SUMMARY: OBITER DICTA

"Where there is much desire to learn,
Thereof necessity will be much arguing".
    John Milton

"Its all dark inside your head
What a dullard you must be .
Without light how can you see ?
    John Ciardi

TITLE: A COMPARATIVE STUDY OF THE ADMINISTRATION
      OF THE BOARDS OF SCHOOL EDUCATION IN INDIA

INTRODUCTION

Aristotle had said, "Knowledge is a constant process
of discovery". Accordingly this study is an attempt to make
additions to the existing knowledge with regard to the
administration of the Boards of School Education in the Indian
states and union territories.

The first chapter gives introduction and traces briefly,
the history of educational development and establishment of
Boards of School Education in India. Education Commission:
1964-66 in its report "Education and National Development"
and various other Education Commissions before and after
independence had recommended the establishment of statutory
Boards of School Education, independent of universities to
serve the cause of school education. At present there are
about seventeen crores students studying at different stages of the schools and to serve the cause of their education, twenty five Boards of School Education have been established.

RAISON D'ETRE

The Union Ministry of Education is at the top with the power to effectively supervise and control the educational system at different levels by providing guidance, finance and directions to the states and other agencies of educational administration.

After going through the research work done in the field of education, it is revealed that no research has been made, so far, to study systematically and comparatively the administration of Boards of School Education in India. Education is one of the most important sub-system of the social system of the nation. In India, different educational institutions and bodies including the Boards of School Education, have been established to serve the cause of education at different levels and in different ways. This comparative study of the administration of different Boards of School Education is an important area for research to find out the strengths and weaknesses, merits and demerits and successes and failures of the functioning of these Boards. The researcher was motivated to select this topic for his Ph.D. study when he read in a newspaper about writ petition in the Himachal Pradesh High Court, filed by Master Ashwani Kumar Vs Himachal Pradesh Board.
of School Education\textsuperscript{1}. In this case, administration of this Board was put to task for doing injustice to the petitioner Mr. Ashwani Kumar. Such like decisions of the different courts in India giving their verdict with regard to the different aspects of the administration of the Boards of School Education provided the RAISON D'ETRE for this study. Keeping this in view the researcher took the problem entitled:

A COMPARATIVE STUDY OF THE ADMINISTRATION OF THE BOARDS OF SCHOOL EDUCATION IN INDIA.

OBJECTIVES OF THE STUDY

The objectives of the study are to look comparatively into the administration of different Boards of School Education, to find out the strengths and weaknesses in their administration and to suggest remedial measures to reform the functioning of these Boards with special reference to Himachal Pradesh Board of School Education.

HYPOTHESES

The hypotheses framed and tested in the present study are stated as under:

a. The administration of Boards of School Education in India is neither uniform nor well organized and integrated.

b. These Boards are not autonomous in their administration and organisation.

c. The administration of these Boards is neither efficient and flawless nor democratic and responsible.

\textsuperscript{1} CWP No. 22 of 1983 - AIR-1984- H.P. and Supra pp. 8, 10.
d. The administration of these Boards is quite progressive and efficient.

DELIMITATION OF THE STUDY

With a view to making this study possibly purposeful, the researcher made a comparative study of the administration of all the Boards of School Education in India in general and that of Himachal Pradesh in particular.

METHODOLOGY

The research work falls into the field of administrative aspect of education and therefore the methodology of historical and normative research was followed. Naturally most of the work was done in the different libraries. The researcher studied critically the different Acts, statutes, rules and regulations of respective Boards of School Education. He went through the decisions of different courts in respect of administrative and academic matters concerning these Boards of School Education. For the collection of data a questionnaire and an opinionnaire were framed and were sent to five hundred twenty persons who were either educational administrators or parents, legislators and lawyers etc in different parts of the country. The researcher also interviewed about two hundred people of different professions, different places and different status, to know their opinion and views on the administration of these Boards.

The data required for this study were collected from the primary and secondary sources like Constitution of India,
statistical returns, drafts of six Five Year Plans, reports of the Education Commissions, Acts of different Boards, annual budgets of different states and union territories and union of India, speeches on Boards by legislators, educational journals, annual reports of education departments of different states and different Boards, reports of seminars of U.G.C., N.C.E.R.T., C.B.S.C., C.O.B.S.E., decisions of high courts and supreme court concerning the administration of Boards, research thesis and dissertations and books on educational administration.

Chapter two deals with the critical and analytical study of the various Acts under which the different Boards of School Education in India, have been established. It has been felt that the aims and objectives of some of the Boards are ambiguous and have not been clearly and properly defined. For instance acts of some Boards contain incomplete aims and objectives. Similarly the purpose, functions and powers of different officers, Chairman and Secretary etc. are not defined in clear terms in the respective Acts of these Boards.

