

CHAPTER - I

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CONTEXT OF THE RESEARCH

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1.1 EDUCATION AS A SYSTEM.

1.2 CONCEPT OF MANAGEMENT.

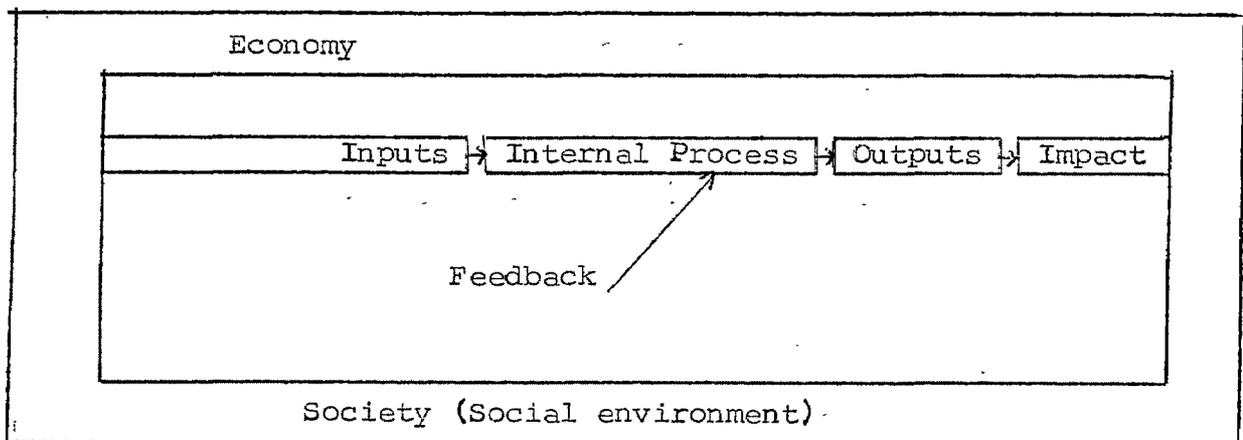
1.3 EDUCATION MANAGEMENT.

1.4 DECISION - MAKING.

1.5 ORGANIZATIONAL HEALTH.

CHAPTER : ICONTEXT OF THE RESEARCH  
=====1.1 Education as a System

A system may be defined as an integrated and interrelated set of components which is directed towards the achievement of system's objectives. All the components of the system are represented in the diagram below -



The Environment

*Fig. 1*

The whole universe is a natural system. The world is also a system within the system. Different countries - societies again are the subsystems of a bigger system. Education in turn is a subsystem in a particular society. In the context of education systems, some key concepts need to be understood by managers of the

education systems. These concepts are discussed as below :

(a) INPUTS : Inputs are the basic resources responsible for the functional aspect of a system. These are said to be presenting the system's cost and cover teaching and non-teaching staff, students, equipments and buildings and other resources.

(b) PROCESS: Process describes the modes in which the resources are combined in the system to produce its result in the direction of the fulfilment of the system's objectives. Facets of the process are structure and organization, management, curriculum, educational technology. Such resources could be combined in a variety of ways where important managerial task is to establish the process which makes the effective and efficient use of the resources available for producing the desired results.

(c) OUTPUTS: Outputs represent the immediate results of the system's activity. In education systems the main outputs are likely to be students who have attained desired objectives. This will be in terms of test scores and examination results.

(d) ENVIRONMENT: The environment depicts the broad framework within which various systems operate. For any educational institution the environment will incorporate the economic, social, cultural and political framework at local and national levels.

(e) OBJECTIVES : Objectives are the purposes which give direction to the system's activity in education. They will come mainly or primarily but not entirely from the system's environment.

(f) CONSTRAINTS : Constraints restrict or limit to a greater or less extent the system's freedom of action. They cover resource

inadequacies and limitations, cultural assumptions and expectations, legal requirements, political considerations. Constraints may be absolute and beyond the system's control or they may have to<sup>be</sup> a greater or lesser extent changeable. However before introducing any innovation in the system and before taking actions in a decision taken; these constraints should be studied by the manager in the system.

(g) IMPACT : Impact connotes the effect of the system on its environment. The impact generated by education systems is primarily through their longer term and often diffused effects on the economy and society. Thus education system follows two way traffic. It can be used to change the society and it should observe desirable changes from the society to educate the future generation for further existence of the society and for itself as well.

(h) FEEDBACK : Feedback is a process which education system gets from the society. Education system is modified through its effect on its environment.

