

## CHAPTER I

INTRODUCTION

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"The destiny of India is now being shaped in her class rooms. This we believe is no rhetoric. In a world based on science and technology it is education that determines the level of prosperity, welfare and security of the people. On the quality and number of persons coming out of our schools and colleges will depend our success in the great enterprise of national reconstruction whose principal objective is to raise the standard of living of our people. In this context it has been urgent to re-evaluate the role of education in the total programme of National Development, to identify the changes needed in the existing system of education if it has to play its proper role and to prepare a programme of educational development based on them and to implement this programme with determination and vigour".

(The Report of the Education Commission,  
1964-66, P.1)

That education could be made a powerful instrument of social, economic and cultural transformation and that quality education is necessary for national survival has been realised by every one and there is no one in the field of education to whom the message has not reached.

The general dissatisfaction and impatience with the existing system of education and the demand and insistence to improve the present programme is unmistakable.

The present system of education, geared more to a traditional society will need radical changes if it is to meet the purposes of a modernizing, democratic and socialistic society.

Robert Heilbroner describes the journey to economic development undertaken by a traditional society as 'the great ascent' and points out that "the essential condition for its success is human change on a grand scale".

(The Report of the Education Commission, 1964-66, P.12)

This change on a grand scale would have to include primarily, changes and innovations in education, changes in objectives, in content, in teaching methods, in programmes and in organisation and administration. Education, often closely associated with religion, has been rather a conservative force, tending <sup>to</sup> ~~the~~ hallow antiquity rather than promote innovation.

#### The Traditional School:-

There was a time when all education was given by informal agencies such as the home and the church. But as society became more complex and culture developed various specialised expressions, it was necessary to have a new agency which could transmit the social and cultural heritage more efficiently, more deliberately and systematically. Development of written language and the number system were prominent landmarks in the development of school system and we find in China, Egypt, Babylonia, India, Greece and Rome the new agency called the school flourished as the cradle of civilization; this agency was an exclusively 'culture accumulation centre' and it confined itself to what is called as the classical subjects - religion, philosophy and

and literature-and it was also an exclusive preserve of the few high born wealthy classes. The common people continued to learn their hereditary occupations informally from their parents at home. This system continued in the oriental as well as the western world well into the 18th Century till the modern age in education started. The traditional school was essentially conservative in its role, a preserver of traditions. Indeed the primary function of the school in the society even today, as of old, is the inculcation of cultural heritage which is made of norms and values as well as accumulated information and skills. In fulfilling its function as socializing agent, the school, along with the family plays an important role in reinforcing the normative integration of the society. The system of education developed in a stable, slow changing culture of those centuries concerned itself mainly with the vertical transmission of the tried and true by the old, mature, experienced teachers to the young, immature and inexperienced pupils. School was a one man affair, the teacher being the institution himself.

Conception of education started changing rapidly with the advent of new knowledge geographic

discoveries and scientific inventions - which culminated in the industrial revolution of the 19th Century. The social structure of the society was radically altered, predominantly agrarian economy gave way to an industrial economy; variety of occupation requiring different skills and knowledge became available to the young. Formal schooling for the commoners also became a necessity as the home and community became ineffective. That all children of all the people should be educated in schools, that the vernacular or the spoken languages of the people should be the media of instruction and that education should be utilitarian in its objectives were the trends of thought and attention was predominantly directed to the quantitative aspect of educational planning in the early 1900 s. The realization of education being a birth right of all, the passionate desire of the common man to give his children a better chance in life led to the demand for 'more education, longer education and better education' and made it a political force that no democratic government could long resist.

The Scientific Management approach:-

The introduction of factory system gave rise to mass education and then school had to take over from the family a greater share of the responsibility

for socializing its young. Providing free compulsory educational facilities for all became one of the most important functions of the state and efficient administration of the schools became a state responsibility. Organisation of formal schooling into a progressively graded system was the next development. Education became a state function and local authorities or Boards of education were established for proper administration of educational affairs. Funds were provided through taxation and thus the administration of education as a public responsibility was confirmed.

The school now became institutionalised or organised with the goals specified, rules prescribed, hierarchy established and functions allocated to its members. The one teacher one class system, now gave, way to a more complex system with many teachers headed by a senior teacher and managed by members of a governing board.

During the late 19th Century and early 1900s, expansion of educational enterprise was one of the significant features in the educational history of the U.S.A. Concept of administration as a profession evolved as mammoth organisations grew up in industries, government and finally in education. The Americans were growing increasingly aware of the ideals of the efficiency movement first in factory management then in government and finally in schools. These ideals

contributed to the new image of highly organised smoothly working corporate structures.

Tackling practical productive problems in factories all over America, Fredrick Taylor (1911) after observing and analysing the actions of workers while handling materials and machines for years became engrossed in the manual and temporal aspects of the work and his book 'The Principles of Scientific Management' dealt with the efficiency of men. Time and motion study, principles of span of control and principles of rigid discipline on the job etc., advocated by Taylor and his associates led to the efficiency cult and maximization of financial returns became the major criteria for good management. While Taylor was emphasizing the work aspect, Henri Fayol (1949) focussed his attention on the manager and advanced the search for principles of administration. He identified some very important principles like unity of command, authority, initiative and morale.

