

CHAPTER VIII

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ADVISORY BODIES

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ADVISORY BODIES

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Introduction

The chapter deals with the gradual development of the all India Advisory Bodies of Education. Besides the Centre and State Education Department, there are several advisory bodies at the Centre and State level which stimulate the educational effort and provide a helping hand in the administrative effort and provide a helping hand in administration of education.

The Central and States, Ministry of Education has set up a number of educational advisory bodies through the recommendations of various Commissions and Committees, of an all Indian character, which function in different sectors of education both at Central and State level. Most of them are nominated and few give statutory bodies. These semi-official and non-official educational advisory bodies working under the aegis of the Ministry, have supplemented its work besides rendering expert advice in different sectors of education.

These bodies are constituted of renowned educational experts as official as well as non-official members. As S.N. Mukerji pointed out that 'their constitution seems to have acuated by two purposes; firstly, to enlist the contribution of the persons outside the formal organisation of the Central Ministry and Secondary the focus public attention on their problems.'¹

¹S.N.Mukerji : Administration of Educational Planning and Finance, Acharya Book Depot, Baroda, 1970,p.134.

Because India being a democratic country, it is essential to associate the best mind in the country, experienced educationists and professional workers as well as State Government officials in the formulating Nation's educational policy in various branches of education, and utilise their expert knowledge in the interest of education of the country.

As be noted in the foregoing chapters that the Central Government, have very limited control over education and in the administration, it has been entrusted to the State Governments. So the advisory bodies were set up for the specific educational sectors, composed of experts and other persons drawn from the entire field to help the government in coordinating of educational facilities and developmental needs of different territories of the country and thus reducing the diversity in educational opportunities available in the country.

These bodies have anvil to test the wisdom of government policies and decisions, but side-by-side guide the Ministry of Education in its policy and programme in the various fields of education, appreciably discharging its educational functions and responsibilities.

Until 1949 there was only one advisory body in the country that was central Advisory Board of Education which considered the national problems in education and advise to the central and state governments. In the post-independence period, however, the volume of educational activities increased to much an extent that it was felt desirable to constitute a number of

another advisory bodies to deal with special sectors of education. The growth of advisory bodies in the number is shown in the table below at the central level.

Table :8.1: Number of Advisory Bodies at the Centre¹

Year	:	Number of Advisory Bodies
1947		1
1951		6
1955		11
1961		18
1966		39

This chapter is dealing with only a few most important advisory and statutory bodies at the Centre and the State levels. Statutory bodies are those which are created through the Acts of Legislature. At the Centre, the most important statutory bodies created by Parliament is the University Grants Commission.

Some of the most important bodies discussed in this chapter and their constitution, organisation and administration, these bodies are :

1. Central Level :

- (a) Central Advisory Board of Education,
- (b) University Grants Commission
- (c) National Council of Educational Research and Training

¹Progress of Education, Quinquennial Review, 1947-52, Delhi: Manager of Publication, 1953, p.16.

2. State level :

- (a) The State Council of Education
- (b) The Board of Secondary Education or the Board of Secondary School Certificate Examination.
- (c) The State Board of School Education.
- (d) The State Board of Primary Education.

3. District level :

- (a) District School Board

1. Central Level :

- (a) The Central Advisory Board of Education :

1. Introduction : The most important of these bodies is the Central Advisory Board of Education with a panel of educationist. It has the oldest record of service, Yeoman's service, indeed. The wide range of other bodies only suggests the growing and all prevading interest of the central government in Education. It was the only body which considered national problems in education and tendered advice to the central and state governments. The C.A.B.E provides at the highest level, a common platform where the representatives of the central and state governments can meet, discuss and take joint decision on educational policies and programme at national level. And many commissions and committees were appointed by C.A.B.E to solve the problems of different fields of education.

Since independence the scope, power and functions of this organisation have continually been enlarged and serves the government of India in discharging its functions of providing

leadership in educational field to state governments and in coordinating their schemes of expansion and improvement of education. It is a statutory body and was first constituted in 1920, is the main pivot of activities of the Central Ministry.

