CHAPTER - I

" THE PROBLEM AND THE CONCEPTUAL EXPLORATIONS "

" It is not the "objective reality" of administrative
situations alone which determines what may constitute"
appropriate administrative behaviour? Appropriate admini-
strative behaviour" must at its most mature level and
beyond any guide or certainties that "objective knowledge"
might suggest, be governed by each administrator's awareness
of his characteristics as a person and of the values which
he desires and chooses as his personal governing values.
The "same" situation may be most appropriately acted upon
by one administrator in one way and by another in another-
yet both courses of action may be consistent with the best
dictates of "objective knowledge" and of equally mature
awareness on the part of both administrators".

- Cyril G. Sargent
and
- Eugene L. Belisle.

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CHAPTER - I

The Problem and the Conceptual Explorations

1.0   Introduction

An individual's options in life to-day are perhaps
determined more by the type of education he receives than
anything else he might acquire. Theoretically he may have
a number of choices open to him in life, but he can utilize
a few only suitable to his educational and vocational training.
The preparation for life, in the present day Indian context
therefore depends on the type of education one receives.
This has been well brought out by Education Commission
(1964-66) which made a comprehensive review of the Indian
scene. It has observed that in order to meet the needs of
a modern, democratic and socialistic society, education
should be made an instrument of social, economic and cultural
transformation for the realization of our national goals.

Ever since the recommendations of the commission were
accepted as a guide for the National Policy on Education,
rapid changes are occuring in the country's School system.
In fact, a silent revolution is taking place in the education
system through the adoption of the uniform education structure
of 10 plus 2 plus 3 in our schools and colleges.

The new system of education (10 plus 2 and plus 3) is not a game of numbers, nor is it a case of extended years of schooling. It entails wide qualitative changes in the educational experiences of our children——changes in the whole educational process, namely, goals, curriculum and evaluation. With the changing social pattern and demands, the formal school system has become large and complex. With the democratization of educational opportunity, there has been not only a quantitative expansion in terms of enrolments and institutions, but also a growing desire among the public for improvement in quality.

India inherited the colonial system of education from the British and is in the process of developing a more relevant school system linking education with national development, to bring about innovation and change in curriculum, in the learning-teaching processes in the evaluation techniques and in building up close school and community relationships. Greater demands are being made on schools to-day and the School administration has to face the challenges.

Any new step causes disruption, and schools and teachers all over the world are known to be more slow to adopt or adapt themselves to changes. In India, where most of us are tradition-bound, change is not sometimes welcomed

or even resisted. The critics of 10 plus 2 plus 3 have already started saying it is in doledrums. They foresee that it will meet the same fate as other experiments like the Basic Education and the Multipurpose school of the early sixties. But it is naive logic. Basic Education or the Multipurpose School Scheme failed not because conceptually they had inherent weaknesses, but because administrators responsible for the implementation of these schemes were half-hearted in their approach and were themselves never convinced of the usefulness of these schemes.

If our endeavour is to see that the new pattern of education which is geared to meet the national aspirations and functional needs of the Indian people succeeds, our attention should be specially directed to the men and women who are incharge of the administration of these institutions, rather than to the development of new curricula, provision of equipment and buildings, eventhough, they are essential requirements for the new system of education. It is now being widely recognised that a school like any other organization requires for its better functioning a sound and efficient system of administration and management. An administration system derives its quality from the individuals who compose its cadres. The more effective the administrator, the better the implementation of the schools programmes and

its achivements.

In our anxiety to build curricula to meet individual and social needs, to convert high schools into higher secondary schools, to make vocational courses flexible and acceptable to the community and a host of other related things, not much attention is bestowed on the school administrator, whose role is crucial to the success of the new scheme. This is an area which in the past has not 'been given the importance it deserves; but to-day educational planners are realizing more and more the need for greater expertise in this field.

Traditionally we have two types of educational administrators, First, the benevolent, urbane, father figure type who still tries to run his institution like a big family inspite of the present day changes and educational growth. Then there is the authoritarian who is ever ready to quote rules and precedents to keep under control his staff and students. He is often hated, sometimes respected but seldom loved, though it is said that parents of difficult children have a high regard for him. Both the types however can lead to a kind of personality cult; the former based on an appreciation for the humane and "non-interfering" leadership and the later on the admiration the weak tend to have for the strong and the dictatorial. Therefore, each

type in its own way can be an obstacle unwittingly perhaps, to the development of democratic traditions and practices which are becoming more and more essential for the efficient and meaningful functioning of educational institutions.

We need a different kind of administrator who is neither benevolent nor despotic, who is neither too senti-mental about human relations, nor too ruthlessly efficient, but productive in the sense of successful achievement of educational goals and objectives.

There is need to-day in view of the mighty changes we are introducing in the educational field to analyse and locate the deficiencies in the area of administration, especially, the lack of facilities for the development of right type of leadership among administrators at the secondary level. In Tamilnadu, as in other states in India, hectic activity is going on from 1978 onwards in converting high shools into higher secondary schools to absorb the P.U. Class hitherto left with the colleges into the 12th standard; in staffing, equipping and financing the higher secondary schools so as to make the venture successful. In the midst of this hectic activity not much thought is bestowed on the need for the preparation of the heads or the principals of these schools, for their new assignment. Most of them continue in the upgraded institutions without change in their

functions or attitudes, except for a little more activity
in disposal of correspondence from the Education Department.
The heads of institutions where the 10 plus 2 has been
adopted stand in urgent need of being provided with training
programmes to develop competencies and leadership in adminis-
tration and supervision. Educational bodies at the centre
and States should organise inservice seminars and work-shops
on school management and administration if the 10 plus 2
experiment is to succeed and bring about the social and
economic change we are expecting from it. The administrators
should understand in the first place the basic concepts and
the theory underlying the phenomena of administration. The
understanding that his own behaviour influences the task of
accomplishing goals of education and providing social need
satisfaction to the school staff goes a long way in bringing
about better administration in the schools.

The role of administrator behaviour in Educational
Administration, its implications to institutional and
sociological objectives of school programmes is still a new
area and learned discussions are going on. Educational
institutions had been the citedals of authoritarianism and
beaurocratic management even in countries with long tradition
of political democracy. School administrators are attempting
very hard in recent years to change their traditional outlook

and introduce democracy in school administration in view of
its beneficial socio-psychological impact on organisational
climate, teacher morale and achievement in teaching-learning
programmes. In India, where democracy itself is a new
experience, we have to go a longway before we could develop
democratic model of leadership in school administration.
There is thus an urgent need to develop training programmes
for educational administrators to instil democratic attitude
in them.

In the western countries, especially in the U.S.A.
attempts to develop scientific theory of administration
spread over a period of fifty years. A short account of the
history behind this development is given below.

1. **Historical background to the development of**
   Educational Administration.

The latin root of "Minister" in administration means
"service". To administer implies service or work undertaken
for the good of the group. With the advancement of civili-
zation, the activities of human beings began to be increasingly
organised and administration became a social necessity to help
in the generalised capacity of the society to perform its
functions effectively. Social groups engaged in various
spheres of activity, like commerce, industry, management of
hospitals, government departments and education, have

administrators to guide their affairs and direct them. The
administrators in their turn depended initially on past
experiences of others, rules and regulations and in recent
times on concepts and theories to base their actions upon.

Concern for efficiency in Administration.

In the U.S.A. before World War II, Chester I. Barnard,
Elton Mayo and F.J. Roethlisberger originated studies on
Industrial administration, but they have not filtered into
the area of other social sciences. However, the movement
they started to secure administrative efficiency in industry,
triggered the search for a general theory of administration
applicable to business, government, education, hospitals and
other group activities involved in the administrative process.
This movement for administrative efficiency came in three
stages. (S.N. Mukerji, 1971 - p. 11-16).

At the beginning, scientific management was emphasised.
The prominent men connected with this movement were Taylor,
Fayol, Gulik and Urwick. Their main aim was to cut costs and
eliminate wastes. They tried to bring efficiency in industry
by standardising tasks, fixing procedures and setting time
limits for completion of tasks.

In the next stage, human relations were emphasised.
Follett, Mayo, Rothlisberger and a few others spearheaded this

movement. It was felt that in the attainment of efficiency, technology was given too much importance and man was treated like a machine. According to Mayo and Rothlisberger (1941), the most efficient method was not to treat man as machine, and that people work better if they are given recognition and their work conditions are decided in consultation with them. This is the human relations approach to administration.

In the third stage, the concept of the "behaviour of the administrator" was introduced by Simon and others. According to them, administration is a science, it has nothing to do with metaphysics and ethics; it emphasises empiricism and places high values upon rigorous logical analysis. They recommended that the development of a theory as the most practical solution for dealing with problems of educational administration. This new school of thought focussed attention upon the description and explanation of administrative phenomena and avoided prescriptive statements.

1.2.1 Educational Administration: Efficiency Drive:

In the sphere of educational administration also, the effect of these three stages of development noticed in the general administration found their echo. The efficiency engineering movement in the industry slowly extended to school management emphasising the formal administrative structure, the time relationship in personal and impersonal

standards of efficiency. The managerial emphasis influenced the writings of text books by authors like Bagley on educational administration and encouraged the division of administration into well-defined tasks. In the field of training, it laid emphasis on the principles and prescriptions of standard tasks and techniques of doing them and it defined the nature of the administrative process.

In the next stage, good human relations and sympathetic consideration of human side of administration in education were stressed. Its effect was the emphasis laid on "Democratic administration", as human relations underscore group action and value of individual.

The concern for the development of theory of educational administration began with the C P E A Programmes (USA) in 1955 (Co-operative Programmes in Educational Administration). These inter-disciplinary seminars had shown that Educational Administrators and Social Scientists shared many concerns especially in defining productive styles and climates for leadership. The democratic leadership as opposed to autocratic leadership in educational administration is welcomed because under the democratic dispensation teachers have some freedom to translate goals into specific behavioural objectives and choose processes suitable for attaining those objectives. Under autocratic leadership, teachers have no

freedom and possesses cannot be freely chosen to translate
goals into behavioural objectives. To them, task represents
everything; the goal, process and objectives. The human
relations aspect is neglected. Under the democratic leader-
ship the focus is on personnel, though task is not neglected.

1.2.2 Educational Administration in India.

In the sphere of educational administration in India,
as in other departments, the legacy of British Colonialism
and bureaucracy continued till 1950. Later, the Independence
and the developmental needs compelled the country to adopt
better methods of administration in education. The adoption
of 10 plus 2 system focussed attention on the manner of
functioning of the school principals and teachers. In order
to achieve the best results out of the new system certain
behavioural modifications are expected in the head-masters
and teachers.

1.2.3 Studies on Leadership-behaviour.

In recent years, the leadership behaviour of school
principals and teachers has been undertaken for research by
some scholars along with some connected variables like the
organizational climate of the schools, teacher morale, teacher
efficiency, class room climate, pupil control ideology and
pupil achievement. Motilal Sharma (1968); Bayti (1970);

J.K. Pillai (1972); Desai (1973); Darji (1975); Mehre (1978); Mahant (1979) from the M.S. University, Baroda have contributed much to the develop of the theory of educational administration and the factors that influence the behaviour of the administrative leaders.

In the present study the investigation of the Administrator Behaviour of the School principals of secondary schools in Tamilnadu is undertaken to study its impact on the organizational climate of the schools, Teacher morale, achievement of supervision work, traditional or progressive character of school   which has not been attempted before.

1.3   Exploration of Concepts.

Before a Science can develop principles it must possess concepts. The first task of administrative theory is to develop a set of concepts that will permit the description in terms relevant to theory of administrative situations. These concepts to be scientifically useful must be operational, i.e. their meanings must correspond to empirically observable facts or situations (Simon M.A., 1951).

As pointed out by Mukherjee (1971), Educational Administration has not yet developed its own terminology as each writer coins his own terms which are not interpreted in

the same way by others. This is not conducive to the
development of literature on the subject which is precise
and definite. Thus concepts and terminology has an
important place in a learned treatise on Educational Adminis-
tration. In the following pages concepts of administrator
behaviour, organizational climate, teacher morale and
dogmatism are discussed.

1.3.1 The Concept of Administrator Behaviour.

Andrew Halpin (1966) first mentioned about Adminis-
trator Behaviour in his paradigm for research on administrator
behaviour. According to him, the understanding of adminis-
trator behaviour is helpful to spot out missing elements in
our research knowledge about administration and to achieve a
closer integration of empirical findings and theoretical
analysis. Since Halpin, several American, Canadian and
Australian researchers explored and deepened the under-
standing about the behaviour of administrators in the area
of educational administration.

In describing administrator behaviour, a deliberate
distinction is drawn between administrator behaviour as
against administrative behaviour because our research interest
centres upon the behaviour of the officially designated
administrators of formal organisations, who by virtue of

being the principals of schools are the administrators and
therefore their acknowledged leaders. (Halpin, 1966 p.27).
It is known that leadership acts are performed by others in
the school organization like the senior teachers, Assistant
head-masters and supervisors, but for purposes of clarity
in this study, the behaviour of the officially designated
leader - that is, the principal in the secondary schools is
taken for investigation. It means that we take into account
only the leadership acts of the officially designated head
of the secondary school or the supervisor who performs his
duties in his absence. Leadership acts or leader behaviour
acts performed by group members are not considered. This is
as Halpin points out (1966 p. 85) a heuristic decision. Its
merit is that it avoids the dispute as to who the leader is
in a given situation and facilitates research.

1.3.2 Importance of environment on the behaviour of
administrators.

Carrol Shartle (1958) says that in the study of
administrative behaviour it seems important to consider the
environmental setting in which administrator works, as well
as his personal performance. He further states that it
refers to the leadership acts of an individual in a given
office or position of high influence potential.

An administrator has a locus only in an organization
which is conditioned by the environment or the social system,
in which it functions.

