CHAPTER FIVE

CONCLUSIONS
PLATITUDES AND
PRIORITY
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CONCLUSIONS: PLATITUDES AND PRIORITIES

Is reform needed? Is it through you? The greater the reform needed, the greater the personality you need to accomplish it.

Walt Whitman

5.1 CONCLUSIONS

The copies of the opinionnaire were sent to 520 persons, both men and women having interest and knowledge about education, of different professions, of social activities and of different places in India. Out of these 520 persons, 460 had sent their responses on the basis of which the following analysis had been made with regard to some of the important items of the opinionnaire:

<table>
<thead>
<tr>
<th>Opinionnaire Item No.</th>
<th>Item</th>
<th>Agreed</th>
<th>Not agreed</th>
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<tbody>
<tr>
<td>9.</td>
<td>State Board of Education is administered efficiently.</td>
<td>220</td>
<td>225</td>
<td>15</td>
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<tr>
<td>10</td>
<td>Administration of Board is based on principles of democratic</td>
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<td></td>
<td>decentralization.</td>
<td>167</td>
<td>237</td>
<td>56</td>
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<td>11.</td>
<td>Board encourages brilliant students by giving them merit certificates</td>
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<td>273</td>
<td>113</td>
<td>74</td>
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<td>12.</td>
<td>Board encourages teachers whose general performance is good</td>
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<td>287</td>
<td>126</td>
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<td>13.</td>
<td>Board is under staffed</td>
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<td>425</td>
<td>20</td>
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<td>14.</td>
<td>The people should have autonomy to run the educational system</td>
<td>315</td>
<td>130</td>
<td>15</td>
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<td>15.</td>
<td>The Union Government should have control over the implementation of educational policy</td>
<td>329</td>
<td>111</td>
<td>20</td>
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<tr>
<td>16.</td>
<td>The Union Government should have control over the Board for supervision and guidance co-ordination, maintenance of standard.</td>
<td>333</td>
<td>115</td>
<td>12</td>
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<td>17.</td>
<td>The Union Government should extend all financial assistance to all the Boards</td>
<td>327</td>
<td>112</td>
<td>21</td>
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<td>18.</td>
<td>State/Union Territory Government should have right to frame policy, plan and programme of activities of the Board in their respective jurisdiction</td>
<td>335</td>
<td>117</td>
<td>8</td>
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<tr>
<td>19.</td>
<td>Education being social service activity the Union Government should have right to frame general policy of education throughout the country</td>
<td>337</td>
<td>117</td>
<td>6</td>
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<td>20.</td>
<td>The administration of Boards in the country should be subject to the control of the Union Govt.</td>
<td>12</td>
<td>417</td>
<td>30</td>
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<td>Item No.</td>
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<td>21.</td>
<td>Educational administration with regard to curriculum, recruitment of staff up to Secretary level should be under the powers of the Board</td>
<td>335</td>
<td>119</td>
<td>6</td>
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<td>22.</td>
<td>The Chairman of the Board/Council should be nominated from amongst the educationists and public representatives</td>
<td>337</td>
<td>117</td>
<td>6</td>
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<td>23.</td>
<td>The Chairman of the Board/Council should be an educationist</td>
<td>341</td>
<td>119</td>
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<td>24.</td>
<td>The Chairman of the Board/Council should be Head of State Education Department</td>
<td>117</td>
<td>341</td>
<td>2</td>
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<td>25.</td>
<td>The Union and State Governments should co-ordinate in the administration of Boards in the country as education is already in the concurrent list</td>
<td>303</td>
<td>126</td>
<td>31</td>
</tr>
<tr>
<td>26.</td>
<td>Educational administration and general functioning of the Boards should be in association with teachers and parents and guided by eminent educationists with the least interference from outside persons</td>
<td>313</td>
<td>127</td>
<td>20</td>
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<td>Item No.</td>
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<td>27.</td>
<td><strong>The strength of staff of Board should be in accordance with the number of students appearing in the examinations and other activities initiated by the Boards</strong></td>
<td>321</td>
<td>131</td>
<td>8</td>
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<td>28.</td>
<td><strong>The medium of instructions at secondary level should be</strong></td>
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<td></td>
<td>1. Hindi</td>
<td>236</td>
<td>215</td>
<td>6</td>
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<td>2. Regional Language</td>
<td>297</td>
<td>133</td>
<td>30</td>
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<td>3. Urdu</td>
<td>21</td>
<td>435</td>
<td>4</td>
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<td>4. English</td>
<td>121</td>
<td>319</td>
<td>16</td>
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<tr>
<td>29.</td>
<td><strong>Teachers and educational administrators should participate in the planning and academic affairs of the Board</strong></td>
<td>337</td>
<td>119</td>
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<td>30.</td>
<td><strong>Parliament through a legislation should make all secondary schools as institutions of polytechnic education</strong></td>
<td>326</td>
<td>104</td>
<td>30</td>
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<tr>
<td>31.</td>
<td><strong>Educational administration of the Boards depends upon teachers and staff. So an appropriate forum/tribunal should be established to look into the grievances of the teachers, students and employees of the Board.</strong></td>
<td>287</td>
<td>120</td>
<td>53</td>
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</table>
This analysis of the responses helps us to arrive at the following conclusions:

At present the administration of most of the Boards of School Education is not efficient and up to the mark, and is not based on principles of democratic decentralization. Almost all the Boards encourage the brilliant students by giving them merit certificates, medals and scholarships. Some of the Boards encourage the teachers, whose general performance is good by giving them prizes. Only a few Boards are under-staffed. People should have autonomy to run the educational system. The Union Government should have control over the Boards for supervision, guidance, co-ordination, maintenance of standard and extend all financial assistance to the Boards, right to frame general policy, of education, throughout the country. The State or Union Territory Government should have right to frame policy, plan and programme of activities of the Board in their respective jurisdiction. The educational administration with regard to curriculum, recruitment of staff up to Secretary level should be within the powers of the Boards and in association with teachers, parents and eminent educationists with the least interference from outside persons. The Chairman of the Board should be nominated amongst the eminent educationists. The strength of the staff of a Board should be increased in accordance with the number of students appearing in the examinations and other activities initiated by the Boards. The medium of instructions at secondary level should be Regional Language coupled with Hindi as national
language. Parliament through a legislation should make all secondary schools as institutions of polytechnic education. An appropriate forum/tribunal should be established to look into the grievances of teachers, students and employees of the Board.

The hypotheses of this study that the administration of Boards of School Education in India is neither uniform and similar, nor well organized and integrated was proved.

The hypotheses that the Boards of School Education in India are not autonomous in their administration and organisation was proved.

The hypotheses that the administration of the Boards of School Education in India is neither efficient and flawless nor democratic and responsible was proved.

The hypotheses that administration of Boards of School Education in India is quite progressive, efficient and responsible was rejected.

These are the recommendations based on the study as well as considered opinions of many persons concerned with the problems of education.

A. Suggestions based on recommendations of Education Commissions namely:

1. Secondary Education, 1952-53 and
B. Suggestions regarding Constitution, administration, organisation and functions of various Boards of School Education in India.

C. Comparison with functions and administration and organisation of examining bodies of other countries like in U.K., U.S.A. and U.S.S.R etc.

Central Advisory Board of Education, recommended in its 14th meeting held in January, 1948 that a Commission be appointed to examine the prevailing system of secondary education in the country and suggest measures for its reorganisation and improvement. The Government of India appointed the Commission namely "Secondary Education Commission" in terms of their resolution and Indian Education Commission 1964-66 and suggested adequate reforms in the system of Secondary Education.

For the implementation of the new system of evaluation, a well organised machinery at the State and Central level is needed. The secondary boards of School education should be named as uniformly State Boards of School Education in all the States to avoid confusion. The boards should be given enhanced powers and functions. At the central level a National Board of School Education is suggested to look after evaluation programme, for the improvement of standards and co-ordination. Steps should be taken to establish National Board of School Education by the Union Government which has got constitutional power to do so as education has become a concurrent subject vide
42nd amendment Act of the Indian Constitution. At present, there is no uniformity in the nomenclature or names of the Boards of different states and union territories, which creates confusion and difficulties.

Recently Himachal Pradesh Government had announced\(^1\) to change the name of the present Board as "Board of School and Technical Education" to lay stress on technical education.

5.2 STATUTORY BASIS

Vide article 45 of the Indian Constitution, all State Governments will provide compulsory education upto the age of 14. Vide article 46, under Directive Principles of State Policy, Education to the scheduled caste is to be expanded. Education should be given a statutory basis everywhere and in all sectors. All State Legislatures and the Parliament should pass comprehensive Education Acts to replace the existing laws. Government of India should declare its national policy on education and consider possibility of passing a National Education Act giving directions to the States on policy matters while the States should pass legislation to implement that policy in the right earnest for national unity and integrity.

5.3 ESTABLISHMENT OF BOARDS

This study shows that Boards of School Education have been established in every State. Even Union Territories of Goa, Daman and Diu and Mizoram have established their own Boards of

\(^1\) The Tribune, dated May 12, 1985 (p.10).
School Education. Separate Boards for State of Sikkim and Union Territories of Delhi and Chandigarh should also be established.

SUB BOARDS

It is suggested that sub-boards for one or more districts depending upon the number of examinees being available for the examinations be established on the pattern of Maharashtra Divisional Boards numbering four. The State Board should set question papers, Divisional Sub Board conduct examinations and State Board evaluate and compile the results. Big States like Uttar Pradesh, Madhya Pradesh and Hilly areas like Jammu and Kashmir and Himachal Pradesh justify establishment of Divisional and Sub-Boards at regional and far flung complex areas.

5.4 HEADQUARTERS OF BOARDS

The Headquarters of the Board should be at such a place decided by the State Government under the Board of School Education Act. This provision has been made in Acts under which different Boards of School Education had been established. There are two points which should be kept in mind while fixing the Board headquarters.

1. The headquarters should be at a place which is convenient to the public, students and teachers.

2. The place should be suitable from administrative convenience, employees' interest and having liaison with the State Government Offices.
It has been found that most of the Boards are established and located at the capital cities of the respective State or Union Territory. In India six Boards are located at Towns other than the capitals.\(^1\)

All other Boards are located at state capital cities. The headquarters of Boards of Haryana, Himachal Pradesh and Rajasthan were initially established at the respective State capitals but later on shifted to the present stations. Some of the people, students, teachers and employees of the Boards have not reconciled to the shifting as it has not proved useful to them and has attracted criticism from some quarters.\(^2\)

It is desirable that headquarters of a Board should be located at a most convenient place, from all points of view and as far as possible, it should be at State headquarters, as majority of States have. To support this contention Central Board of Secondary Education and Council for Indian School Certificate Examination which deal with institutions throughout the country have located their headquarters at the capital of the country. However, keeping in view the geographical and climatic condition of the different regions, some of the State Governments have shifted the Boards headquarters for the public convenience, efficiency in administration and provision of better accommodation, both official and residential to all the concerned.

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1. Map Supra p. 30
   d. The Vir Partap, February 11, 1984.
5.5 COMPOSITIONS OF THE BOARDS

In a State the Director of Education or Director of Public Instructions is the head of the department.

Executive Head of Boards should be the Chairman with all administrative and financial powers for supervision, control and administration of the organisation. It has been observed that different State Boards have different constitutions, rules and regulations under the authority of different acts passed by the different legislatures.