2. Historical Development of the CABE : 'The Central Advisory Board of Education was initially established through efforts of the H. Sharp, the then Educational Commissioner to the Government of India,¹ on the lines recommended by the Sadler Commission in 1919. The Calcutta University Commission 1919 recommended that 'There was only one mode in which the growing evils and deficiencies of the school system of Bengal and waste young talent which they were causing, could be satisfactorily dealt with. This was the co-ordination and strengthening of all the agencies that were concerned in the control of the schools, the Departments, the University, and the various public interests involved. There could be no satisfactory solution until the unhappy division of powers, which was leading to such unfortunate results, and which was impairing the influence both of the Department and of the University, was to an end, some sense of the need for such a reform was shown in the proposal, debated by the Commission, that there should be instituted in each province 'a consultative Board of Education, consisting of representatives of the University, of the Department of Public Instruction and of the community at large (The Indian Education Commission Report - 1882, Page 318)'. This reform was advocated on the ground that it would on the one hand, bring about and

¹See File August 1920-15-16, Education, New Delhi:NIE.

maintain a complete understanding between the Department and University; and, on the other, it would be in a position, as representing the feelings and wishes of the community at large, to aid the Department with information and advice on educational questions of every kind.¹ The Commission (1882) rejected the proposal, mainly on the ground that such a Board would become a sort of debating society which would only retardation. It did not consider that possibility of entrusting to such a Board the combined functions of control over secondary education exercised by university on the one hand, and by the department on the other. It would not consider this possibility; because the power of the universities were definitely excluded from its purview. But it is permissible to conclude from the general tenure of the report that if the commission had been free to deal with the problem as a whole, it would have seen the necessity for some organised and co-ordinated control of the school system.¹

So the Central Advisory Board of Education was initially established in 1920, as mentioned above, the reason of the constitution of this that the inauguration of Montford Reforms in 1919, all the control and responsibility for provincial education were transferred to the newly created Provincial Ministers of Education, but 'the transition from the old to the new regime was sudden, and the ministers did not receive the advice. Guidance and encouragement which provincial governments

¹Report - The Calcutta University Commission 1917-1919. (Selected Chapter on the Report, Calcutta, Superintendent, Government Printing, India, 1921, Para-52, pp.110-11.

had previously received from the Government of India, and which had to some extent served to coordinate their efforts to deal with common problems.' As S.N.Mukerji pointed out, that, 'this transfer of power not isolated the provincial governments from the central government, it also isolated them from one another.'¹ Due to Self-government policy or reform 'encouraged an exaggeration form of provincialism, overlapping of expenditure, and wastage of energy.'² Because 'the Central government completely diverted itself of any educational responsibility except for the Chief Commissioner's provinces.'³

So the need for a coordinating agency was, however, felt both by the Centre and State level, and hope was revived that centre was going in framing national policy of Education. Because the role of the central government had to be accommodated somewhere in the system. The diversity of practice in different provinces had to be accepted, 'but it is important at intervals to review educational policy in the whole of India.'⁴ As commented by the Hartog Committee that 'immediately after the reforms there are hopeful indications that the Government of India still desired to help the provincial governments and early in 1931 a 'Central Advisory Board was constituted.'⁵

¹S.N.Mukerji : Journal, NIE, Nov. 1967, Vol.II. No.2,p.5. NCERT, New Delhi.

²S.N.Mukerji : Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964,p.17.

³S.N.Mukerji : Problems of Administration of Education in India Kitab Mahal, Allahabad, 1960,p.72.

⁴Indian Educational Policy issued by Governor-General in Council on the 21st February, 1913,p.2.

⁵Hartog Committee Report, 1929,p.276.

So in these circumstances the C.A.B.E. was established at central level. 'The Educational Commissioner with the Government of India, was Chairman and it included a number of eminent educationists, official and non-official from provinces. The Board was a body which might have been of real assistance to Minister in framing a policy suited to advancing India, and to whom complex problems could be submitted for advice - proceedings were circulated and that its advice and guidance were appreciated by many of the provinces.'¹

But in 1923, in a time of financial stress, on the recommendations of the Inchaape Retrenchment Committee the C.A.B.E. was suddenly abolished in the interest of the economy. This position was criticised by the Hartog Committee that 'we cannot, but regret that these institutions, which gave good promise of usefulness, were sacrificed in pursuance of a policy of retrenchment to save a total recurring expenditure of only a few thousand rupees.'² So from 1923 upto 1935 there was not any co-ordinating agency existed at central level. But in 1929 Hartog Committee recommended that 'The advisory board should be reconstituted under the chairmanship of the Education Commissioner and should meet not less than twice a year. The proceedings of the Board should be circulated to the provincial governments.'³

After the recommendation of the Hartog the C.A.B.E. was actually revived six years later in 1935. It was attached to the

¹Hartog Committee Report, 1929, p.276.

²Ibid., p.279.

³Ibid., p.279.

Department of Education, Health and Lands of the Government of India. A member of the Viceroy's Executive Council was placed in charge of that Department. It was again reconstituted and strengthened in 1945. Now CABE is attached to the Ministry of Education since 1963 (at present Ministry of Education and Social Welfare).