The western world was becoming an organisational society and giant industrial organisations grew up and as a natural development a great deal of friction in social economic and political spheres resulted <sup>in</sup> labour unrest, social revolution and rise of communism were

the essential features in the years before World War I. In this setting, the German Sociologist ~~Ma~~<sup>Max</sup> Weber produced some of the most useful, durable and brilliant work on administrative system known as "bureaucracy". Weber recognised the merits of bureaucracy in ideal circumstances as well as the dangers of bureaucracy. While Taylor viewed administration as management, Fayol emphasized preparation of administrators for performance of their functions in the organisation. Max Weber held that in a well run bureaucracy efficiency would be high, bureaucrats would be highly trained technical specialists and as the bureaucratic apparatus would be very impersonal, personal and emotional factors would be minimized and hence there would be minimum of friction or confusion. Weber's influence on the organisation of human enterprise was immensely powerful. The kind of rationalism, he espoused was evident in large formal organisations throughout the world.

Weber's work was largely analytical and idealistic and the pursuit of rationality continued by Taylor and others, searching for greater effectiveness and efficiency gave rise to the scientific management movement, also known as the classical theory of administration.

The School - A Bureaucracy:

Influences in the business world affected the management and administration of schools profoundly. By the beginning of world war I, the demand for the application of the principles of scientific management to public school administration had grown into a full scale campaign. The schools were criticized for inefficient management, curriculum and teaching method.

Franklin Bobbitt (1913) showed how the principles of scientific management can be applied to school administration. The impact of their business methods was more in thrift oriented aspects of efficiency with regard to the maintenance and operation of public schools. The school organisation had already assumed a sharply pyramidal structure, with strong central control and little delegated responsibility.

As schools became large and complex, dealing with a large number of students the schools came to be increasingly bureaucratized. This did result in efficient management as it was orderly, disciplined and based on clear, written, precise policies; it followed principles of hierarchy and levels of graded authority with the higher officers supervising the lower ones.

The unfortunate side effects of this increasing bureaucratization of schools were, that the focus was on the role in the organizational hierarchy, rather than the individual who filled the role. Over conformity was encouraged, and innovative ideas tended to wilt in the process of transmission through the hierarchical layers of the organisation. The personal and social needs of the participants tended to be ignored as the impersonal, unemotional, bureaucratic system was too demanding.

Gulick and Urwick (1937) popularised the concepts like division of labour, span of control, unity of command, line and staff and delegation of responsibilities. To conclude, during the First Quarter of the 20th Century, schools were becoming increasingly bureaucratized with all its advantages as well as the limitations. Better supervision techniques, utilization of school buildings and efficient economic running of the school were the merits. Unfortunately the approach ignored the motivational, inter-personal, emotional factors involved in human effort for common purposes. The classical theory of administration tended to treat man as a machine and expected man to work according to set procedures and prescribed time targets.

Human Relations approach:-

As a reaction to the classical formal approach human relations approach was evolved. Students of Management, public administrators and social scientists expressed concern over the value of human relationship as an important factor in management. Elton Mayo (1933) and his associates conducting real, objective, scientific experiments in the world of American industry, established a firm basis for rehumanizing the world of work. Popularly known as Hawthorne study, this study proved that people do not work only for the money they earn, although money is important; on the other hand, they feel keen satisfaction in belonging to a group and adhering to the standards and expectations. The major finding of the Hawthorne studies was the discovery of the significance of social factors. The result was emphasis on human relations which came to be operationalised under the broad diction of 'democratic administration'. By 1930, 'human relations' became the watchword of American organisational thought.

Democratic administration was particularly appealing to the school administrators. There was discontent with the creed of scientific management principles especially from the point of view of 'evaluating'. It was not possible to evaluate the

goals of educational efficiency as businessmen could determine profit and loss. The pedagogical frame of reference was not compatible with the point of view which held that people were only so much raw material to be manipulated in terms of the product that was being dispensed. In addition, the schools had long been epitomized as the 'well springs of democracy' and no one could question their enormous role in the socializing of the young. With the 'child' as the primary and fundamental object of the educational system, school administrators were sensitized to human values and became convinced that democratic administration would provide solution to the role conflicts apparent in the teacher-turned-administrator situation.

Dewey and his disciples provided an impetus for this trend in the concept of 'life adjustment education'. School as a miniature democracy was greatly advocated by Dewey. Leadership studies by Lewin, Lippitt and White (1939) Roethlisberger and Dickson (1939) Coch and French (1948) Jacques (1951), Whyte (1951) Likert (1961)- all add impressive body of data to this approach. This movement was responsible to bring out the importance of personal satisfaction of the worker for efficient work and gave rise to many new concepts as democratic leadership, m

communication between the ranks, participation in decision making and group morale. The significance of this human relations approach for the present investigation is the basic assumption of the approach that the most satisfying organisation would be the most efficient. By making the employee happy, the organisation would obtain their full cooperation and effort and thus increase its efficiency. This approach pointed to a perfect balance between the organisational goals and the workers' needs.