Fig.1.1 Administrator in a Systems Model
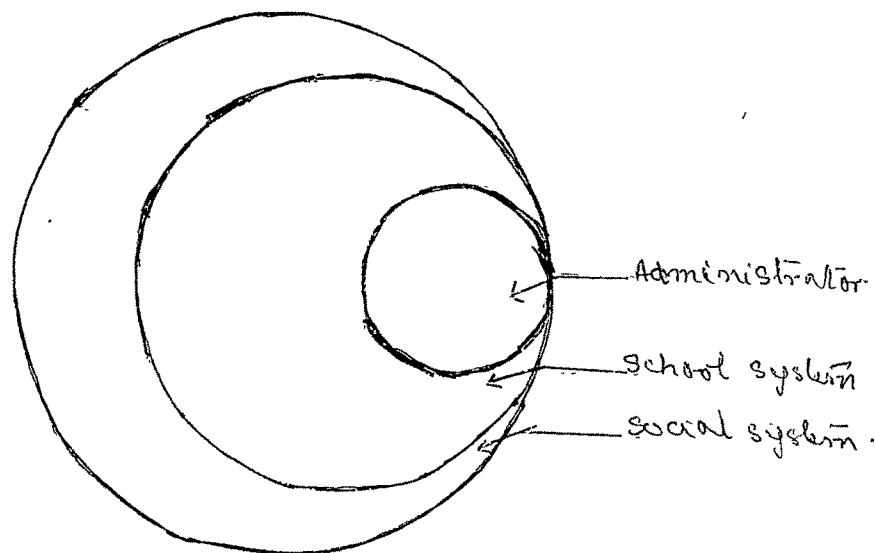
In a systems model the head-master or principal heads
the sub-system of the school organization which reflects or
forms part of the social system outside (Fig.1-1). J. W.
Gatzels (1958) write that administration is conceived
structurally as the hierarchy of subordinate-superoridate
relationships within a social system. Functionally, this
hierarchy of relationships is the locus for allocating and
integrating roles and facilities in order to achieve the
goals of the social system. The social system is comprised
of two dimensions; the "nomethetic", which consists of the
institution, the role and expectation; and the "ideographic"
which consists of the individual, his personality and his
need disposition. The institution representing the nomothetic

dimension is used to designate agencies established to carry
out "institutionalized functions for the social system as a
whole" and the roles are the "dynamic aspects" of the
positions, offices and status within the institution. It
involves certain rights and duties. An individual putting
these into effect is said to be performing his role. The
rights and duties expected of him may be described as role
expectations.

The individual representing the ideographic dimension
has a personality of his own. Each individual stamps the
role he occupies with the unique style of his own pattern
of expressive behaviour, which we call as the incumbent's
personality. Personality is defined by need disposition, and
these need dispositions are conceived of as forces within the
individual. The schematic presentation of Gatzel's model is
illustrated in Fig. 1-2 below:

Normative or Nomothetic Dimension

Social
System
→ Institution ------ Role -----Expectation ↘ Social
                                              Behaviour
Individual------Personality---Need
                                disposition.

Personal or Ideographic Dimension
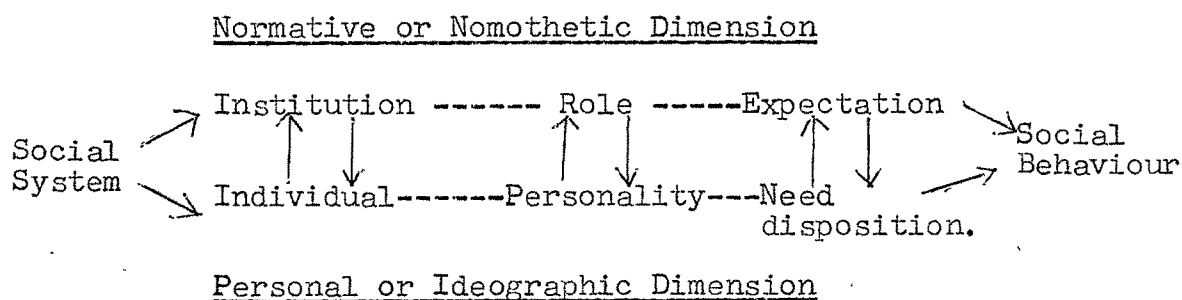
Fig. 1-2 : An analytical model of major dimensions
           of social behaviour (adapted from J.W.
           Gatzel's a "Conflict and Role behaviour
           in the educational setting").

In his improved model, Gatzels includes a few other
variables influencing the two dimensions. According to him,
the nomothetic and ideographic dimensions are conditioned
by culture, its ethos, the values; and environment——its
resources and limitations. The two dimensions inter-act
with each other and the interaction gives rise to a third
dimension, that is the informal group——its climate and
norms. Finally, all the three dimensions result in the
behaviour observed in the social system.

Culture----------Ethos--------Values

Formal
Organi- --------Roles-----Expectations
zation

Social
System Informal------Climate--------norms.   Observed
Organi-   behaviour.
zation

Individual-----Personality---Need dispo-
sitions

Environ-
ment   -----Resources----Limitations
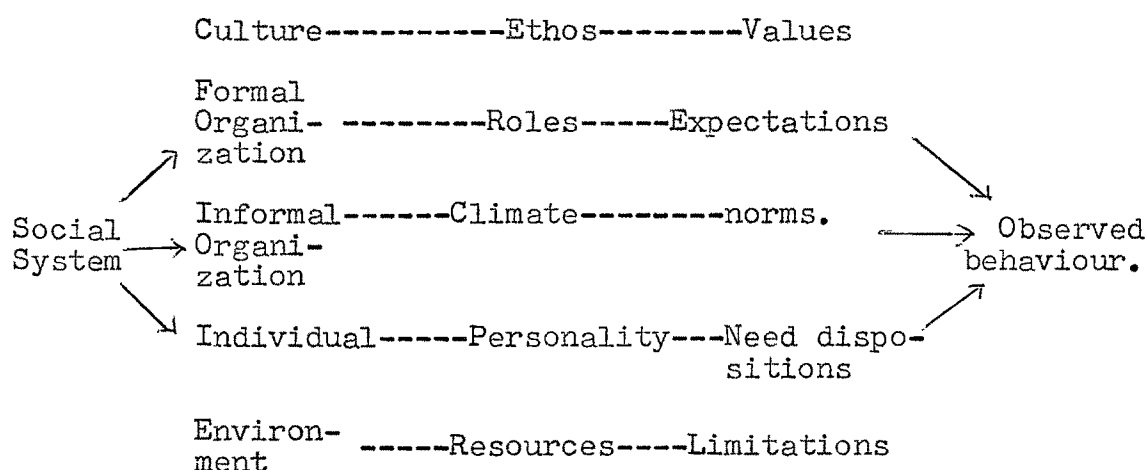
Fig. 1-3: <u>Gatzel's Model Explaining Social Behaviour.</u>

The behaviour in the social system of a school is
dependent on the head-master or principal, the teachers, the
students and other administrators, which is defined by the
expectations attached to their roles and their personality

by their needs and dispositions. To understand a particular
behaviour pattern in a school, we will have to make an
analytical study of the institutional dimension, the personal
dimension and informal /group dimension.

Each role incumbent is an observer of others and thus
certain perceptions and expectations of how those in other
roles behave are obtained. Many researchers on organizational
behaviour used the Gatzel's model to develop hypotheses and
behaviour measuring devices in their theory building efforts.

The school in order to sustain itself must strive to
two objectives:

(1) The internal system, that is, the administration
    must be kept functioning and a balance must be
    maintained between the needs and satisfactions
    of the participants (teachers) on the one hand
    and of the organization (school) on the other.
    This is what Bennis (1966) calls "reciprocity";
    and

(2) The External system in the organization must
    conform to pressures and the changes in its
    environment and thus have "adaptability"

The school principal as a leader strives to achieve
the objectives of reciprocity and adaptability for the
efficient functioning of the school system.

1.3.3 Competency in Administration:

In America, the SSCPEA (1955) introduced the concept of competency in administration. If the administrator exhibits behaviour that enables him to perform a particular administrative task in the most desirable manner, competency in educational administration will result. Competency has three important elements in it viz.,

(1) Job, (2) Know-how and (3) Theory.

A schematic presentation of the three factor concept is given in figure 1-4.
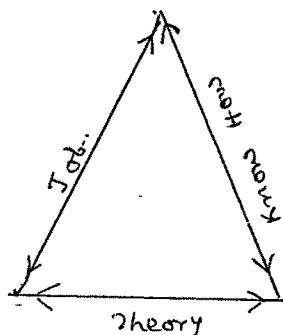
Fig. 1-4 : Competency Concept

In a school situation, the principal can function competently, if he identifies his job areas, and tackles the various tasks with a body of knowledge and expertise available in the field according to the democratic theory of educational administration. The Indian Constitution guarantees

for every citizen (Basu, 1978); Justice, Social, Economic and Political, Liberty of thought, expression, belief, Faith and Worship; Equality of status and opportunity and to promote among them all, Fraternity,assuming the dignity of the individual and the unity of the Nation.

In view of the constitutional guarantees, we expect democratic behaviour from competent school administrators ensuring dynamic and stimulating leadership.

1.3.4 Halpin's Paradigm:

As against the competency concept which emphasises values or what aught to be Andrew Halpin designed a paradigm for the study of administrator behaviour, which is descriptive and not evaluative. He attempted to develop a theory based on description of how administrators do behave.

Haplin defines administration as a human activity which has the following four components.

(1) Task,
(2) The formal organization,
(3) The work-group or work-groups,
(4) The leader or leaders.

Halpin's organization consists of leaders and group members. To the leader goal achievement might be more important, while to the group members, it is the social need

satisfaction. However, the leaders behaviour should be so structured as to achieve both goal achievement and group maintenance.

There is a potential conflict between leaders and group members——the one emphasising the nomothetic dimension and the other the ideographic dimension of the institutional activity.

According to Halpin, the formal group has two variables:

(1) Responsibility variable to the work one is expected to do, and

(2) Formal interaction variable indicating the persons with whom one is expected to work. They indicate the group dimensions of efficiency and morale.

The leader is defined as that member of the organization who is formally charged with responsibility for the organization's accomplishment. Every leader has three responsibilities:

(1) He is a group leader,
(2) He is a decision maker, and
(3) He is a subordinate to his super-ordinates.

Haplin, in envisaging these responsibilities to the leader, accepts the hierarchy principle in administrative organization for realizing goals as his predecessors like Taylor, Weber,

Gatzels and other writers on the subject did.

Halpin's paradigm using these concepts provides an analytical frame of the leader behaviour. The paradigm is first elaborated in four panels separately. Later, the four panels are linked together to give an integrated picture of the model

FiG: 15. The (total) Paradigm.

Panel - I	The Task.	
Panel - II	Behaviour of the Administrator.	
Panel -III	Variables associated with administrator behaviour.	
	Intermediate criteria for effectiveness.	
Panel - IV	Changes in organization maintenance.	
	Changes in organization achievement.	
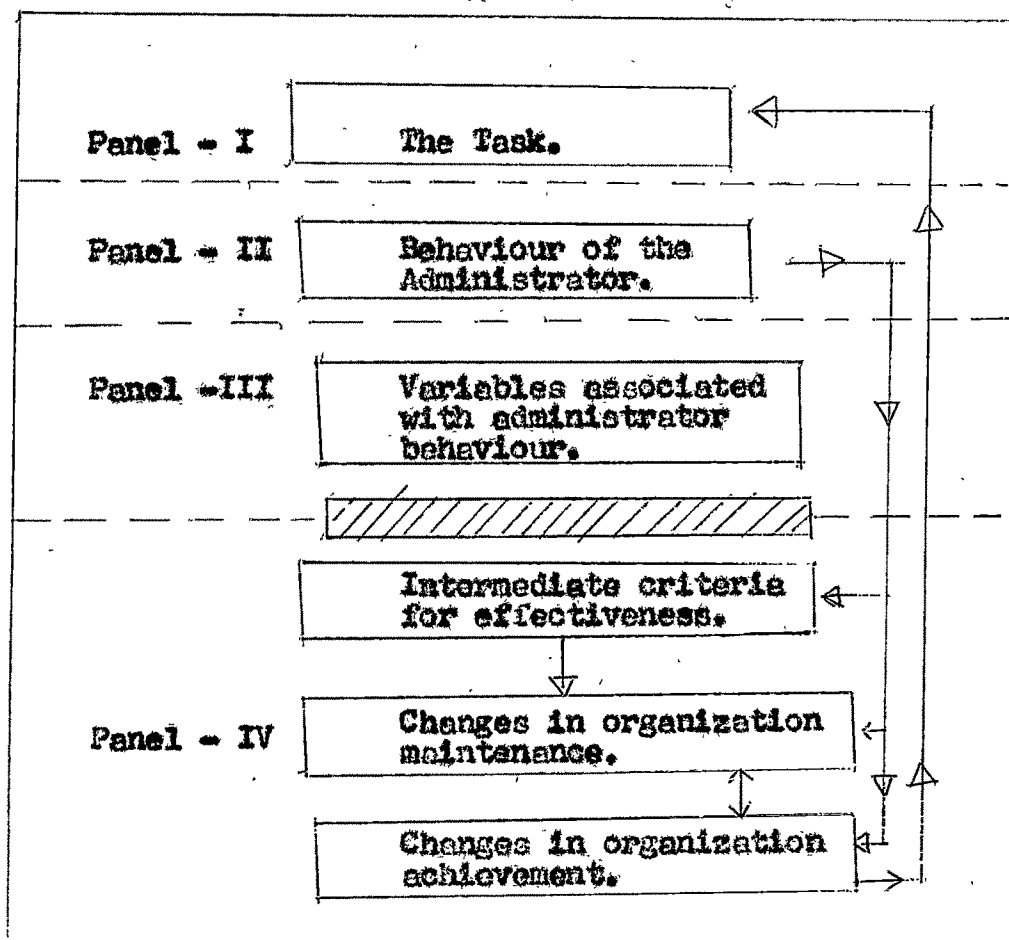
The model is based on the conception that the Public Schools have a task of producing desirable behavioural outcomes in the students, and in order to bring about these desirable

outcomes, the group members or the teachers continuously engage themselves in problem solving behaviours. The Administrator, or the school principal as the formally designated leader of the organization has a key role in this problem solving behaviour. By perceiving the task situation in the organization, taking decisions and providing leadership to his immediate group members, (teachers), the school principal indicates his behaviour as the leader of the organization

The way in which the principal perceives the task, determines his attitude and approach in tackling the problem. In other words, the task defines the purpose of the organization. Certain variables like his age, intelligence, academic training and experience as a teacher or as a school administrator (Panel III), which are associated with his behaviour as administrator affect him as group leader. These variables are measurable.

In the present investigation, the secondary school principals' age, experience and academic qualifications have been measured to see to what extent they had contributed to the effectiveness of his administrative behaviour.

Group-characteristics expressed through school climate and teacher morale are the intra-organization variables. They influence and are influenced by the administrator behaviour of the school principal as a group leader.

Besides the individual characteristics of the adminis-
trator and the group characteristics of the teachers
referred to above, extra-organizational variables included
under community pressures, financial constraints, population
increases, social demands, traditional moves also affect the
administrator behaviour of school principal as a decision
maker, and a group leader in his effort to achieve improve-
ments in the school system.