It is suggested that an ideal Board should be headed by a whole time Chairman. The composition of an ideal Board is suggested as under:

i. Chairman

ii. Vice-Chairman

iii. Ex-officio members:


iv. Elected members:

Three members of Legislative Assembly, four members to represent University, one Principal/Headmaster of High, Higher Secondary Schools, six Principals and six teachers of Secondary Schools and two representatives of managements of secondary schools; all elected by their respective Assembly, Academic Council and Associations.
v. Nominated members:

Five members: one Principal/Headmaster and one teacher of Secondary, High or Higher Secondary Schools, one Principal of Secondary Teachers Training Colleges and two persons from amongst reputed educationists, other than staff of college/schools. and

One representative of Board of School Education Employees Association.

On the basis of the comparative study of the appointment, position, powers and qualifications of the Chairman provided in different Acts of Boards, it has been found that the position of the Chairman is described in the best manner in the Acts of Punjab and Goa Boards etc.

A Board should be headed by a whole time Chairman a non-official, and his status should be of Vice-Chancellor.

The Chairman should be an eminent educationist with at least 20 years teaching experience at the educational institutions and with a post-graduate degree. No political person without the above qualifications should be appointed as Chairman of the Board as some cases of such appointments have been taken to the courts as is clear
from the following cases:

The Government of Himachal Pradesh nominated Shri Kultar Chand Rana as the first Chairman of Board of School Education Himachal Pradesh\textsuperscript{1} in 1970. Kamwar Durga Chand and Sh. Daulat Ram Chanan Members of Legislative Assembly, challenged the nomination through a writ petition\textsuperscript{2} in the High Court of Delhi and Himachal Pradesh, Shimla-171001. The main argument for challenging the nomination was that the respondent Sh. Kultar Chand Rana, Chairman, was not an eminent educationist having special experience in school education, as required vide Himachal Pradesh Board of School Education Act (No. 14 of 1968)\textsuperscript{3}, Section 4 and Section 18(1). On the basis of the evidences and other discussions, the court held\textsuperscript{4} that Shri Kultar Chand Rana's standing general experience and reputation was such that government considered him fulfilling the requirement of eminent educationist vide Section 18(1) of the Act ibid.

Sh. Divya Parkash filed the election petition against Sh. Kultar Chand Rana, Chairman, Himachal Pradesh Board of School Education on the ground that the Chairman was holding office of profit at the time of filing nomination, vide section 26(2) (1) of the Himachal Pradesh Board of School Education Act, 1968. It was held that Act did not contemplate any scale of pay of members or Chairman. Hence it was held that the respondent was not holding any office of profit.\textsuperscript{5}

\begin{enumerate}
\item H.P.Govt. notification No. 1-222/70-Sectt.Edu.1, dt. 19.2.1970
\item C.W.P.72 of 1970(Delhi & H.P.High Court, Simla) decided on 14.8.1970.
\item Rajpatra H.P.Extra dt. 28th Sept., 1968 (p.1037-1046).
\end{enumerate}
Various Boards have whole time Chairman whereas a few Boards like Uttar Pradesh, Manipur, Meghalya, have Director of State Education Department as ex-officio Chairman. As the Director of Education is already pre-occupied in his departmental work, a whole time Chairman for every State Board is considered necessary in order to discharge growing functions of these Boards.

Engineer K.L. Rao who was Central Minister for ten years said "The trouble with the present generalist administration is that there is no specialisation and the administrators do not remain in one place, they are incharge of steel today, petroleum tomorrow and education the next day. He dismissed the allegation that technically qualified people tended to have a narrow perspective and outlook and were, therefore, unsuitable for administrative job". Therefore, it is desirable that academic persons should be appointed chairman and secretary of the Board of School Education or Director and Secretary of Education Department.

However, some of the State Governments think that administrative officers or politicians can run the educational institutions better as appears from the following examples.

Haryana Government had recently appointed Sh. Hardwari Lal, M.P. and ex-Vice-Chancellor as Chairman of Board of School Education, Haryana, though he did not accept this appointment. In most of the Boards of School Education and Universities, the Chief Administrator is always appointed for a

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fixed term and no extension is given to him if he attains the age of 65. Appointments of Chairman should be made purely on academic considerations and not on political considerations\(^1\).

Recently the Himachal Pradesh Government had appointed a senior officer belonging to Indian Administrative Service as a Chairman of the Himachal Pradesh Board. Vide Section 18(1) of Himachal Pradesh Board of School Education Act, 1968, a Chairman of the Board to be nominated by the State Government should be eminent educationist having special experience of school education. The State Government had appointed the administrative officer as Chairman in order to streamline the functionings of the Board\(^2\).

QUALIFICATIONS OF A CHAIRMAN

1. A Chairman of the Board should be a man of standing academic background, preferably with an earned Doctoral degree or its equivalent. Ideally he should have achieved in his chosen field.

2. He should have demonstrated a capacity of for decisive administrative leadership in the field of educational policy, financial recruitment, institutional management and public affairs.

3. He should have a good record of broad administrative experience, in an institution, to enable him to become a seasoned executive in staff coordination.

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1. The Tribune dt. April 16, 1985 (p.3) and April 25, 1985(p.3).
2. The Indian Express, May 11, 1985 (p.4).
DO'S AND DON'T'S FOR A CHAIRMAN

With a view to becoming successful, a Chairman of a Board of School Education must act upon the following suggestions and pieces of advice, collected and developed from different sources.

1. If called by report for comment or opinion in controversial issue, don't give immediate reply unless prepared to do so. Reply "let me think about it", I will call you in a few minutes.

2. If a controversial problem situation exists in the office, have a brief press statement prepared and carry it with you in anticipation of a call from the press in case there is a leak to press concerning the problem.

3. Loyalty and personal support cannot be bought with increases in pay or special favour.

4. Have other personnel handle difficult problems if possible. Keep yourself in a position of being court of appeal or source of final decision. Being embroiled from the outset of an issue may commit you and place you in the embarrassing position of reversing an original stand.

5. Delegate to appropriate officials authority commensurate with their responsibilities. Do not by pass or usurp their prerogatives.

6. If an official has made an unpopular decision, he deems wise, support him publically and discuss it in private.
7. Don't bypass established channel of communication and authority. It weakens subordinates and shows seeds of distrust.

8. Don't discuss weaknesses of some associates with other associates. Word always gets back.

9. Remember that critics are necessary to give one perspective. A Chairman of Board has great power and often gets wrong ideas about his own infallibility and judgement.

10. Seek advice of several persons, including known opponents on important decisions. This sharpens concept and clarity of views.

11. Beware of relying for advice on immediate associates. Only on occasion will they oppose or suggest alternatives. One's own associates and assistants lose perspective through loyalty and narrowness of exposure to view of others. They also share prejudices of the boss.

12. Don't spend too much time listening to advice of friends. You know what they think. Seek advice of opponents. If you listen to everyone you may be accused of indecision. This is risk you have to take.

13. Don't argue with the press. It has a barrel of ink to match your fountain pen full. It can always have the last word.

14. If you don't want it in the papers, don't say it, don't do it.
15. Try to stay out of controversies, people will try to force on you, especially if they belong in domain of other officials.

16. Final responsibility requires final authority. The two cannot be separated. Always remember, as President Truman said, "The buck stops here".

17. Be prepared to receive credit for many fine accomplishments of others but also be prepared to be blamed for mistakes of subordinates. In final analysis the Chairman is responsible for all that happens whether or not he has any part in the action or programme.

18. Don't confuse office and man. Many honours come to you holding office of Chairman. Few if any would come to you as John Citizen unless you were a great scholar, soldier, or statesman in your own right.

19. Don't expect the support of staff, students and parents in all matters. An academic institution is a forum for the presentation of different viewpoints. It is impossible to be liked by everyone and to have complete unanimous support. Most of the time you are lucky to have a majority in support.

20. Don't play favourites with groups or individuals, socially or politically or with factions of employees, teachers, students and parents. Be neutral regarding
different viewpoints unless a judgement is necessary. Take a stand and be firm. Let the chips fall where they will.

21. Encourage associates to desire to improve their position and status, even if it means leaving your employment. Ambitious people are the best producers and changes in staff are often for the best.

22. Don't rush to make changes; change is not always progress. There are deep roots, customs, reasons for doing certain things. Just because things are not done as you have done them in the past, does not mean that your way is better or even as good.

23. If you are new, don't bring along your entourage unless necessary. This irks those "already at the institution.

24. Don't become too intimate with superiors socially. This can lead to problems in administrative relationships.

25. Don't become intimate with associates and subordinates. This leads to problems in working relationships. What employees don't know about your personal life, won't bother them.

26. Be sure to give credit to others for their role in accomplishments. Nothing breeds disloyalty and contempt faster than stealing credit. It pays to be generous with praise of others.
The administration of School Education typically has been placed in the hands of those who make their name in the academic disciplines and, therefore, have little inclination towards the study of administration. The study of administration theory is an integral part of the preparation of a successful administrator, at any level.

A Chairman as an educational administrator should devote his time, suggested as under on:

- a. Financial matters - forty per cent.
- b. Public and alumni relations - twenty per cent.
- c. Problems of physical facilities - twelve per cent.
- d. General administration - ten per cent.
- e. Educational matters - eighteen per cent.

5.6 APPOINTMENT OF SECRETARY OF BOARDS

The Secretary of Board is generally appointed by government on deputation basis for a period of two to three years. This short tenure is sometimes causing instability in the working of the boards. It is desirable that a person with Master degree in Education with ten years teaching experience should be inducted into Board Service in the rank of Academic/Research Officer, Lesson Expert in Assistant Professor's grade. After serving for five years, he should be made eligible for promotion to the rank of Secretary. This five years period will be sufficient to expertise him with the working
of the boards. Thus academic as well as administrative aspects will be better looked after as is the practice in Goa board 1.

Both Chairman and Secretary should be provided with rent free residential accommodation near the Board office, with telephone, a vehicle and functional staff round the clock for disposal of urgent business expeditiously. Only Bihar Board has made a provision for rent free residential accommodation to the Secretary, whereas the Acts of various boards are silent in this respect.

5.7 ORGANISATION AND METHOD

Administration in this study is concerned with policy determination, management, decision making process or art with employees, teachers, students, administrators and members of the Board establish and carry out the rules and regulations that minimise conflict, facilitate their collaboration and preserve essential individual freedom. Since the study is concerned with the administration of Boards of School Education, the academic administration which is concerned with the supervision, organization and operation of instructional activities will receive its due weightage along with the three components of general administration namely, the house keeping, establishment and personnel management.

1. Section 9 of Goa Board Act.
Growth in the functions of educational administration has increased the powers of bureaucracy, which calls for greater efficiency as well as accountability. Of late, there has been too much of professionalization of the civil services which has increasingly necessitated proper scrutiny and evaluation of the personnel system. In scientific management, efficiency is counted as synonymous with economy in operations. A number of research management practices and studies in the area of examination and personnel administration tend to re-enforce the argument that for a well-planned and concerted functioning of Boards of School Education, the examination system, academic programmes and policy regarding recruitment of staff have to be given a definite positive shape. It is necessary to delineate the real position and role of Boards of School Education in India.

There must be an organisation and method establishment at the national level. This establishment known as O and M must have experts to make suggestions for the simplification of organisational structure of management structure and records, of the work of the offices or the simplification of any administrative work of the Boards of School Education.

It is very unfortunate that unlike advanced countries, factors influencing decisions about the Boards of School Education are generally not educational or administrative but political and therefore "our education
system" has in fact, become a "politico-education system". Politically allocated financial and other resources influence the administration of all the Boards of School Education like other institutions. Politically powerful groups influence the decision making processes at all levels.