In any system the components are interrelated and interconnected. Any of the components cannot be thought of in isolation. So important point the system manager should bear in mind is that the system is an integrated whole. All its components are so interrelated that the change in one component is likely to bring change in others. Endogenous inputs process and outputs are closely interrelated, for example, a change in teaching technique (process) will need different kinds of inputs (specially trained teachers, new instructional materials) and is

likely to change the patterns of output, for example, in changed students performance in academic subjects and in changed student's motivation and behaviours. Exogenously the socio-economic environment interact mutually with the education system by (1) determining the availability of resources and the political and social factors which constraint the system and in part provide its objectives, (2) and, in turn being influenced by education system through the kinds of individual it produces.

Two more managerial key concepts which need further elucidation are effectiveness and efficiency. An activity is said to be effective if it achieves its goals, targets or objectives. It involves the art of doing the right by the right kinds of persons. In system's term an educational programme is effective if the outputs and specially the impact of the system match the system goal, and the activity is said to be efficient if it produces outcomes at lowest possible cost or conversely if it achieves a maximum possible output from available resources. Here it is a matter of the art of doing the things right. In system's term efficiency can be expressed as ratio, output : input (internal efficiency) or impact is to: input (external efficiency).

The education system manager should balance on both the counts. It is possible to be efficient without being effective. As for example if a teacher teaches extremely well and achieves good examination results but subject that he is teaching does not meet the needs of the students, and secondly it is possible

to be effective without being efficient. As for example if a teacher achieves good examination results in a relevant subjects but does so only at great cost. For example two other subjects in the curriculum considering the terms used above good manager should master the art of doing the right things right.

While discussing the effectiveness and efficiency it is also important to distinguish between indogenous and exogenous circumstances or conditions as for example, internal and external efficiency as given above. It is most common for education system to measure the performance in terms of internal process to the system itself. Thus, efforts should be made to measure learning through test and examination results. If such results are good, internal efficiency will be high. If resources are utilised economically in the achievement of these goals and so will internal effectiveness if the immediate objectives of the programme can be evaluated. Ultimately an educational system must justify itself in terms internal to itself through some measures of its impact of the surrounding society. Such measures are difficult but not impossible to obtain and might relate the employment experience of liver or their social integration. However an open system can only judge its performance in terms of relation to its environment and educational institution being an open system, must be consitantly aware of its effectiveness and efficiency in terms of the expectations of the society.

### 1.2 Concept of Management

In order to achieve some objectives which can't be achieved by individual efforts, organizations are formed. Within the

organizations different members perform different duties to make their own contributions towards the achievement of the objectives. Management of organizations covers set of process alongwith activities to achieve organizational targets through the proper utilisation of resources available at optimum level. Management includes entire process of planning, policy making, co-ordination of activities, maintaining morale and discipline so as to achieve best possible results. Functions of management can be bifurcated into administrative and operative management. Administrative management or administration is chiefly related to decision-making or policy decisions, changing the decisions whenever required within the broad outline of organization objective, preparing plans and fixing standards of performance and varifying real performance of work with reference to the predetermined standards. Operative management is related to effective and efficient utilisation of resources to achieve the objectives of the system. Massie (1976) has given following seven functions to describe the job of management:

1. Decision making - the process by which a course of action is consciously chosen from available alternatives for the purpose of achieving a desired result.
2. Organising - the process by which the structure and allocation of jobs is determined.
3. Staffing - the process by which managers select, train, promote and retire subordinates.
4. Planning - the process by which a manager anticipates the further and discovers alternative course of action open to him.

5. Controlling - the process that measures current performance and guides it toward some predetermined goal.

6. Communicating - the process by which ideas are transmitted to other for the purpose of effecting a desired result.

7. Directing - the process by which actual performance of subordinates is guided toward common goals.

All the components of management are illustrated in the diagram below:

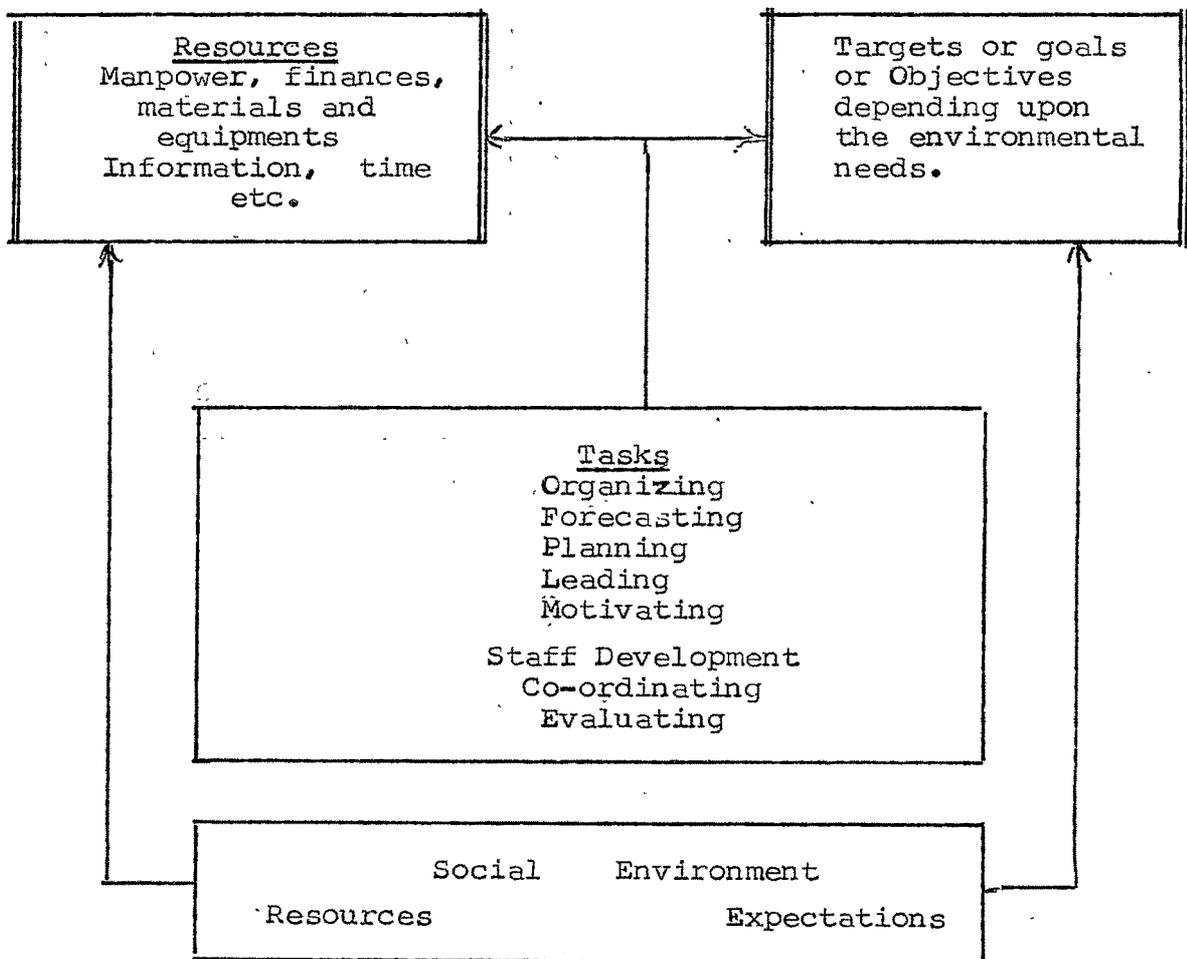


Fig. 2

### 1.3 Education Management

Just like factories educational institutions also possess the basic characteristics of division of labour. Goals or targets are desired future outputs towards which the behaviour of the member of any education system is directed in a desired manner. Goals or targets or objectives are the main achieving ends that every members of a system will try to attain with collaborative efforts. Clearly in the case of education system there is lot of disharmony regarding the goals which these education systems should endeavour to achieve. Here one of the major management activities are related to process of clarifying and selecting systems objectives in relation with the environmental needs. These goals ultimately depend for their origin and their justification upon educational and managerial values held by members of the system. It should be clarified on priority level that those taking part in the management of education as what is their philosophy of education and philosophy of management.

There is wide coverage and variety of managerial activities and tasks within the education system, for example organising jobs with people and designing a proper set up; resource utilisation; forecasting and planning; leading, motivating and developing staff; evaluating and controlling; and so on. All these are managerial rather than teaching activities. However in instructional process a teacher has to resort to some of these activities to bring about expected outcomes in their students. Management takes place within systems, such as schools, colleges, universities, hospitals and business organizations etc., These

systems are not existing in an isolated place. These are the intergal components of a wider system designated as society. Obviously, education systems are not in isolation but are closely knitted in the social set up. Society provides various resources (funds, staff, clientals etc.) to various education systems. But members of the society have their say in deciding expectations from the education systems. Moreover the manager of education systems should be skillful enough in managing the systems relationships with the society.