The present study focusses attention on the adminis-
trator behaviour of secondary school principals in Tamilnadu
area in their administrative role as leaders to the group
of teachers with whom they work. As group leaders, they take
decisions to solve problems, which might influence the group
behaviour manifesting in teacher-morale and climate of the
school. The administrator behaviour is measured through the
perceptions or ratings of the teachers. Some related
variables of administrator behaviour like the school
principal's age, experience and academic qualifications are
also measured. The objective of the study is to establish
criteria of administrative effectiveness of secondary school
principals in terms of school achievement as indicated in
improved teaching-learning programmes and progressiveness of
school and group maintenance marked by high teacher morale,
and congenial school climate.

initiation of structure-in-interaction as part of the
process of solving a mutual problem. Lipham (1964) has gone
a step further and defined leadership as "the initiation
of a new structure or a procedure for accomplishing an
organisation's goals and objectives or for changing an
organization's goals and objectives.

These two definitions envisage for leadership not only
structuring for stability but changing the organization goals.

All the above mentioned definitions spot-light on
leadership as a process, rather than the individual engaged
in the process. This aspect is emphasised by Halpin (1966)
who terms "leader" as "an outstanding member of a class".
Because of his various responsibilities in the school, the
school principal is an outstanding member or the leader.
Fiedler's (1967) definition of leader, which is considered
to be more inclusive and clearer runs as "the individual
in the group given the task of directing and co-ordinating
task relevant group activities or who in the absence of a
designated leader carries the primary responsibility for
performing these functions in the group."

The school principal's leadership activities therefore
comprise of task-accomplishment on the one hand (e.g.
initiating action, keeping members attention on the goal,
clarifying the issue, developing a procedural plan evaluating

the quality of work done, and making expert information available) and group maintenance on the other (e.g. keeping interpersonal relations pleasant, arbitrating disputes, providing encouragement, giving the minority a change to chance be heard, stimulating self direction and increasing the interdependance among members. The school principal is responsible to both the dimensions of leadership activities, as he is changed with the tasks of directing and co-ordinating the group activities necessary to achieve or change goals" (Fiedler).

Regarding the "change of goals" a word of caution is sounded. As Owen (1970) pointed out the school principal is more concerned with maintaining the organization, with keeping its inter-related parts functioning smoothly and with monitoring the orderly processes that have been established to get things accomplished. He is a stabilizing force in the school. Leadership acts of initiating change are not frequently undertaken by him. Thus the emphasis is more on maintenance, though initiating change when needed is implied in his role as leader in the school system.

Originally investigators of leadership studies thought that certain traits in an individual contribute to his leadership potential. But soon the idea that an individual's ability to handle groups is the most important single factor

determining his leadership became established, though it is
conceded that leader's personality also contributes to his
effectiveness. As a result, there are at present three
approaches to the theory of leaders and leadership.
They are:-

(1)   behaviour of the leader as he interacts with his
        followers,

(2)   attention focussed on the functions of leadership—
        the things with which he is concerned,

(3)   Fiedler's contingency theory of leadership
        effectiveness——the situational variable in
        relation to some particular leader characteristic,
        style or orientation.

1.3.6 Functions of leadership relating to school principals.

The school principal has certain important functions
to perform. He has to (1) behave in a leader-like manner
towards his referent group, (2) he has to develop others for
leadership and (3) perform goal achievement and group-
maintenance activities.

Since the school principal derives authority from
his legal position as the head in the school system, he can
carry out the leadership function of goal achievement in
any case; though superior leadership requires high competence
in group maintenance activity also. Schematically, the
administrator's sources of authority are depicted in Fig.(1-6).

The administrator

has

↓

achieving force

which is derived from

| Role-dimension (nomothetic) delegated status and authority. | | Person dimension (ideographic) achieved prestige and authority |

which enables him to influence

the

↓

| Behaviour of subordinates |

↓

| toward goals of school |
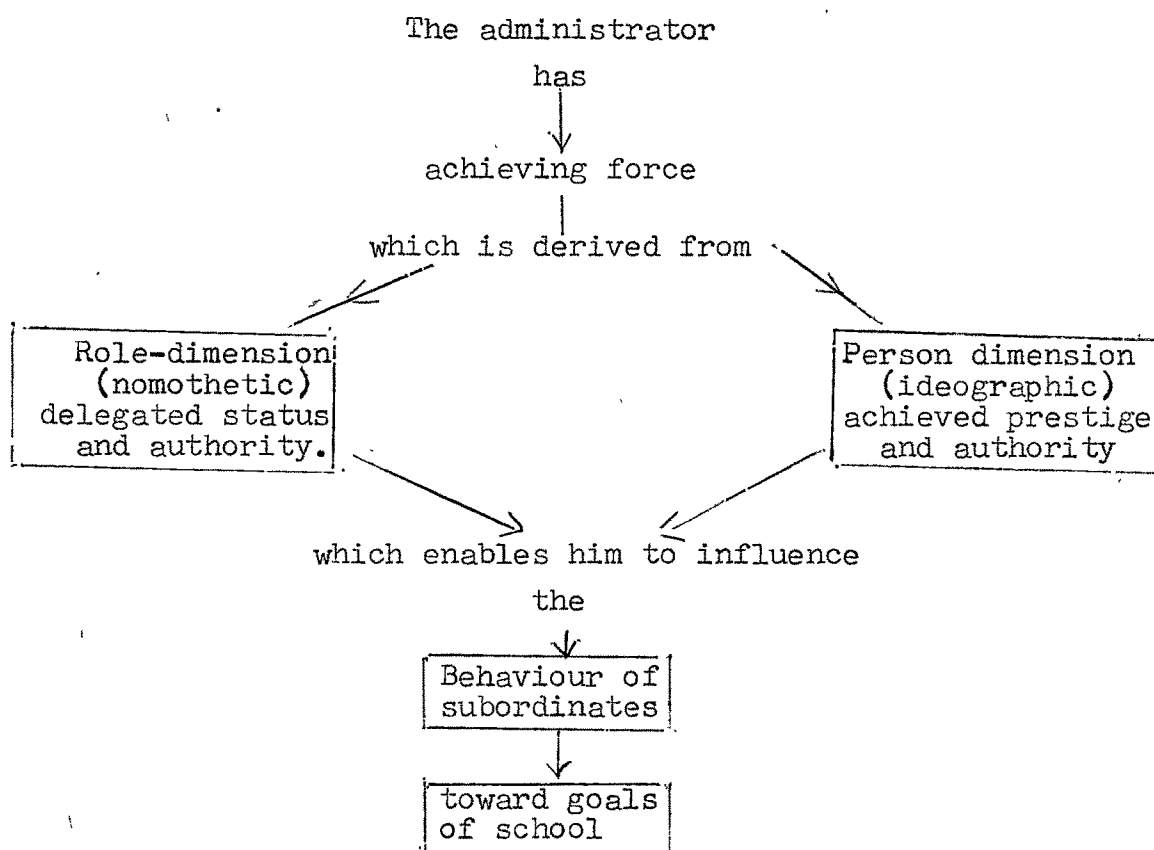
Fig. 1-6: Role and person dimension of
           Authority.

Source : Adapted from Sergiovanni and Carter's
           "The New School Executive".

I·3·7: <u>Dimensions of Leader behaviour</u>:

As in the case of leader's group activities which
are divided into two major dimensions, namely goal achievement
and group maintenance, so with regard to the leader behaviour.
The two dimensions of leader behaviour relate to the task

achievement or getting the job done and concern for the
people. In directing the teacher activities the school
principal should keep constantly in mind the twin responsi-
bilities of maintaining the group cohesion among teachers and
achievement of teaching-learning goals of the school.

In his attempts to quantify leader behaviour,
Hamphill (1958) identified fifteen group dimensions and
studied leadership in relation to these dimensions. They
are: (1) Vicidity, (2) homogeniety, (3) Flexibility,
(4) Permeability, (5) Polarisation, (6) Stability,
(7) Intimacy, (8) Autonomy, (9) Control, (10) Position,
(11) Potency, (12) Hedonic tone, (13) Participation and
(14) Dependence. Later he developed an instrument to
measure leader behaviour in conjunction with Coons at the
Ohio State University. It is called the Leader Behaviour
Description Questionnaire (LBDQ). Halpin and Winer (1959)
working from the original LBDQ identified the two major
dimensions tested by this instrument as "initiatiŋstructure"
and "consideration". Later versions of LBDQ, notably by
Stogdill (1963), (LBDQ-form. 12) and Brown (1967) also
yielded the same two dimensions identified by Halpin. There
is thus an acceptance that Halpin's dimensions are representa-
tive of the various other categorisations and found to be
useful concepts for a concise treatment of leader behaviour.
Sergiovanni and Carter (1975) observed that probably they

(the two dimensions) are the most widely known among educational administrators.

A description of the two dimensions of Leader Behaviour, viz., Initiating Structure and consideration tapped by the LBDQ, are given below:-

1.3.8 Initiating Structure Behaviour.

It refers to leader's behaviour in delineating the relationship between himself and members of work-group and in endeavouring to establish well defined patterns of organization, channels of communication and methods of procedure.

1.3.9 Consideration Behaviour.

It refers to behaviour indicative of friendship, mutual trust, respect and warmth, in the relationship between the leader and members of his staff.

Respondents rate their leaders' behaviour on a five point scale. Always, Often, Occasionally, Seldom and Never. Scores are obtained on the two dimensions by summing across items and respondents and dividing by the number of respondents (teachers).

The two dimensions of Leader Behaviour are not arranged on a continuum. They are two separate dimensions. As such

they are plotted on a horizontal and vertical axis, which
intersect the mean points to create four quadrants.   A
leader's scores would place him in one of the four quadrants,   ·
e.g., if he is below the mean on consideration and above the
mean initiating structure, he would be in a different
quarter of the figure, than if he were above the mean on
both the dimensions.   The dual dimensionality of behaviour   ·
is exhibited in Fig. (1-7) below:
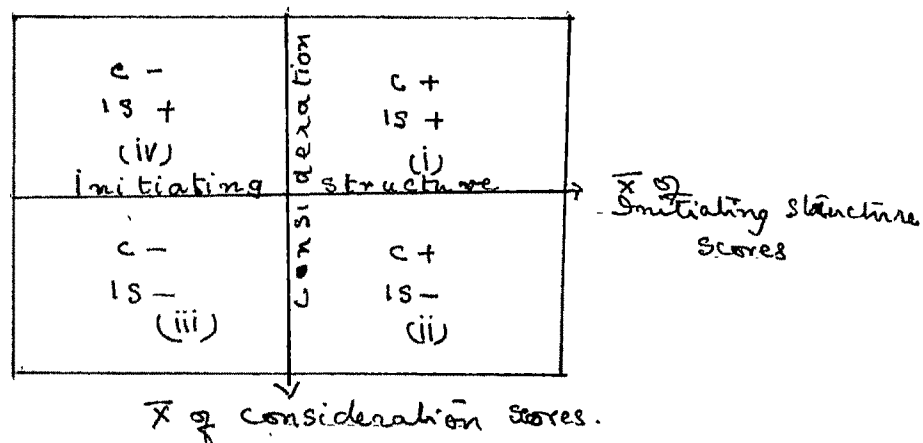
Fig. 1-7:   Quadrant display of the two
dimensions of leader behaviour
measured by the LBDQ .

1.3.10   Leadership Styles.

Early researches (Ralph White and Ronald Lippit, 1960)
revealed that there are three leadership styles.   They are:

(1) Autocratic, (2) Democratic, (3) Laissez-faire.

The autocratic style of leadership is characterised by the authoritatrian attitude of the leader. The leader dictates to his members, assigns tasks without consulting them and in general acts in a high and mighty manner. He expects conformity from subordinates.

The democratic style of leadership involves consultation with group and decision making after consultations with members. There is two way communication. Leaders do not dominate but seek co-operation.

The Laissez-faire style of leadership is characterised by minimum direction by the leader. Here leader is not an active participant in the decision making. Members of the group enjoy complete freedom and make their own decisions without the participation or direction of the leader. Only occasionally and that too when asked for, the leader participates in decision making.

There are two more leadership styles in addition to the first three, viz., bureaucratic and charismatic as suggested by Hubert Bonner (1959).

Owen (1970) says that an administrator is rather a bureaucratic leader combining in his style the autocratic, democratic and laissez-faire qualities and how well he integrates, blends balances, and adjusts the components of

his style in harmony with the situation, the group and his personal being will largely determine his impact as a leader in the school.

Keeping in view the two dimensional description of leadership behaviour Blake and Mouton (1964) have identified five dominant leadership styles. They are:

(1)   Impoverished:- Exertion of minimum effort to get required work done is appropriate to sustain organisation membership.

(2)   Country Club:- Thoughtful attention to needs of people for satisfying relationships leads to a comfortable friendly organization atmosphere and work tempo.

(3)   Task:- Efficiency in operations results from arranging conditions of work in such a way that human elements interfere to a minimum degree.

(4)   Team:- Work accomplishment is from committed people; inter-dependence through a common stake in organization purpose leads to relationships of trust and respect.

(5)   Middle of the road:- Adequate organization is possible through balancing the necessity to get out work while maintaining morale of people at a satisfactory level.

These five styles are the most popular ones from among a wide variety of possible combinations which the authors call the "managerial grid". However, the contingency aspect of leadership success has been well brought out by Reddin (1970) in adding the effectiveness dimension to the two well-known dimensions of task orientation and personal relationships. Like Fiedler, Reddin also emphasises the point that "a variety of styles may be effective or ineffective depending on the situation". In his opinion, the most decisive factors in the effectiveness of a leader are, his situational sensibility and his style flexibility. The sensitivity to the demands of the situation will make the leader aware of what is wanted. His flexibility of style will allow him to adjust to the situation as required.

The three important situational variables that affect the leadership style are the leader-member relationship, the leader's power position and the degree of concreteness of the task to be performed (i.e. the task structure). The following tabular scheme gives a clue to the type of leadership style an administrator might choose to adopt under different situations.

	Task-orientation is required when....	Relationship orientation is required when..
Leader member Relations.	The leader is given 1) followers who are quite different from him in a number of ways. 2) Followers who are notorious for their conflict.	The leader is given 1) followers who are very similar to him in attitude, opinion, technical knowledge, race... 2) followers who are generally getting along well with their superiors.
Power position of the leader.	The leader is given 1) High rank and corresponding recognition. 2) Followers who are two or three ranks below 3) Followers who are depen-dant upon their leader for guidance and instruction. 4) Final authority in making all decisions for the group. 5) All information about organisational plans, thus making him an expert in his group.	The leader is given 1) Little rank (office) or official recognition. 2) Followers who are equal to him in rank. 3) Followers who are expert in their field and are independent of the leader. 4) No authority in making decisions for the group. 5) No more information about organisational plans than his followers get, placing him on an "Equal footing" with them.
Task structure.	The leader is given 1) A structured task which has specific instructions on what he and his followers should do	The leader is given 1) An unstructured task which has no prescribed operation procedure.