The present constitution and functions of the CABE is given below :

- '1. The Union Minister of Education is the Chairman of the Board.
2. The Educational Adviser to the Government is its Secretary.
3. Fifteen members to be nominated by the Government of India, of whom four shall be women.
4. Five members of Parliament, two from the Upper House and three from the Lower House, to be selected by Parliament.
5. Two members of the Inter-University Board (India) nominated by the Board from amongst the representative of universities in India.
6. Two members of the All-India Council for Technical Education to be nominated by the Council.
7. One representative of each State Government, who shall be the Minister-in-Charge of Education. If he is unable to attend a particular meeting, he may nominate an officer of his department for that meeting.
8. Secretary of the Board - who will be appointed by the Government of India.¹

¹S.N.Mukerji : Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.20.

9. 'The Council of Scientific and Industrial Research.
10. The All-India Council for Secondary Education.
11. The All-India Council for Elementary Education.
12. The University Grants Commission.¹
13. 'The National Council of Educational Research and Training.'²

Tenure : 'The non-official members continue to be on the Board for a period of three years in first instance. The official members generally enjoy the membership of the Board till they continue in their official position.'³

'All casual vacancies among the members other than ex-officio members shall be filled by the authority or body who nominated or elected the member whose place falls vacant and the person appointed to a casual vacancy shall be a member of the Board for the residue of the term which the person whose place he fills would have been a member. (Government of India, Ministry of Education, Notification No. F.6-2-50 D., May 25, 1950.'

Functions :

1. 'To advise on any educational question which may be referred to it by the Government of India or by any State Government; and
2. To call for information and advice regarding educational developments of special interest or value of India; to examine this information and circulate it with recommendations to the Government of India and to the State Governmen

¹S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.44.

²D.M.Desai, Outline of Educational Administration in India, A.R.Sheth & Co., Ahmedabad, 1964, First Edition, p.11.

³Ibid., p.11.

⁴S.N.Mukerji, Education in India -Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.21.

⁵S.N.Mukerji; Administration of Education in India, Acharya Book Depot, 1962, p.44.

The Government of India performs some of its constitutional responsibilities, viz., coordination of educational development, providing leadership in education, advising the State Governments and local bodies, etc. through the Central Advisory Board of Education.

The Board has four standing committees through which the Board functions, which are : elementary or primary and basic education committee; the secondary education committee; the Board functions, which are : elementary or (Primary) and Basic Education Committee; the Secondary Education Committee, the Higher Education Committee, and the Social Education Committee. The CABE mainly discharges its responsibilities through these committees. There is also a General Purpose Committee besides these standing committees.

The CABE meets once a year, to discuss the important matters about educational problems of all India importance and offers suggestions and provides directions on them. The Board 'formulates aims and objects, assess present position and draws up future plans in their respective fields. Their activities are co-ordinated by a standing committee of the Board.'

Since in 1935 the Board constituted by the Central Government, it has been functioning, and its deliberations have been very useful and its reports have furnished valuable material both for the States and Centre. 'The Board's decisions

are not binding upon State Governments, as they are in the form of advice and guidance. However, as the State Education Ministers and Directors of Education are the members of the Board and as they participate in its deliberations and are thus contributors to its decisions. The State Governments thus respect the Board's decisions and try to implement them.¹

Achievements of the Central Advisory Board of Education

The CABE have devoted their attention in recent years to surveying the main fields of educational activity with a view to ascertaining what would be a minimum provision required. Since 1935, the Board has set up several committees, and also recommended to the Government of India to appoint education commission also in different fields of education to study and report upon that following were the Commissions and Committees appointed by the Government by the recommendations of the CABE - such as :

(1) Commissions :

- (a) The University Education Commission - 1948-49
(Radhakrishnan)
- (b) The Secondary Education Commission 1952-53
(Mudaliar Commission)

¹S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1964, p.44.

(2) Committees :

- (a) Two committees on Basic Education in 1938-39.
- (b) The Adult Education Committee - 1938.
- (c) Joint Committee on the Physical Welfare of School Children - 1941
- (d) The Committee on Social Service and Public Administration - 1941.
- (e) The Post-War Educational Development in India- 1944 (Known as Sargent Committee or Sargent Report).
- (f) The Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education - 1954 (Known as Kher Committee).
- (g) The Committee on Religious and Moral Instruction (The Sri Prakash's Committee in 1959), and
- (h) The Committee on School Building and so on.

The Board has also suggested the three language formula, which was approved by the Chief Ministers in 1961.