The two key concepts of formal and informal organisation emerged from the schools of scientific management and human relations respectively; the former refers to the organisational pattern designed by management - division of labour and power of control, rules and regulations about wages, fines, quality control etc., The latter refers to the social relations that develop among the staff above and beyond the formal one determined by the organisation. The view of school as a complex organization explains the question of relationship between formal and informal organisation.

#### Socio-Technical system approach:-

There was growing recognition that to understand and apply some of the worthwhile tenets of democratic administration realistically,

administrators should know more about inter personal expectations, morale and group cohesiveness which would make up the structure of organisations. During the 1940s, psychologists, sociologists and political scientists were attracted to the field of 'organisation and administration' and in the post war era, many new vistas were opened by these behavioural scientists. Alarmed by the many criticisms which were levelled on public schools - their objectives, methods and personnel, after World War II, school administrators and professors of universities in the discipline of education, through their professional organisations, conducted a massive study with its primary focus on management and administration of schools. The (CPEA) Cooperative Programme in Educational Administration came into being and sociologists, economists, political scientists and anthropologists were encouraged to participate in the CPEA programmes and thus a theoretically oriented analysis began to emerge. This behavioral science approach concerns with the study of structure and functions of organisations and behaviour of groups and individuals within them. This approach suggests that behaviour in an organisation cannot be understood except in relation to the nature of work and its environment.

This school, recognised the organisational dilemma, - the inevitable strains between organisational needs and personal needs; between rationality and non-rationality; between discipline and autonomy; between formal and informal relations and between management and workers; besides factories, hospitals, prisons, churches and armies, schools were studied.

Answering the question 'why do people join organisations, stay in them and seek to attain their goals, the behaviourist A.H. Maslow (1954) suggests that the driving force is a hierarchy of needs; when the lowest order of needs in the hierarchy is satisfied, a higher order need appears.

Hierarchy of human needs -

Self-actualization  
 Autonomy  
 Esteem  
 Social affiliation  
 Security  
 Physiological requirements



Herzberg (1966) refined Maslow's theory and categorised needs as needs due to hygienic factors and needs due to psychological factors.

Chris Argyris (1951) is often associated with the theory of organisational behaviour that focuses on the assumptions -

- 1) the individual has a personality and goals
- 2) the organisation has its own needs and goals and
- 3) these two are incompatible in significant ways.

Before Argyris, Herbert Simon (1950) pictured the organization as a decision making device which deals with rational and irrational factors.

Chester Bernard (1938) in his book 'The Functions of the Executive' had dealt with the theory of formal organisation, discussing the theory of authority, the theory of decision making and the theory of motivation. Other theories which have dealt with the organizational behaviour are - role theory, communication theory, bureaucratic theory, compliance theory and social systems theory.

#### The School as a complex organisation:-

Since the beginning of history man has banded together for material purposes. Organization is one of the most venerated forms of human activity. When reduced to its fundamental aspects, organization is the form of human association necessary for the

attainment of a common purpose. Amitai Etzioni (1963) defines organizations as social units or human groupings deliberately constructed and re-constructed to seek specific goals. The three characteristics of organisation, according to Etzioni are -

- 1) division of labour, power and communication responsibilities,
- 2) the presence of one or more power centers which control the concentrated efforts of the organisation and
- 3) substitution of personnel.

Formal organization, Etzioni says, refers to one set of characteristics of organisation. This term does not refer to an organisation as an entity but only a part of it. Terms like, 'Bureaucracy' and 'Institute' are sometimes used to refer to certain types of organizations.

Moore (1951) states "organisation in the social sense refers to either the patterns or structure of relations among a number of persons oriented to a set of goals or objectives or to the group as a whole varied as a unity".

Bernard (1958) defines formal organisation as 'a system of consciously coordinated activities or forces of two or more persons'. An organizational purpose has actually no meaning for the individual; what has meaning for him is the organizations' relations to him - what burdens it imposes and what benefits it confers.

Argyris's (1959) definition of organization is one of the few that explicitly accounts for the vital influence of functional autonomy. The definition includes several aspects;

- a) plurality of parts;
- b) each part achieving specific objectives;
- c) each maintaining themselves through their inter relatedness;
- d) simultaneously adopting to the external environment and thereby;
- e) maintaining inter-related state of the parts.

He concludes that the essence of organisation is not found in its goals or structure but in the patterning between semi-autonomous and inter-dependent parts.

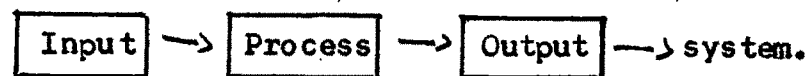
'Informal organisation', currently in widespread usage, compasses all of the extra legal, illegal and non-legal social patterns of behaviour including the cultural traditions, normative

structures and group sentiments. Besides the legal and social models, a third use of the term refers to deviation from a theoretical specification of ideal bureaucracies.

