



M.A. (EDUCATION) PART-II

PAPER-III

SEMESTER-IV

ACADEMIC SESSION : 2019-20

EDUCATIONAL ADMINISTRATION
AND PLANNING

UNIT NO. 1

Department of Distance Education
Punjabi University, Patiala

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Lesson No. : **SECTION A**

- 1 : Meaning, Purpose & Functions of Educational Administration, Difference between General and Educational Administration
- 2 : Advisory and Implementation Agencies of Education at the Central Level
- 3 : Advisory and Implementation Agencies of Education at the State Level. Functions of the state ministry of education
- 4 : Advisory and Implementation Agency of Education DIET's- Their functions and Role
- 5 : Functions and Objectives of National Council for teacher education and SABE

SECTION B

- 6 : Education Planning
- 7 : Five Year Plan: Historical background, features and impact on education
- 8 : Leadership: concept, Theories and Qualities of a Leader

Note : Students can download the syllabus from department's website www.dccpbi.com

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1.1 Objectives :

After going through this lesson, the students will be able to :-

1. understand the concept of Educational administration
2. understand the purpose and elements of Educational administration
3. understand the difference between general and educational administration.

1.2 Introduction :

When affairs of the people in the field of education are involved, the type of administration is called Education Administration. In Educational administration effort is made to achieve the objective of education by utilising material and non material resources. When people's affair connected with education or educational institutions are looked after or managed so that desired goals of education are achieved, educational administration is on play.

1.3 Meaning of Educational Administration :

The phrase "Educational Administration" is a compound of two words namely education and administration. Education is an independent discipline which is concerned with physical, intellectual, emotional, social and spiritual development of man. Similarly, Administration is also an independent discipline which means to manage the affairs of people, to keep a watch over these affairs. Administration is not bothered about the affairs of

an individual it neither interferes nor in any way controls the, affairs of an individual. It is concerned with public affairs only. In short administration means or look after the affairs of people When people join hands and make a collective effort to collect and utilise their resources for managing their affairs and achieving good results with least efforts and in the minimum time period, they actually utilise the concept of Administration in practice.

According to John Baig "Administration is systematised ordering of affairs and the calculated use of resources aimed of making those things happen which we want should happen and simultaneously preventing developments that fail to secure with our intention".

From this definition an additional dimension of administration comes to surface. Administration does not mean only to manage and look after the public affairs and ensure that what is intended, happens and happens quickly and efficiently. Administration also means preventing hurdles and implements which retard the progress and stand in the path of achievement of goals, which reduce efficiency, which result in waste of resources or consumption of time more than it is required.

In other words administarion makes positive progress and prevents negative retardation, inertia or demotivation.

Administration is the organisation and management of human and material resources to achieve the desired ends.

The oxford dictionary defines Administration as "management of public affairs or the government". From this above brief discussion it follows that in every type of administration at the top in the ends i.e. the objectives which people have in mind. The second important constituent is some organisation institution, group of people which collects, arranges, utilises and works upon resources towards the realization of the aim. And the other important element in administration is Coordination between and among all these constituents.

Administration in a process is which desires or ambitions of people are achieved by collecting and utilising human and material resources through some coordinating agency called institution or organisation in the quickest manner, with minimum of effort and maximum of gain and avoiding wastage of time or resources etc.

Administration may be of banks, of railways, of telephones, of aeroplanes, of army, of police, of roads and bridges and so on. Educational Administration is only one such kind, a special branch of administration.

It has been made clear already that in every type of administration important place is occupied by the Ends or aims of this activity or filed under

Administration. Other constituents are resources, organisation or institution and coordination. Educational administration tries to achieve the aims of education through this maximum utilisation of material resources (building, furniture, libraries, laboratories, playgrounds, finance, etc.) and human resources (teachers, office staff, education officers) and institutions (schools, colleges, universities etc.) and organisations (SCERT Directorates of Education, offices of D.E.O., B.E.O. etc.) Campbell defines Educational Administration in the following words.

Educational Administration consists of facilitating, the development of goods and policies basic to teaching and learning, stimulating the development and program for teaching and learning and procuring and managing personnel and material to implement teaching and learning.