5.8 LAKHIANA MODEL OF ADMINISTRATION

There is a need to make our socialist society conscious of the growing monster of bureaucratic style neocasteism which feeds on the principle of "might is right". A neo-casteism has developed in our bureaucratic set up in the form of water-light compartments of Class I, II,III and IV employees. Principles of management admittedly talk of the vertical division of labour, but these also emphasize the human aspects.

A review of literature tends to support the view that participation by teachers and employees in administration of the educational institutions like the Boards has a positive influence on the administrative functioning, employees satisfaction, moral and their capacity to utilize their innovativeness.

Mr. Rajeev Gandhi, the dynamic Prime Minister of India has, in a communication to the State Chief Ministers, asked them to introduce the Lakhina Model of administration.

1. Indian Express May 18, 1985 (p-5)  
   Ibid. May 26, 1985 (p.9).
which is based on a novel exercise of administrative reforms carried out by Mr. Anil Kumar Lakhina, while functioning as Collector in Ahmednagar district of Maharashtra. Broadly speaking this model works on three general premises:

1. Regulation of clerk - public contact;
2. Demystification of office procedure and accessibility of documents both to the staff and to the public; and
3. Better working conditions and creation of efficient environments.

Under the new system, a special reception room would be set up in the office of the Deputy Commissioner and public members coming there would be issued tokens from there and they would then be referred to the concerned official. There would be time bound disposal of cases under the new system.

It will be worthwhile if the respective Boards of School Education send some of their officials for training and re-orientation at the Maharashtra Development Administration Institute, at Pune to get themselves fully acquainted with the Lakhina Model.

There is a great need of effective rapport of the Boards with other institutions, organizations and the people. To achieve this, a set of dedicated, sincere, and zealous staff are sine qua non for the Boards. Only such officials
will keep their task untiringly and uncomplainingly.

Punjab Board has appointed various officers academicians like Director of Publicity, Director Text Books, Field Programme, Assistant Secretary (Curriculum) Assistant Secretary (Examinations), Lesson experts, Academic Officers Research Officers, Deputy Secretary (Academic and Evaluation) whereas Himachal Pradesh Board has not appointed such officers. The only one post of Academic Officer sanctioned in the year 1982 had not been filled up-to-date. The Punjab board is headed by Prof. Harbaksh Singh a retired Director of Public Instruction. ... Prof. Inderjit Singh is Chairman of Jammu and Kashmir Board of School Education, Srinagar. Dr. B. Moitra is President of West Bengal Board of Secondary Education, Calcutta, Shri J. Pustee a well known writer and educationist is the Secretary of the Council for Indian School Certificate Examination, New Delhi. Dr. S.K. Dani was Chairman of Madhya Pradesh Board of Secondary Education. Haryana Board is having academic officers on the posts of Education Officers. Recently ex-vice-Chancellor has been appointed Chairman of this Board. Madhya Pradesh Board is having Evaluation Officer. Punjab Board has appointed a Punjab Educational Service Officer in the rank of Director Field Programme, Rajasthan Board is having educationist on the post of Director Evaluation and Academic Programmes. West Bengal Board has appointed a special officer (academic).

1. The Tribune, April 23, 85 (p.6) and April 25, 85 (p.3) and the Danik Tribune, April 27, 1985 (p.1).
Gujarat Board has an Academic Officer with Ph.D. (Education), Manipur Board has Academic Officer and Secretary Academicians. West Bengal Board has appointed a Prof. as Deputy Secretary (Academic). Maharashtra Board has an Assistant Researcher with Ph.D (Education). It is desirable that sufficient posts of academic officials be created for efficient administration of academic and examination work and filled up at the earliest.

It is observed that many posts in the Boards remain vacant for indefinite period. For instance following posts are lying vacant in the Himachal Pradesh Board of School Education, Dharamsala.

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Name of Post</th>
<th>No. of Posts Vacant</th>
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</thead>
<tbody>
<tr>
<td>1.</td>
<td>Assistant Secretary</td>
<td>3</td>
</tr>
<tr>
<td>2.</td>
<td>Academic Officer</td>
<td>1</td>
</tr>
<tr>
<td>3.</td>
<td>Stenographer Senior</td>
<td>2</td>
</tr>
<tr>
<td>4.</td>
<td>Stenographer Junior</td>
<td>2</td>
</tr>
<tr>
<td>5.</td>
<td>Statistical Assistant</td>
<td>1</td>
</tr>
<tr>
<td>6.</td>
<td>Clerks</td>
<td>109</td>
</tr>
<tr>
<td>7.</td>
<td>Steno typist</td>
<td>3</td>
</tr>
<tr>
<td>8.</td>
<td>Driver</td>
<td>1</td>
</tr>
<tr>
<td>9.</td>
<td>Daftary</td>
<td>1</td>
</tr>
<tr>
<td>10.</td>
<td>Peon</td>
<td>1</td>
</tr>
<tr>
<td>11.</td>
<td>Chowkidar</td>
<td>3</td>
</tr>
<tr>
<td>12.</td>
<td>Mali</td>
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<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Name of Post</th>
<th>No. of Posts vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>13.</td>
<td>Electrician</td>
<td>1</td>
</tr>
<tr>
<td>14.</td>
<td>Carpenter (Daily Wage)</td>
<td>1</td>
</tr>
<tr>
<td>15.</td>
<td>Mason (Daily Wage)</td>
<td>1</td>
</tr>
<tr>
<td>16.</td>
<td>Sweeper</td>
<td>1</td>
</tr>
</tbody>
</table>

It is desirable that the posts should be filled up as soon as these are created or fall vacant on account of promotion or retirement of the staff. The recruitment policy should be modified to have desirable competent staff.

There should be ten Assistants including one Superintendent below one Section Officer. In Himachal Pradesh Board for a strength of 112 Assistants, there should be 11 Section Officers and 11 Superintendents, according to the norms fixed by Himachal Pradesh Govt. Chart 5.1 illustrates the general functions of the Boards of School Education and the homogeneous activities related to each other. A systemically developed and defensible organisation can contribute materially to linking together the elements of the personnel function and to integrating these elements with other functions so that they facilitate goal achievement.

The recruitment and promotion rules must be based on job requirement. The employees and officers should be involved in the discussions for framing the rules. Academicians should be posted to man various branches of the Boards.
The working in the Boards of School Education was different from other organisations and so job requirements were different. However, the stagnation of various categories of employees and working conditions in different states should be kept in view while framing the rules. The services in a Board of School Education should work to a much greater degree for the future prosperity of the State or Union Territory. The rules of recruitment and promotion should be framed keeping in view the educational qualification, professional proficiency and competency.

A constitution Bench of the Supreme Court in a judgement delivered in September, 1973, in a case involving the demand of diploma holders of J & K for promotion to the post of Executive Engineer, has ruled as under:

"The rule providing that graduate engineers shall be eligible for such promotion to the exclusion of diploma holders must be upheld" .......

Excellence is or ought to be, the goal of good government and excellence and equality are not friendly bad fellows.... a pragmatic approach has therefore to be adopted in order to harmonize the requirements of public services with the aspirations of public servants. "In this unequal world, the proposition that all men are equal has working limitations. Therefore an imaginative and instructive modus vivendi between commonness and excellence must be forged to make equality clause viable".
At present the Boards recruit staff at its own level. In certain states Public Service Commissions and Subordinate Services Selection Boards are holding competitions and making selections for the posts of Clerks, Assistants and Stenographers etc., besides all Class-III posts. The staff selected by these agencies can prove better and this will avoid undue criticism of the Boards.

The selection of Section Officer should be made on the basis of promotion of Clerks with 15 years service and Assistants with 5 years service. The selection of Academic staff and supervisory staff upto the rank of Secretary should be within the competency of the Board. For selection to the post of Secretary, a selection committee consisting of Chairman, Director Education and a nominee of University Education Department is suggested.

5.9 PUBLIC RELATIONS

Many Boards do not realize the importance of public relation and as such they have not created such posts. Punjab Board has a Public Relation Officer\(^1\) to keep a liaison with public and alumni on the educational matters. Himachal Pradesh Board like many other Boards has not created any such post which is considered very essential to create a rapport and understanding between the authorities and the public.

1. Supra. p.156.
5.10 VIGILANCE

The Punjab Board has appointed a permanent vigilance officer to earth out the rackets of sale of forged (bogus) certificates and other cases of corruption etc.\footnote{Himachal Board has not appointed such officer. In Uttar Pradesh where such practice is alleged, no such post has been created. It is suggested that every board should appoint vigilance officer to find out gravity of this menace and to check the use of forged certificates. The original certificates of employees of the state government should be checked to begin with, to find out if some persons have got employment on the basis of these bogus certificates.}

5.11 ACCOUNTS AND AUDIT STAFF

Financial and accounts control is an important function of the Boards. Some boards have experts in this field, appointed senior auditors, Resident Senior Auditors etc. on deputation bases. It is suggested that qualified Senior Auditors (S.A.S Service) be appointed in the Board permanently. The post of the Senior Most Auditor may be manned by the person of equivalent rank in Local Audit Department either on deputation basis or permanent employment as may be possible in the different states. Punjab Board and Himachal Pradesh Board appoints the accounts and audit staff on deputation basis.

\footnote{The Tribune, Chandigarh, March 15, 1984.}
5.12 HUMAN RELATIONS WITH STAFF AND COLLEAGUES

EMPLOYERS-EMPLOYEES RELATIONS

The management in the boards should pay due attention to the problems of employees and attend to their grievances promptly. This study reveals that some of the Boards do not consider their employees problems expeditiously, with the result discontentment and frustration prevail amongst employees.

The communal and regional leaders take up basic human instincts in people for political gains. Union leaders encourage laziness, greed and malingering in workers and employees for gaining cheap popularity. A culture is deliberately developed amongst the union cadres to such an extent that the workers feel proud of their indiscipline and avoidance of work. A thief who looks like a thief is not as dangerous as a thief who looks like a saviour! Therefore, the employees should not be allowed to be mislead by the Union leaders. The authorities of the Boards must accept the genuine demands to provide facilities and other incentives to the employees without waiting for their agitations strikes and other tactics. Sometimes they are forced to adopt agitational approach. For instance:

Recently the Haryana Board of School Education employees have been agitating for quite some time. They observed mass

1. The Illustrated Weekly of India March 31-April 6, 1985 (p.3).
casual leave for acceptance of their demands. The demands of the employees include creation of more promotional avenues and provision of residential accommodation.

Himachal Pradesh Board of School Education Employees Association has expressed concern at the decision of the Board to discontinue the payment of Compensatory Allowances and House Rent Allowance to its employees who were shifted from Shimla to Dharamshala, on shifting the headquarters of this Board in 1983. Earlier the Board had decided to pay these allowances to such employees. The Association has demanded pay and allowances on Shimla pattern.

Employees Association must be recognised by the Governing bodies of the Boards and the representatives of the employees must be given the opportunity to participate actively in the decision making processes. Because in the democratic set up all decisions must be taken democratically. This provides inspiration and incentives to the employees who think themselves as the members of the family.

HUMAN RELATIONS WITH PARENTS

Ends cannot be divorced from the means used to achieve them. 'Ends in View' when they are reacted become further means. This idea of growth is the central focal point in the Boards of School Education. The aforesaid significant record

1. The Tribune, April 26, 1985 (p.3),
   Ibid., May 18, 1985 (p.11),
   Ibid., May 23, 1985 (p.12),
   Danik Tribune, May 18, 1985 (p.1).
2. The Indian Express April 16, 1985 (p.3),
   The Tribune, April 17, 1985 (p.3).
   Ibid, April 25, 1985 (p.8).
reveals another new trend, that the traditional dominance of literary curriculum is conceding today and giving due place to various educational co-curricular activities, for the wholesome personality development of the youth.