Lawrence Iannaccone (1964) in his essay in the 'Informal Organization of the School' has given a useful picture of the complexities of the schools' power structures which involves the legal power and authority of the formal organization and the extra legal power of the informal organization.

Halpin (1966) concludes that an organization may be defined as special kind of group - a social group whose members are differentiated as to the responsibility from accomplishing the group's task.

Stogdill (1967) views an organization as an



A synthesis of classical, human relations and the current behavioural theories tends to view the school as a complex organization. As a complex organization, the school has two specific characteristics - the formal structure and informal structure.

A fabric of roles comprises the formal structure. These roles are occupied by individuals who behave in accordance with established prescriptions for these roles. In such an organization, the structure of roles remains constant even though there will be personnel changes because of retirement, transfer or other causes. If a member of the organization is replaced, the newly recruited member is expected to step into the vacated role and essentially to carry out the same working relationship as his predecessor. This constant structure of role, of course, distinguishes the complex organization from simple groups where structure of roles may be less defined and not as well ordered.

The other characteristic of the school is the informal group structure. A great deal of researches done on informal organization have pointed out how they function and how they relate to formal organisation. One of the best known studies is by Roethlisberger and Dickson (1938) as a part of the famous Hawthorne plant studies.

Although the formal organization can pattern in an orderly way, the roles under its jurisdiction, such as the teacher role and the

principal role, it should be remembered, are filled by people, who have their own unique personalities and social needs and there is interaction between people and not merely between roles during the process of getting the organisation's work done. Thus in a school, the teacher is much more than what the job description would indicate or the organizational chart would indicate. He is a person who seeks friendship groups, has a need for primary affiliation with people in addition to his professional affiliation with the formal organization. There is abundant evidence that informal organization is essential to the functioning and administration of an organization; the primary groups of the informal organization have great power. It is impossible to conceive of a school organization so well structured and so thoroughly planned so as to eliminate the human factor; it is almost impossible to conceive of a school organization that does not recognise the need of its personnel to develop primary group affiliations that will reward them with universally sought social and psychological satisfaction. It is the informal primary group, to a large extent what sets the behavioural norms for those who occupy teacher roles.

The School - as a Social System:-

Since the late 1950s, the use of social systems theory as a way of understanding school organization has been increasing.

A system may be simply defined as a complex of elements in mutual interaction.

Allport (1955) offers a more comprehensive definition. " A system, is something that is concerned with some kind of activity and preserves a kind of integration and unity. Systems may be complex, they may be made up of inter dependent sub-systems each of which though less autonomous than the entire aggregate, is nevertheless fairly distinguishable in operation".

According to Hall and Fagen (1956)  
" a system is a set of objects together with relationship between the objects and between their attributes".

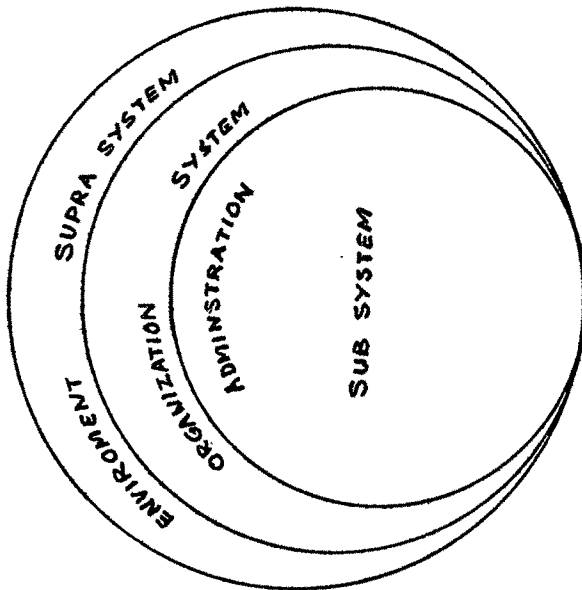
Systems may be open or closed. An open system is related to and makes exchanges with the environment whereas a closed system does not.

" A system", Griffith (1964) defines  
"is a complex of elements in mutual interaction".  
Griffith calls the environment in which the organization or system exists, as a supra system

and the administrative apparatus within the organization as the sub-systems.

An organization as open system.

Fig. 1.1



A social system view of the school.

