a positive relationship between leader administrative behaviour and teacher job satisfaction, and a low relationship between the principal's administrative behaviour and student achievement as perceived by teachers.

Singh, H.C. (1988) found organisational climate is significantly related to teacher's attitude. An open climate leads to more positive attitude and a closed climate to less positive attitude.

Shah, M.L. (1988) found that students of government colleges and private colleges differ significantly on interpersonal trust. Interpersonal Trust dimension is globally accepted by students



and administrators for enhancing academic climate.

Salehi, M. (1990) studied the higher secondary school environment of West Azarbaijan of Iran as perceived by teachers, students and the local community and found the response negative and unfavourable.

Gandhi, K.A. (1992a) studied the relationship between Pupil Control Ideology and School Robustness and found that mean robustness score of humanistic schools was significantly greater than that of custodial schools.

Upadhyay, R.'s. (1992) study on student participation in university administration is noteworthy. His study is essentially a study of attitudes of teachers, students and administrators and suggests areas where students could be involved.

Singh, U. (1992) found that a variety of factors including the leadership style of the head determine the job satisfaction of staff. Their own background factors were found to play a role.

The studies on attitudes are varied. They, by and large, point out the significance of school environment and leadership styles. The more important attitudes of teachers and students to work and institutional excellence have not been studied adequately.

### **Administrative Styles and Processes**

The largest number of studies deal with this aspect. These include studies on administrative style of heads of institutions, teachers' role in administration, hostel administration, management techniques and financial administration. Among the studies, Kak, V.K.'s (1992) study is one that presents a cybernetic approach to school administration.

Mohanty, B. (1988) studied the pattern and problems of administration and supervision of primary schools in Orissa. He found that supervision is to be separated from administration, particularly at the grass-roots level, so as to enable inspectors to freely look to the academic growth of leaders.

Jehan, A. (1988) studied the problems

experienced by secondary school-teachers under different managements in Andhra Pradesh and their impact on the performance of students.

Thresiamma, N.M. (1989) found that healthy conventions, with the help of which the university system works, have not been built up yet.

Purohit, P. (1989) found that secondary school-teachers' organisations should focus on better professional growth than giving more weightage to improving their socio-economic status only.

In Dhulia, U.'s. (1989) study: "The school climate was found to be positively and significantly correlated with teachers' job satisfaction and students' institutional perception in terms of administrative style."

Kalpande, V.A. (1990) studied the problems of the block-level educational administration with special reference to the role of extension officers in the administration of elementary education and found that organisational structure, work motivation and organisational climate should be periodically used and corrective action should be taken by appropriate authorities.

Sharma, S.N. (1989) studied management techniques in education administration.

Vasanth, A. (1989) found that application of modern man in school administration is feasible.

Fernandez, M.S. (1990) found that sharing-shouldering of administrative-task responsibilities on the part of heads of schools was a learnt one. It was related positively to the assumption of an intrinsic motivation for work among subordinates.

Guha, U. (1990) deduced from the findings of his study that the university autonomy is increasingly challenged by courts of law and litigation has crippled the university administrations.

Mathew, R. M. (1990) studied the allocation of resources in recently started university libraries.



Rao, P.D. (1990) found that there were areas of dissatisfaction among school personnel, evident from their views of the educational administration of the cooperative authorities.

Rajaram, M. (1992) found the criteria of selection of district-level officers was not satisfactory. The respondents were against district-level officers being selected from outside the department. The officers have grievances against the existing policy regarding promotion and transfer.

Soman, N.B. (1990) studied the problems of students staying in hostels.

Taj, H. (1992) found that the attitude towards the profession, job satisfaction and personal-interpersonal social adequacy were found to be significant predictors of the administrative behaviour of secondary school heads.

Upasani, N.K. and others (1991) have found significant differences between efficient and inefficient schools.

Mohitkar, P.M. (1991) made a critical study of financial management and its implication for the development of agricultural universities in Maharashtra.

Pati, S. (1992) found that the supervision and administration problems of secondary school are mainly shouldered by the head of the institution and it is the headmaster who focuses attention on the various problems arising in secondary schools.

The studies of Mohanty, Pati, Purohit and Fernandez are commendable.

Gomathinayagam, S. (1992) found that the perception by teachers of the panel inspection is only related to the encouragement of professional efficiency of the teachers.