From the above exposition of leadership style that might be adopted contingent on the situational factors, it appears that a school principal may have to choose the relationship-oriented leadership behaviour, or the participative style as the degree of power and the information regarding the task to be performed are more or less the same to both the principal and his staff. A purely task-oriented style or a purely relations oriented style may not contribute to the effectiveness of a school administrator's leadership style.

In the present investigation, the two dimensions of the administrator behaviour, viz., initiating structure and consideration are measuredl by the components - communication and organisation; and representation and Integration of the Administrator Behaviour Description Scale.

1.3.11 Components of Administrator Behaviour Description Scale:

The measuring instrument Administrator Behaviour Description Scale used in this investigation was originally devised by the Ohio State University and adapted by the Educational Administration Department of the M.S. University, Baroda for measurement of administrator behaviour of school principals in India. It consists of 22 Likert type items

of which 10 are assigned to the four components of

Communication, Representation, Organisation and Integration.

Items, 5, 9 and 20 refer to Communication.

Items, 2, 10 and 14 refer to Representation.

Items, 3 and 11 refer to Organisation.

Items, 4 and 12 refer to Integration.

(The product of the 22 items in the scale
describes the administrator behaviour of school
principals in the global sense).

The four components are elaborated in the following

paragraphs.

1.3.11.1 Communication:

This refers to the three way process of communication

in the school. The administrator is concerned with facili-

tating the free flow of information up, down and laterally

within the school. Communications flow should be free from

the superior officers like the Director of school Education

or the District Educational Officer down to the secondary

school principal; from the principal to the teachers and the

teachers amongst themselves and other office staff in the

school in the horizontal way. The channel of communication

should go up from junior teachers to senior teachers, from

senior teachers to the assistant principal and to the

Principal. The junior teachers might have suggestions to

make or plans to implement or solutions to offer to problems facing the school. They must be encouraged to present their ideas without any inhibition of being summarily rejected by principal or scoffed at by the senior teachers. When upward flow of communication is not checked, feed-back flows freely. It results in satisfaction and professional bearing of the teachers however lowley one might be placed in the school hierarchy.

While initiating structure in interaction the administrator is expected to "establish well-defined patterns of organization, channels of communication and methods of procedure" (Halpin, 1966, p. 39). Communication channels have to be planned and free communication ensured. In addition, the leader (Principal) must decide what kinds of information about the organization (school) (and its personnel) should be transmitted to the membership and when and how this information should be transmitted. (Halpin, p. 37). The following Chart describes the processing of a problem at different levels and discussion and decision making at each level.

As Fig. 1-8 indicates, the democratic process of communication, consultation, co-operative decision making must be allowed to prevail, so as to encourage the development of an emotionally free, non-threatening atmosphere in

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┌─────────────────────────────────────┐
│  Problem: Constraints, resources,   │▷──────────┐
│  talents, needs, beliefs,pressures. │          │
└─────────────────────────────────────┘          ▼
              │
              ▼
      ┌─────────────────────────┐
      │  Analysis of Problems   │▷─────────────┐
      └─────────────────────────┘             │
              │                                ▼
              ▼
┌─────────────────────────────────┐
│  Defining and ordering new and  │▷──────────┐
│  existing goals.                │          │
└─────────────────────────────────┘          ▼
              │
              ▼
┌─────────────────────────────────┐
│  Developing, evaluating guidelines│▷────────┐
│  for action.                    │          │
└─────────────────────────────────┘          ▼
              │
              ▼
    ┌─────────────────────────┐
──▶ │  Tentative Decisions    │
    └─────────────────────────┘
              ▲
      ┌─────────────────────────┐
      │  Sample solutions       │
      └─────────────────────────┘
              │
┌─────────────────────────────────────┐
◀─│  Free discussion and decision making │◀────┘
└─────────────────────────────────────┘
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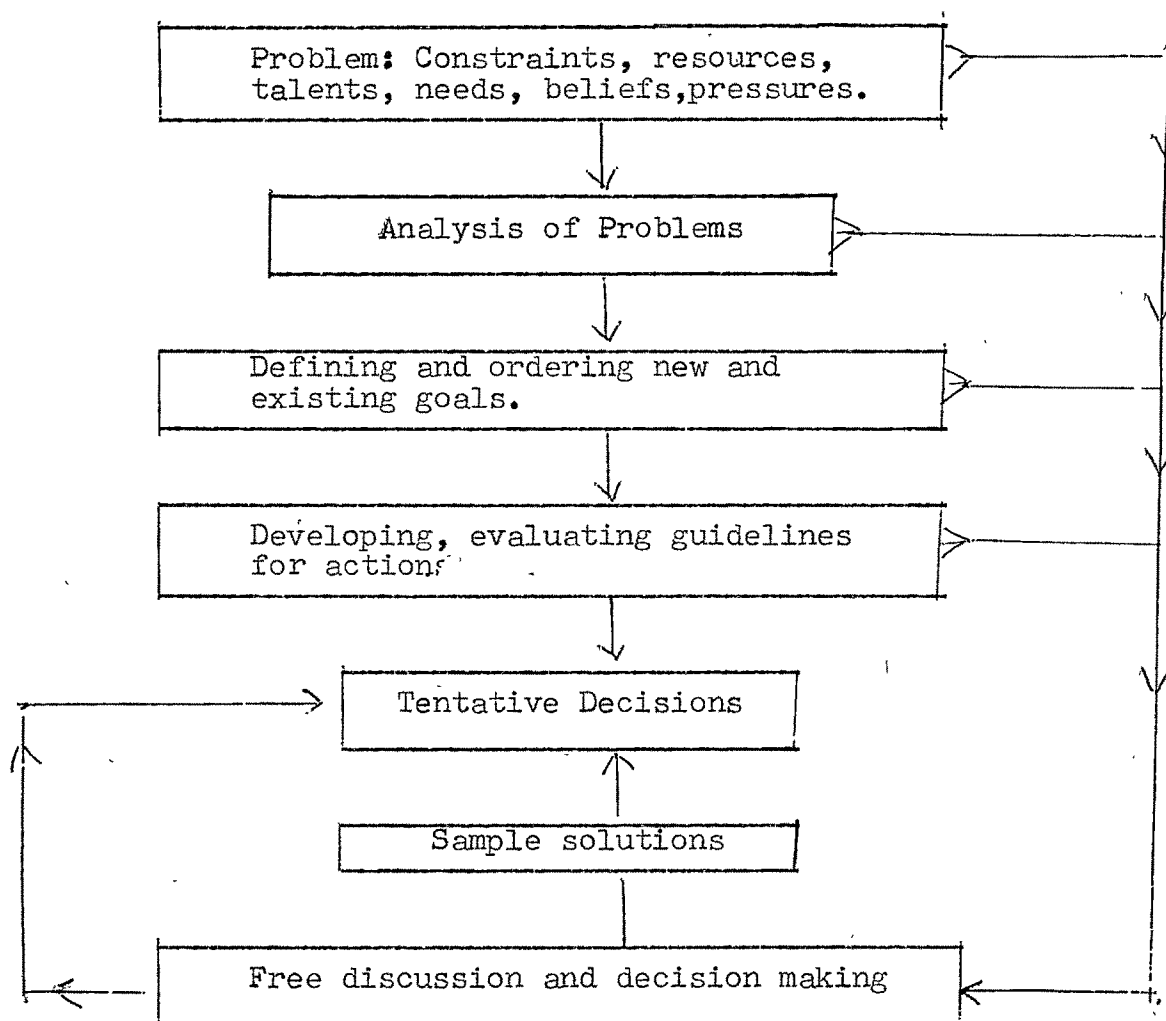
.Fig. 1-8 : Communication Flow

the schools. Such an atmosphere will allow the free flow of
information reducing the threat of power struggles and inter-
personal conflicts. A reference to the free upward flow
of ideas had been made by the Indian Education Commission
(1964-66) page 337-338, with regard to University adminis-
tration. School organisations are much the same as the

university bodies. The upward flow of communication is
equally crucial to the health of school administration also.

Halpin (1967, p. 277) has observed "we gain in stature
as human-beings in becoming sensitive to what we do indeed
communicate". Owen. (1970) pointed out that the principal
who is seen as effective by his teachers "will tend to
emphasize frequent and full communication and devote careful
attention to his relationship to others in the organization.
Such a principal will probably be sociable, relaxed, sensitive,
confident and will have considerable verbal fluency".

This component refers to the structuring behaviour
of the school principal.

In India, we have to go a long way before establishing
a good communication system between teachers and school
-principals to enable the free flow of ideas both in vertical
and horizontal directions.

1.3.11.2 Representation:

Lane et al (1967 p. 284) suggest that representation
in administration implies participation of subordinates in
decision making. Though principals and managements in general
are not enthusiastic about giving a voice to the teachers in
administrative decisions, there are several areas where
their participation renders benefit to the school organization.

Teacher for example often have a better idea about the proper size of budget allotment for library or laboratory equipment than the principals who may not be in daily touch with them. Another advantage is that teacher participation increases their identification with the administrative policies securing their support to their programmes. Thus representative administration, secure for the principal the willing co-operation of teachers.

Most importantly, a principal who is perceived by his staff as an effective administrator is expected to espouse the cause of his staff members and support them before the superiors, parents and students. The component of representation embodies in it, genuine consideration of the school principal to keep his staff members satisfied and maintain them as a close knit organization.

1.3.4.3 Organization:

- A formal organization like a school needs to be run in an orderly way for which the definition of roles and selection of role incumbents is necessary. The principal in order to have control over the administration of the school, plans and allots the subjects to be taught to the teachers based on their qualifications and experience, sends communications, makes decisions, stimulates activity to gain commitment to goals. He is also required to make a thorough

study of the teachers and determine the factors that motivate some to extraordinary performance and some to just to continue the job without dissatisfaction. These factors concerning satisfaction Herzberg (1959) labels as satisfiers and dissatisfiers.

Satisfiers are directly related to the intrinsic matters derived from the work itself; and dissatisfiers are directly related to extrinsic matters derived from the conditions of work. Since satisfiers relate to the conditions of work and not work itself, they have little motivational potential to most people. Satisfiers are related to work and therefore are motivators though factors that cause dissatisfaction should be eliminated to provide room for motivation. The following diagram speaks about the satisfiers and dissatisfiers from which Herzberg developed his motivation-hygiene theory.

Fig. 1.9: Factors contributing to job-satisfaction and job-dissatisfaction:

Satisfiers	Dissatisfiers	
Achievement Recognition work itself Responsibility, Advancement	Salary Responsibility of growth Interpersonal relations, Status	Supervision Policy and Administration, Working conditions, Job security

Motivation	Hygiene
Satisfiers lead to increased performance, as they focus on the school's growth-approach needs. Motivational potential is high for most people.	Dissatisfiers lead to decreased performance. Motivational potential is low for most people but hygienic potential (avoiding dissatisfaction-discontent) is high.

Explain

In organising activities and allotment of responsibilities, the school principal should keep in mind the psychological factors that underlie the motivation and hygiene seekers and act in a manner that achieve the best possible results for school improvement. The hygiene seekers probably need more supervision and should be given assignments which render them relatively less harmful to youngsters. In the case of motivation seekers, since they are interested in accomplishment, confidence, pride and recognition, they should be entrusted with challenging work, supervision should be permissive and praise and rewards should be given. They can also be detailed for supervising others below their rank.

In providing efficient instruction in the schools and producing worth-while future citizens the school executive may try to adopt coersive measures to enlist involvement of teachers in goal achievement tasks. But as Etzioni (1961) points out coersive measure tend to elienate the staff and the risk of loss of morale and discontent among staff should be borne in mind by the principal. Therefore, it is preferable for the principal to adopt ways that ensure the compliance of the staff to the approved policies of the school.

In providing structure to task accomplishment this component refers to the initiating structure behaviour of the school principal.

A good organization also requires the principal's recognition that informal groups exist in the school and the functioning of these groups as informal organizations within the formal school system is essential to the functioning and administration of the school. Informal groups exercise considerable power within the formal school organization. Iannacone (1964) points out that informal primary groups are linked together in two chief ways; (1) when a teacher is a member of two primary groups, the linkage between the groups through him is referred to as articulation (Fig.1-9) below and (2) when two teachers each of whom a member of different primary group regularly interact, they, provide a linkage between their two primary groups that is called a bridge. Dealing with teachers in these categories allows the principal to extend his influence more widely through the primary groups of the informal organization.
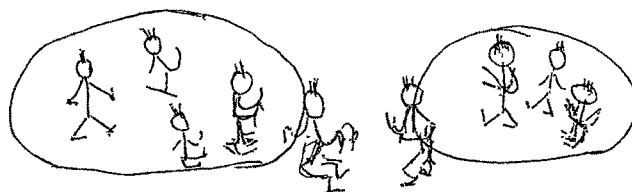

Fig. 1-8 : Linkage between two primary Groups.

In India, informal organizations in school system are not allowed to grow in the desired direction. Mathur (1975) expresses the view that the relationship between the staff

and the head, the head and the management, between the staff, and staff and students, have not emerged properly. Most of the dealings in the school situation are authoritarian in nature. It is the relationship of a superior to an inferior. The teachers are not permitted to have informal groupings. Principal's efforts are directed against teachers grouping themselves into informal organizations. In Tamilnadu in most of the schools, where the principal is authoritarian in his style of functioning, informal teacher groups in school organizations are frowned at. Perhaps this is on account of the fear that if informal organizations are allowed the teachers gain more power to oppose the principal.

Our educational administration needs to be democratized and brought in line with other countries where democratic principles are implemented in educational administration. Researches in these countries indicated that the close co-operation between school executives and teachers led to superior organizations. "Flat" organizations, rather than "pyramidal" type were found to be superior. In flat organizations, the relationships are not authoritarian. In the Tamil Nadu State-School system efforts should be made to evolve out organizations, where the educational officers, principals of schools and teachers have close relationship based on mutual consideration and understanding. This could

be done by means of suitable training programmes.

Organization underlines the structuring behaviour of
the school principal. Items 3 and 11 in the ABDS measure
the component of organization in the administrator behaviour
of the principal.