The most important thing to be noted is that is the phrase "Educational Administration" the objective education is more importance than the noun 'administration'. Education is of primary importance and administration is of secondary importance. The main purpose behind administration is always good education of the children. Graham Bulfore defines educational administration in the following words.

"Educational administration is to enable the right pupils to receive right education from right teachers at a cost within the means of the state and under conditions which will enable the pupils best to profit by their learning".

1.4 Elements of Educational Administration :

Water is compound of hydrogen and oxygen. We all know that hydrogen is inflammable gas and oxygen helps in burning. But water has altogether different properties. Similarly, this compound Educational Administration is entirely different from its constituents. We will shortly see control is one of the elements of this compound. The control means to dictate, to put restrictions to curtail freedom, to impose external law and authority to impose rules and regulations. But in educational administration there is no such thing as Dictatorship or lack of freedom. Educational administration consists of many elements. Different thinkers have included different elements in their groupings. The chart given below shows the elements of Educational Administration as envisaged by different authors. The common functions are (i) Planning (ii) Organisaiaon (iii) Coordination, (iv) Direction and (v) Control.

ELEMENTS OF EDUCATIONAL ADMINISTRATION

1	2	3	4
Henry Fayol 1916	Sears 1950	New Man 1950	American Association of School Admn. 1935
1. Planning 2. Organisation 3. Staffing 4. Coordination 5. Control	1. Planning 2. Organisation 3. Direction 4. Control 5. Coordination	1. Planning 2. Organisation 3. Resources 4. Order 5. Control	1. Planning 2. Resources 3. Motivation 4. Coordination 5. Evaluation
5	6	7	8
Gullick 1957	Gregg 1957	Campbell 1985	Sharma, T.R. 1969
1. Planning 2. Organisation 3. Staffing 4. Direction 5. Coordination 6. Reporting 7. Budgeting	1. Decision making 2. Planning 3. Organisation 4. Communication 5. Coordination 6. Influencing 7. Evaluation	1. Decision Making 2. Programming 3. Motivation 4. Coordination 5. Evaluation	1. Understanding 2. Decision Making 3. Communication 4. Planning 5. Motivation 6. Coordination 7. Guidance 8. Evaluation 9. Human relations

In recent years to these five elements four more elements namely (i) decision making (ii) communication of the decision (iii) motivation (+guidance, re-inforcement) and (iv) Evaluation have been added. In India Educational Administration has always taken to long a period to take decisions. For example it was in 1917 that the saddler commission recommended this formula of 10+2+3 as the structure of education. But it is only in 1986, nearly 70 years the saddler Commission had recommended that G.O.I. took a decision to introduce 10+2+3 system when it announced the New Educational Policy. In drawback in our administration is our weakness in communicating or conveying the decision. Our communications are half hearted, made in haste and never complete. They give rise to many queries and questions. Hence addition of communication as an element of administration.

The recent most addition is of the elements of human relations and motivations, and also of evaluation. The following brief explanation of these elements will help in making the meaning of Educational Administration clear.

1. Planning:- Planning means purposeful preparation. No activity can achieve its purpose fully and efficiently and without involving wasteful expenditure and human effort unless it is thoughtfully planned. Planning includes the following thus:

- (i) Finance
- (ii) Staff
- (iii) Resources
- (iv) Motivating Steps
- (v) Development; and
- (vi) Supervision

India is a vast country and has a big network of educational institutions with more than 50 lakh teachers and 12 crore students. Planners have to arrange for finance, collect resources, employ staff of various categories, coordinate different agencies, motivate the workers and supervise every activity and evaluate the efforts in the light of the targets set up for purposes of achievement and at the same time ensure that every rupee runs the maximum distance.

G.O.I. has the obligation to put into practice the directions given in the Constitution in all matters connected with education at different levels elementary, secondary, tertiary and professional-cum-vocational and for doing this efficiently, a rigorous planning is essential. So planning is probably the most important ingredient of Educational Administration.

II. Organisation:- Every type of administration needs some sort of organisation to put the planning into action. Under the main Head Planning, there are different areas like Higher Education, Vocational Education, Educational for All, education of gifted of the mentally and physically handicapped etc. and for each of these areas a separate organisation has to be raised. For example for Higher Education U.G.C. has been created, for improving school education NCERT has been raised, for improving administration NIEPA has been raised.