The Boards of School Education, at the state and also at the National level should organize annual sports, games and cultural programmes for the employees just like the State Electricity Boards. This will provide an incentive to the employees to improve the image of their respective Boards and to come in contact with one and another at the national level. This will also help in strengthening national integration and cementing the national unity among the employees of the Boards of different states of India.

The Boards should watch the interest of parents adequately. The fees and other charges should be fixed rationally. The grievances of parents needs to be attended to expeditiously. The dates of examinations and supply of examination forms, text books and creation of examination centres should be decided keeping in view the public convenience.

HUMAN RELATIONS WITH STUDENTS

The Boards should take various decisions keeping in view the students interest. Sometimes the students do not get the application form or text books or lessons of correspondence courses. There should be least chance of inconvenience to the students.
Firstly the Board of School Education management must work on the premise, "our people are our assets". The moral of the employees of the Boards becomes precariously low and it touches rock bottom when their genuine demands are not accepted. If the employees of the Boards are not proud of working for their organisation; it becomes a major cause of lack of efficiency and service in the administrative set up of the Boards. The employees of the Boards should not forget that the students and their parents are their real rulers. They must treat them well with tact and aplomb. The employees must take a genuine interest in the complaints and suggestions made by different persons. They must try their level best to satisfy the students, teachers and parents. These Boards as educational organization are made by individuals and the employees who directly deal with the public must be given crash courses on how to behave properly with all the concerned. The organizational set up of the Boards must be decentralized with officers and employees given more authority and responsibility. When our Prime Minister Mr. Rajeev Gandhi is trying to infuse the latest management techniques, why should the Boards of School Education be left behind. There should be no political interference, whatsoever, in the functioning of the Boards. The recruitment to the Boards should be completely professionalised, purely on merit basis.
Lastly the management of the Boards should be by objectives (MBO). The employees should be given pre-determined targets and their rating should be done on the basis of results. Efficient and responsible employees should be publically rewarded and given incentives. The administration of the Boards must see that the people have full faith and confidence in the sanctum sanctorum of the Boards.

Under the organisation of Boards there should be opportunities for the students of all levels and at all stages of the school to participate in academic, cultural and co-curricular activities at the state and also at the national level.

Similarly there should be a national organization of the Boards to arrange competitions for the teachers in essay writing, composition, handwriting, and other academic activities for all school teachers of different levels, primary, middle and secondary; as is being successfully done at present by the Punjab School Board, at the State level.

Disciplinary practices are developed so as to obtain better services from the officials. Disciplinary aspect of services, awards and punishments may be adequately considered. All the disciplinary measures are meant to improve the efficiency of the employees through negative incentives and as such severe steps are to be sparingly used. After all every
one has to earn his daily bread and no harm should be done in the usual course of things. Sometimes the authorities take severe action which is challenged in the court of law. A few instances are quoted as under:

Sh. Bishwa Nath Banerjee was Secretary, West Bengal Board of Secondary Education, Calcutta. His services were terminated by the State Government. He challenged the order of termination on the ground that he was appointed by West Bengal Board of Secondary Education (West Bengal Secondary Education Act 1950) in 1951 as Suptd. and in 1962 as Secretary; of the Board. The High Court issued Rule Nisi. This rule was succeeded. Against this order appeal was filed. The learned judges Mr. Justice D.N.Sinha and A.N.Sen held "under Rule 8 of West Bengal Board of Secondary Education (Appointment of Secretary) Rules 1963, framed under West Bengal Board of Secondary Education Act 1963 (Act Number 37 of 1963), the State Government is empowered to dispense with the services of the Secretary of the Board. Section 45 of the Rules ibid, provide authority of the Board to fix terms and conditions of appointment, scales of pay and rules of discipline relating to Secretary of the Board. The appeal was to set aside the order of Court below. Status quo for six months be maintained".

Sh. Bachan Singh Mundra Director Publications, Punjab School Education Board, Mohali-160055 was involved in a criminal case, arrested and charged in Punjab and Haryana.

1. AIR 1969 Calcutta 175 (V 56 C 33).
High Court, Chandigarh, vide FIR.163/77. The charge framed by the court was quashed by the High Court in 1979 with the observations that there was neither any legal evidence nor any documentary evidence against the official.\(^1\)

Out of 1400 employees of the Board of School Education, Haryana, forty six officials had been suspended on the charges of having extracted money from certain examinees who appeared in different examinations held in March, 1984, and having changed the results fraudulently. As a result of rechecking of the results of matriculation examination, 342 mistakes were detected affecting the result sheets of 477 candidates out of a total of 1,21,000 candidates\(^2\).

Punjab School Education Board terminated the services of Shri Harjit Singh, ad-hoc clerk. The petitioner filed a writ in the Punjab and Haryana High Court, Chandigarh. A Division Bench consisting of Mr. Justice R.N. Mittal and Mr. Justice S.S. Kang issued notice to the Secretary to Punjab Government, Education Deptt. and the Punjab School Education Board, through its Chairman\(^3\).

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1. The Indian Express dated March 27, 1985 (p.7).
2. The Tribune, Chandigarh July 31, 1984 (p.3) and Punjab Kesri, Jullundur, Sept., 13, 1984 (p.3).
3. The Tribune April 28, 1985 (p.11).
5.13 RECRUITMENT AND TRAINING

Recruitment is a process which is of vital importance to the administrative system. For selection of the officials for the Boards of School Education, there can be three procedures or streams as under:

A. DIRECT RECRUITMENT

The Boards of School Education should notify the vacancies in the newspapers and invite applications. The selection may be made on the basis of competitive test and interview. The selected candidates may be offered appointments on probation for a period of one year. On successful completion of terms and probation, an official may be confirmed in his post. In-service training should be organised for them in a phased manner. However, the children and dependents of the employees who die while in service should be directly recruited on humanitarian grounds giving them all the possible relaxations, in qualifications and age etc.

B. DEPARTMENTAL PROMOTION

Some of the posts in the Boards may be filled up by promotion of the staff members who have earned sufficient experience and qualifications, on seniority-cum-merit basis. The promotees should work on probation for one year. The new comers should be given orientation and training before giving them actual placement. Moehlman says "Although more attention is now being given to the general education, there is still too much emphasis on specialised and professional
courses.  

C. CONTRACT BASIS

According to Moehlman, hiring of personnel is a legal right of any organisation. The highly educated personnel should be appointed in the Boards of School Education on a contract basis or on deputation basis in the first instance, for a period of two to three years. During this period their lien should be kept in their parent department. Efforts should be made to hire services of those persons who are interested to serve in the Boards permanently. On completion of one year service they should be absorbed in Boards' service permanently. But this procedure should not be used as a matter of rule. It should be followed only in emergency.

5.14. EFFECTIVENESS OF THE ORGANISATION OF BOARDS OF SCHOOL EDUCATION

1. The effectiveness of an organisation is enhanced by having a single executive head. The activities of any effective organization can best be achieved through single executive head.

2. The effectiveness of an organisation is enhanced by clear definition of goals and purposes.

3. The effectiveness of an organisation is enhanced when every person in the organization knows to whom and for what he is responsible.

4. The effectiveness of an organization is enhanced when subordinates delegate authority to subordinates.

5. The effectiveness of an organization is enhanced by the division of labour and task specialization. Miller has hypothesized that the segregation of functions in a system is increased by structurally increasing the types of its members or components.

6. The effectiveness of an organization is enhanced by the development of standardized procedures for routine administrative operation.

7. The effectiveness of an organization is enhanced to each administrative officer no greater a number of persons than he can directly supervise.

8. The effectiveness of an organization is enhanced by continuing policies and programmes. Initial results can be evaluated.

9. The effectiveness of an organisation is enhanced when it makes provision for innovation and change. In these times of rapid change, there is increasing need for flexibility of administration and organization.

10. There is a great need of security in formal organization such as Boards of School Education. The effectiveness of the organisation is enhanced when the organization provides security for its members.
11. It is essential to provide incentives to meet the individual needs of group members, to maintain group morale and assuring maximum productivity. The effectiveness of an organization is enhanced by personnel policies, which include selecting the competent, training the inexperienced, eliminating the incompetent and providing incentives for all members of the organization.

12. The effectiveness of an organization is enhanced when provision is made for evaluating not only the products of the organization but also the organization itself. Activity without evaluation may be fruitless.

13. The Boards should provide respective Acts, Rules and Code to all their Section Officers and Assistants. These things should be on their tables. A chart of duties of each official should also be affixed on his/her table.

   The Boards should provide adequate facilities and fringe benefits to its employees. For instance the Board of Secondary Education, Rajasthan provides maximum benefits to its employees as under:

1. Every employee is given advance out of provident fund at different rates at different stages of pay.

2. On retirement or on leaving service, by an employee, ex-gratia grant is given according to the prescribed rates.

3. Financial assistance out of Employees Welfare Fund is given at the prescribed rates and under prescribed
procedure in case of death of an employee, illness, marriage of children and to overcome other difficulties.

4. Grant is given to the staff club every year for undertaking tour etc.

5. Tuition fee is reimbursed.

6. Loan for construction of house, purchase of scooter, food grains and festival advance is given.

7. City allowance is given and expenditure on hospitalization is born by the Board.

8. Travel expenditure, once in four years to go on leave tour and once in every two years to go to native place is born by the Board.

9. Physically handicapped allowance in accordance with the instructions of the State Government is given to the Board employees.

10. Under Employees Security Scheme, if an employee dies while in service of the Board, his dependents are given ₹. 5,000. On retirement of the employee he is given ₹. 2000 to 3000.

5.15 FUNCTIONS OF A BOARD OF SCHOOL EDUCATION

General functions of a Board of School Education must be clearly and uniformly mentioned. Some of the common functions for all the Boards are suggested as under:

1. To frame conditions for recognition of high and higher secondary schools and the qualifications of the teaching staff.

1. Supra p.176
2. To appoint committees of experts to advise on the syllabi for the different courses of study.

3. To frame courses of study on the recommendations of expert committees.

4. To draw up panels of question paper setters, chief Examiners and assistant examiners.

5. To frame rules prescribing the minimum conditions for selection of examiners, assistant examiners and other rules for the allied work.

6. To conduct such examinations as required by the regulations.

7. To issue certificates to successful candidates.

8. Generally to advise the Director of Education, when required, on all matters pertaining to secondary education.

Prime Minister Sh. Rajiv Gandhi in his very first speech has rightly declared that educational reforms would be given the highest priority.¹

Union Education Minister Sh. K.C. Pant has declared the outline of new education policy.² The general objectives of the new policy are encouraging positive values, strengthening national integration, encouraging the study of science, and technology, establishing a link between education and employment and promoting a sense of equality and equity as way of life. The basic components of the strategy to bring this

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¹ Indian Express, March 16, 1985 (p.6).
² The Indian Express April 10, 1985 (p.6).
about would be universalisation of elementary education by 1990, non-formal and adult education, model schools and vocational education. In the new education policy emphasis would be on delinking degrees with jobs, of course, keeping in mind the requirements of the total social system. Education Minister informed the Lok Sabha on 18th April, 1985 that the new education policy will be implemented from the academic year 1986-87.¹

Safety education should be introduced in schools to enable the students as they grow up, to become increasingly aware of the risks which surround them such as accidents and fires etc.²

All students should complete the stage of Middle standard up to the age of 14 so that the aim of free and compulsory education as envisaged in article 45 of the Indian Constitution is attained. 10 + 2 pattern of education should be adopted in all the states and union territories in the country. It is recommended that the Intermediate College be converted into degree colleges and Junior Intermediate classes be diverted to High Schools to make it Higher Secondary Schools. Therefore, the Parliament must enact a law to establish a uniform pattern of educational structure in all the States of the country.