1.3.II.4 Integration:

A school administrator is obliged to make sure that
the right type of persons are placed in the right positions,
so as to obtain maximum results in the teaching-learning
processes and at the same time secure integration among the
teachers. Some by temperament are extroverts and if they
are detailed for student welfare activities, the teaching
community as well as the student body will be satisfied.
Similarly staff members who have a flair for dramatic
activities or interested in the fine arts of art, music
and dancing can be asked by the principal to take charge
of the school's extra-curricular activities. If, on the
other hand an introvert, whose main interest lies in
interpreting lessons in the classroom is given additional
charge of public relations, there is every chance that it
leads to dissatisfaction all round to the principal, parents
and teachers.

In the school system, the school principal or the
administrator acts as a middle man, connecting the Directorate
of School Education, Inspecting Officers, and Management
Committee on the one side and the teachers, students and
parents on the other side. Inter-group co-ordination is
effected through the school principal.

Integration is the process of appropriate emotional
and social relations (1) among those directly co-operating
with the goal attainment process and (2) in the system of
action viewed as a continuing entity. In meeting the
problem of integration, the school administrator has to
perform the task of holding co-operating units "in line"
and creating and maintaining "solidatiry" despite emotional
strains which normally accompany goal attainment. He has
also to develop suitable devices for the sharing of rewards
in the co-operative process. In short integration concerns
the mutual adjustment of units or sub-systems from the
point of view of their contributions to the effective
functioning of the system as a whole. It refers to the
tension management within the school system with the object
of maintaining the school's structural pattern (Lane et al
1967, p. 335). Cartwrite and Zander (1960, p. 496)
described administrator's behaviour that serve the functions
of group maintenance includes some that "keep interpersonal

relations pleasant", "arbitrates disputes", "provides
encouragement" gives the minority a change to be heard",)
"stimulates self direction" and "increases the inter-
dependance among members" (quoted by Halpin, 1966, p.38).

Hence, in the process of group maintenance, the
school principal is required to exhibit considerable under-
standing of the various requirements of the co-operating
teachers and help them derive satisfaction out of their job.
This component refers to the consideration aspect of the
principal's administrator behaviour. Items 4 and 12 of the
ABDS measure this component.

1.3.19. The Six Domains of Administrator Behaviour:

In the U.S.A. with the extending support found to the
concepts of CBTE/PBTE (Competency based teachers education/
performance based teacher education) among the educationists,
the demand for a programme to prepare school administrators
with the required competencies is also growing. The UCEA
(University Council for Educational Administration) after
much deliberation, identified the following six domains of
administrator behaviour providing a frame work for the
development of competency based programmes to prepare school
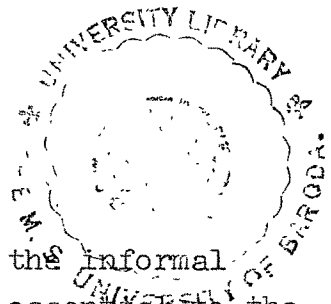administrators.

They are :

Domain 1 : Initiating and Responding to change:
Developing one's own framework for
initiating and receiving proposals for
change.

Domain 2 : Decision making

Domain 3 : Support for instruction and learning.

Domain 4 : Human relations and Morale.

Domain 5 : Evaluating school processes and products.

Domain 6 : Responding to problem situations.

Using this framework of the six domains of adminis-
trator behaviour, Warren E. Dederick (1973) prepared statements
of behaviour identifying and classifying the competencies of
the school administrator so as to work-out a course programme
for the preparation of school administrators as follows:

Domain -1: Initiating and Responding to change:
Developing one's own frame work for initiating and receiving
proposals for change.

1.   Demonstrates personal commitment to the education
of all students in the schools.

2.   Supports the individual's need for personal develop-
ment, for positive self-identification,for pride
in ethnic background and for respect of life-styles
of other cultural groups.

3.   Respects the legitimacy of concern shown by parents
and community, regarding policies and operation of
the schools.

4. Recognizes that interaction with the informal
    reognization within a school is essential to the
    functioning and administration of the school.

5. Recognizes the power of primary groups of the informal-
    organization and interacts with them accordingly.

6. Demonstrates a suitably "open mind", able to review
    new ideas and information without threat or discomfort
    and to deal with them with relative objectivity.

7. Designs strategies for initiating and managing
    proposals at an action level.

8. Monitors and supports processes and outcomes.

Domain - 2 : Decision making:

1. Recognizes when a problem exists and is able to
    identify it correctly.

2. Clarifies problems through acquisition of relevant
    information.

3. Determines what is fact, what is opinion.

4. Assigns priorities to completion of problem-
    solving tasks.

5. Seeks, identifies, and evaluates alternate solutions.

6. Understands types of decisions which can be made -
    e.g. terminal, interim, conditional and the likely
    consequences of making each type of decision.

7. Seeks more information when necessary to solve a
    problem.

8.   Understand legal, economic, socio-cultural and
      policy limitations on the d ecision making process.

9.   Distinguishes between decisions that are and ~~those~~
      those that are not one's direct responsibility in
      reference t o both superior and sub-ordinate
      personnel.

10.   Establishes procedures for decision making in which
      community representatives, faculty and students
      are active participants.

11.   Involves those persons who will implement the results
      of a decision in the making of that decision.

12.   Clarifies the commitments resulting from a decision
      to those who will carry it out and to those it
      will effect.

Domain - 3 : Support for Instruction and Learning:

1.   Distinguishes between fundamental and school instruc-
      tional problems and symptoms of instructional problems.

2.   Assures the continuing development of a curriculam
      design in each area of study.

3.   Establishes and maintains unbiased school- wide
      commitment in the   achievement of all students.

4.   Develops a student-centred programme of instruction.

5.   Shares with faculty,learning theories which are
      pertinent to classroom instruction.

6.   Executes a plan for developing understandings, in the
      community of the instructional programme in the school.

7. Develops a uniform system of evaluation of faculty performance which is clearly understood by those evaluated and those for whom evaluation reports are sent.

8. Assists teachers to gain insight into the learning styles of children.

9. Develops me-thods for helping teachers gain insights into their own teaching styles.

10. Executes a plan for examining classroom dynamics by teachers.

11. Assists teachers in encouraging divergent and convergent thinking in the class room.

12. Utilizes faculty members with unique competencies in a manner designed to achieve "multiplier effects".

13. Utilizes neighbourhood, city-wide, and state-wide resources in the execution of the instructional programme.

14. Maintains a relationship between current school programmes for students and later vocational achievement.

15. Promotes student growth in aesthetic sensitivity and in constructive use of leisure time.

Domain - 4 : Human Relations and Morale:

1. Initiates structure:
   - delineates the relationship between oneself and members of one's work group.

   - establishes well defined patterns of organisation, channels of communication and methods of procedure.

2. Demonstrate consideration through behaviour indicative of friendship, mutual trust, respect and warmth in relationship between oneself and members of one's staff.

3. Demonstrates a range of techniques to involve the faculty in the effective formation of policy decisions which the faculty will have to implement.

4. Communicates promptly to teachers information concerning problems of children in their classes.

5. Involves teachers in deliberations of guidance - counselors, parents and principal concerning children in their classes.

6. Shows support for the abilities of the staff to teach and of the children to learn.

7. Communicates to parents information concerning major changes in the school policy, curriculum or teaching practices.

Domain - 5 : Evaluating School Processes and Products:

1. Constructs and implements and evaluation design which systematically relates intensions, observations, standards and judgements.

2. Executes a evaluation plan which stimulates rather than inhibits the personal and professional growth of individuals in the school organization (students, faculty, parents and community members).

3. Relates evaluation to on going decisions and actions of the organization and its environment.

Domain - 6 : <u>Responding to Problem Situation</u>:

1. Demonstrates sensitivity to role-identification of his co-workers.

2. Acts to reduce problems resulting from role conflict and ambiguity.

3. Recognizes the varying roles of individual within a working group and thereby facilitates group process.

4. Understands the dimensions of organization climate and his role and functions in establishing or changing the climate in a school.

5. Recognizes that conflict can lead to beneficial change and therefore "manages" conflict toward positive resolution.

6. Plans and introduces range of structures, techniques and processes for effective conflict management, focussing on efforts to keep the energies of the group members, directed towards goals cosonant with those of the organization.

7. Makes use of change agents from outside the schools to create a temporary social system within the school for the express purpose of facilitating change.

8. Delegates responsibility for problems to appropriate subordinate levels when problems can be treated effectively at those levels.

Warren Dederick's research effort indicates that a programme for competency based training can be developed for benefit of school administrators to improve their performance as heads of schools. In India too, it is high time that departments of education at the university level, should think of developing programmes of training for improving the competencies of school administrators.

1.4   II. The Concept of Organizational Climate:

In the study of administrator behaviour of secondary school principals, organization of the school in which they function as leaders provides the basic setting for their activities. It provides the framework for the study of human behaviour in which several disciplines like psychology, social sciences, humanities and human engineering lend helping hand. Human behaviour is so complex that to measure or predict it with some amount of reliability, the wide canvas of interdisciplinary approach is the only appropriate background on which the landscape can be painted with distinction.

A formal organization, Talcott Parsons (1958) says is a mechanism by which goals somehow important to the society or to various sub-systems of it are implemented and to some degree defined. It has to deal with three different but inter-related fields, viz., its internal structure and

prooesses, its external relations with the environment in
which it functions and the different types of organizations
existing in the social system. These three were identified
more precisely as the technical system, the managerial system
and the community or institutional system. In an educational
organization they refer to:

(1)   The actual process of teaching (technical functions)
        and therefore selection and appointment of teachers.

(2)   The administrator who is designated as the principal
        or head-master of the school who takes decisions in
        internal affairs and external situations, besides
        mediating between the teachers and the pupils, and
        who also procures the resources necessary for carrying
        out the technical functions (that is, the financial
        resources, - -   ﹐i and physical facilities)dealing
        with managerial functions) and

(3)   The democratic or liberal institutional set up in
        which the administrator functions.

        The technical expertise, the managerial control
and the type of social organization in which they function
act and interact with each other, giving the school system
its special identity. Therefore, a study of the concept of
of the organizational climate of schools is useful in

identifying the causes responsible for the differences we notice about the schools. This in turn helps to control and direct their behaviour in a more effective way by the persons who are responsible for their administration.

Climate of an organization is described as the "feel" or the "tone" or the "atmosphere" one notices about it by observing the behaviour of the individual working in it (Owen, 1970). Another described it as the personality of the school (Halpin, 1966).

The turn organizational climate was first concep-tualised by Argyris, while he was involved in the study of organizational relationships in a bank. Since then, many studies were conducted on the subject and it becomes clear that the climate of an organization is the function of the inter-relationships between the needs of the individual person and the demands of the organization. These relation-ship can occur in several patterns. The Getzels-Guha model which describes a congruant relationship between the social needs of individuals and the organizational needs of the institution is one kind of organizational pattern. However, it is common knowledge that the needs of the individual cannot be totally congruant with the demands of the organi-zation. Hence, c onflict is inherent in any type of

organisation, because the goals of organization clash with social needs of individual participants. In order to minimize the conflicts between individuals and organizations, the administrator in the organization should.strive to promote an atmosphere of inter-personal trust, openness and law threat (Argyris, 1957). In the absence of such friendly atmosphere people hide their feelings, which give rise to simmering unrest leading to open clashes.

Etzioni (1961) points out that the presence of conflict is greater in coercive t ype of organizations (like prisons) where interpersonal relations cannot be built, while it could be low in utilitarian an d normative organizations.

In a school organization, Iannacconne (1962) pointed out that knowledge about the norms of informal organization of teachers is necessary for the principals to deal with organizational problems. Willower and Jones (1963) make a similar observation stating that the informal group norms often determine the climate of the school. It could be coercive or permissive.

In order to accurately measure the organizational climate of schools and to provide the dimensions along which these measurements can be made, researches have been conducted. The most successful and well known contributors

to the development of organizational climate of schools
are Andrew Halpin and George Stern. Halpin who wished to
map the domain of the organizational climate, to identify
its dimensions and measure them has developed the instrument
called the organizational climate description questionnaire
(OCDQ). Stern and Steinhoff (1971) developed another
instrument, working independently of Halpin, to describe
and measure organizational climate in organizations. It
is called the Organizational Climate Index (OCI).

Owen (1970) affirms that by far the most popular and
widely used technique for assessing the organization climate
of schools has been the organizational climate Description
Questionnaire (OCDQ), partly, because of the clarity with
which Halpin described his concept of organizational climate
and partly because of the relative simplicity with which
the OCDQ assessment technique can be used in the practical
school situation. Many researchers who made use of the tool
tried to relate the behaviour of the principal - if
nomothetic, to the goal dimension, and if ideographic to
the personal dimension of organizational climate of the school.
It has also been found that the way the principal operates
gives distinct climate to the school.

Researchers from the time of Halpin depended to
identify the behaviour of the administrators of schools on
the OCDQ, which in turn relied upon the perceptions of

teachers and principals for measurement of behaviour. This tendency to fix the behaviour of the administrators or principals indicates the belief that principals as leaders have a significant impact on shaping and maintaining the organizational climate of their schools, not withstanding other distractive factors like the management, Government, teacher, parent and student pressure-groups which whittle down the principal's influence. OCDQ is not a very perfect tool though it is a rough and ready tool, which provides an approximation to the behaviour of the administrator we wish to measure, since percepts used for measurement as Owen (1970) states are only selective (i.e. what the viewer wishes to see in the administrator) and do not take into consideration gestures or silent speech which is an important way of communication. Halpin (1966) mentions of the "Spray gun consideration" which for school principals can take the form of "the P.T.A. Smile and....... or by affability dispensed at faculty picnics and office parties". Outward behaviour and spoken words do not always represent authority. We communicate not through words alone, but through actions as well.

Inspite of the obvious short-comings the OCDQ is a practical instrument to measure the climate of the schools. It is a questionnaire consisting of 64 items which the

teachers and head-masters answer on a four point scale, of (1) rarely occur, (2) sometimes occurs, (3) often occurs and (4) very frequently occurs.

The OCDQ consists of eight dimensions or sub-tests four of which describe Teachers behaviour as perceived by the teachers and four relating to the principals behaviour, again as perceived by the teachers. The eight subtests are labelled and described as given below. Each of them measure different aspect of behaviour and therefore independent of each other.

1.4.1   I. Teachers Behaviour;

1. Disengagement:- It refers to the teachers tendency to be "not with it". This dimension describes the group that is"not in gear", with respect to the task at hand. In short, this sub- test focusses upon the teachers' behaviour in a task oriented situation.

2. Hindrance:- It refers to the teacher's feeling that the principal burdens them with routine duties, committee demands, and other requirements which the teachers construe as unnecessary busy-work. The teachers perceive that the principal is hindering rather than facilitating their work.