The CABE's work also appreciated by the Secondary Education Commission and the Kothari Commission, the Kothari Commission suggested that 'this organisation with all its standing committees be functionally strengthened.'¹ And the Mudaliar Commission also suggested that 'we are of the opinion that such a body should continue to function as coordinating

¹Report of the Education Commission - 1964-66, Ministry of Education, Government of India, New Delhi, p.669.

agency to consider all India problems concerning education.¹

(b) University Grants Commission :

Introduction : Another most important advisory body at central level is the University Grants Commission or the U.G.C. as it is briefly referred to, is the advisory and executive body in higher education in India. The U.G.C. was first started as an advisory committee in 1945, to recommend to the Ministry of Education, the grants to be paid to the various universities. It was reconstituted in 1956 on the recommendation of the University Education Commission (1948-49). As stated earlier, Entry 66 of the union list placed on obligation on the Central Government of the co-ordination, determining and maintaining of standards in institutions for higher education or research and scientific and technical institution. In order to fulfil their responsibility, the government passed an Act by Parliament in 1956, and U.G.C. became the Statutory Body.

One of the most important recommendations of the Sargent Committee (1944) was the establishment of a University Grants Committee - it suggested as follows :

'It would appear therefore that some authority is needed which would coordinate university education in the interests of the country as a whole. It is not suggested that such a body should be or indirectly under the control of the

¹Report of the Secondary Education Commission - 1952-53, Ministry of Education, Govt. of India, Delhi, p.183.

Central government, even though the financial implications of educational reorganisations may ultimately make it desirable that central government should relieve provincial governments to large extent of financial responsibility for university education. It should not also refrain from any interference in ordinary administration of individual universities. What contemplated is something on the lines of the University Grants Committee in Great Britain, a body which has operated with admitted success and without friction in a country where universities are at least jealous of their autonomy as Indian universities.¹

Constitution : The constitution of the University Grants Committee's suggested by the report that it 'should be constituted by Statute, should consist of a few eminent persons not directly connected with government, whether central or provincial or with any particular university, though for obvious reasons it is desirable that they should have considerable experience of university administration.'²

Functions : The functions of the University Grants Committee which suggested by the Sargent Report were the following :

'(1) Its main function will be to exercise a general supervision over the allocation of grants to universities from public funds with the object of ensuring that universities are in a position to meet the demands which may be made upon

¹Report of the Post-War Educational Development in India, Ministry of Education, Govt. of India, New Delhi, 1964, pp. 47-48.

²Ibid., p. 48.

them. To enable them to plan ahead, financial assistance from public funds should take the form of block grants for a period of years. It is not proposed that provincial government should make grants direct to their local universities, unless they would prefer to do so through the universities. Grants Committee desire to make a grant to a university for any substantial new development, it should first consult the University Grants Committee. All grants to universities for new developments by the central government should be made through the Grants Committee.¹

In addition to its main function as mentioned above, the report recommended a few other functions also which are mentioned below :

- (i) To encourage private benefetion.
- (ii) To coordinate university activities with a view to avoiding overlapping and to adjusting so far as possible to output of the universities to the economic needs of the country.
- (iii) To present undesirable completion between universities, and remove all inter-provincial barriers.
- (iv) To visit universities periodically with a view to ascertaining their needs at first hand.
- (v) To establish cultural contacts and to arrange for the exchange of teachers and students with foreign universities.²

¹Report of the Post-War Educational Development in India, 1944, Government of India, Ministry of Education, 1964, New Delhi, pp.47-48.

²Ibid., p.48.

As mentioned in the recommendations of the Sargent Committee were implemented and 'the University Grants Committee was set up in 1945 to deal solely with the three 'Central' University, Aligarh, Banaras and Delhi, and consisted of four members.'¹ The constitution of the University Grants Committee was amended' and it was enlarged by the Department of Education Resolution No. F.55-5/46-E I, dated the 27th July, 1946 and the Ministry of Education Resolution No. F.6-4-47-UGC, dated the 16th December, 1947'.² Through these two resolutions the membership of the Committee was increased and it was empowered to deal with all universities. Neither the chairman nor the members are full time. The members include such prominent people as the Premier of a Province and Vice-Chancellors of more than one University.'³ But 'no funds were placed at its disposal. Its function was merely to make recommendations for grants to be paid to various universities to the Ministry of Education which in turn 'transmitted the case to the Finance Ministry which judged for itself each recommendation for a grant recommended by the Committee.'⁴

This position was criticised by the University Education Commission (1948-49) that the members 'who may be able to

¹S.N.Mukerji : Education in India Today and Tomorrow, Baroda : Acharya Book Depot, 1964, p.199.

²University Education Commission, 1948-49, p.408.

³S.N.Mukerji (Ed.) : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.45.

⁴Ibid.

attend an occasional meeting of the Committee but cannot possibly spare the time to familiarize themselves with all the universities requesting their assistance - no funds placed at its disposal by the Government.¹ So the University Education Commission (1948-49) recommended the establishment of a University Grants Commission, following are the recommendations made by the Commission.