Fig. 1.2

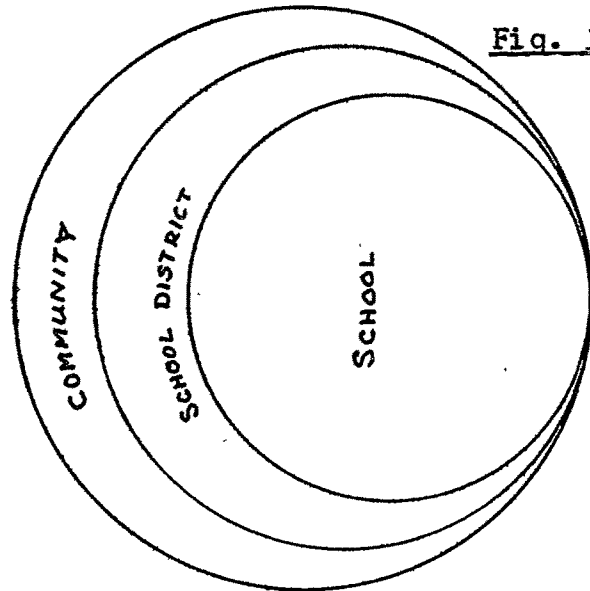
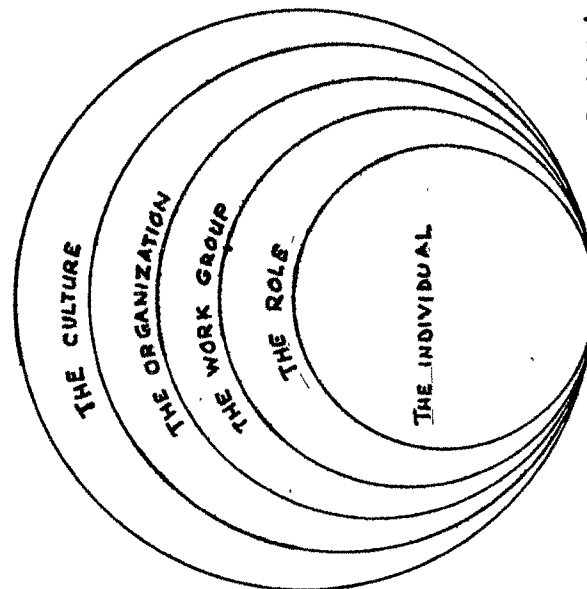


Fig 1.3

Levels of interaction of the individual to the organization.



In the social system view, the school as an organization is an open system; i.e., the organization has internal sub-systems and is also a part of a supra-system. The organization, in

its interactive relationship with the supra-system exchanges inputs and outputs with it. And to some extent the organization affects the supra-system i.e., the environment and is also affected by changes which occur in the supra-system. It can resist and deny changes in the supra-system by ignoring or fighting them or by attempting to insulate itself from them. It can attempt to accommodate to environmental changes by developing a new balance, a new equilibrium. In a world of rapid and exclusive changes, the organization with poor feed-back mechanism or weak homeo-static characteristics will evidence an increasingly high level of 'entropy' i.e., disorder, disorganization, randomness or chaos.

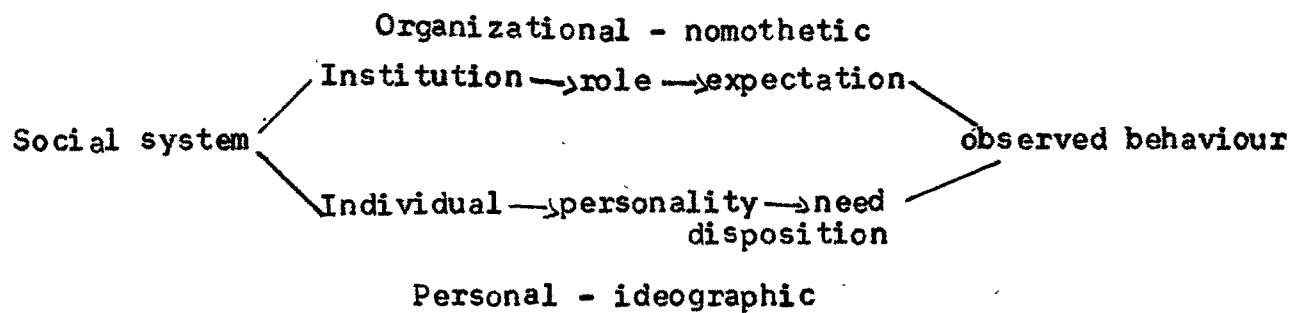
System theory is useful in search for precise delineation of the boundaries which mark the limits of the organization; it is also useful in analyzing the factors which influence the behaviour of individuals in organizations.

Getzels and Guba (1968) model, very widely used in educational administration describes the organization as a social system which features a hierarchial role structure. For each role in the structure, - principal, teacher, custodian -

there are certain behavioural expectations. Everyone in the social system, including the role incumbent is an observer of others and thus has certain perceptions and expectations of how those in other roles behave; according to Getzels (1968) there are two dimensions which are significant factors in producing organizational behaviour - normative or nomothetic dimension and the personal or ideographic dimension.

Fig. 1.4

General model showing the dimensions of social behaviour



Viewed in this way -  $B = F(R \times P)$

B = observed behaviour

R = Institutional Role

P = Personality of the role incumbent

This model has been used as a theoretical frame work for a number of studies in organizational behaviour.