3. Espiritt:- It refers to "morale". The teachers feel that their social needs are being satisfied and that they are at the same time enjoying a sense of accomplishment in their job.

4. _Intimacy_:- This refers to the teachers' enjoyment of friendly social relations with each other. This dimension describes a social-need satisfaction which is not necessariy associated with task accomplishment.

1.4.2 II. _Principal's Behaviour_:

5. _Aloofness_:- It refers to behaviour by the principal which is characterised as formal and impersonal. He "goes by the book" and prefers to be guided by rules and policies, rather than deal with the teachers in an informal face to face situation. His behaviour in brief, is universalistic rather than particularistic; nomothetic rather than idiosyncratic. To maintain this style, he keeps himself atleast, "emotionally"- at a distance from his staff.

6. _Production emphasis_:- It refers to behaviour by the principal whichis characterised by close supervision of the staff. He is highly directive, and plays the role of a "straw boss". His communication tends to go in only one direction and he is not sensitive to feed-back from the staff.

7. _Thrust_:- This refers to behaviour by the principal which is characterised by his evident effort in trying to "move the organization". "Thrust" behaviour is marked not by close supervision, but by the principal's attempt to motivate the teachers through the example which

he personally sets. Apparently because he does not ask the teachers to give of themselves any more than he willingly gives of himself, his behaviour though starkly task-oriented is nonetheless viewed favourably by the teachers.

8. Consideration:- It refers to behaviour by the principal which is characterised by an inclination to treat the teachers "humanly" to try to do a little something extra for them in human terms.

At this juncture it is necessary to enlighten on the efforts made by the Indian researchers working on climate studies at the M.S. University, Baroda to improve the effectiveness of the original OCDQ by adding four more dimensions. This is based on the belief that the behaviour patterns or interactions of principals and teachers alone do not go to build up the school climate. Certain other factors like the interference of managing committee could make the study inadequate if proper representation is not given to these factors in the study of institutional climate; as private management schools abound in our country. The new OCDQ has twelve dimensions including the eight already found in Halpin-Croft's OCDQ.

This new 12 dimensional OCDQ was used by Kirit Gandhi, Sahasrabudhe, Mehta and Samrong Pengnu during the

years 1976-78. The following were the four dimensions
which were added:-

1) Organizational structure,

2) Communication,

3) Human relations,

4) Freedom and democratization.

(1)   <u>Organizational Structure</u>: - It refers to ranks and
order of seniority followed in assigning administrative and
academic responsibilities in the institution. The senior
teachers have higher status and say in the administrative
machinery. It refers to an in-frastructure existing within
an institution, based on seniority and rank. The head has
the highest and most important position holding most of the
decision-making powers to conduct business within the
institution. He is followed in rank by the vice-principal
and senior teachers. The juniors are supposed to carry out
the orders without raising any questions.

(2)   <u>Communication</u>:- It refers to either downward or
upward transmission. It denotes positive or negative orien-
tation. When communication channel facilitates upward
transmission of ideas, experiences etc., it improves group
maintenance and spirit; it also improves task achievement,
because teachers have participation and involvement. But

when communication tends to be merely downward the reserse situation is created.

(3) <u>Human relations</u>:- It goes beyond the "consideration" dimension of the OCDQ by Halpin and Croft. This dimension underscores the fact that all personnel regardless of the position they occupy in the organization hierarchy, must find their personal satisfactions mainly in the achievements of the group with whom they work. The leader works for and with others. Human relations bind the members of the institutions in ties like that of family relationships. The dominant spirit is one of understanding, sympathy, consideration, help, co-operation and comredship. Students, teachers and clerks are all treated humanely.

(4) <u>Democratic Decentralization and Freedom</u>:- This dimension refers to devolution of authority, division of duties and responsibility, consultation, group dynamics, group thinking and decision-making and full freedom of views and expression. Hardly anything tends to be imposed from above. Even what is decided at upper levels is placed before the staff at the staff meeting for clarification, discussion, comments and even suggestions.

The four dimensions are exhibited along with the eight while categorising the schools on the basis of climate,

1.4.3   The climate types:

After collection of data Halpin and Croft developed
sets of profiles for the sampled schools and found out which
individual school had its average score; sub-test by sub-test,
that had the highest loading on only one of the three general
factors, viz., social needs, esprit and social controls. On
the basis of the clusters, they arbitrarily identified six
school climate profiles and called them climate types.
The Six climates on the climate continuum are indicated
below:

Open	Autonomous	Controlled	Familiar	Paternal	Closed
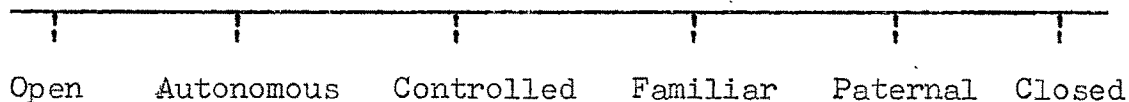
The climate typology developed by Halpin and Croft
are spoken of as a valuable contribution to the organiza-
tional climate studies since it would enable not only to
label a school's climate, but also help to evaluate a
school's effectiveness in general terms or in terms of its
particular inputs. Since these climate types are on a
continuum, the prototype profiles progress from relative
openness to relative closedness. The six climates cate-
gories can be collapsed into three major groups, viz., the
first two, i.e., open and autonomous which are relatively
open climates; controlled and familiar into the inter-mediate
climate and paternal and closed which are relatively more

closed than any climate type into closed climate. ̧

When the schools are classified on the basis of the
prototypic profiles, it is possible to identify the behaviour
of the teachers and principals as high, average or low on
each of the eight climate dimensions as given in the
Table-1.1. (page 70).

A description of the characteristics of the six
prototypic profiles as established by the research of
Halpin and Croft is given below:

1.4.3.1 The Open Climate:

Teachers in schools with open climate exhibit high
esprit and enjoy owrking [working] with their colleagues which
indicates low disengagement. They are not burdened with
other coutine [Routine] or office work. They are allowed freedom to
perform their professional duties without hindrance (low
hindrance). Teachers are not inhibited from informal
groups, (high intimacy) giving them job satisfaction and
motivation to improve themselves and give their best to
the profession. The teachers are proud to belong to their
school.

On his part, the principal sets an example by working
hard himself (High thrust). He is not a passive spectator,
if teachers exhibit slackness. He would criticise and pull

up if performance is poor, but he would show genuine considera-
tion if the teacher is in difficulty and is in need of help
(high consideration). He is capable of exercising control and
showing sympathy at different times as the situation demands.
He is mature in understanding and flexible in handling persons
and situations. He is not aloof, but he provides structure to
the organizational requirements of order and discipline by keeping
in mind the rules and regulations that gives him guidance in
maintaining control over the teachers. He does not emphasise
production, nor he supervises the activities of the teachers
closely. But the teachers work willingly. By themselves, volun-
tarily they give of their best,(Low production emphasis).
He is the captain of the ship. As the acknowledged leader,
he is in full control of the situation and gets the support
and co-operation of the teachers.

1.4.3.2 The Autonomous Climate:

In this climate typology which is close to open climate
the teachers are given freedom to interact amongst themselves in
the way they like best. This indicates that the principal
does not stand in the way of the teachers' social need satis-
faction than towards task achievement(high esprit and intimacy).
The teachers are not saddled with extra administrative paper
work nor required to obtain the principal's permission
(low hindrance) on minor and routine matters, as they are

Table 1-1: Description of Climate Dimensions

Climate	Teacher's Behaviour				Principal's Behaviour			
	Disen-gage-ment	Hind-rance	Esprit	Inti-macy	Aloof-ness	Produc-tion emphasis	Thrust	Consi-deration
Open	Low.	Low	High.	Av.	Ave.	Low.	Ave.	High.
Autonomous	Low.	Low.	High	High	High	Low	Ave.	Ave.
Controlled	Low	High	High	Low	Ave.	High	High	Low.
Familiar	High	Low.	Ave.	High	Low	Low	Ave.	High
Paternal	High	Low	Low	Low	Low	High	Ave.	High
Closed	High	High	Low	Ave.	High	High	Low.	Low.

By Courtesy: Halpin: Theory & Research in Administration, pp. 174-181.

taken care of by the standing instructions. They achieve
their goals easily and quickly (low disengagement). The
morale of the teachers is high but not as high as in open
climate. Esprit would probably be higher if greater task-
accomplishment also occurred within the organization.

The principal runs the school like a business, he
keeps himself aloof from the staff (high aloofness) and he
depends on rules and regulations to provide guidelines to
the teachers to follow. He does not supervise their perfor-
mance nor exhort them to work harder (low production
emphasis). Teachers work at their own pace. On the whole,
he is considerate to the teachers (average consideration).
He sets himself to work hard, doing most of the tasks
himself, thus he provides an example for others to work
hard though it is not a powerful attempt at thrust (average
thrust). He provides leadership to his teachers in task
accomplishment and social need satisfaction, though his
style of leadership lacks the dynamism observed in leader-
ship of the principal in open climate.

1.4.3.3. The Controlled Climate:

A prominent feature of this type of climate is the
emphasis laid on task achievement to the extent of neglecting
the social needs satisfaction of the individuals working

The teachers are constantly trying to work hard to keep up
the standards of achievement and look towards the principal
to provide them with guidelines. Their morale is high.
These aspects suggest low disengagement and high esprit
indicating more openness than closedness in the climate.
However, the teachers have to contend with loads of extra
administrative or paper work which interfers with their
task accomplishment (high hindrance), since they are
weighed down with work they do not have time to forge
friendly relations with their colleagues. They move about
performing their allotted duties in an impersonal way
building a high wall of isolationism around themselves
(low intimacy). Esprit is high which may be due to the
satisfaction they derive out of the task accomplishment.
The principal in this climate exhibits high production
emphasis by his insistance on accomplishment of tasks in
the way he wants them to be done. The rules and directions
are expected to be followed by the teachers without any
deviations. He is inflexible and even dogmatic where his
dictates are concerned. He does not invite the views of
others in any important matters, because, he genuinely
believes that he alone has the necessary capacity to take
decisions in running the administration. He has least
regard for others opinions or feelings (low consideration)

but he works hard to get the organisation moving (average thrust). Since he guides the teachers as to how a good job can be done according to his way, he is not very aloof. But he does not give opportunities for teachers to develop independance or leadership qualities, because he does not delegate responsibilities to group members.

This climate has some openness but the tendencies towards closedness are found to be steadily creeping in.

1.4.3.4 Fimiliar Climate:

An outstanding characteristic of this climate is the friendly relations existing between the teachers and the principal. The inter-personal relations between teachers are warm and friendly resulting in a high degree of social need satisfaction (high intimacy). Since the principal does not want the good relations between him and the teachers to be disturbed by directives of task-achievement, there is little effort on his part at group maintenance or goal achievement. Every one seems to be telling every other one as to how to get things done with the result that no one is happy or willing to perform work (high disengagement). The principal wants to run the school as a big family (low aloofness) and as he does not wish to pressurise anyone to put his best foot forward, (low production emphasis) he has

almost abdicated his leadership in the school. Morale among teachers (esprit) is average. Teachers enjoy some job satisfaction which is mainly the outcome of their social needs satisfaction. The principal does not like to rock the boat too much by making changes, for fear of jolting the "big, happy family" (high consideration). Tasks performed by teachers are rarely supervised or criticised. No evaluation of work done by teachers is attempted either directly or indirectly. Still, teachers attribute "thrust" to the principal - because he is a "good guy". There is an artificiality and inauthenticity about this climate.

1.4.3.5 Paternal Climate:

In this climate, the principal is seen as being ineffective in providing leadership, in controlling the teachers or satisfying their social needs. Halpin calls his behaviour as "non-genuine" and "non-motivating".

The teachers suffer from in-fights among themselves. There is no unity or good feelings between teachers. They do not work well together. The principal is unable to control the activities of the teachers resulting in chaos (high disengagement). Teachers are not directed to do additional, administrative work, attend committee meetings or write routine reports (low hindrance). Teachers do not

enjoy friendly relationships with each other (low intimacy).
Teachers have withdrawn themselves to minimum of activity,
leaving the principal to cope with matters. They are least
motivated either to achieve their best professionally or
find satisfactioniin social relationships in the school
(low esprit).

The principal in his anxiety to move the organization
set up schedules, class changes, instructions to get things
done (low aloofness). He wants to know everything that is
going on. Halpin says that the principal is so non-aloof
that he becomes "intrusive". He is emphasising all the
things that should be done (production emphasis).

He is considerate to the teachers but his considera-
tion appears as a form of seductive over solicitiousness
rather than a genuine concern for the social needs of others
and he will use this consideration behaviour to satisfy his
own social needs. He shows average thrust in his attempts
to motivate the organization, but he does not succed in
rousing the teachers, because, he as a human being does not
provide an example or an ideal which teachers can emulate.

The principal in this climate appears to be consi-
derate, but there is no genuineness in his postures and the
teachers see through the game, and do not swallow the bait.

He makes efforts to move the organization and motivate the teachers to improve performance but his superior airs without the comraderie and human touch alienate the goodwill of the teachers. They fail to be inspired by him, because he does not set an example for them.

1.4.3.6 The Closed Climate:

It presents a bleak picture of all-round dissatis-faction to the teachers-both in respect of task-achievement and social needs satisfaction. The principal's inefficiency in directing the activity of the teachers and his indiffer-ence to their welfare plunges the morale of the teachers to the lowest possible level. The principal expects teachers to take initiative but does not give them freedom to facili-tate task-achievement (high hindrance). The teachers are disengaged and do not work well together. Consequently group achievement is minimal (high disengagement). They derive some satisfaction by working on some reports and other routine duties. Exprit is low since teachers enjoy neither job satisfaction, nor social needs satisfaction. Intimacy is average, as teachers try to get some solace out of friendship, they forge among some group members. In fact, the teachers are so unhappy, that many like to leave the school, to seek employment elsewhere. Only those who are

old or on the verge of retirement, to get the benefit of pension would remain behind.

The principal behaves in a high and mighty manner with the teachers by setting rules and regulations and implementing them in an arbitrary way (high aloofness). He tells every now and then that they should work hard (high production emphasis). Even though he sets targets for the teachers to achieve, they hardly attempt to attain them, as the principal himself possesses little thrust and does not motivate the teachers by setting a good personal example. He says one thing and does something else. Teachers do not believe him and have little respect for him, because the principal has scant regard for the welfare of the teachers (low consideration). His cry "let us work harder" actually means "you work harder". He does not exhibit leadership for the group and the teachers do not treat him as genuine.