¹ The Tribune dated April 19, 1985 (p.5).
² Amrit Bazar Patrika, Calcutta, April 14, 1985 (p.10).
5.15.1 INSPECTION OF SCHOOLS

Educational authorities in collaboration with Board office, should inspect the schools to see that the academic work goes on as per syllabi, so that there is no cheating in the functioning of the schools. For instance there were ghost schools in West Bengal. State Education Minister paid a surprise visit to schools in the Howrah district and found a school, where there was no teacher and no student. The school was situated at a stone's throw from the Writers' building.¹

5.15.2 NEW POLICY

The Boards while framing new policy, should consult and take teachers into confidence. Sometimes the decisions are not liked by the teachers. For instance Punjab School Education Board has framed a criteria for passing IX class examination. According to the formula, the candidates will have to get 33 per cent marks in each subject including English, Mathematics, Punjabi and Hindi and 33 per cent marks in each of the other two subjects out of the remaining three. The President of High and Higher Secondary Schools Association, Punjab, has criticised the same.²

The new syllabus prescribed by the Punjab Government for its schools from this year, 1985 had posed difficulty for teaching and learning process. The syllabus had been prescribed on the basis of NCERT syllabus. The teachers, especially of Primary Schools were not familiar with the teaching of new syllabus.

2. The Indian Express March 16, 1985 (p.3).
There were 14,000 primary schools in the state out of which 2100 were single teacher schools. There were 1100 schools in the state without teachers. The teachers from nearby schools were attending these schools. Educationists suggest that a great action is needed to switch over to the new syllabus. It is also desirable that the teachers be imparted training in teaching of the new syllabus during summer vacation besides appointing trained science teachers for primary schools 1.

5.15.3 EXAMINATION AND EVALUATION

It is suggested that a proper record of the performance of the student be maintained indicating the day today and month to month progress in the school. This cumulative record should be maintained by the class teacher. On the basis of this evaluation and periodic tests a student be promoted to next class upto the stage of X. There should be two external examinations at Class X and XII depending upon the nature of school (High or Higher Secondary). The pupils who complete the course of Secondary or Higher Secondary School may appear in the Secondary or Higher Secondary Examination to be conducted by all the Boards of School Education in India, uniformly.

The certificate awarded by a Board of School Education at the end of external examination should contain besides the achievement in different subjects, the results of school tests

1. The Dainik Tribune, May 6, 1985 (p.5).
and a gist of the school record. A pupil, who has passed
the examination in six subjects, and wish to appear in the
additional subject, he should be allowed to do so and his
achievement should be recorded in the original certificate.

5.15.4 CONDUCT OF EXAMINATION

The examination centres should be created as far
as possible out of the local schools. In case of pressure or
strike by the staff, the centre should not be created in
ghost schools or at notorious places. The centres should not
be changed at the eleventh hour so as to facilitate the
distribution of admit cards or hall tickets. Sometimes the
change of examination centre is necessary as appears from the
following case:

Six new Higher secondary examination centres had
been opened by the West Bengal Higher Secondary Council as the
authorities of schools and colleges had expressed their
inability to hold the examinations because of the strike by
the non-teaching staff. There were complaints of non-receipt
of admit cards by the students, though the council had sent
these in time according to Mrs. Anila Devi, Chairman of the
Council.

5.15.5 COPYING AND UNFAIR MEANS CASES

There is at present an increasing awareness in the
whole country about the need for improving the existing

system of evaluation and examination, to adopt new ideas and go in for bold measures and innovations. The system has been further vitiated by the defects acquired with the passage of time under social influences such as mass copying, threats to invigilators and various other difficulties, in the conduct of examinations. The acquired defects can be removed by adopting strong administrative measures, the inherent defects are more serious and deserve serious deliberations. The conduct of examinations has become so vicious that in many cases examinations have ceased to be valid or act as reliable measure of a student's merit. Regrettably in this game of cheating, sometimes the teachers as well as the students and their parents are equally responsible.

Debasement of character has started and high values in our lives have deteriorated. People are at the moment perhaps in an abyss of selfishness, greed and avarice. Copying in the examinations has become a common phenomenon and assumed a sinister and shameful shape that it can easily be epitomized as an outright outrage on fairness and honesty and a horrifying menace. For instance, even dog has been used for carrying a chit to the examinee for copying in the examination hall. It is suggested that provisions of H.P. Prevention of Unfairmeans and malpractices Act 1984, should be enforced strictly and deterrent punishment awarded to the defaulters.

1. The Indian Express, February 16, 1985 and Ibid April 25, 1985 (p.4).
2. Indian Express April 19, 1983 (p.6) and April 22, 1983 (p.6).
3. Supra p. 207
A statutory provision should be made to make it obligatory to the staff to accept examination duty and refusal may attract penal action.

Flying squads consisting of senior officers should be appointed and vested with powers to take disciplinary action against the defaulters.

Local Headmasters and teachers should not be appointed to conduct examinations. This study reveals that local staff is helpful in copying as appears from the following case:

In Haryana, with the appointment of Director of Education as Chairman of the Board it was expected that things will improve. But contrary to it, copying was going on at large scale. Copying was being done at Matric examination centre at S.D. High School Jind (Haryana) with the connivance of examination centre Clerk. When the invigilator intervened to prevent copying, he was beaten. The examination centre superintendent had informed the Secretary of the Board about this incident on 26.3.1985 telegraphically.¹

Sometimes the question papers are leaked either in Press where these are printed or by the Board staff or in connivance with the Headmasters.² Utmost care should be taken while printing the question papers. The question papers should be despatched in units of 10, 50, 100 and the envelope should

¹. The Dainik Tribune April 20, 1985.
². The Tribune, April 19, 1985 (p.8).
contain this much number of papers, so that there is no chance of less number of papers. The leakage of question paper can be in connivence with the paper setters. So the teachers with sound reputation should be appointed as Paper setters.

Question papers of many boards have leaked as appears from the following cases:

According to the statement of the State Education Minister, Mr. M. Raghupathy in the Karnataka Legislative Assembly on April 8, 1985. The Chairman and the Secretary of SSLC Board had been suspended following the leakage of the General Science paper and C0D enquiry had been ordered. The examination in Social Studies paper would be held again.

The question papers of Central Board of Secondary Education, March 1982 and 1983 were also leaked.

Matriculation Examination (SSLC), March 1985 Social Studies Paper I and II and General Science were leaked. One question paper that was sold for a premium and the original question paper, matched completely. It was discovered by the Bangalore City Police and two teachers trying to sell the question papers were arrested.

The question papers of Intermediate examination of Bihar Intermediate Council, March/April, 1985 were leaked and sold at Mujafarnagar.
5.15.6 INSURANCE OF STAFF

The employees who perform the invigilation duty or who keep the question papers and answer scripts, run a great risk of life or danger of attack on their person. It is suggested that the life of all teachers and employees of respective categories who are supposed to be selected for examinations invigilation duty should be insured. Sometimes the Superintendents or Invigilators are attacked by the students or parents. The result is that those invigilators who do not approve of copying, prefer to look the other way for consideration of personal safety.

5.15.7 EVALUATION AND RE-EVALUATION

From the annual examination 1982 onward Himachal Pradesh Board of School Education Simla has revised the pattern of question papers of Matriculation Examination. The pattern has been worked out in accordance with the guidelines issued by the Department of Measurement and Evaluation, NCERT, New Delhi. The new scheme of examination is much different from the old traditional pattern in vogue so far. It calls for a change in teaching strategies and emphases a wider range of educational objectives. Majority of the teachers themselves being product of the old traditional pattern, might not be familiar with the philosophy behind the new scheme of examination. All Boards of School Education should

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1. The Indian Express April 22, 1983 (p.3) and The Dainik Tribune, April 20, 1985 (p.4) and March 17, 1984.
arrange formal short training course in the evaluation of the revised question papers for examiners.

Chairman University Grants Commission Dr. Madhuri Shah has aptly stressed the need of Central Testing Unit in the Universities.

There should be central testing unit set up by NCERT, COBSE and one unit in each of the Boards. The Central Unit should frame general testing procedure and issue directive to the State Governments and Boards of School Education for improvement of the standard of the trainees/students, in the present juncture.

This study has found that centralized system of evaluation adopted by some Boards has proved useful. It is suggested that this system be adopted uniformly by all the Boards.

The objective type question papers should be framed and these should be improved to cover the whole syllabi. The questions must be very clear and precise. There should be no mistake in printing. Sometimes, these printing mistakes in question papers have disturbed the examinees.

A few cases are mentioned as under:

a. Himachal Pradesh Board of School Education Middle Standard examination, December, 1983 question paper Hindi (Sanskrit Part) had a statement:

"दिल दूर में न हो वाली स्थान मरी"
The words which were to be filled in the blanks, were missing\(^1\).

b. Punjab School Education Board, Matriculation Examination, held in March/April, 1985, Social Studies Paper-B was defective, in as much as the questions set were not in accordance with ratio laid down in the syllabus\(^2\).

c. Punjab School Education Board Higher Secondary Part-II, Paper Mathematics-A contained so many mistakes. The question paper contained two such questions which were different in Hindi, English and Punjabi medium\(^3\).

d. Three questions in the Social Studies paper for Class X examination held by Punjab School Education Board in March, 1985 were set out of the course. The question number two, four and eight were from the portion meant for class IX. Even three of the 10 parts in question number one were from Class XI syllabus\(^4\).

e. Mr. P. Ponnurangan, M.L.A. raised a calling attention notice in Tamilnadu Assembly on April 9, 1985, that questions set for the 10th standard public examination held by Board of School Education, Madras, were from portions which were not taught. The Tamilnadu Education Minister denied the above

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1. Question Paper Middle Standard Examination, Himachal Pradesh Board of School Education, 1983 (Hindi)
2. Dainik Tribune April 14, 1985 (p. 4) and ibid April 13, 1985 (p. 4).
3. Dainik Tribune April 14, 1985 (p. 4).
4. The Tribune, Chandigarh April 19, 1985 (p. 3).
position but assured to examine that fact and if found correct, the valuers would be advised to be liberal in correcting the answer paper.¹

f. Mathematics paper of West Bengal Board of Secondary Education, Madhyamic Examination, 1985, Q.No.10(b) betrays the ignorance of the paper setter. The portion of slanting height of the Cone is out of syllabus. Unit of volume has not been given in cubic centimeters.²

5.15.8 RE-EVALUATION

Re-evaluation should be allowed by all the Boards. The requests for re-evaluation should be attended to very carefully and expeditiously. Some times the results of re-evaluation are not declared in time and the candidates suffer. During the course of study the researcher came in contact with a parent who narrated his personal story as under:

His daughter, appeared in Middle Standard Examination, held by the Himachal Pradesh Board, in March, 1982 under Roll No. 80612. She got comparatively less marks in two papers: Mathematics and Hindi. She was a regular student of Govt. High School Dangar(Bilaspur). She applied for re-evaluation. The Board had done neither re-evaluation nor refunded the money.

1. The Hindu, Madras April 11, 1985 (p.12).
5.15.9 UNFAIRMEANS CASES AND DISPOSAL THEREOF

There are chances of using unfair means by the examinees at the examination hall. Such cases if reported by the Centre Supdt. should be examined carefully and judiciously.

In a writ petition filed by Shri Ajay Kumar verses The Madhyamic Shiksha Parishad, in the Allahabad High Court\(^1\) It has been held that the examination committee appointed by the Board of High School and Intermediate Education, Uttar Pradesh, Allahabad, while dealing with the cases of examinee using unfair means in examination hall, acts quasi judiciously and prerogative writs in the nature of ceritorari can be issued by the High Court against the said Board where the circumstances of a particular case so justify.