'(i) Need for Changes : A Committee or Commission for allocating both recurrent and capital grants to universities from the centre is so fundamental to our proposals for improving and developing our universities that if it were not in existence we should have had to invent it. We, therefore, welcome its existence even in its present form. But to serve its full purpose, considerable changes are necessary, in its powers and duties and also in its membership.

(ii) It should be an Expert Body : The first and most essential change is that the committee should have power to allocate grants instead of merely recommending their allocation to the Finance Ministry which may or may not agree.

(iii) Responsibility of the Centre for Advanced Work : We accordingly suggest as a short-term goal that the Government of India should make itself responsible for an over-all total amounting to 50 percent of the cost of post-graduate and research work.

¹ Report of the University Commission - 1948-49, p. 409.

(iv) The Need for Capital Grants : We suggest that the sums put at the disposal of the University Grants Commission for recurrent and capital grants,, respectively should be kept separate in the budget.

(v) The Commission and Panels of Experts : Our proposal is that the commission itself should be small, but that it should make up panels of experts in each subject or group of cognate subject, who would be available for visiting universities and reporting from time to time at the request of the commission.

Where possible at least half the members of a panel should not be members of university staff. Each panel should have a chairman appointed for a fixed period by the University Grants Commission. The allocation of grants should be made solely by the Commission.

(vi) Size and Membership of the Commission : We recommend that the Commission should consist of five members, viz., three full-time members appointed by the Government of India, which should also appoint one of the three as Chairman, together with the Secretary of the Ministry of Finance and the Secretary of the Ministry of Education. If, however, on account of the size of our country, the varying character of the different institutions and the large number of courses involved, it may be, increased to 7, with 5 non-officials and 2 secretaries.

They should be appointed for six years but of the first three to be appointed one should retire after two and another

after four years, so that subsequent appointments will be 'Staggered'. They should be eligible for re-appointment.

We, suggest, as the rule in this matter, that not more than one of the three appointed members should be eligible for re-appointment after reaching the age of 65. Needless to say, a Commission including full-time members will need not merely a Secretary but an office and an office staff adequate for their work.

(vii) Duties of the Commission :

- (a) They (members) should visit universities as often as they can, either separately or together with members of one or more of the subject goals.
- (b) Allocating of grants to the university.
- (c) There is another function which we think will inevitably occur to the Commission that of being always available for consultation, and advise.¹

In accordance with the recommendation of the University Education Commission, the University Grants Commission was set up under executive orders in November 1953. With enlarged functions and powers, the functions of the Commission are :

- '1. To act as an expert body to advise the central government on problems connected with the coordination of facilities and the maintenance of standards in universities and to take such executive actions as may be necessary in that behalf.

¹University Education Commission, 1948-49, pp.408-12.

2. To enquire into the financial needs of universities and to advise the Central Government on the allocation of funds for grants-in-aid to them.
3. To take all necessary executive action in the matter of deciding on the grants to be made to universities and in disturbing them out of funds placed at the disposal of the Commission.
4. To advise any authority, if such advice is asked for, on the establishment of a new university or on proposals connected with the expansion of the activities of any university.
5. To advise the central government or any university on any question which may be referred to the commission by the central government or the university as the case may be.
6. To advise the Central Government or State Government in regard to the recognition of any degree conferred or granted by a university for the purpose of employment under the central government or the state government or for any other purpose.
7. To advise universities on measures necessary for the reform and improvement of university education; and
8. To undertake such other duties and functions as may be prescribed or deemed necessary by the government of India for advancing the cause of higher education in India or as may be incidental or conducive to the attainment of the above functions.¹

In December 1955, a bill was passed by the parliament to give the commission a statutory status, and on the passing of ^{Grant} University Act, a Statutory Body was set up in 1948 with

¹The University Grants Commission Act, 1956 (No.III of 1956), Section 12, as quoted by S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1962.

Dr.C.D.Deshmukh as its first Chairman and the present Chairman Dr.D.S.Kothari.

Under the U.G.C. Act of 1956 the Commission should consist of nine members, all appointed by the Government of India, where not more than three are from the Vice-chancellors of Universities and not more than two officers of the Central Government and the remaining are from among reputed educationists and persons of high academic persons nominated by government.

The functions of the University Grants Commission described under U.G.C. Act's are :

- ' (i) To help the Centre in determining and maintaining standards of teaching, examination in higher education.
- (ii) To perform these functions the commission is empowered by the Act to inquire into the financial needs of universities and allocate and disburse out its funds grants for the maintenance and development of such university or for any other general or specified purpose.¹ 'The grants to individual universities are generally based on four considerations :
 - (a) its financialneeds
 - (b) its programme of development
 - (c) its educational standards, and
 - (d) the national purpose it may serve.'²
- (iii) It is within the powers of the Commission to recommend to any university in India the measures necessary for the improvement of university education and advise it upon the action to be taken for the purpose of implementing such recommendation.