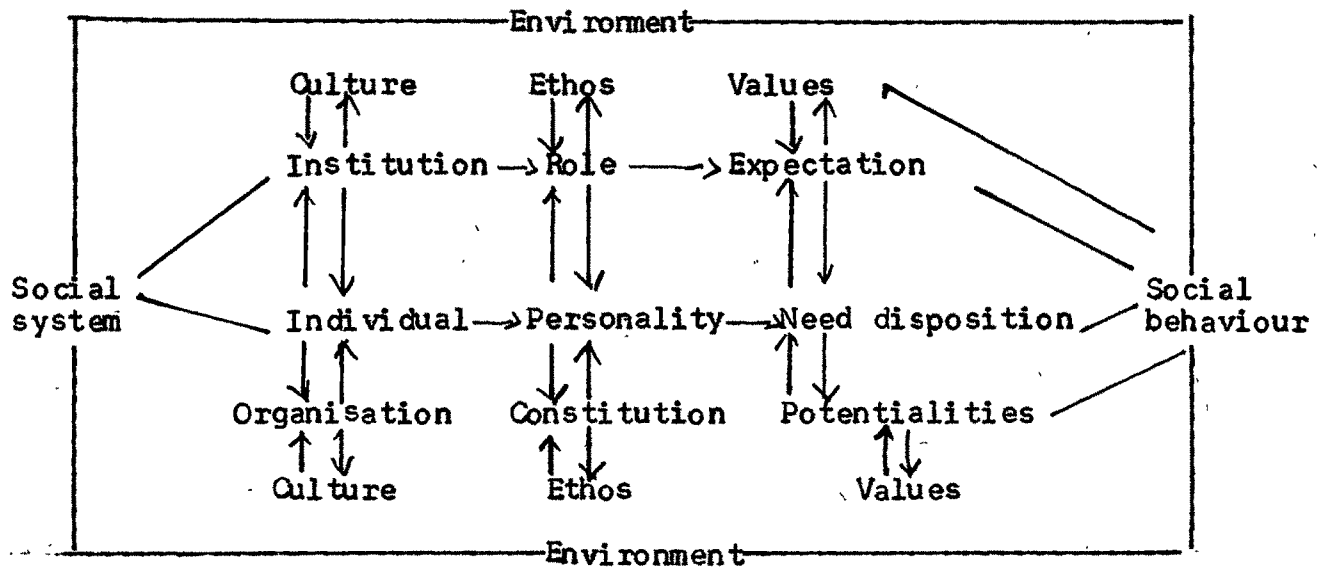
Social systems are inhabited by living people with hates and loves, fears and aspirations and roles are filled by flesh and blood individuals, no two of whom are quite the same.

Each stamps the particular role he occupies with the unique style and his own characteristic pattern of expression behaviours. Not all administrators 'administer' not all workers 'work', not all teachers 'teach' not all students 'study' - at least not in the same way.

So there are two components of behaviours in a social system, the one conceived as arising in institutional goals and fulfilling role expectations, the other arising in individual goals and fulfilling personality dispositions. The components may, of course, be at least in some degree congruent or incongruent.

Fig. 1.5

General model of the major dimensions  
of behaviour in a social system.



Systems theory is also useful in evaluating organizations. Traditionally organizations have been evaluated in terms of the goals which have been set for them and invariably this kind of evaluation tends to become criticism for the lack of success in attaining the goals. The system model is concerned with the operating relationship that must exist for the organization to function. System criteria tend to focus in organizational condition that must be present as a prior condition for effective operations. Likert (1958) has suggested multiple criteria for the purpose which would refer to areas such as loyalty and a sense of identification with the organization and its purposes, the adequacy and fluency of communication, the incidence of team work and the extent of confidence and trust among workers; whether there is direct relation between morale and organizational goal attainment or not, it is at least probable adequate attention must be paid to the basic social system needs of the organization as a prior condition of effectiveness. Philip Selznick (1948) lists five such needs from the social systems model:

- 1) The security of the organization as a whole, in relation to social forces in its environment;
- 2) The stability of the lines of authority and communication;
- 3) The stability of informal relations with the organization;
- 4) The continuity of policy and the sources of its determinates;
- 5) A homogeneity of outlook with respect to the meaning and role of the organization.