The Punjab Govt. has raised an organisation called PSEB for conducting the examinations at the secondary school level. This organisation has also been assigned the task of curriculum preparation and text-book production and arrange cocurricular and extra-curricular activities of children.

No administration can do without a strong organisation at the central level and sub-organisation in the field.

III. Direction:- In administration things are not just planned, they are made to happen. Someone has to pass orders and issue directions to some one else (individual or a group of individual) to do something. Therefore, in administration there is need for direction, order and discipline. For example Director of Education has to issue directions from time to time to implement the policies formulated by the state.

IV. Coordination:- Coordination is the soul of administration set up. There are different organisation and different directorates and institutions, all

working for the achievement of specific ends. But someone has to coordinate their activities so that duplication is avoided and clash of any between the activities is eliminated. The top administrator has to ensure that all smaller organisations and directorates etc. work in union, in harmony and extend cooperation and help to sister institution. If co-ordination which is a cementing force among various constituents is withdrawn, the entire administration will collapse like a house of cards. Lack of coordination is responsible for confusion and chaos. Every right hand must know what left hand is doing and why, every right foot must know where is left foot bound for. They all must coordinate their actions. The absence of coordination is the mark of failure disturbance and destruction.

V. Control and Appraisal:- It is essential to find out from time to time whether after spending tons of rupees and after recruitment of thousands of organisation, the aims of education are being achieved or not and what is the standard of achievement - poor or excellent. If at a certain place, in a certain organisation, the results a distressing, not upto the mark remedial steps have to be taken, some institutions have to be closed, some modified and a few freshly raised. All this calls for control. Someone in administration in given power to control. Control depends upon assessment and evaluation which have to be objective and periodical or continuous. When control gets slackened administration gets weakened, lethargy and sluggishness raise their strength objectives get forgotten.

VI. Human Relations:- The international Education Commission (1996) popularly known as deltors Education Commission has rightly emphasised the need of human relations in educational administration. In Agricultural administration one deals wih plants and trees, in P.W.D. one deals with roads and bridges and in army one deals with grown up soldiers, fighters and arms. In educational administration we deal with students and teachers. Administration has to be different in concept and practice in all such and other areas. In educational administration we have to be more humane, humble, sympathetic and liberal than in army administration, where element of control, discipline and law has to be rigorous.

The children and teachers, teachers and administrators have to respect each other feelings, must show regard to each other opinion and need. There have to be a relation of love and affection and of understanding. If relation remain cordial process of education function smoothly and quietly, in harmony and pleasantness. As soon relations get sour, distrust, anger, rivalry, hatred, opposition, Grustration and fear, disappointment and anxiety are born and efficiency suffers. Educational administration fails as soon as human relations are with drawn from it and policing or regimentation begins.

How Thoreau and Mary Parker are of the view that men work more and better if they are treated as human beings and are respected and recognised.

1.5 Purposes before Educational Administration:- Educational Administration does not have aims different from aims of education. Its only purpose is to see that conditions should be so created and managed that all educational institutions are enabled to achieve the aims which they stand for. Administration will be deemed to have achieved its aims in full if children in our schools and adolescents in our colleges and universities have realised their potentialities in full and they have developed physically, intellectually, emotionally, socially and spiritually ; they have developed sensitivities, originality and creativity and have a sense of values and responsible behaviour. In short they have developed wholesome personalities. This omnibus type of aim can be broken into its parts as under:-

1. To make such policies and frame such programme, which ensure maximum and desirable growth and development of children and teachers and through them the development of the society at large.

2. To ensure maximum and efficient use of material and non-material resources.

3. To ensure that policies, programmes, schemes and institutions should achieve the purpose for which they have been planned.

4. To run organisations and institutions according to pre-planned rules and regulations as enshrined in Administration Manuals and also to ensure participation and cooperations of teachers, personnel, parents and other members of the society.

5. To make arrangements for pre-service and in-service education and training of teachers and education officers for their professional growth and enhancement of their efficiency.

6. To incorporate the new concepts such as

(i) employees participation

(ii) democratic functioning

(iii) decentralization

(iv) promoting individual initiative in day to day administration.

7. To create an agency for redressing the grievances, injustice frustration and excesses if any of the employees by the administrative officers.