The Boards in some cases of alleged use of unfair means take arbitrary decisions which cause substantial injury to the students, financial burden to the parents, worries and mental torture besides stigmatise the prospectus of students careers for all times to come.

It has been laid down in :-


\(^1\) AIR-1979 Vol.66. Allahabad (High Court (p.13-14)
iii. Board of High School and Intermediate Education
U.P. Allahabad Verses Kumari Chitra Srivastav

iv. Prabhad Kumar verses Board of High School and
Intermediate Education, U.P. Allahabad (1971-All-
LJ - 1391).

V. Mustaq Hussair Verses Secretary, Board of High
School and Intermediate Education, U.P. Allahabad
(AIR-1973-All-537).

vi. Triambak Pati Tripathi verses Board of High School
and Intermediate Education, U.P, Allahabad (AIR-1973-
All 11 (FB).

that the examination committee of Board of High School and
Intermediate Education, U.P. Allahabad, while examining cases
of examinees using unfairmeans in examination hall, acts
quasi-judiciously.¹

Under Regulation 20 of Madhya Pradesh Secondary
Education Act, 1959 (10 of 1959), the Rules Committee is
empowered to expel a candidate from the examination hall of
the paper concerned and to impose on him any other penalty
only if the candidate has been found using unfair means or in
possession of unfair means. In a petition filed by Abdul Haque
Naseem verses Board of Secondary Education, Bhopal No. 395 of
1965, D/6-1-1966, it has been held that decision of Committee

¹. AIR -1979 Vol. 66 Allahabad High Court (pp-13-14).
to cancel the result of the examinee and to debar him from
next examination could not be sustained under Constitution
of India Article 226. As these bodies are quasi-judicial,
principles of natural justice should be followed.¹

Punjab School Education Board had registered 650²
cases of unfair means in the different examinations held in
March, April, 1985. The number of such cases during last
year was 1289. The Board had appointed a committee consisting
of a Judge of High Court, a former Transport Commissioner
and an Educationist to decide these cases.

5.15.10 CERTIFICATES

The certificates to the successful candidates should
be issued after strict scrutiny. Sometimes wrong certificates
are issued to the candidates and the cases are filed in the
court. For instance Kedar Lal Verma who appeared in U.P. Board
of High School & Intermediate Education examination was granted
marks sheet which showed that the marks obtained by him were
less than that required for pass, but in another column, he
was by clerical mistake, mentioned as having passed, shown in
Table number 5.1. When the student did not get the pass certificate
he challenged the case in the High Court of Allahabad. The
court held that the boy according to the marks obtained by him
had failed and was not eligible for pass certificate. He could
not claim pass certificate merely on the basis of the one already

¹ AIR 1966 M.P. 228 (V 53 C 58).
² The Indian Express, May 16, 1985 (p.3).
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सम्पूर्ण यांग औसत 50% तथा शोध में 192/500 एक बार दोहरे मान

परिचालक ज्ञान
issued to him containing a clerical mistake. His petition was dismissed.\(^1\)

5.15.11 **CERTIFICATE EQUIVALENCY**

Boards of School Education award different certificates after different standard examinations with different names. This creates doubts and confusion and sometimes it becomes difficult to distinguish the standard of certificates. It leads to refusal to the students to join next higher classes, or even jobs as appears from the following case:

In the High Court of Judicature, Madras, A.K. Jacob (Minor) represented by Father and Guardian M.K. Korah verses the Madurai University\(^2\), it had been held that Council for Indian School Certificate Examination New Delhi, is valid and equivalent to Matriculation Examination with 40 per cent marks in English Language and literature (2) Mathematics (3) Science i.e. Physics and Chemistry and Biology, and 35 per cent marks in other compulsory subjects and pass the whole examination in one sitting.

In another case Chitrangjan Dass Sharma L.P. Appeal No. 70 of 1967 and petition in C.W. Petition No. 231 of 1967, it was held that Secondary School Certificate examination March 1963 conducted by Gujrat Secondary School Certificate examination Board, Baroda, was not equivalent to Higher Secondary

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School Examination of Delhi.

Shri Ashok Kumar Chopra LPA No. 68 of 1967 had passed secondary school certificate examination of Poona Board held in March, 1963 and on 27.6.1965, he applied for admission to Delhi College (Ajmeri Gate) Evening College for B.A. Pass. University held that secondary school certificate examination of Poona Board was not recognised as equivalent to higher secondary examination. The admission qualification was Intermediate examination from Indian universities or Higher Secondary examination of Board of Higher Secondary Education Delhi or an examination recognised as equivalent to either these examinations. Justice Tatakahi held that once University had granted admission enrolment, it cannot review the orders and therefore the cancellation of admission was quashed. The university went for L.P. Appeal and it was held that there can be no estoppel against a student. The Double Bench agreed with the judgement of Mr. Justice Tatakahi and dismissed L.P. Appeal. The Secondary School Certificate Examination of Board of Bombay, Poona and Gujarat Secondary School Certificate Examination Board, Baroda is equivalent to Matriculation examination and not higher secondary of Board of Higher Secondary, Delhi, as per Delhi University Rules.

5.15.12 EXAMINATION RECOGNITION

For uniformity, one syllabus should be prescribed by

N.C.E.R.T. or Council of Boards of School Education India and same standard should be adopted by all the Boards, so that there is no confusion and loss to the students after passing one examination from any Board. As different Boards have different set of syllabi and different subjects, students of one state find difficulty in getting admission to higher courses or employment in other states because the examinations are not recognised. For instance:

The Jammu and Kashmir Higher Secondary Examination (Class XI) has been recognised as equivalent to Mr. Secondary examination or Pre-University examination of University, by almost all Universities of India. However, the Calcutta University has decided to grant admission to a candidate who has passed Higher Secondary examination held by the Jammu and Kashmir Board, on individual merits. Similarly University of Bombay vide No. Cert./38/dated June 4, 1966, granted recognition to Matriculation and Higher Secondary examinations conducted by the Jammu and Kashmir Board subject to certain conditions of having passed these examinations with certain subjects or passing some subjects in first or second division¹.

A student of XI year was served with a withdrawal notice by Principal, Sainik School, Kazhakootam, Trivandrum as he had failed in standard XI internal examination and was prohibited from attending N.D.A. entrance coaching classes.

The student belonged to scheduled caste. Action contemplated can not be said to be violative of Article 15(4) of Constitution of India.

5.15.13 EXAMINATION CENTRE OUTSIDE BOARD JURISDICTION

On the basis of the comparative study regarding conducting of examinations it has been found that there are chances of mal-practices in the examination centres outside the state. It is suggested that as far as possible examination centres should be created within the territorial jurisdiction of the different State Boards. The mal-practicies have been resorted to in various states, a few cases are mentioned here as under:

1. Punjab School Education Board held special matriculation examination in July, August, 1983 in Delhi for students belonging to Haryana. Out of 2350 students who appeared in this examination, about 2060 students faced the charge of using unfairmeans. Result of others had been withheld for not having fulfilled the eligibility conditions. It is said that out of the three eligible candidates only one has actually passed the examination.

2. Himachal Pradesh Board held Matriculation examination in March, 1981, in Haryana for students belonging to Haryana. Large scale use of unfair means was reported at all these centres and result of many candidates was withheld and cancelled for want of examination admission forms, eligibility, proper


2. The Indian Express dated September 17, 1983 (p.1).
attribution and assignment for correspondence courses etc.

5.15.14 PUBLICATION OF TEXT BOOKS

It is suggested that school text books should be

got published by the Boards through leading printers by calling
tenders, well in time and in sufficient quantity. The books
should be sold by Sale Depot of the Boards. In no case selling
of books be allowed through the book-sellers. Various cases
of irregularities and criticism have been found during the
study as under:

1. There is shortage of books published by Punjab Board. This Board had given the printing work to their favourite
printers. Previously the Board approved the book-class I in
four colours and sold at Rs. 0.80 per copy. Now from
the year 1984 the book class-I had been approved in two colours
and the price was fixed at Rs. 2.35 per copy. The paper used for
the book of 1984 was also inferior.

2. Rajasthan Board also publishes text books and gets
the books printed from the printers, through tenders, for
secondary and higher secondary classes.

3. School curriculum, syllabus and text books for standard
1-12 in Tamilnadu are being revised. For this purpose committees
have been constituted for thorough revision, in time with the

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1. The Vir Partap, dated Dec. 10, 1984(p.3).
3. The Indian Express dated December 14, 1984(p.2).
concept of the new scheme of life-oriented education proposed to be implemented in Tamilnadu during the Seventh Plan period.\(^1\)  

4. The Himachal Pradesh Board of School Education took a bold step in prescribing new text books for Class I to VIII with effect from March, 1974. Some of the publishers filed a writ in the Himachal High Court. The stand taken by the Board was fully vindicated and the petition was dismissed.\(^2\) Now the Board prescribes the text books Class I to X. These are sold, sixty per cent through the book-sellers and forty per cent through the Board's sale depot. The book sellers are given discount @ 5 per cent. Some of the book sellers have deposited money for registration but they have not been registered nor money refunded.\(^3\) There is a shortage of text books at several places in the Pradesh. Students complained that some shopkeepers in Una town of Himachal Pradesh forced them to buy note books along with the text books. Some of the book sellers have affixed a stamp on the books, revising the price at their own accord.\(^4\)  

According to Preet Sharma and Ashok Kumar (Shimla) there are so many mistakes in the text books published by the Himachal Pradesh Board.\(^5\) Books published by Haryana Board also contained mistakes.

1. The Hindu Madras April 10, 1985 (p.12).
2. C.W.P./1974, Om Parkash Vs. H.P. Board of School Education.
3. The Indian Express, February 27, 1985 (p.2).
4. The Dainik Tribune, Chandigarh April 14, 1985 (p.2) and Vir Partap, Jullundur, Jan. 12, 1985 (p.5) and The Tribune Chandigarh, April 18, 1985 (p.6).
5. The Dainik Tribune October 12, 1983 (p.3) and October 24, 1985 (p.3) ibid; May 7, 1985 (p.4).
Madhya Pradesh Government and Madhya Pradesh Board of School Education had prescribed text books through their respective notifications. The Supreme Court constitution Bench quashed these notifications, saying that books should not be changed merely with the change of Government.¹

5.15.15 MEDIUM OF INSTRUCTION

The choice of medium of instruction and introduction of some subjects is a part of an education policy which should be linked with the necessity of schools and political expediency. Before any major change is intended, intellectuals must be taken into confidence. The researcher has studied the medium of instruction and choice of subject etc. and a few cases are mentioned as under:

1. Punjab Government and State School Education Board is unnecessarily interfering in the matter of subject and medium of instruction in schools, ostensibly due to political reasons.²

2. The decision of the West Bengal Government to abolish English at Primary stage³ has not been liked by many persons, as introduction of English should not be a prestige for any State Government. West Bengal Government has taken the decision regarding no detention at the primary level and made English as optional subject of study at the undergraduate level.⁴

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¹ The Tribune March 28, 1974 (p.4) and Supra, p.
² The Vir Partap Jullundur, April 14, 1985 and The Punjab Kesri Jullundur April 14, 1985 (p.6).
⁴ The Amrit Bazar Patrika, Calcutta, April 14, 1985 (p.10).
There is growing craze among the people to have their children learn English. Consequently all Government aided schools in Patiala (Punjab) have introduced the teaching of English from the first class itself. Dr. T.R. Sharma, Head Department of Education has stressed the need for immediate effective measures to "stem the tide of uneducational practices" which he says has eroded the base of our educational system.\(^1\) It is suggested that teaching of English at primary stage should be banned. The schools who are teaching English from very beginning should be de-recognised and abolished by statutory provision.