¹D.M.Desai, Outline of Educational Administration in India, A.R.Sheth & Co., Bombay-2.

²D.M.Desai, Government of India and Education in Mukerji S.N.(Ed.), Administration of Education in India, Baroda, Acharya Book Depot, pp.45-46.

- (iv) The commission is also empowered to advise the Government of India or any State Government on the allocation of any grants to universities for any general or specified purpose out of the consolidated fund of India or the consolidated fund of the State as the case may be.
- (v) Its advice is also available for the establishment of a new university or on proposals connected with expansion of the existing activities of any university.¹
- (vi) The Commission also co-operates with the activities of the Inter University Board. Other than these function, the Commission also have performed some more function mentioned in the preceding section. (Page 7).

The Kothari Commission (1964-66) appreciated the work of the University Grants Commission during the course of the last few years of its set-up. The Commission (1964-66) suggested some important changes in its set up and the composition of the University Grants Commission. The Commission made the following recommendations :

- '1. All higher education should be regarded as an integrated whole and the U.G.C. should eventually represent the entire spectrum of higher education. For the time being, however, it would be more feasible to set up separate U.G.C. type organisations for agricultural, engineering and medical education and to create a machinery that would effectively co-ordinate them.
2. The U.G.C. should consist of 12-15 members: not more than one-third should be officials of Government and

¹D.M.Desai : Government of India and Education in Mukerji S.N. (Ed.) Administration of Education in India, Baroda, Acharya Book Depot, Pp. 45-46.

at least one-third from the universities, there should be no objection to a serving Vice-chancellor being appointed as a member of the U.G.C.

3. The U.G.C. should adopt a practice of working through standing committees set up to deal with important responsibilities entrusted to it.
4. The visiting committees appointed by the U.G.C. should visit each university every three years and work in greater details and depth.
5. Considerably larger funds should be available to the U.G.C. to enable it to deal effectively with the magnitude and importance of the problems and responsibilities as envisaged.
6. The responsibility of co-ordinating standards should continue to rest in one body, viz. the U.G.C. State U.G.Cs should not, therefore, be created.¹

The following are the important achievements of the U.G.C. since the establishment.

The significant achievement of the U.G.C. in recent years is to include the introduction of the three year degree course in most of the universities and the introduction of the General Education in the Curriculum (recommended by the University Education Commission 1948-49). The U.G.C. has initiated a programme of correspondence courses in a few universities. To provide facilities to scholars of outstanding abilities for advanced study and research. 'It has taken effective steps to revise the scales of pay of university teachers, to better

¹Report of the Education Commission : 1964-66, Ministry of Education, New Delhi, Chapter 13, Section 67-76, Pp. 343-346, (655-656).

equip the laboratories and libraries of universities and colleges, to construct university hostels and staff-quarters, to determine and maintain standards in higher education and to co-ordinate and aid development in university education and research.¹ Introduction of a scheme for examination reforms and raising of standards : 'the U.G.C. has set up 26 centres of advanced studies in selected subjects and organization of summer institution.'² 'Its recent recommendations regarding restricting admissions to universities and limiting them to students who have talent and aptitude for higher education and regarding medium of instruction in universities and examination reform are being given weightly consideration at all levels.'³

So the qualitative improvement of higher education through the U.G.C. has been going a pace ever since the establishment of the Commission.

There are several other reforms which the U.G.C. wants to introduce. But often the state government does not come forward with assistance needed to match the U.G.C's share. At the same time U.G.C's own funds are not adequate enough to meet the expenditure single handedly. It would be a better arrangement to delegate more powers to the U.G.C. as recommended by the

¹S.N.Mukerji : Administration of Education in India, Baroda, Acharya Book Depot, 1962, p.46.

²Uday Shanker and Ahluwalia : Development of Education in India, Kurukshetra University, Haryana, 1967,.

³S.N.Mukerji (Editor): Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.45.

Kothari Commission.

The University Grants Commission during the course of the last few years set up a number of committees, such as a Committee on Examination Reform, Committee on Standards, Committee on Building, and so on.

(c) National Council of Educational Research and Training (NCERT) :

Introduction : There are 22 states and 10 union territories in the country. Each of them is free to take its own decisions on the pattern of education, and problems, curriculum, duration of public examination, syllabus and educational administration etc. Since school education was a state subject, a strategy had to be devised for the centre and the state to work together for the improvement of school education. In these conditions National Council of Educational Research and Training set up at central level, to carry out the multi-purpose function and responsibilities to guide and advise the Centre and State Governments. So this council was set up under the Ministry of Education, Government of India.