8. To create an agency which would ensure the welfare of the teachers and motivate them for better work and better understandings between them and the administration.

9. To obtain and extend cooperation from and to other agencies involved in the task of education.

1.6 Scope of Educational Administration:- India is vast country having only 1/5th of the world land but accommodating 16% of the world population.

It has a vast network of educational institutions. It is rightly said that India is at the top of this world in the field of formal education. The present system of education was initiated in 1813. As such it is nearly two centuries old.

Today:- We have 242 Universities and equivalent institutions. Of these 146 are general universities, 18 are science and technology, 5 are women universities, 8 are open universities, 30 Agricultural and 17 medical universities. We have 18 languages universities, 16 central and 169 state and 40 deemed universities the number of colleges is 10,600, 1260 are women colleges and 119 are autonomous colleges, 700 teachers education colleges, 110 polytechnics, 600 management, 550 engineering colleges and 170 medical colleges. Nearly 7.5 million students and 3.21 lakhs teachers are working in the field of higher education. Nearly 10,000 men and women are awarded Ph.D degree every Year.

At the school education level the vastness of this system is larger still.

These are 626737 primary, 190166 middle and 112438 secondary schools which have the following number of students and teachers

Students		Teachers	
(a) Primary	11 Crores	(a) Primary	16 lakh
(b) Middle	4 Crores	(b) Middle	12.7 lakh
(c) Secondary	2.37 Crores	(c) Secondary	17.47 lakh
(d) Higher Ed.	71 lakh	(d) Higher Ed.	3.21 lakh
Total	18.48 crores	Total	52.38 lakh

With a view of manage such a large number of institutions teachers and students and to ensure that quality education is improved and educational objectives are achieved and higher and nobler values and attitudes are inculcated among children and they are prepared to meet the challenges of the 21st century, we do need good administration. So Educational Administration has a great scope in India.

2. It is the country obligation to provide free, compulsory and universal primary education of 8 years duration to all children of the nation. But so far we have been able to bring only 92% students to schools in the 6-11 age group and 57% students in the 11-14 age group. Nearly 6 crore students are outside the school systems. We have to think out ways and means to achieve full universalization of elementary education. We need a good administrative support. Hence a great scope for educational Administration.

3. The world Bank has indicated in its 1996 Report that average Indian is poorly educated. His education is equivalent to only 2.5 school classes against 10-11 years of education of every citizen of developed countries. The world bank also adds that average Indian will reach the level of the 4th primary class in 2050 if present pace of primary education continues and is not made a fundamental right. How do we achieve the target of 100% universal education is a problem before the Administration.

4. Nearly 50% Indians, more women than men are illiterate in our country. John Galbraith, the American scholar economist writing in the centenary issue of the Economics Journal has argued. No literate population is ever poor. No illiterate population is other than poor. No sooner India realises this empirical link between illiteracy, poverty and development, the better it would be for the generations born and yet to be born. It is for the Educational Administration to take necessary steps in this direction.

5. Over the years quality of education has deteriorated and the process of decline continues. Nearly 40-50% students fail in all public examinations. No developing country can afford this wastage of effort and resources. It is again a big task before the Education Administration to cry halt to this rot.

6. The financial crunch is a bootie neck of great significance, Schools have neither buildings, nor equipment, nor teachers, even toilets are missing. They present a disappointing spectacle. Drop out rate in the age group 6-17 is more than 50%, failure rate is high and nearly 6 crore children are outside the school system, 20 million small children are child labourers. Their smiles and giggles died long ago. Cost of education smiles and giggles died long ago. Cost of education is sky high. The rich have started their own schools leaving the poor to their destiny. Govt. is harping on privatization of education, simply because of its financial difficulties. At the world for a G.O.I. has time and again committed to allocate 6 to 6.5% of the G.N.P. for education. But in actual practice the percentage has never crossed a mark of 3.7%. Without money education is unable to sustain itself. It is deteriorating and dying in quantity as well as quality. It is again for Educational Administration to find adequate funds manage education within the means of the state. Let us once again go through Graham Bulfores definition of Educational Administration.

"Edu. Admn. is to enable the right pupils to receive right education from the right teachers at a cost within the means of the State and under conditions which will enable the pupils best to profit by their learning".