5.15.16 DATE OF BIRTH

The date of birth should be entered correctly by the students in their examination admission forms duly attested by the Heads of Institutions after verifying it, as the date of birth recorded in the High school certificate is final. Normally date of birth recorded in the certificate should not be changed. There are cases of errors and omissions in various Boards as appears from the following case:

In a writ petition filed by Sh. Jhandeshwar Prasad Dwidoi Vs the Chief Engineer, P.W.D. Uttar Pradesh, Lucknow, the High Court agreed with the stand taken by the Board of High School and Intermediate Education, Uttar Pradesh, Allahabad not to change the date of birth recorded in the High School Certificate. The petition was rejected.\(^2\)

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1. The Tribune April 25, 1985 (p.3).
5.15.17 STATUS OF MANAGING COMMITTEES OF SCHOOLS

The Boards of School Education and the Department of Education should not interfere in the working of the Managing Committees of the recognised schools. There should be autonomy to a great extent in these institutions. Sometimes, the Departmental or Board's interference leads to litigations as appears from the following cases.

The Managing Committee of Narendra Dev Higher Secondary School, Jalalpur, District Faijabad, Uttar Pradesh, constituted under the Uttar Pradesh Intermediate Education, Act, 1921, terminated the services of its Principal. The papers were sent by the Committee to the Deputy Director of Education, Gorakhpur (UP) which was disapproved. The Committee filed writ petition in the High Court of Allahabad and the learned judge allowed the petition. (AIR-1971-Allahabad-413).

Sh. Jang Bahadur Singh was Manager of Hira Lal Memorial Intermediate College, Bhauranli (Azamgarh), affiliated under Intermediate Education Act (UP 2 of 1921). He was charge sheeted. High Court issued stay orders. Then vacated the orders. He filed appeal in the Supreme Court but the same was dismissed.\(^1\)

Under the Madhya Pradesh Secondary Education Act, 1951 in the Bombay High Court a case\(^2\), Babulal Dalchand Maloniya verses The Director of Municipal Administration, Sachivalya,  

\(^1\) Jang Bahadur Singh Vs. Bajnath Tiwari, Criminal Appeal No. 187 of 1965 dated 26.4.68 (U.P. High Court).

\(^2\) AIR 1974 (Bombay) 219 (V. 61 C 51) at Nagpur.
Bombay was filed vide special civil application No. 216 of 1973 and the retirement by the Municipal Committee was held\(^1\).

Under Madras Elementary Education Act (VIII of 1920) and Madras Elementary Education (Amendment) Act (2 of 1939) in the Madras High Court a case: Velayuham Junior Basic School, Srivilliputjur verses the District Education Officer, Virudhunagar was filed vide writ petition No. 2885 of 1972 dated 24.11.1979. The teacher was terminated by the Managing Committee, of the School. The school was de-recognised by the State Education Department. The Manager of the school appealed through this writ. The court held that the recognition can be withdrawn because one of the conditions of recognition, namely that in case of dispensation of services of a teacher, is the prior approval of Director of Education. Writ petition was dismissed\(^2\).

Under Orissa Secondary Education Act, 1953 (10 of 1953) in the High Court of Orissa, a case: Jagat Landu Patnaik verses Secretary, Orissa, Board of Secondary Education was filed vide J.J.C. No. 432 of 1966, dated 23.2.1968. In this case a teacher was terminated and he filed appeal thereof. The learned Judges S.Baran and S.K.Ray held "District Inspector of Schools has to forward the appeal to the Appeal Committee of the Board. Writ accepted"\(^3\).

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1. AIR 1974 (Bombay 219 (V 61 C 51) at Nagpur.
2. AIR 1979 Madras 167.
In the case Kirpa Nath Sarmah versus the State of Assam, it has been held that under Assam Elementary Education Act, (30 of 1962) and Assam Elementary Education Rules, 1963 (Rr 18,19,26) State Board of School Education is a statutory body. Power to terminate the services of its teachers vests in the State Board under General Law of Master and Servant in the absence of statutory provisions. Assistant Secretary of the Board terminated the services on the basis of some circular issued by Joint Director Education. Held that the termination be quashed.1

In a case Ramaswami Ayyanager, verses State of Madras, represented by the Divisional Inspector of Schools, Coimbatore vide writ petition No. 68 of 1959, dated 13.7.1961 , the learned Judge Mr. Justice Anantanarayanan held "the services of the teacher employed in Government aided school can be terminated after due notice in accordance with such terms. The teacher's challenging orders on ground of alleged non compliance by the management with administrative rules is not tenable under Madras Elementary Education Rules.2"

In a case Assistant Education Officer, Kuthuparamba verses Mammoon and others in Kerala High Court, it has been held that authority to take disciplinary action against teachers rests with the Officers other than Manager of Schools, under Kerala Education Act (6 of 1959) and Kerala Education Rules(1959),

1. AIR 1965 Assam & Nagaland 101 ( V 52 C 37).
2. AIR 1962 Madras, 387 (V 49 C 106).
and further amended in 1965\(^1\).

A petition was filed by Shri C. Sankaranarayanan because of violation of Articles 19(1) (f) and 31 of Constitution of India, Civil Services - and Kerala Education Act 6 of 1959) and Section 36 (12) Civil Services Kerala Education Rules in the Kerala High Court vide C. Sankaranarayanan and others verses The State of Kerala, vide writ appeals No. 126, 136 of 1968 and original petitions No. 1732 and 1959 of 1968 D/16-6-1969. It has been held that reduction in age of retirement made by rules cannot be challenged as it does not amount to deprivation of property in violation of articles (19(1) (f) and 31 of Constitution, Civil Services and Kerala Education Act.\(^2\)

The administration of the Boards is sometimes challenged in the court in service matters. One case is mentioned as under:

The seniority of Assistants and Managers of Schools framed by the authorities under Kerala Education Rules, 1959 and Kerala Education Act, 1958 was challenged in the Kerala High Court vide Krishnan verses R.D.D. and others, original petition No. 4195 of 1973- dated 5.8.1974. It was held that the seniority should be framed in accordance with the rules.\(^3\)

5.15.18 PUNISHMENT TO STUDENTS

Beating the student should be avoided as far as possible. Beating the child is "child abuse" Mr. Jimmy Dunne

\(^{1}\) AIR 1969, 91(V 56 C 21)  \(^{2}\) AIR 1970 Kerala 239(V57 C54).  \(^{3}\) AIR 1976 Kerla 110.
calls it "legalised child abuse". But in certain cases the punishment is harsh which leads to litigation as appears from the following case:

West Bengal Board of Secondary Education has prescribed corporal punishment and circulated to the schools. A Headmaster of the school awarded corporal punishment to a student. The matter was raised in the court. The learned Judge held that the Headmaster was entitled to the benefit of s.88 of Indian Penal Code and therefore he had not committed any offence under section 323 of Penal Code in the case Ganesh Chandra Saha verses Jiw Raj Swami, Criminal Revision No. 1321 of 1962 dated 10.4.1964.

5.15.19 ACCOUNTABILITY

Appraisal, assessment, evaluation and accountability are inter-related in many ways. The major purpose of all educational institutions as well as all Boards of School Education is to contribute to the development of a dynamic self-renewing society by assuming a major role in preparing the citizens, and especially the children and youth, to participate in and contribute effectively and constructively to the orderly development of society. Accountability is concerned primarily with determining, on the basis of valid evidence, the validity and appropriateness of goals, the progress made towards achieving goals and objectives, the factors and
conditions that have facilitated or retarded progress, and ways of effective improvements. All the Boards of School Education are accountable to parents, because of their interest in and concern about the education their children receive, Legislators because they set educational policy for the state and provide financial support to implement those policies. All the Boards should make a careful appraisal of present programmes and of their own functions and procedures. Accountability of the Boards of School Education is the most important function. All the Boards should publish their annual administrative reports and present it to their respective Legislature.

5.15.20 STATEMENT OF ACCOUNTS

Accountability of the Boards is the most important item. The annual financial report should be prepared under statutory provision and presented in the Legislature every year in the first session.

5.15.21 PUBLICATIONS

All the Boards should publish their annual reports and their journals regularly and these should be given wide circulation. Some of the Boards are publishing their annual reports regularly. But Himachal Pradesh Board established in 1968, had published only one report for the year 1983-84. The
Punjab Board is publishing Board Journal regularly, quarterly but Himachal Board is not publishing the journal for so many years. The Rajasthan Board, Maharashtra and Central Board of Secondary Education are publishing their respective journals and different reports regularly.

5.15.22 LIBRARY

A well organised library and reading room should be established in each Board of School Education for the benefit of the employees, students and teachers. The library should have up to date books, journals, research material, newspapers, reports of experts, committees, commissions, reports of all educational institutions like N.C.E.R.T., University Grants Commission, National Institute of Educational Planning and Administration, Association of Indian Universities, proceedings of the meetings of Council of Boards of School Education, Central Education Ministry, Education Ministers, Secretaries of States, State Boards and allied foreign journals regarding administration, education management, examinations and curriculum etc. There should be library staff qualified and experienced for quick service to the teachers, parents, students and staff of the Boards.

5.15.23 HEALTH SERVICES

Like all the other big establishments and institutions, all the Boards of School Education must provide all the medical facilities. There must be at least one dispensary
with doctors, valid or dentist, both male and female, adequate supporting staff and infra structure to give encouragement to the employees and their families.

5.15.24 REMUNERATION TO THE EXAMINERS

Remuneration to the teachers, and other persons appointed for the conduct of examinations, for paper setting, for inspection of examination centres and for examining the answer scripts, of the candidates, must be paid as early as possible, to create efficiency and confidence in the minds of all the concerned persons. During this study, it was surprisingly found that there are good number of complaints from many quarters for non-payment of such remunerations. Some of them are mentioned as under:

The payment of remuneration of Mrs. Ram Piari and Sudesh Sharma, both J.B.T. Teachers for conducting/invigilating Primary standard examination held in March 1981 was sent by cheque only on August 7, 1984, after lapse of three years and four months, by the Himachal Pradesh Board.

Mangat Ram (Mansa), Punjab, marked answer sheets of Middle Standard Examination held by Punjab Board, in March, 1982 but he says he had not received his payment of remuneration\(^2\) upto March, 22, 1984.

Shri Tarsem Lal (Rupar), sub-examiner, Matriculation Examination in March, 1982 and Sept. 1982, had not been paid

1. H.P. Board letter No. H.P. Cash Accounts-III/84-4, dt.7.8.84.
2. The Indian Express, Chandigarh, dated March 22, 1984 (p.3).
contingency expenses @ Rs. 2.00 per examination. The Punjab Board however, replied that the board had decided to pay Rs. 20/- as contingency charges.

Some Boards are also not making payment of remuneration in time. Certain complaints have appeared in the newspapers as under:

Shri Deva Ram Goyal, Jind, Haryana who worked as examiner for 8th class examination held by Haryana Board in April, 1982 had not been paid his remuneration despite writing many letters.

Darshana Bansal (Mansa) worked as Superintendent in the Middle standard examination of Punjab Board held in March, 1981. Her remuneration cheque sent by the Board was lost in the State Bank of India, Mansa. This fact was intimated to the Board, but her request for duplicate cheque had gone unattended to since April, 1982 upto May, 1984.

Urmila Pathania, Bilaspur (Himachal Pradesh), acted as sub-examiner in the Middle Standard Examination of Himachal Pradesh Board held in March, 1982. She had not been paid remuneration and contingency charges till April, 1984.