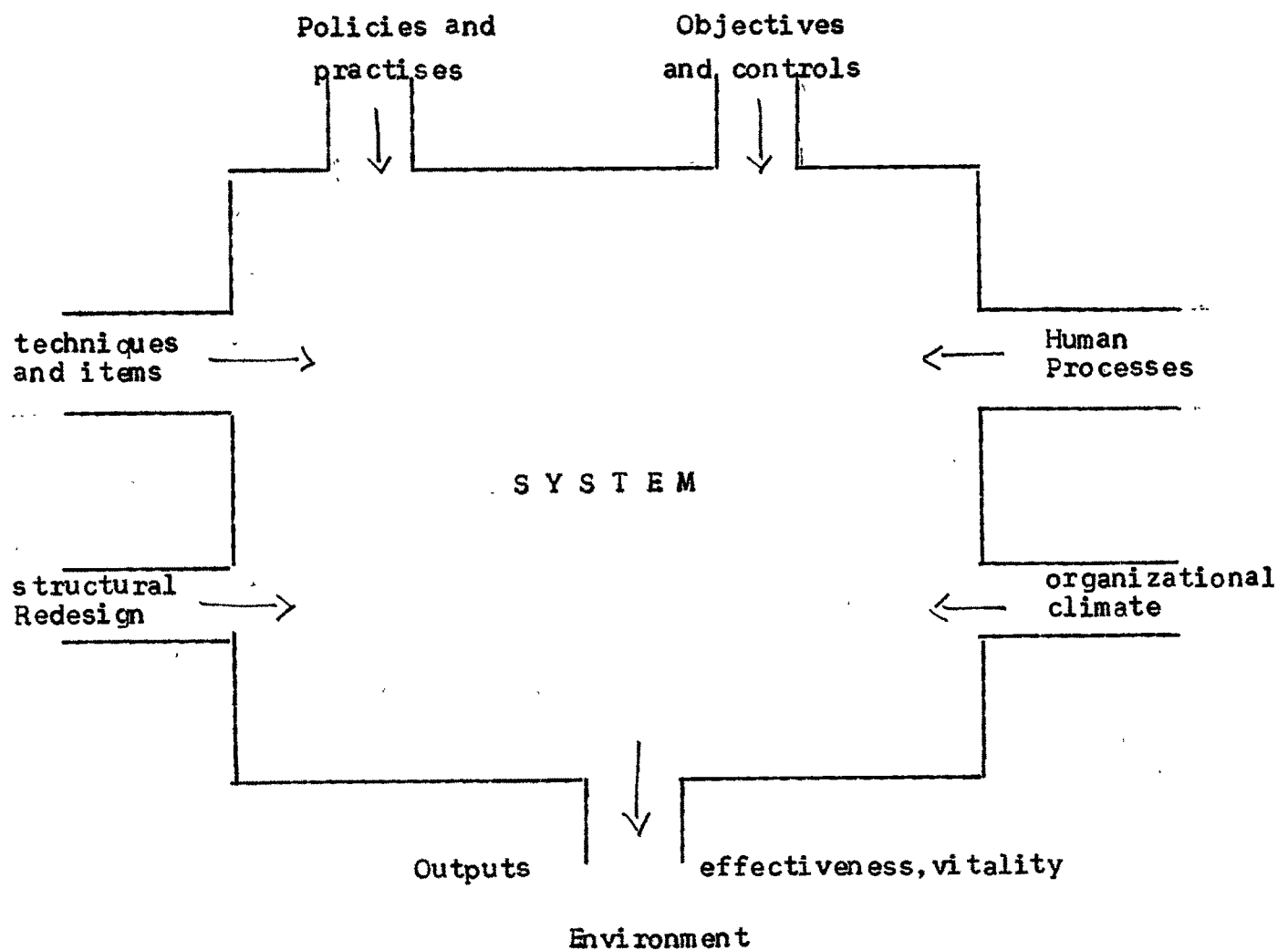
Like all other organizations, the school exists primarily to attain a set of goals. In order to survive long enough to achieve these goals, the school organization must heed two imperatives:

- 1) The internal system i.e., the organizations' operations must be kept functioning and a balance of needs and satisfaction of the participants on the one hand and of the organisations' on the other which Bennis (1966) calls as 'reciprocity' must be maintained.
- 2) The external system in the organization must conform to pressures and changes of its environment and thus have 'adaptability'.

Athreya (1972) in his essay 'Training design - system and behaviour approaches' has offered a conceptual framework as follows:-

Fig. 1.6

SYSTEM DEVELOPMENT MODEL



(This approach views the system as a flexible multivariate constantly evolving organism)

In the systems development model, all the parts are organized so that particular group objectives can be achieved.

The concepts of 'general system' and system analysis are well defined in the works of Bertalanfly (1956).