There are some Boards, like Board of Public Examination, Kerala, Trivandrum etc. which have not been established under any Act and are functioning as other departments of the State Governments. The names of different Boards of different states are different, though in most of the States, the name is Board of Secondary Education.

In certain States there is separate Board of Secondary Education in addition to Board of School Education. For instance
in Bihar, West Bengal and Uttar Pradesh, there are separate Boards for School Education, Secondary and Higher Secondary Education. Similarly in Andhra Pradesh, Karnataka and Tamilnadu, there are different agencies to serve the cause of education at School stage and conduct examinations for Class X and XI.

COMPOSITION OF BOARDS OF SCHOOL EDUCATION

The composition of different Boards of School Education is not uniform and similar in many cases and not democratic as it does not provide representation to each category of persons concerned with the educational affairs of school going children. The administration of many Boards is faulty, inefficient and irresponsible. The composition of some of the Boards, like Gujrat and Goa is more democratic and representative as it provides representation to all persons interested in the affairs of school education. Tripura Board Act provides representation to students also.

CHAIRMAN

In all the Boards of School Education, usually a Chairman is the administrative head of the Institution and he holds a tenure post. As a result of this study, it has been found that different criteria are followed in the appointment of Chairman. In some Boards, the Chairman is an educationist, while in others he is a non-academician. In a few Boards like Uttar Pradesh, and Meghalya, the Director of State Education Department is ex-officio Chairman of the respective Boards. In the Acts of Punjab and Goa Boards, specific provisions of educational qualifications and experience of the Chairman are made. In the
Acts of other almost all Boards, no such provision has been made. Due to this ambiguity, the appointment of the Chairman of Himachal Pradesh Board was challenged in the High Court.

SECRETARY

The Secretary of a Board of School Education is its principal executive officer. According to the provisions of the Acts of different Boards, it is revealed that the Secretary is appointed by the State Government. Under Acts of some Boards, the Secretary is appointed on deputation basis from the Government service. Except Act of Goa Board, there is no mention of educational qualification of the Secretary of the Board in their respective Acts.

In Chapter three, organisation and administration of different Boards of School Education have been briefly dealt with. Since the administration of the Boards, at present, is not merely to protect the interest of its personnel but it has also to assure efficient, honest and responsive service to the cause for which it has been organized. Therefore, the administrative system of the Boards of School Education becomes of great significance and importance. The main weakness in the administration of some of the Boards has been the absence of a well organized effective and efficient system of personnel administration. The paucity of resources and poor performances of the most of the Boards are due to inefficiency and inadequacy of the administrative and academic personnel. In some Boards, like Punjab Board the staff is surplus as pointed out in the report of Review Committee constituted by the Punjab School Education Board, 1985.
This study has shown that employees in most of the Boards are dissatisfied and frustrated and they have been resorting to agitations and strikes etc. from time to time to get their demands accepted. There has been considerable increase in the functions and activities of the Boards of School Education. But in many Boards the staff strength has not increased in proportion to the increase in the quantum of work load and therefore, it is natural that there has been criticism of the Boards to perform the functions successfully and to the satisfaction of all.

The pay scales and other service conditions of the employees are different in different Boards. Generally all the Boards follow the pay scales of respective State Governments or Union Territories for its employees. Himachal Pradesh Board, follows pay scales of the State Government and provides promotional avenues to its clerks upto the rank of Deputy Secretary.

Recruitment of staff is made through three procedures:
   a. Directly
   b. By promotion, and
   c. On contract or deputation basis.

Many posts in certain Boards remain vacant. Administrative reports, financial account and budget is prepared by all the Boards. Financial position of many of the Boards is unsatisfactory and discouraging because the State Governments, usually, provide sanction of meagre grants to their Boards.

Chapter four deals with the functions of different Boards of School Education in India. The greatest problem which
influences educational theory and practice is an expanding number of examinees, examinations and other academic projects as well as co-curricular activities. The different Boards of School Education in India perform functions of the following types:

GENERAL FUNCTIONS

1. Conduct of examinations both annual and supplementary viz., Primary, Middle, High School, Higher Secondary, Intermediate Junior Basic Teachers and other teachers training certificate examinations and scholarship examination.

2. Creation of centres of examinations, fixing examination dates, setting of question papers and their distribution to examination centres.

3. Appointment of Superintendents and invigilators and flying squads, prevention of copying and use of unfair means at the examination hall, appointment of examiners and evaluation of answer sheets, compilation and declaration of result, re-evaluation of answer books, issue of certificates to the candidates etc.

ACADEMIC FUNCTIONS

It has been found that there are some Boards of School Education which have adopted systematic academic development programme. There are some Boards like, Punjab, Rajasthan and Maharashtra who are paying much attention towards the academic development of students and teachers. The Boards
are not following any specific academic programme.