A study of the climate typology clearly indicates that organizational climate of the school is influenced by the administrator behaviour of the school principal. To what extent it is influenced or is not influenced by the behaviour of the principal is determined perhaps by other factors like managerial behaviour, pressures from superiors, teachers, parents and students that curb the freedom of the principal.

1.5. The O.C.9:

The other tool O.C.I. referred to on page no. ?
consists of six first order factors derived from the 30
basic need-press variables. In the concept of need-press
adopted by Stern (1962), "Press" refers to external
pressures and "need" to internal pressures. The six factors
of OCI are (1) Intellectual climate, (2) Achievement-
standards, (3) Practicalness, (4) Supportiveness, (5) Order-
liness and (6) Impulse control. The first five out of the
six factors are combined to describe a second order factor
called the "Developmental press". This developmental press
denotes "the capacity of the organisational environment to
support, satisfy or reward self-actualizing behaviour".

1.6 III. The Concept of Teacher Morale:

Teacher morale forms an important ingredient in the
leadership studies of school administrators, since it is
through motivating the teachers to improve their professional
competence that the goal of quality education can be achieved.
Only when teachers possess high morale they would exert-
themselves to do a good job, better job, and a better job,
best job. A teacher with high morale affects the behaviour
of the students in a positive way. A teacher who goes
through the mere motions of teaching, waiting for the school
day to be over, hardly inspires an already indifferent student

body. It is therefore, safe to asset that the morale of the teachers effect the climate of the entire school. Excellent morale of the teacher, group and administration levels results in better quality of education for children in every measurable area (Anderson, 1959). Thus the quality of educational system hinges on the morale of the teacher. The curriculum, the text-books, and the various teaching aids remain ineffective in the absence of the teaching personnel who are dedicated and happy in their profession.

Morale is closely related to administrator behaviour. Its roots lie in favourable administrator behaviour.

In the Lynton-Pareek conceptual model (1967) a close relationship is indicated between the principal's behaviour and teacher's reactions resulting in high or low morale.

(a) A favourable Training climate and morale
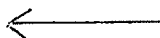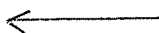Roots (Determinants) and Effects (Morale).

Principal feels perso-
nally close to teachers;
cares about participants;
accepts participants as
members of the team; is
eager to share authority
and responsibility. ⟵

Morale

High endeavour,
satisfaction,colla-
boration,Helpful-
ness,Belongingness,
Trust.

Climate ⟶
Free
Open

Teacher participants feel
friendly; areffree
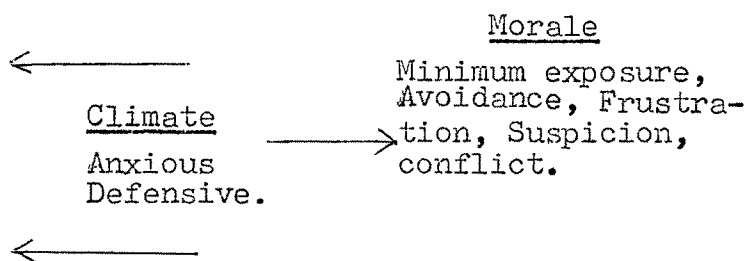to express and ⟵
explore;accepting
new ideas.

(b) An unfavourable training climate and
     morale roots (Determinants) and
     Effects (Morale).

Principal feels distant,
critical, assertive,
pursuasive.

Morale

Minimum exposure,
Avoidance, Frustra-

Climate

tion, Suspicion,
Anxious   conflict.
Teacher participants   Defensive.
feel rejected,
imposed upon,
belittled, defen-
sive, resentful.

The model points out that when the principal looks-
after the welfare of the teachers, accepts them as members
of school family, shows eagerness to share with them authority
and responsibility in administering the school, the teachers
reciprocate by accepting his leadership in supporting him,
freely expressing their views, exploring new ideas with open
mind and moving forward in unision. The openness and
togetherness of school community through thick and thin,
creates an atmosphere or climate which is conducive to high
morale. High morale results in high achievements in teaching-
learning process. Thus high or favourable morale among
teachers is productive of superior achievement in the teaching-
learning processes in Schools.

1.6.1   Origin of the Concept of Morale:

The term morale initially was used to describe the

readiness of armies to fight during wars. Later, the term
was used in industry during the Hawthorn experiments by Elton
Mayo and others to describe the feeling of satisfaction,
workers derive from belonging to a group. This feeling of
belongingness motivates the worker to put in hard work and
produce more. This is the origin for the development of the
concept of Morale.

In the school situation morale refers to the mood
and spirit of the whole teacher group, which can result in
willing and whole-hearted performance of their profession
on the part of the individual teachers. It implies that
there is close co-operation among the members of the teaching
group which facilitates the pursuit of common goals in a
collective effort.

1.6.2. What is Morale?:

Morale has been described variously. To some it is
zeal and and enthusiasm which a person brings to his work.
To some others it is the willingness of a group towards a
collective purpose. A perusal into the literature found
existing on morale reveals that it is regarded as good
personal adjustment (Getzels, et. al. 1968); ego involvement
in one's job (Porter and Lawler, 1968); (Herzberg, 1968);
a predisposition to exert extra effort (Guba, 1958); we
feeling or cohesiveness of a group (Viteles, 1953) a

collection of job related attitudes (Burns, 1951-52), an

identification with organization goals (Houser, 1938); a

feeling of general well being and psychological comfort

relative to attitudes about one's self and work environment

(Mathis, 1959). Thus morale connotes many things to many

people. The concept of morale is elusive to define. It

is multifaceted and does not remain stable over a period

of time. It differs from person to person, group to group

and institution to institution. Teachers are not usually

aware of this remarkable something (Morale) amidst them

until its loss is expressed through many social-psychological

problems encountered by them. The lows and highs of morale

as it fluctuates have to be watched and carefully handled.

Morale has to be assiduously tended and maintained, almost

week after week, month after month and year after year

(Dekhtawala, 1977) as high morale at times does not guarantee

high morale for all time to come.

As already pointed out, morale is not a uni dimen-

sional concept. It has many components each of which

measure a different area. However, a global construct of

morale can be formulated and its global score can be worked

out, as has been done in the present study.

1.6.3 Measurement of Teacher Morale:

There are at present three standardised tools for the

measurement of Teacher Morale, each of which have different sets of dimensions. They are (1) Purdue Teacher Opinionnaire by Bently and Rampel (P.T.O.) 1970. (2) The "School Survey" (SS) by Coughlen (1970) and (3) Teacher Morale. Inventory (T.M.I.) by Pramila Dekhtawala (1977).

1.6.3.1 I. <u>Purdue Teacher Opinionnaire</u>: (By Bently and Rampel, 1970).

It contains 100 items under ten components. They are: (1) Teacher Rapport with principal, (2) Satisfaction with teaching, (3) Rapport among teachers, (4) Teachers' salary, (5) Teacher work-load, (6) Curriculum issues, (7) Teacher status, (8) Community support of education, (9) Social facilities and services, (10) Community pressures.

1.5.3.2 II. <u>School Survey by Caughlan</u> (1970).

It measures the perceptions of respondents in four broad areas, viz.,

(1) <u>General Administration</u>:- It includes administrative practices, professional work-load, non-professional work-load, materials and equipment and building and facilities.

(2) <u>Educational Programme</u>:- It includes educational effectiveness, evaluation of students and specialized services.

(3) <u>Inter-personal Relations</u>:- It includes school-community, principal-teacher and colleague relations.

(4) <u>Career Fulfilment</u>:- It includes voice in educational programmes, performance and development and financial incentives.

The survey questionnaire is a 120 items self-reporting inventory.

1.6.3.3 III. <u>Teacher Morale Inventory</u> prepared by Pramila Dekhtawala.

It is a questionnaire consisting of 100 items under five components; (1) individual characteristics; (2) behavioural characteristics, (3) group spirit, (4) attitude towards the job and (5) community involvement.

Of the three morale measuring instruments, the teacher morale inventory is more appropriate as it has been developed to suit the Indian conditions. So, the present investigator selected it to gather data on teacher morale. The T.M.I's five components represent the following aspects of the teachers:

(1) <u>Individual characteristics</u>:- They refer to the mental state of the teachers like confidence, zeal, cheerfulness, hope etc.

(2) <u>Behavioural characteristics</u>:- They refer to the behaviour of the teacher regarding adjustment, efficient working, willingness, discipline etc.

(3) <u>Group spirit</u>:- It refers to the attitude of the teachers towards fellow workers, teachers and relations with others.

(4) <u>Attitude towards the Job</u>:- It refers to the teachers' attitude towards different aspects like salary, job satisfaction, work-load, environment, facilities etc.

(5) <u>Community Involvement</u>:- Refers to the extent to which the community is involved with the education system by way of supporting the system acceptable to and exerting sufficient pressures to make it come up to its expectations.

The chief purpose of measuring the morale components is to get a global picture of morale of teachers which is a complex whole of various socio-economic and psychological influences impinging on the person of the teacher. The present investigation undertook this task.

1.7 IV. <u>The Concept of Dogmatism</u>:

The mental set as represented by the belief system of the school administrator is yet another variable selected by the present study to determine its influence on the

behaviour of the principal in the Tamilnadu Secondary Schools.
The concept of Dogmatism refers to the closedness of modes
of thought and belief systems, which individuals and insti-
tutions hold about things important and unimportant having
a significant bearing on the behavioural outcomes. The
dictionary meaning of the term dogmatism is "adhering
rigidly to a tenet", Milton Rokeach (1960) who had concep-
tualized dogmatism explains it as "a closed way of thinking
which could be associated with any ideology regardless of
content, an authoritarian outlook on life, an intolerance
towards those with opposing beliefs and a sufferance of
those with similar belief". He called this mental frame as
"closed mind". Thus we can call highly dogmatic a closed
minded and low dognatic as open minded people. However,
the "open" and "closed" are not water-tight rigid mental
sets, but fluid, ranging on a continuum of belief systems.
It is only for purposes of convenience of study they are
held at two extremes.

To an individual, the belief system consists of all
the beliefs, sets, expectancies, conscious and unconscious,
he accepts at a given time as true of the world he forms
part of. Similarly, the disbelief system composing of a
series of sub-systems, rather than a single one, contains
all the disbeliefs,sets, expectancies - conscious or
unconscious, which to some extent or sometimes he rejects
as false. It is believed that beliefs are the outcome of

thought process and that belief and thought are related. Since individuals differ from one another, their thoughts and belief systems vary. If the school principal's dogmatism can be measured, it is possible to predict their behaviour, which has consequences to the organizational climate of the school, teacher morale and achievements of teaching-learning.

In conceptualizing dogmatism Rockeach and Restle (1960) suggest a basic characteristic that defines the extent to which a person's belief system is open or closed namely, the extent to which a person can perceive, evaluate, and act on relevant information received from the outside on its own intrinsic merits, unencumbered by irrelevant factors in the situation, arising from within the person or from the outside. A system is defined to be closed to the extent to which there is a "high magnitude of rejections of all disbelief systems, an isolation of beliefs, a high discrepancy in degree, of differentiation between belief and disbelief systems and a little differentiation within the disbelief system. The more closed the system, the more is the acceptance of a particular belief assumed to depend on irrelevant internal drives and/or arbitrary reinforcements from external authority".

Rockeach Milton built his dogmatism scale which included 40 Likert type of statements reflecting the

the belief and disbelief systems of individuals.

From a review of open and closed mindedness, the administration of dogmatism scale can be said to yield information about the person's level of authoritarianism and intolerance to people and ideas which he rejects.

Shelat (1973)74) gives the following break-up of the dimensions of dogmatism in her doctoral dissertation.

(1) Accentuation of differences between the belief and disbelief systems.

(2) The perception of irrelevance.

(3) The co-existance of contradiction within the belief system,

(4) Relative degrees on differentiation of the belief and disbelief systems.

(5) Beliefs regarding aloneness, isolation, and helplessness, belief regarding uncertainty of future,

(6) Beliefs about self-adequacy and inadequacy.

(7) Self-aggrandisement as a defence against self-inadequacy,

(8) Personal outlook on life,

(9) Authoritarianism,

(10) Attitude towards the past, present and future, and

(11) Knowing the future.

In the present study, the belief system of the school principal with the help of the dogmatism scale is measured to find to what extent his belief system influences his behaviour as an administrator.

The brief resume of the conceptual framework relating to the administrator behaviour of secondary school principals serves to pin-point the main arteries of the school's administrative system. The health and proper funntioning of the school system depends on a number variables of which teachers and head-masters are the most crucial. On their effective functioning based on role expectations, attitudes to authority, values, personality adjustments and need dispositions, hinges the quality of education at the school level. The school principal's blend of task orientation and need satisfaction should be of right texture, even though more of the one need not result in less of the other. Maximization of both, results in the highest level of goal achievement to the social system. The school principal's administrative leadership behaviour defines and sets the tone for the teacher behaviour and the both together to hold the key to the school climate and learning achievements of the pupils.

1.8.   Relevance of the Present Study:

The British rulers of the colonial India played a major role in the establishment of educational institutions

at all levels for the benefit of their subjects. In
order to administer the schools and colleges they had
appointed principals. In the early years of Woods Educa-
tional Despatch most of these principals. and teachers
were Englishment picked up for administrative tasks purely
on exigencies and not on account of their professional
training. In fact, the entire administrative system in
the British days was bureaucratic. So immense was their
faith in bureaucracy, that they did not hesitate to
introduce it even in such sensitive areas as Educational
Administration. Perhaps it suited an alien ruler to
run the administration of a vast country like India on
bureaucratic lines, as it ensured stability and impersonal
management, but the continuance of the practice in an
independent India cannot be justified under any exigencies
as bureaucracy is the sworn enemy of individual freedom.

Hence, after independence, with a constitution
guaranteeing democratic freedom to the people it was felt
that the administration of the country needed overhauling
especially in the educational sphere. It is also felt
that the old structures are not suitable in the new India
as bureaucratic type of educational administration is not
compatible with the democratic ideas, ideals and ideologies

to which our people are dedicated after the attainment of independence. Direct approach, contact with people, personalized services, immediacy and effectiveness in tackling problems are felt to be the need of the time.

Inspite of the awareness, that democratic administration is the crying need of the hour, the administrators in the educationl institutions continued their old style of authoritarian administration, and impersonal approach to human problems which are contrary to the expectations of the generality of people. The unprecedented expansion of educational institutions, the explosion of knowledge and the recent reorganization of education system into the 10 plus 2 plus 3 structure on a nationwide scale are challenges to India's nescient educational administration. It has necessitated modernising of its style of functioning to enable it to shoulder the numerous responsibilities effectively and efficiently.