Shri Surinder Singh Bedi (Sundernagar) writes "there is no order in the Himachal Pradesh Board. The remuneration of teachers have not been paid for three-three years. Though the Secretary of the Board has assured to make payment by 31st May 22, 1984 ."

2. The Indian Express, dt. May 1, 1984 (p.3).
3. The Indian Express, dt. April 3, 1984 (p.3).
March, 1985, but this payment is still pending. No body attends to letters written to the Board and no reply is sent.¹

Sh. K.K. Sharma (Kullu) worked as Examination Centre Superintendent to conduct Middle, Matric Examination of Himachal Pradesh Board, June, 1979 but his remuneration was not paid upto April, 1985.²

5.15.25 DECLARATION OF RESULTS

The results of the examinations held by the Boards should be declared expediously and certificates issued at the earliest to avoid inconvenience to the students and parents. Some of the Boards do not pay attention to this work and complaints are made by the candidates.²a For instance:

Savitadevi, Banankpur, Village, Gadpuri, P.O. Ballabhgarh, Tehsil Faridabad, Haryana, appeared in the Intermediate Examination of the Board of Secondary Education, Madhya Pradesh, Bhopal, in 1983 and got compartment in English. She again appeared in October, 1983 and was declared successful. She had not been issued certificate upto 15.4.83.³

Hon'ble Sh. K.C. Pant, Union Education Minister was surprised to know when he was informed by persons in Janvani Programme of Delhi Television Centre, telecast on May 21, 1985, that Uttar Pradesh Board had declared the result of high school

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¹ The Vin Partap, Jullundur, April 17, 1985 (p.2).
² The Indian Express, Chandigarh, April 16, 1985 (p.3).
²a The Dainik Tribune, Chandigarh, July 16, 1985 and July 17, 1985 (p.3).
³ The Tribune, Chandigarh, April 15, 1985 (p.3).
examination, March, 1984 as incomplete as many as sixty thousand candidates were shown as M.L (marks later). One Mr. Hasan, a candidate belonging to Meerut Zone paid some hush money and came to know of his result having passed the examination. He had deposited the dues, outstanding, vide T-110 dated October 14, 1984 but had not received his marks sheet when he informed the Hon'ble Minister. There are instances of similar cases of other Boards also1.

The result of all the Boards should be correctly published in their respective printed gazettes which should be made available at reasonable price. All the particulars of the candidates, roll number, name, father's name, subjects offered and date of birth must be clearly mentioned.

5.15.26 10+2 SYSTEM

The plus two part of the 10+2 pattern is part of school education and, therefore, should be introduced in schools. All State Governments should adopt 10+2 pattern of education immediately so as to bring uniformity in educational standard and similarities in the examinations for these levels throughout the country. The 12th year class must be added to the present higher secondary schools (11th Year), just like the schools under Kendriya Vidyalaya Sangathan. Himachal Pradesh Government should introduce this pattern from the coming academic session 1986-87, positively. The School teachers of various states have demanded that this pattern

1. The Tribune April 29, 1985(p.3).
Ibid April 9, 1985 (p.2)
Indian Express August 27, 1985 (p.3).
Vir Partap, dated October 9, 1984 (p.9) and
be introduced in the schools instead of colleges.\(^1\)

The study suggests that Pre-University Class from Colleges be disbanded in phased manner when sufficient +2 Schools are established by the State Government. Those southern states that have a school system of 11 years equivalent to the 10 years in the north ending in the same goal of Matriculation examination should change their 11 years structure into 1 + 10 "1" representing the pre-primary class for students of the age group five to six years old. The 10 years school system should be after the pattern of U.S.A the +2 after the pattern of USSR. After 12th year the students will go to University education as has been done in Canada, Japan and Sri Lanka and as recommended by Lord Robbins.

The study reveals that there is no need of establishment of a separate board for Higher Secondary or Senior Secondary Education. The one Board as already suggested should be renamed as Board of School Education and strengthened with supporting staff.

It is heartening to learn that Prime Minister Mr. Rajeev Gandhi is out to overhaul the present system of education. That he wants to have a public debate is an indication that he means business. There is a need of revolution and not evolution in the education system as the people have already waited for more than three decades after

1. The Dainik Tribune, April 7, 1985 (p.6) and
   The Tribune, Chandigarh, April 15, 1985 (p.3).
independence for a child centred, job oriented and vocational system of education. ¹

Punjab Government is considering to establish a separate Board of Higher Secondary Education. Haryana Government is considering a proposal to establish a Senior Secondary Education Board to conduct plus 2 standard examinations. Haryana Minister of State for Education Mr. Jagdish Nehra informed in the Vidhan Sabha that 10+2 pattern of education was being introduced in the entire state from the year 1985-86, from class XI. Hence there will be no Higher Secondary or Pre-University Classes from 1985-86.²

Haryana Government has decided to cover 250 institutions under 10+2 pattern during the year 1985-86. ₹ 12 crore have been provided in the VIIth Five Year Plan for the implementation of this scheme. Out of this ₹ 2.35 crore will be spent during the year 1985-86. For the sake of uniformity, the syllabi and courses prescribed by the Central Board of Secondary Education and text books published by the N.C.E.R.T. have been adopted.³

5.15.27 DISTRIBUTION OF TEACHING HOURS AT SCHOOL

After studying the instructions of the various Boards of School Education regarding working/teaching hours in the schools etc., it has been found that in most of the

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1. The Indian Express, March 19, 1985 (p.6) and Ibis, Feb., 19, 1985 (p.7).


3. The Tribune dated April 16, 1985 (p.8).
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**Total** 41 periods (One period of 35 minutes)
# Table 5.3

**Standard School Curriculum in USSR**

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**Total** 234 234 234 30 30 32 34 36 36 294
Boards, the teaching hours for different classes and periods for different subjects are different. Much time is, currently given for teaching Hindi (National language) as appears from the Table 5.1 and 5.2. In Primary classes more periods should be earmarked for Environmental Studies, Productive Work instead of mother tongue. Similarly in secondary classes, more time should be devoted to the subject of science, games and supervised studies. In U.S.S.R. teaching is done from Class I to X for 24 to 36 periods per week whereas in India we teach these very classes for 42 to 54 periods. The duration of periods should be reduced in order to lessen burden of teaching hours, keeping in view table 5.3.

The Boards are neglecting the pre-primary and nursery education. It is suggested that Russian system should be adopted for children education and the child should be taken to school in the very beginning, keeping in view Table 5.3.

5.15.28 BUDGET ALLOCATION

The budget allocation for education for the year 1985-86 had been enhanced by 14.5 per cent. The allocation is more than Rs. 513.78 crore for this year as against the last year's budgetary provisions of Rs. 448.74 crores. Prime Minister Mr. Rajeev Gandhi had maintained that education is the area which should be accorded the highest priority to meet the requirements of the country. With a view to making education job oriented, he had also stressed the need for re-orientation
of the system of education by 1986. Budget for education should be enhanced substantially to meet the requirements of primary and secondary education.¹

Education Minister of Tamilnadu Mr. C. Aranganayagam called for a national level committee to examine the present education system and suggest measures for restructuring higher education, assigning greater importance to the teaching community in controlling the affairs of the educational institutions.²

5.15. 29 PSYCHOLOGICAL ISSUES

Attention at psychological issues in educational and government organisations is not just a matter of staff welfare, it is an integral part of the proper running of the organisation, and we have now reached a stage of educational development where it will be sheer madness for our society not to recognise this, since the consequences of mistakes can be so catastrophic.

Modern educational psychology has recognised this to some extent, showing that people's motivation in modern educational life is rarely just the wish to earn more money, but is government by the whole complex of their personal relationships with the others in the work organisation. So far however, the progress in getting those who manage the

² The Hindu, Madras, March 20, 1985, p. 12.
governmental or educational concerns to approach their work and their organisation with psychological understanding has been very slow.

T-groups and sensitivity methods have begun to establish themselves in management training in some large organisations. The underlying motive of these should not be one of trying to adjust the employees to the status quo but of changing the organisation to suit human beings.

5.15. 30. REFORMING THE ADMINISTRATION

The Prime Minister, Rajeev Gandhi has stressed the need to avoid politicisation of the civil services. He has promised honest and forward looking administration. He has taken steps to revamp the administrative front, loopholes were being plugged and laxity dealt with sternly.

The need of administrative justice demand that there should be complete overhauling of the Indian administrative law so that the rights of private parties are properly protected. The much delayed institution of Lokpal should be introduced forthwith to supervise and investigate actions of the administrative officials and the acts of quasi-judicial authorities. India today needs a comprehensive legislation as administrative law alongwith the lines of Code of Administrative Procedure in the United States which could prescribe rules of conduct for administrative authorities and quasi-judicial bodies.

It was aptly remarked by the former Prime Minister, Smt. Indira Gandhi on 1st March, 1966, "what India needs is a revolution in the administrative system without which no enduring change can be brought about in any field."

All the Officers and employees of the Boards should project such an image whereby the parents and the students feel assured of courteous behaviour, prompt attention, fairness and justice in all their dealings. The work and performance of the employees must be closely monitored at intervals and the efficient and responsible employees should be encouraged by giving them all possible incentives like special increments, prizes etc.

This study may be relied upon to provide an authoritative commentary upon the administration of different Boards of School Education in India and their problems. These problems are not unique to any one Board. Much can be learned by sharing experiences, exchanging ideas, analyzing alternative solutions and by monitoring the progress of developments in different Boards.¹

Due to cross-cultural differences, it is difficult to observe and explain the comparative administration of all the Boards of School Education in India in identical terms and by identical methods.

This comparative study of the administration of all Boards of School Education has depicted a scene of contradictions rather than of common bounds. In a country of national unity and emotional integration we sometimes find harmony and social conflict mainly because of the lack of common theory of administration at the national level. Therefore, Indian politicians, thinkers, educationists and administrators must all work selflessly for the "Indianization" by giving a uniform system of educational administration. Then and only then, the people of India will be able to establish India, that is Bharat into a sovereign socialist secular democratic republic.

5.16 SUGGESTIONS FOR FURTHER STUDIES

At present the lack of systematic, descriptive, correlational and experimental studies of administrative organizations and functioning of educational institutions with a view to exploring proper techniques of establishing relationships and interactions among the members of the staff everywhere and, particularly so in India, indicate that educational institutions like the Boards of School Education have not shown much concern for the personnel how best to organize their efforts to achieve desired objectives. In this context the present study acquires a great significance. It has focussed attention on studies related to how best to utilize the talents and abilities of the administrative and academic community for a better, more effective, responsible and productive organization of Boards of School Education; to realize educational goals, and thus it will give a lead and will
provide ample avenues for future research workers in this field of administration. In the present work an attempt has been made primarily to systematize and describe the administration of different Boards of School Education.

It is a fact that the research in any branch of human knowledge is never a closed book. There is always the persistent need of findings for the students to the new problems and testing the veracity of the solutions to other problems. Human nature is so-complex that any combination of its characteristics may not present a complete picture. Similarly problems may not be solved by the same solutions. Further in depth studies in the following areas are possible and so suggested:

The present study is restricted to the Organization and administration of Boards of School Education in India with a special reference to the Himachal Pradesh Board of School Education. Similar comparative studies with regard to the administration of other Boards of School Education in the following fields can be taken up by the students of education in their respective states and union territories:

a. Personnel administration,
b. Financial administration,
c. Student population and their performance in the examinations,
d. Co-curricular and academic activities.
e. Court decisions at different levels with regard to the functioning of different Boards of School Education.