Academic programme includes competition for students and teachers of Primary, Middle and Higher Secondary Schools, Education Blocks and Districts, financial assistance to physically handicapped students, library facility, educational and scientific tours and excursions for students, science corners, science papers and magazines, scientific competition, seminars, award of prizes, scholarships and medals to the teachers and students with outstanding performance. Some of the Boards organize sports and cultural activities. Punjab School Education Board organizes sports for its employees also in addition to the sports for school students. Central Board of Secondary Education organizes sports for students region-wise. Prizes are given to the students with outstanding performance in different fields. Boards like Punjab and Maharashtra, every year award prizes under every category of competition. NCERT gives awards to teachers of various levels for their outstanding innovations in teacher education. Maharashtra, Rajasthan, Jammu and Kashmir Board also award medals, shields and prizes to the outstanding students.

NON FORMAL EDUCATION

Some of the Boards like Central Board of Secondary Education, Himachal Pradesh Board, Madhya Pradesh Board, Rajasthan Board and Uttar Pradesh Board run correspondence
courses for Middle, Matriculation and Higher Secondary examinations. Central Board has established "Open School". Himachal Pradesh Board of School Education has established School of Correspondence Courses and has constituted a committee to supervise its functioning.

TEXT BOOKS

Generally all the Boards prescribe courses and text books for different stages of school education, from Class I to XII. Some Boards have prescribed text books completely, whereas others are making efforts in the direction of complete nationalization of text books. The printing paper at concessional rate is supplied by the Government of India to all the Boards. This paper is further issued to the printers for publication of the text books. The books are got printed from the reputed printers and publishers on tender basis.

JOURNALS

Some of the Boards like Punjab Board, Maharashtra Board, Rajasthan Board, Goa Board and Central Board of Secondary Education publish their journals quarterly, regularly. Council of Boards of School Education in India, has also been publishing its journal "Sahodya" regularly. Different Boards have different motto and insignia.

OFFICIAL LANGUAGE

Almost all the Boards have adopted English as official language. However the Board of Haryana and Uttar
Pradesh have Hindi, Rajasthan as English-Hindi, Maharashtra Board Marathi and Punjab Board Punjabi as its official language.

ANNUAL REPORTS

All the Boards publish their annual reports indicating inter alia, the administrative and academic activities, financial position etc. Board of Himachal Pradesh Punjab, Rajasthan, Maharashtra, Central Board of Secondary Education and Council of Boards of School Education, publish their annual reports more comprehensively.

HEADQUARTERS OF BOARDS

Almost all the Boards except Rajasthan and Madhya Pradesh Board, are housed in rented buildings at different places. Himachal Pradesh Board is constructing its building complex. Other Boards are also making efforts to have their own building complexes.

NON CONSULTATION

There are instances that while taking decisions concerning Boards of School Education the Boards are not consulted and major decisions are taken by the respective State Governments.

COORDINATION AMONG BOARDS

Council of Boards of School Education in India had been formed as a common forum for the progress and coordination among the various Boards. The Council have been holding
meetings and seminars. The last meeting, Fourteenth Conference, was held at Panaji, Goa from February 6-8, 1985. The Conference had recommended among other things "A CORE SUBJECT" for all secondary schools throughout the country.

Chapter five is on conclusions, platitudes and priorities.

CONCLUSIONS

The following were the three hypotheses of this study:

a. the administration of Boards of School Education in India, is neither uniform and similar nor well organized and integrated,

b. the Boards are not autonomous in their administration and organization, and

c. the administration of the Boards is neither efficient and flawless nor democratic and responsible.

On the basis of the critical and comparative analysis of the data collected from, the above hypotheses were accepted to a great extent.

d. The fourth hypothesis which runs as the administration of these Boards is quite progressive, efficient and responsible was rejected.

PLATITUDES AND PRIORITIES

On the basis of the findings of the present study the following suggestions are made for improvement and reforms in the administration of the Boards of School Education in India:
ESTABLISHMENT AND COMPOSITION OF BOARDS

1. The Boards should be named as uniformly "State Board of School Education".

2. At the national level a National Board of School Education should be established by the Union Government.

3. Government of India should declare its national policy on education and consider possibility of passing a "National Education Act". The Union Education Minister has recently announced that the national policy on education will be announced later half of 1985.

4. Separate Boards for State of Sikkim and Union Territory of Delhi and Chandigarh should be established.

5. There should be only one Board in every State or Union Territory. Sub-Boards should be set up in the big States like Madhya Pradesh and hilly areas like Jammu and Kashmir and Himachal Pradesh as has been done in Maharashtra.

6. The Headquarters of the Boards, generally should be at the capital cities of the respective States, or Union Territories.

7. The composition of the Boards should be such as to provide representation to all sections of people, teachers and parents.