Solanki, K.N. (1992) found that the organisational climate of secondary schools appeared to be independent of organisational management, place of school and sex of the student population. There was a relationship between resource management and the organisational climate of secondary schools.

### **Task Analysis/Training Needs**

There are only three studies in this section.

Subudhi, B. (1990) found that management training to principals enhances their capacity and changes their attitude to bring about desirable changes in their respective institutions. It increases the productivity of the institution.

Choudhary, R. and Vyas, J.C. (1991) found that the quality of school supervision done by the range officers is not according to the expectation of the education officers of the department.

Seghal, A. (1992) conducted a task analysis of headmasters of primary schools to develop a model programme for preparing effective educational administration at the grass-roots level.

The competency development of those involved in education deserves much more serious attention than has been given so far. This is a potential area for future research.

### **Student Academic Achievement/Teacher Behaviour and Student Achievement**

Studies of factors affecting student achievement are included here. There are only four studies.

Pandey, V.P. (1989) studied the Saraswathi Vidya Mandirs with reference to the student's academic achievement and psycho-social development.

Singh, H.C. (1988) studied the impact of school climate on students achievement and teacher behaviour.

Pradhan, C. (1991) found that the school organisational climate does not effect the creativity, home adjustments and social adjustments of the students. Pradhan's work is commendable.

Bhende, R.G. (1991) studied the role of parents, teacher and others in students' interest in music.

The focus of all education is student development. There is a variety of factors that influence student development. The studies are



too inadequate in this area to come to any conclusions.

### Others

There are a number of miscellaneous studies which are included here.

Nair, Gangadharan R. (1989) found: "No college makes use of a formal information system and this adversely affects planned utilization of resources." Gangadharan's work is worth noting.

George, S.N. (1992) explains the reasons for the emergence of parallel colleges in Kerala. They demonstrate more entrepreneurship than education.

Patnaik, B.'s (1991) study is unrelated to education but offers some insights for educationists.

Malhotra, M.M. et al. (1990) studied the factors that contribute to and deteriorate the quality of an institution.

Singh, M.M. (1990) studied the functioning of a rural primary school.

Devi, U. (1992) studied the communication process in relation to decision-making in the offices of the Department of Education.

Suriya, M. and Andal, M. (1992) assessed the poor contributions made by educational journals in India to the world literature on education.

Thirumalaivelu, T.S. (1992) presented several research possibilities in educational journalism.

Kaul, C.L. (1988) has done a secondary analysis of the Fourth Education Survey.

### OVERALL TRENDS

The following observations may be made from the studies reviewed for this survey.

1. There is a good deal of empirical research that has been done in the last few years on organisation, administration and management of education.
2. This empirical research has attempted to study a variety of issues including

institutional climate, effectiveness of leadership, administrative problems, teacher satisfaction, student attitudes and achievement, etc.

3. The researches have, not touched themes that are critical for improving the quality of education, including its managerial efficiency. While most of the studies are of academic interest, they have limited value in bringing about changes in the OA and M of education.
4. A variety of educational organisations have been studied, including secondary schools, colleges (private and government), research institutions, universities (ordinary and agricultural), and open university systems as well as the district-level administration. There seems to be an increasing trend of studying colleges and universities although the total number of studies by themselves are insignificant.
5. There is a need to focus these studies on each category of institutions. There are too few in each category to be able to generalise.
6. Primary education is completely neglected by researchers in this area.
7. The sampling procedures used in almost all the studies appear to be good. The generalisations are based on well acceptable sample sizes, some of which are randomly drawn and others, purposively.
8. The most frequently used instruments in these studies include: OCDQ of Halpin and Croft or M.L. Sharma and Leadership Behaviour Description Questionnaires.
9. The researchers in a few cases have developed their own questionnaires. However, there is very little added in the form of standardised instruments to the already existing resource base.
10. Researchers also seem to use interviews, observation and analysis of records. A



good number of researchers have used more than one method.

11. In quite a few cases the findings of the researchers provide significant insights for a local-level administrator whose area (school, college, district) has been studied. How much of feedback reaches such administrators is worth examining.
12. Researchers seem to take too many variables at a time for their study. Quite a few studies present innumerable findings; consequently, one gets lost in them. It is useful to limit future researches to a few variables and study them exhaustively.
13. Action-research is conspicuous by its absence. Management is one field where there could be a lot of experimentation. Change-oriented studies should be encouraged in future.

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