Education management is simply the management of education; all of the important components of management discussed elsewhere operate in education systems (school, colleges, universities and other institutions). Basically it does n't differ from management in general but in practice it differs from management of other organizations due to the specific nature of education systems. A particular important point to be taken care of about the management of education is that, however, essential and inevitable it may be, it is secondary to actual process of teaching and learning. It is the job of those responsible for managing and leading educational institutions to create situation and environment - the organizational and social climate, organizational health, organizational set up; morale, the resource management which not only makes good teaching possible but increases it support and likelihood. Good efficient and effective management in education is indispensable but only a means to the target for quality education.

Another important component of management is resources.

Resources are used towards achieving the goals which are; for example, manpower, finance, time, information, materials and equipments etc. Management-role of education systems will be covering the knowledge about the nature of resources and their proper utilisation. For education-system manager the understanding of some key tasks in the process of education-management are identification, utilisation and replenishment of resources.

Resource-identification includes the clear and accurate perception of all those things which may contribute to the performance of the educational institution. This task is not paid adequate attention. However the clearer and imaginative head of the institution can identify a wide variety of real as well as abstract researches which might contribute to his institution's activity. It is difficult to utilise the resources in proper practice unless one knows which resources are available.

Resource-utilisation involves two subordinate tasks. At the outset, a decision has to be made concerning whether or not to make use of particular resource which may be available. Most of the resources possess potential value but the head of the institution should be aware of the fact that certain resources if they are available at a very low cost, may not contribute to the performance of the institution; on the contrary they will hamper or hinder the process of the development and expansion of the institution. Secondly head of the institution should make it sure that best possible use is made of the resources which are available. Here comes the idea of the effectiveness and efficiency which has already been discussed.

Resource-replenishment refers to material resources and human resources. If not regularly maintained the resources will lose their value, they depreciate and they lose their efficiency and their effectiveness. The human resources which become out of date and lose their motivation if not given regular opportunities to recharge their batteries. The task of resource-replenishment is essential if the long term success of the institution is to be assured.

The main purpose of the management of human resources is making the most of people upto the full potentiality. Here it is advisable to know the motivation level of the people, keeping in view the circumstances under which they are highly motivated and the circumstances under which they are not motivated. People are highly motivated by challenging tasks, high rewards, co-operative colleagues, appreciation of their efforts, previous success in task, stimulus of new ideas, sensitive-guidance and help, the chance to use their initiative etc. Not only this it also helps to bring out a greater output based on double effect theory. People are not motivated by dull and boring routine, lack of appreciation by others, adverse negative criticism having no personal advantage in the task, being in a group where co-operation is low, low morale due to unsatisfactory results. Obviously the negative factor should be eliminated and high motivating factors should be encouraged by the head of the institution. It could be briefed that prime duty of the institution is his educational role in relation to his staff i.e. to develop

them and not to stunt them, to strengthen them not to weaken them, to bring out best in them not to stifle them, to give them vision and not to blinker them.

#### 1.4 Decision-Making

Managers are expected to make decisions and act on them. From the popular point of view, the manager is the one who decides what is to be done. In the process of management, decisions are mandatory for planning, organizing, activating, and controlling to have significance. Decision-making permeates every aspect of management, exists in every part of an organization, and deals with every possible subject. These universal statements are true in education systems, organizations and institutions also.

Decision-making is always related to a problem or a difficulty. By means of a decision and its implementation it is hoped that an answer to few problem or a resolution of the conflict will be gained.

Etymologically, the verb "to decide" is derived from the Latin *demean*... "Off" and the word *Caedo*, meaning "to cut". In this sense, some cognitive process cuts off as preferred or elects, a particular course of action from among a set of possible alternatives. In fact this latin word means to "cut off" the mental process of weighing both sides - or all angles - of a question, controversy or cause. According to the shorter

Oxford English Dictionary the meaning of decision-making is (1) the action of deciding (contrast question, etc.); settlement determination; a conclusion, judgement; (2) the making up of one's mind; a solution; (3) as a quality, determination, decideness of character. The process of decision-making has got vital importance to people and society. Decision-making can be defined as the process by which persons selects from two, or more possible choices (Juniper, 1976). A decision does not exist unless there is more than one course of action, alternative or possibility to consider, but if a choice exist, process of deciding may be utilised. Shull and his associates (1970) define the decision-making process as, "... a conscious and social phenomena based upon factual and value premises, which includes a choice of one behavioral activity from among one or more alternatives with the intention of moving toward some desired state of affairs". By decision we mean a conscious choice between two or more alternatives (Etzioni, 1968). It is mainly through the decision-making process that vague and abstract societal commitments are translated into specific commitments. By decision-making is understood an act of determining in one's own mind a course of action, following a more or less deliberate consideration of alternative (Frankel, 1963). Terry (1977) defined decision-making as the selection based on some criteria of one behaviour alternative from two or more possible alternatives.