Establishment : 'The National Council of Educational Research and Training was set up as an autonomous organization registered under the Societies Registration Act (Act XXI of 1860) on 1st September 1961 by the Government of India, Ministry of Education.'¹

¹The Review of Education (1947-61), First Year Book of Education, NCERT, Ministry of Education, New Delhi, 1961, p. xxxvii.

The Council is engaged in development programmes of Research Training and Extension in the field of School Education. Its activities are financed fully by the Government of India through the Ministry of Education and Social Welfare. It acts as the principal academic adviser to the Ministry in matter pertaining to school education, and undertakes the implementation of policy and programme of the Ministry in addition to dealing with specific problems on its own initiative. It is mainly concerned with qualitative improvement of school education. The functioning of NCERT is regulated under the articles of the Memorandum. The terms and conditions of service of the staff, including recruitment of the staff, are provided for in the Regulation.

Objectives : The main objectives for which the Council was established are :

- '(a) To undertake, aid, promote and co-ordinate research in all branches of education.
- (b) To organise pre-service and in-service training, mainly at an advanced level.
- (c) In collaboration with the State Governments and other authorities or agencies concerned.
 - (i) To organise extension services for each institution in the country are engaged in education research, training of teachers or provision of extension services to schools.
 - (ii) Generally to disseminate improved technique and practices in educational institutions in the country.

- (iii) To undertake or organise studies, investigations, surveys relating to educational matters or the appraisement of educational programmes.
- (d) To establish and conduct a National Institute of Education (NIE) at the headquarters of the Government of India for the development of research, advanced training (both pre-service and in-service) of educational administrators, teacher educators and other higher level personnel required extension services.
- (e) To establish and conduct National Institutions in different parts of the country for the development of research, training and extension in general, and for the development of multi-purpose secondary education in particular.
- (f) To take over or amalgamate with any other society, Institute or Association, having objects wholly or in part similar to the objects of the society and to aid any such existing institution in such manner as the governing body of the council, may think fit.
- (g) To establish and conduct other institutions as may be required for the furtherance of its objectives in any part of the country.
- (h) To act as a clearing-house for ideas and information on educational research, training and extension.
- (i) To advise the Government of India, the State Governments and other educational organisations and institutions on matters relating to education, and
- (j) To undertake the publication of such books, periodicals and other literature as may be necessary for the furtherance of its objects.¹

¹The Review of Education in India, 1947-1961, First Year Book, Part I, NAC NCERT, New Delhi, 1965, p.XXXVII.

Administrative Set-up of the NCERT :

- (i) **Composition or Members of the Council :** The General Body of the Council consists of the Union Minister of Education as ex-officio President, Educational Adviser to the Government of India (ex-officio), Vice-President, Vice-chancellor of the Delhi University (ex-officio), Chairman of the University Grants Commission (ex-officio), one representative of each State Government who is the Education Minister of the State or is also his nominee members of the Governing Body and other persons nominated by the Government of India.
- (ii) **Officers and Authorities of the Council :** The officers of the council are the President, Vice-President, Joint Director and Secretary and such others designated by the Governing Body. The Director of the National Institute of Education set up by the Council. The authorities of the Council are the Governing Body and Board of Educational Studies and other authorities constituted by the Governing Body.
- (iii) **The Governing Body :** The affair of the Council are administered, directed and controlled by the Governing Body consisting of eleven members, with the Union Minister of Education as its President. He is also the President of its Executive Committee, the other Vice-President, three persons appointed by the Ministry of Education, Secretary to the Government of India, Ministry of Finance or his representative, two nominated members of the Board of Educational Studies; Vice-Chancellor of the Delhi University, Joint Director of the Council and Secretary. The Secretary of the Council is also the Secretary of the Governing Body.

- (iv) Board of Educational Studies : The Board of Educational Studies is the principal advisory body of the council. It considers all proposals relative to research, training and extension projects referred to the Board for advise. It recommends to the Governing Body the lines on which educational research, training and extension may be conducted and guided. It also initiates, guides and supervises research and training projects and examines and co-ordinate schemes relating to them.
- (v) Standing Sub-Committees : The Board of Educational Studies functions through the standing Sub-Committees on which deals with the research schemes co-ordinating educational studies and research within the National Institute of Education, the third for extension and field services and Regional Colleges of Education.¹

Constituents : 'Before the National Council of Education, Training and Research came into existance², there were six central organizations for education, each with specific functions assigned by the Centre.