Educational expenditure has to remain within the means to the State. This is to be ensured by Educational Administration.

7. The 21st Century has thrown up new slogans and challenges such as:

1. New Information Technology - Computer-internet e-commerce and m-commerce.
2. Globalization
3. Liberalization
4. Privatization, and
5. Value education.

These slogans and challenges have for reaching educational implications which educational Administration has to enter for.

8. Education in India is infested with many kinds of problems like (i) demotivated teachers and students (ii) lack of vocational education of the required magnitude and kind (iii) cost of education (iv) unequal education opportunities (v) inefficient administration, monitoring and evaluation machinery (vi) political interference and vested interests in establishing various types of institutions (vii) educated unemployment and (viii) brain drain, and many more. Educational policies are indeed colourful and alluring but implementation faces hassles which educational administration has to resolve.

The situation presented above will convince us all that there is a great scope for Edl. Admn. to improve the health of Indian Education.

1.7 Educational Administration V/S General Administration:- The distinction between these two types of administration is very much like the 5 factor and 8 factor of intelligence as given by Spearman. G intelligence is general intelligence working in every type of intellectual activity in which brain (thinking is involved) and S is special type of intelligence needed for special tasks which may be like motor driving, surgery, painting etc.

Quite similarly general administration is that administration which looks after or manages the people's affairs in any walks of life, it may be fisheries, poultry, railways, roadways or agriculture, medicine, technology, waterways etc. It involves all such elements as planning, staffing, resources, budgeting, coordination, motivation and evaluation. In the I.A.S. (i.e. Indian Administrative Services) this concept of administration is applied and men and women are prepared to handle, manage, control, and lead any types of affairs of the people. I.A.S. personnel may be appointed today to manage and administer. Food corporation and tomorrow he/she can be shifted to manage and control the affairs of industry or medicine or finance.

Such an administration is omnibus type of administration and the person trained in this type is considered fit and efficient to manage any type of affairs of the people. There is no question of mastery in one field. The

administrator is jack of all trades and master of all at the same time. It is believed that a man who can walk, can do so in the North Direction as efficiently as he can walk in the south direction. General administration means to serve, to look after, to manage, to direct, to control, to conduct the affairs of an organisation or institution, public or private. It is like any machinery or arrangement, device or innovation which is created to look after, manage direct or control even inspire and motivate any types of affairs of the people with the available resources in the least time-period and the best of results is known as General Administration. It is like a mechanic who can handle any and every type of machinery, it may be a watch, a T.V., a Radio, a car or a broken pen.

But when instead of any affairs, only one affair i.e. education is in the focus the type of administration become specific special and singular in purpose. Its job is to look after, manage, control, direct, coordinate, motivate and evaluate only one affair i.e. education and that education realises its objectives in full and with efficiency, ease and ensure and comfortably and all available resources are best utilized and no wastage is allowed to occur. Such an administration is called Educational Administration. It is only one specific, special branch of General Administration. It deals with only Education.

It is different from General Administration in the following attributes.

1. It is more humane than general administration.
2. It is less rigid, more liberal in approach. It is believed that laws, rules, regulations are to facilitate the growth and development of human personality and they have to be relaxed and made liberal so that they become conducive to the individual needs.
3. Educational Administration is not product or produce oriented Industrial or commercial, agriculture or Banking administration is considered efficient if those departments achieve greater than the input. But in Educational Administration there is no such economic consideration. Expenditure is made on improving the quality of man, his attitudes interests and values. Moral and ethical man, social and honest man, virtuous and kind man is a intended more than an economic man.
4. Educational Administration is dynamic, cooperative, democratic, participative and positive in character, wherein every individual has freedom to grow, think, create and express himself.
5. It endeavours to unfold the hands and abilities of every individual at his own pace and under his specific conditions.
6. It deals with the development of not only the children, but also their parents and members of the society in general.

7. General administration is concerned more with the man's outer life, his, external surroundings, his affairs with other people and things etc. But educational administration deals with a man's inner life, inner capacities abilities and potentialities.

1.8 Suggested Questions :

1. Define educational administration and explain its purpose.
2. What are the main purposes and elements of educational administration?
3. Distinguish between general administration and educational administration giving examples.

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PAPER-III

SEMESTER-IV

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