Management of the decision-making process is management of the structure and functioning of the decision groups so that this decision-making process becomes congruent with changes in the

nature of the decision-making task being undertaken at a particular point of time within the organization. In the simplest terms, decision-making consists of a choice between two or more available options after an evaluation of these options and in the light of progress towards fulfilling an objective or objectives (Radford, 1975). Decision-making is only one of the tasks of an executive. It usually takes but a small fraction of his time. But to make decisions is the specific executive task. A decision is a judgement. It is a choice between alternatives. It is rarely a choice between right and wrong. It is at best a choice between "almost right" and "probably wrong" - but much more often a choice between two courses of action neither of which is provably more nearly right than the other (Drucker, 1966). Certain events are manifestations of a resolve upon action being or having been deliberately formed. Such a resolve may form as the result of a mental act at some moment in time. A collective resolve may be formed by a group of people, sometimes in the course of communication within the group, sometimes generated by casting votes, where a resolve upon action is formed as the result of a deliberate individual or collective act, the act is termed as 'decision'. Decision-making is an purposive act intended to achieve a desired outcome, and this too is necessarily envisaged by the decision maker (Levin, 1972)

A number of social psychologists have argued that giving groups within organization the autonomy to make some important decisions and to regulate their internal affairs can make

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organizations more effective (Bennis, 1969; Schein, 1969). From this perspective decision-making should be shared among members of the organization who have relevant information and must implement the decisions and those in administrative positions. Members of an organization who participate in decision-making are also apt to feel personally enhanced. They may gain greater esteem from others; their participation in an effective decision-making and implementing group can help them feel they are contributing to the welfare of the organization. Sharing decision-making authority in educational institutions educators and students, along with the principal, would make decisions that affect the whole educational institution (French, 1963). Shared decision-making emphasizes a communication situation between equals. The interactive behaviour is highly spontaneous, within an agreed upon structure. Trust develops from the shared structure itself. New thought flow from the focus of concentration on a clearly defined goal. Given the ability of helpers to operationalize the effective characteristics the shared decision-making process is based on clear expectations for both the helper and the help seeker (Mapple, 1977). Decision-making, to be specific, leads to the spread of the sense of belongingness and beginning of democratic-secular values if it is done in a participative culture. Several theorists of organizational behaviour have maintained that participation of all ranks in the decision-making process gives rise to the development of democracy in organization.

Governance and decision-making process in the education systems is a fascinating subject indeed which require more and more research attempts to give some solid suggestions so that appropriate decision-making strategies may be designed accordingly.

Decision-making consists basically of several steps including mainly: (i) define the problem; (ii) analyze each alternative; (iii) determine alternatives; (iv) evaluate each alternative; (v) select the alternative which becomes the decision, and (vi) put into action. When the individual approach is followed, the individual decision maker performs all the steps and the process is called individual determinative decision-making. Likewise, when the group performs all the steps it is called group determinative decision-making.

Many favour group decision-making, believing it gives those who will be affected by a decision a chance to participate in its formulation and helps to develop the members of the group. A person who had some part in shaping a decision is more inclined to follow it enthusiastically. And group decisions help satisfy individual needs, such as a sense of feeling wanted, of being important and being "in the know". Also, at it best, decision-making should involve vigorous discussion of the various alternatives a condition fulfilled by group decision approach. The sharing of decision-making responsibilities establishes interdependence among the colleagues. Thus group cooperation is enhanced and the old authoritarian concept of decision-making is reduced.

Thus group decision-making approach boosts up faculty morale, increases cohesiveness, focusses the goals of the institution, gives equal opportunity to share responsibility and power and ultimately makes the institution healthy.

Still however in actual practice group decision-making is of itself subjected to a great many limitations. Some members will contribute for more than others, and both the status and power of some members will exceed that of others. Furthermore, it will be found that certain members seldom differ with the opinions expressed by other group members, and when they do differ, they can exercise little influence upon what is finally decided.