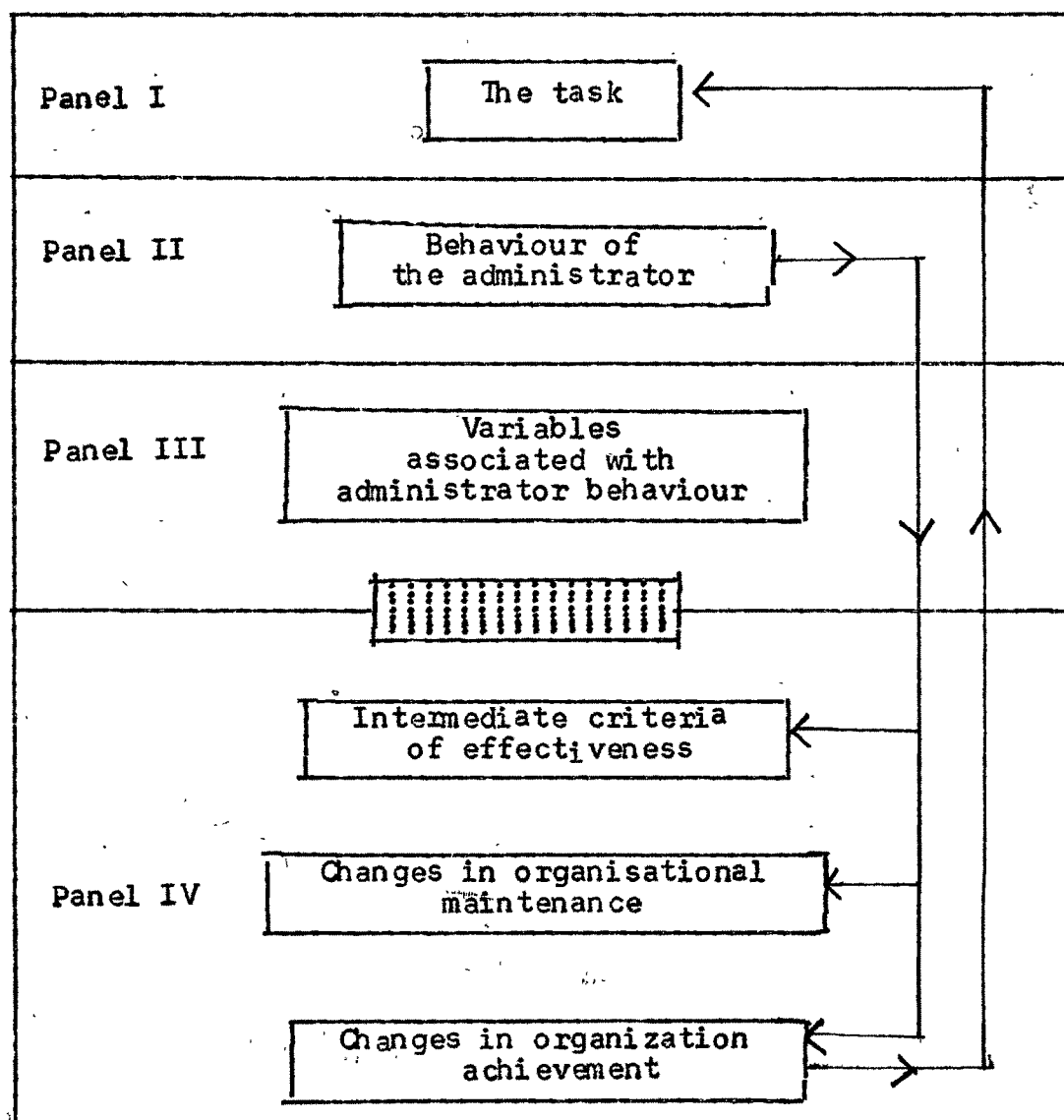
Halpin (1966) cuts across all these concepts of systems approach as well as that of Taylors' and the classical theories and gives a paradigm with 4 elements -

- 1) the task
- 2) Administrative Behaviour
- 3) Variables associated with administrative behaviour
- and 4) Administrator 'Effectiveness'.

Fig. 1.7

HALPIN'S PARADIGM

Halpin(1966) P.64



The present investigation is based on the assumption that school is a socio-psychological system and attempts to find whether the nature of the relationship between the principal and his staff and that among the teachers themselves, will have any effect on the quality of education a school provides. Expressed in terms of systems analysis and considered within the frame work of organizational theory it can be said that the faculty morale consist of two components - namely task achievement dimension and need satisfaction dimension and the success a school enjoys in accomplishing its objectives may have some relationship with the organizational climate and morale. The primary objective of the school is for preparing the youth to live in the society as it exists and the society as it will be in the next few decades. To live in the society as it exists, the learner has to be taught some basic skills, knowledge and attitudes wh ch can be termed as the 'class room level' of quality; these are measurable and the performance of the pupil in an external test can be taken as a good index of the schools' success in achieving some of these humble but necessary ends.

The quality of any product depends upon the quality of the processes that are employed for making the product. It is not only the effectiveness of the school, placing emphasis on results, should be the hall

mark of the quality but efficiency as well; i.e., the assumption is, that results will be achieved automatically if the proper procedures are followed. Purposes have no meaning if the devices are not used for achieving them. Hence the quality of being adaptable, i.e., readiness of a school to accept, introduce, apply new techniques and its ability to discard inappropriate techniques would also be an indicator of school quality. Mort (1938) believes that one of the criteria for the judgement of the quality of an institution is adaptability and he defines adaptability as "the capacity of a school to take on new and more appropriate educational practices and discard out-moded ones". To put in a nutshell, the innovative index of a school is taken as the process criteria of determining the school quality.

The present study has been designed to determine the extent to which the organizational climate of the school and the faculty morale of the school are related to the quality of the school as measured by pupil performance and the innovative index of the school.

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