ADMINISTRATION AND ORGANISATION

1. The Board should be headed by a whole time Chairman, an eminent educationist with teaching experience of at least twenty years.

2. The Secretary of a Board should be well educated with Bachelor Degree in Education and ten years teaching experience. He should be appointed on permanent basis.
3. Both Chairman and Secretary should be provided all facilities like rent free accommodation, telephone, vehicle and staff.

4. The policy regarding recruitment of staff should be given a definite and positive shape. There should be an Organization and Method establishment at the national level. Lakhina Model of Administration should be introduced in all the Boards. Hon'ble Shri Rajeev Gandhi, the dynamic Prime Minister of India has aptly desired to introduce this model in administration.

5. Sufficient posts of academic persons be created in all the Boards. Fifty per cent posts including Section Officers and above, should be filled from academic persons.

6. All posts should be filled up as and when they fall vacant or are created expeditiously.

7. All the Boards must pay due attention to public relations.

8. To check malpractices in the Boards, vigilence is necessary. All activities of the officials of the Boards should be watched.

9. All the Boards should publish their annual administrative and financial reports under statutory provisions.

10. The management of Boards should pay due attention to the problems of employees and parents adequately and look into the genuine complaints and suggestions received from different quarters.

1. Supra pp. 298-299.
11. Disciplinary action against employees and officials should be taken sparingly and with the aim to obtain better services from the officials.

12. For recruitment of staff in the Boards, following procedures should be adopted:
   a. Direct recruitment
   b. Departmental promotions
   c. Deputation, transfer or contract basis.

13. All the Boards should have a good library for the benefit of teachers, students and employees.

14. All the Boards must have a dispensary and requisite staff to give encouragement to the employees of the Boards.

15. The Prime Minister Shri Rajeev Gandhi has aptly remarked "Avoid politicisation of civil serves". All the Boards, officers and staff should project a good image. The work and performance of employees should be closely monitored.

FUNCTIONS

1. GENERAL FUNCTIONS

   All the Boards should generally, perform the following functions:

CONDUCT OF EXAMINATIONS

   a. The Boards should frame syllabi and courses from class I to XII, conduct examinations for Classes VIII, X & XII and take policy decisions in consultation with teachers and experts.
b. Examination Centres should neither be created in the problem Schools as far as possible nor outside the jurisdiction of the respective Boards.

c. To prevent leakage of question papers and prevent use of unfair means in examinations, a State or Union Territory Government should issue a notification for all eligible employees to work in different aspects of the examination in the same fashion as is done for election duties. The list of paper setters, head examiners and sub-examiners, examination Centre Superintendent and Invigilators should be screened by a committee from whose recommendations the Boards should make final appointments. Besides strong administrative measures should be taken and provisions of the Acts, enacted in this behalf enforced strictly.

d. There are some Boards who have a policy of insurance of the teachers and employees who perform the examination duties. There are many Boards who have not adopted such a policy. All the Boards should adopt a policy of life insurance of the teachers and employees who are supposed to work in different stages of the examination.

EVALUATION AND CERTIFICATION

marking

a. Centralised/system, computerisation of examination process, evaluation and re-evaluation system should be adopted by all the Boards. Central Testing Unit should be set up at national level and in each Board.

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b. All the Boards should declare the results of the examinations, expeditiously. Incomplete results and marks later (M.L) should be avoided.

c. Remuneration to the teachers for paper setting, invigilation and marking the answer sheets etc, should be paid expeditiously.

d. Certificates should be issued after adequate scrutiny. There should be one uniform certificate after passing Class X, XII examination, with one name so as to avoid confusion and de-recognition. Date of birth once recorded in the Matriculation certificate should not be changed ordinarily.

ACADEMIC FUNCTIONS

a. There should be opportunities both for teachers and students of school stage to participate in academic, cultural and co-curricular activities. There should be a "National Organisation of Boards" for arranging these competitions and other activities.

b. It has been found that medium of instruction in regional languages can lead to better learning and teaching.

c. Punishment to students should be avoided as far as possible.

d. Distribution of teaching hours in the schools should be scheduled so as to give more time for productivity. The teaching hours should be reduced to 24-36 periods per week for class I to X on the U.S.S.R. pattern of education.
e. All the Boards should prescribe text books for all classes of school stage, well in time and in large quantity, and good quality and at cheap prices to avoid scarcity of the same.

f. All the Boards should publish their journals and proceedings of important meetings and functions, regularly.

g. All the Boards should switch over to 10+2+3 system of education and make preparations for conduct of examinations from the ensuing year.

In nut shell it can be safely said that the Boards of School Education should gear up their administration at all levels as has been desired again and again by our Prime Minister Mr. Rajeev Gandhi saying

"EDUCATION IS THE AREA WHERE GOVERNMENT OF INDIA SHOULD ACCORD THE HIGHEST PRIORITY"

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