In view of the challenges posed, the need for the development of the theory of educational administration, and models of democratic administrator behaviour increased many fold. There is also a demand for the professional preparation and training of prospective principals of schools and colleges suited to the prevailing life and cultural requirements of people.

In our country even today 30 years after independence, we still lack proper procedures of selecting, recruiting and training personnel for administrative posts in the education department. Higher administrative posts like Directors, Dy. Directors, District Educational Officers, Inspectors of Schools, Head-master and Head-mistresses are still filled on the basis of seniority, chance or recommendations and not by virtue of their training or professional preparation. Recently, candidates for the posts of D.E.Os in Tamilnadu are selected by the Public Service Commission and they are being given some short training in administrative duties. But school principals at different levels are still being promoted only on the basis of seniority. No specific training is deemed necessary for them to carry on and fulfil the numerous tasks of leadership among teachers and administration of school life.

Dr. Lulla (1978, p. 160) says that the time has now come to professionalize educational administration in our country. Education ought to attract talented persons who would assure the country of the sound educational policies and effective educational administration. He laments that the educational institutions in India are also operating within the steel frame of bureaucratic administration.

Educational administration ought to be professionalized and democratic models help us for emulation.

Before organizing training programmes for the educational administrator to develop in them professional competency, research is necessary to distinguish the various components of educational administration, define educational goals, the structure and processes of administration and the development of proper acceptable behavioural attitudes in the prospective administrators.

America pioneered several studies in the sphere of School administration at the elementary and secondary levels. Many of these studies related to the school climate, leader behaviour, teacher morale and teacher behaviour, role conflict and other related subjects.

1.8. |. Urgency in Selecting the present Study:

In India only recently we woke up to the need for research in the field of educational administration. Some of the universities in different states of India undertook a few research studies based on the organization of secondary schools. But it is at the Centre of Advanced Study in Education and the Department of Educational Administration of the M.S. University, Baroda, that the most outstanding

efforts in the research on educational administration was attempted since 1970 onwards. Research studies were conducted on organization climate, teacher morale, leader behaviour, student achievement but administrator behaviour of secondary school principals did not find place in it.

So far no attempt was made to study the administrator behaviour of school principals in Tamilnadu State. Kothai Pillai's Doctoral thesis (1973) was based on the study of school climate of secondary schools of Tamilnadu. However, it was confined to a small area of a district. Tamilnadu state has the reputation of possessing the best administered educational system in the country. Yet in recent years the quality of secondary school education showed signs of deterioration. Teachers exhibit least concern for professional improvement and are riven internal strife. Head-masters and head-mistresses are either autocratic or apathetic in handling tasks of administration. As the leader of the school, it is the behaviour of the principal that galvanises the teachers to dedicated work, improvement of instruction and introduction of progressive changes in the school system. He is the kingpin in modernizing the school organization. The investigator fully believes that the school principal needs to develop proper behavioural attitudes to perform

the tasks of administration to the satisfaction of the society. In order to find how the behaviour of the head-masters and head-mistresses is being perceived by the teachers and what effect it is having on their behaviour in the school, the present study is undertaken. Hopefully, the outcome of the study is expected to provide guidelines for recommending suitable training programmes for school administrators to enhance their professional competency in the areas of initiating and responding to change, problem situations, decision-making, human relations and morale and so on.

1.9. Statement of the Problem:

" A study of administrator Behaviour in Secondary Schools of Tamilnadu."

1.10 Definition of some Important Terms:

1.10.1 Administrator Behaviour:

Halpin (1966) defines administrator behaviour as behaviour of the officially designated administrators for formal organizations. In the present study, it refers to the be haviour of all school principals, Asst. principals and suppervisorsswho are officially designated as adminis-

trators and therefore leaders.

A distinction is made between administrator behaviour and administrative behaviour. Administrative behaviour includes in it leadership acts of any particular person who happens to be the administrator at the time, and also the leadership acts initiated by group members whereas administrator behaviour refers only to acts of any officially designated administrator of formal organizations.

1.10.2. Educational Administration:

It is a process concerned with the overall direction and support of the schools. It includes the immediate leadership of principals and the specialized skills of the other staff members - all under the general control of the Director of School Education of the State.

1.10.3 Administrative Process:

The C P E A (Co-operative Programmes in Educational Administration- U.S.A.) defined administrative process as the methodology adopted by the school principals to stimulate people to learning and purposeful activity, to provide the needed materials and information necessary to accomplish educational tasks" These functions should be guided by the

problem-solving approach and by democratic decision-making process.

1.10.4   Leadership-behaviour:

It is defined as an act that initiates a new structure in interaction with others.   It takes into account both effectiveness and efficiency measures (Barnard, 1938) both group-achievement and group maintenance functions (Cart write and Zander, 1953) both situational and personalistic determinents (Halpin, 1956), both organizational and individual constructs (Gatzels, 1958), both active and passive relation -ships (Bass, 1960); and both formal and informal context (Charters, 1964 and Iannacone, 1964) and similar dichotomous distinctions.   The emphasis of leadership behaviour is upon initiating change in goals, objectives, configurations, procedures, inputs, processes and out-puts of social systems. The focal social system may range in size from gross cultures to institutions within culture, to individuals within institutions or cultures.   Thus leadership behaviour involves social systems in action or in inter-action; it is rationally dynamic and as such complex. (The Encyclopaedia of Education Vol. I, 1971).

1.10.5 Organizational Climate:

Halpin says, it refers to a general flow of behaviour and feeling within a group. It is a relatively enduring quality of the internal environment of an organization that (a) is experienced by its members, (b) that influences their behaviour and that (c) can be described in terms of the values of particular set or characteristics (or attributes) of the organization (Argyris, 1957).

1.10.6 Teacher Morale:

The feeling of well being and psychological comfort, teachers experience about themselves and their work environment, that is their schools (Mathis, 1959).

1.10.7. Dogmatism:

Positive assertions of opinions in an authoritative or arrogant manner (Webster).

1.10.8 Goals:

They refer to general statements which define the direction of educational development, help select desirable learning activities and define scope of educational programme (Sergiovanni and Carver, 1973).

1.10.9. Objectives:

Refer to more specific statements which are a translation of goals. These are often operationally defined, stated

behaviourally and so on (Sergiovanni and Carve, 1973).

1.11. <u>Objectives of the Study</u>:

The following are the objectives of the Study:

(1) To measure the administrator behaviour of the principals or Head-masters/Head-mistresses of the secondary schools in Tamilnadu.

(2) To measure and find out the relationship among administrator behaviour, organizational climate and teacher morale.

(3) To measure and establish relationship between administrator behaviour and the achievements of supervision work in the improvement of teaching-learning in the school.

(4) To measure and establish relationship between administrator behaviour and the traditional or progressive character of schools.

(5) To measure teacher-morale and find out its relationship to traditional or progressive character of the school.

(6)   To measure the dogmatism of the principals and its
       relationship to their administrator behaviour as
       perceived by the teachers.

(7)   To measure the perceptions of teachers about their
       principals on the ABDS and find out its relationship
       with the principals' perceptions of themselves on
       the ABDS.

(8)   To measure teachers' perception of principals on ABDS
       and Teachers perception of themselves (as principals)
       on self rating scale, to find if they are related.

(9)   To identify traditional and progressive schools and
       establish relationships with the climate of the
       school, if found to exist.

(10)   To find out the relationship of administrator
       behaviour in educational institutions with the
       static variables like age,sex, experience, qualifi-
       cations and the socio-economic background.

(11)   To review the related literature in the area, possibly
       at the national and international levels.

(12)   To present valuable findings, suggestions and
       recommendations resulting from this Study.

Objectives No.	Tools used No.
1	1
2	1,3 and 4
3	1 and 7
4	1 and 6
5	4 and 6
6	5 and 1
7	1
8	1 and 2
9	6 and 3
10	1 and 8

Limitations of the Study:

The sample of the present study has been drawn from the secondary and higher secondary schools in Tamilnadu.

The investigation is limited to the behavioural aspects of the principals or head-masters/head-mistresses and supervisors in the secondary schools of Tamilnadu.

From the explanation and definition of terms itself, the scope and limitations of the study have been made explicit. The study is confined to the investigation of current

perceptions and ideal expectations of administrator behaviour, organizational climate of schools, teacher morale, dogmatism of principals, achievements of supervision work in the improvement of teaching-learning in the schools and the traditional and progressive character of schools. It is also limited to the high and higher secondary schools of Tamilnadu State. The results are also limited to the extent measured by the tools used in the study. ABDS, OCDQ and Dogmatism Scales are foreign tools but they have been widely used especially the OCDQ and Dogmatism Scale by researchers in the Indian Studies.

1.12 Assumptions:

The following assumptions were made at the outset of the study:

(1) The secondary school organization is a socio-psychological system. The investigator intends to probe into the human relationships in this organization.

(2) The behaviour of the secondary school principals require modification to suit the changing needs of the society and the goals of education.

(3) The secondary school organization as it exists in the country to-day is authoritarian and resistant to change (Like the present 10+2 structure)

(4)   Administrator behaviour influences, school climate,
        teacher morale, school's progressive character, and
        teaching-learning achievements.

(5)   Every secondary school has its own personality,
        otherwise termed as organizational climate.

(6)   Organisational climate of a school can be measured.

(7)   Teachers' morale can be measured.

(8)   Belief system (dogmatism) of principals can be
        measured.

(9)   The administrator behaviour of the principals of
        secondary schools can be measured.

(10)   Achievements of supervision work in the improvement
        of teaching-learning in the schools can be measured.

(11)   Progressiveness or traditionalism of schools can
        be identified.

1.13   Hypotheses Framed:

        The present Study made an attempt to test the
following hypotheses:

(1)   Principals' scores on the ABDS are significantly
        related to the climate of the school.

(2)   There is significant relationship between the climate
        of the school and the morale of the teachers.

(3)   Morale of the teachers and their scores on the
        "Esprit" dimension of the OCDQ are significantly
        related.

(4)   There is no significant relationship between the
        climate of the school and the traditional nature of
        or progressiveness of a school.

(5)   Secondary School principals with effective adminis-
        trator behaviour exhibit high initiating structure
        and high consideration and school principals with
        ineffective or low administrator behaviour exhibit
        low initiating structure and low consideration.

(6)   There is significant relation between the adminis-
        trator behaviour of the secondary school principal
        and management of the school in which they function.

(7)   Administrator behaviour of the secondary school
        principal as perceived by the teachers is related
        to the morale of the teachers in the school.

(8)   Administrator behaviour of the principals is signifi-
        cantly related to the achievements of supervision
        work in the improvement of teaching-learning in the
        school.

(9)   Achievements of supervision work by the principal in
        the improvement of teaching-learning work differ
        significantly in the traditional and progressive schools.

(10)   Administrator behaviour of the school principals
        significantly influences the traditional or
        progressive character of a school.

(11)   Administrator behaviour of our principals and
        their scores on dogmatism are significantly
        related.

(12)   Dogmatism of the secondary school principals is
        significantly related to the morale of the teachers.

(13)   Administrator behaviour of school principals and
        their experience in years of school administra-
        tion are closely associated.

(14)   There is no change in administrator behaviour
        due to the difference in the sex of the school
        principals.

(15)   There is no significant relationship between morale
        of teachers and their experience as measured in
        number of years of teaching.

(16)   Administrator behaviour of school principals
        differ significantly in urban and rural schools.

(17)   Teacher morale does not differ significantly in
        the schools run by different types of managements.

(18)   School character as indicated by the traditionalism
        or progressiveness of the school is significantly
        related to teacher morale.

(19). Achievements of supervision work and teacher morale are significantly related.

(20) Achievements of supervision work for the improvement of teaching learning in the schools is significantly related to the:

(1) Size of the School,
(2) Rural-urban location of the School,
(3) Sex of the School principals,
(4) Age of the School principals,
(5) Percentage of the time spent on supervision work.

(21). The perceptions of teachers about their principal (real) and the perceptions of principals about themselves (real) in regard to administrator behaviour differ significantly.

(22) There is no significant difference between the school principal's perceptions about his administrator behaviour as measured on the ABDS and his perceptions as measured on the self-Rating Scale.

1.14 Research Design:

This Study can be classified as a normative Survey indicating the existing position of the secondary schools of Tamilnadu State with reference to administrator behaviour of principals functioning in them.

1.14.1 <u>Location</u>:

The sample of the present study is taken from the secondary schools of Tamilnadu. The 14 revenue districts and the Madras city have been included.

1.14.2 <u>Population</u>:

Out of the total population of 2,635 recognised secondary schools, 150 schools were selected at random covering the 45 educational districts into which the Tamil-nadu State is divided. It covers both boys and girls schools located in the urban and rural areas. They also include the different types of managements under which the schools are run, like, government schools, private management schools, public trust schools and missionary schools.

1.14.3 <u>The Sample</u>:

The sample of the present study constitute the teachers, supervisors and principals or head-masters/head-mistresses of the secondary schools, including higher secondary schools. It also covers male/female teachers and heads of schools in rural/urban areas and Madras City proper, managed by Government, missionary, private bodies or public trusts.

Principal/Head-masters/ Head-mistresses	......	76
Teachers	......	479
Total	......	555

1.14.4 <u>Respondents</u>:

Research tools were administered to four teachers and the principal or head-master/headmistress in each school surveyed by the investigator.

1.14.5 <u>Research Tools used</u>:

Mention is already made of the Research Tools used in the study, at page .

1.14.6 <u>Statistical Techniques used</u>:

In the present study the investigator used analysis of variance, spear man's product Moment Coefficient of Correlation, Chi-square, mean, standard deviation, 't' test and 'F' ratio to arrive at the results.

With the help of the statistical techniques cited above, the data collected has been analysed and interpreted.

The research findings have been presented at the end of specific categorical forms viz., (a) Conclusions and (b) Suggestions and Recommendations.

Tools used in the study viz., the Questionnaire, climate typologies of schools and the list of schools whose responses are used in the study have been presented in the appendices. As Bibliography is an essential adjunct of

research work, it is appended at the end, duly classified
under books, journals, periodicals, reports and Encyclopaedia.

1.15   Scheme of Chapterization:

PART - A

Chapter -   I   - The Problem and the Conceptual Explora-
                    tions relating to the Problem.

Chapter -   II   - An Overview of the Growth of Education
                    Department in the Tamilnadu State.

Chapter - III   - Review of related researches and
                    Investigations in the Area.

PART - B

Chapter -   IV   - Tools of Research, Data Collection and
                    Classification.

Chapter -   V   - Analysis and Interpretation of Data.

Chapter -   VI   - Conclusions, Interpretations and
                    Recommendations.

          Appendices

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