In this way there are relative merits and demerits of decision-making by individual and decision-making by group. Both the approaches are to be resorted to judiciously according to the demand of the situation.

#### 1.5 Organizational Health

Management of organizations has to make adequate allowance for continuous efforts towards the attainment of desired goals. It can be done by effective management which will involve human and material resources with proper co-ordinating activities. Organizational structure is constituted by designing the various activities like task allocation, co-ordination and supervision. Organization's character influences the degrees of personal freedom people have; the kinds of opportunities they have for advancement, the types of control imposed upon them, and even

the way they think and feel about working in the organization. Organization in relation to the individual and the environment should be considered while planning the managing aspect of the system. Proper coping is required among the different factors i.e. individual with the environment, organization with the environment, and individual with the organization. Reciprocal relationships should be maintained between individual and organization.

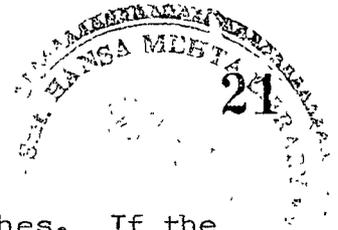
Organizations come under social system. Society can be considered as a large organization where organizational environment is existing within the social subsystems. Barnard (1938) conceived organizations as a system which embraced the activities of two or more persons co-ordinating their activities to attain a common goal where continuance of a successful organization depends upon two conditions : (1) the accomplishment of the purpose of the organization, which is termed as "effectiveness", and (2) the satisfaction of individual motives. While Joseph (1973) conceived organization as a socio-technical system in which behaviour is influenced by a number of inter-related variables, including the individual pre-disposition of members, social structure, formal organization and the systems' external environment. Organizational systems are in constant interaction with the environment and the coping with the environment has got significant value for the survival of the organization. Organizations should place proper emphasis to develop proper strategy for coping with the environment. Some of the management people consider organization as a system

having many subsystems which are based on leader's behaviour and human relationships. Schein (1973) defined organization in a different way i.e., an organization is the rational co-ordination of the activities of a number of people for the achievement of some common explicit purpose or goal through division of labour and function, and through a hierarchy of authority and responsibility. The job of management is to integrate human, time, finance and physical resources to achieve best possible results approaching the desired goals or targets set by the organization study of individuals in a particular organizational setting has got vital importance from management point of view./

Living organism is a system which maintains its own personality. Similar is the case with the organization. It can be said that organization exists in relation with the environment and which has to cope with the environment. It is responsibility of the management to improve the quality of life in a organization to make it healthier. Organizational health refers to the organization ability to identify, and adjust to, the requirement for change influenced by internal as well as external determinants. Fordyce and Weyl (1971) expressed their view about organization's health as, 'A healthy organization is one that has a strong sense of its own identity and mission and yet has the capacity to readily change'. Life, growth and vitality are main factors which form the concept of health. Healthy organization should be a dynamic system coping with the environmental changes which are responsible

for evolving character. Coping in relation to environment affects the health of the organization. Though environmental disturbances may not affect the functioning of a healthy organization as it's innovative quality helps it to take new activities which have got direct bearings on the coping ability. Miles (1973) gave more clear concept of organizational health as, organizational health is a set of fairly durable and secondary system properties which tend to transcend short term effectiveness. A healthy organization in this sense not only survives in its environment but continues to cope adequately over the long run and continuously develops and extends its surviving and coping abilities. Short run operations on any particular day may be effective or ineffective but continued survival, adequate coping and growth are taking place.

Schein (1973) emphasized the importance of organizational health while developing psychology of organization. He is of the view that organizational health and effectiveness would depend ultimately upon the organization's ability to diagnose its own problems and to develop its own solutions. For maintaining organizational health the organizational management should be of collaborative nature so that culture of the organization could be managed in consideration with human values and goals of the organization. Culture supported behaviour is needed for goal attainment process. In this direction it would be pointed out that organization culture is the prevailing background fabric of prescriptions for behaviour, the system of beliefs and values, and the technology and task of the



organization together with the accepted approaches. If the culture supports behaviours obviating goal attainment the result will probably be an ineffective organization. Robert Dublin (1959) found that stability in individual units and clusters of units in organizations arises from internal work-group bonds, and from mechanisms enabling constituent groups to present a united front to the organization in order to resist changes affecting the group as a whole. Even with the help of organizational health organizational behaviour could be studied. Organizations are expected to make use of guidelines based on planned research in the area of organizational structure and design which will be helping them to maintain environmental co-ordination.