- (i) The Central Bureau of Textbook Research (1954)
- (ii) The Central Bureau of Educational and Vocational Guidance (1954),
- (iii) The National Institution of Basic Education (1956),
- (iv) The National Fundamental Education Centre for Social Education (1956),
- (v) The Directorate of Extension Programmes for Secondary Education (1959),

¹D.M.Desai : Outline of Educational Administration in India, A.R.Sheth & Co., Series-I, Bombay-2, P.15.

- (vi) The National Institute of Audio-Visual Education (1959).¹

These central institutions functioned in an isolated manner, not much co-ordination was possible as they had small staff and their programmes were different. The NCERT has been created/ all these six central institutions into one single institution, called the National Institute of Education (NIE).
National Institute of Education

The Council has established a National Institute of Education to carry out its objectives; which is being developed as an integrated complex of various departments referred above. It serves as a principal institutional agency for developing research, advanced training, and extension services.

There are several departments and units in the National Institute of Education such as the

- ' (i) Department of Social and Philosophical Foundations of Education.
- (ii) Psychological Foundations of Education
- (iii) Educational Administration
- (iv) Curriculum Methods and Textbooks
- (v) Science Education
- (vi) Basic and Elementary Education
- (vii) Fundamental Education
- (viii) Audio-Visual Education
- (ix) Department of Instruction

- (x) Division of Extension and Field Services and Publication Unit (Data Processing and Educational Survey Unit, Library, Documentation and Information Services.)¹

The scope of work and programme of NIE will be in accordance with the decision of the Government of India on the recommendations of the Review Committee. It is the main function as the academic adviser of the Government of India in the field of school education and as the agent of the Government of India for carrying out its policies and programmes.

Functions of the NCERT : The functions of the NCERT are as follows :

- (i) NIE would concentrate on
 - (a) the development of the educational research,
 - (b) the advanced training (both pre-service and in-service) of educational administrators,
 - (c) the training of other high level personnel required for education,
 - (d) The development of curriculum and textbooks and
 - (e) The provision of extension services.
- (ii) To develop a large scale programme of improvement and production of textbooks.
- (iii) To develop science education.
- (iv) To organise extension services in primary training colleges.
- (v) NCERT is operating all the schemes that were formerly operated from the Union Ministry of Education and now transferred to it. These schemes include grant-in-aid for approved research projects, publication of year

¹D.M.Desai : Outline of Educational Administration in India (Small Booklet), A.R.Sheth and Co., 134, Princess Street, Bombay-2, 1964, p. 16.

books of education, publication of educational research done in Indian universities, organisations of national surveys and investigations in education.¹

- (vi) NCERT also maintains the Central Institute of Education (Delhi - CIE), which is a constituent college of the University of Delhi and provides facilities to the B.Ed. and M.Ed. degrees.
- (vii) The Council also maintains four Regional Colleges of Education, these set up by the Council to train teachers for Secondary and particularly Multipurpose schools. They are located at :

- 1. Ajmer : Serving Jammu and Kashmir, Punjab, Haryana, Rajasthan, Uttar Pradesh, Delhi and Himachal Pradesh.
- 2. Bhopal: Serving Maharashtra, Madhya Pradesh and Gujarat.
- 3. Bhubaneshwar : Serving Assam, Bihar, Orissa, West Bengal, Manipur, Tripura, Nefra and Nagaland.
- 4. Mysore: Serving Andhra Pradesh, Mysore, Madras and Kerala.²

Functions of These Colleges :

- (a) These colleges are concerned with pre-service and in-service training of teachers.
- (b) In addition, the college collaborate with State Government and the National Institute of Education.
- (c) The colleges also undertake a large measure of extension work.

¹D.M.Desai : Outline of Educational Administration in India, (Small Booklet), A.R.Sheth and Co., Bombay-2, 1964,p.16.

²V.K.Kohli : Current Problems of Indian Education, Jullunder City, 1971,p.137.

- (d) They also organise summer institutes particularly for science teachers.
- (e) These four colleges of education with attached demonstration multipurpose schools are maintained and financed from the budget of the NCERT and all executive and administrative responsibilities for the colleges rests with the Governing Body of the Council.
- (f) The NCERT is also maintaining a network of field officer to keep a close liason with the State Governments. These field officers furnish the NCERT with details of whatever is going on in the State and assist the State in utilising the work done by NCERT.
- (g) The NCERT is also publishing year books and bringing out three journals : (i) NIE Journal (ii) Indian Educational Review and (iii) School Science.
- (h) And also most of the functions of the All India Council for Secondary Education have been entrusted to NCERT.

To quote D.M.Desai, 'It is too early to evaluate the achievement of NCERT. However, it must be said that with its establishment, the ~~wh~~ role of the centre in education becomes remarkably enriched and more determined to raise the standards of education in general and of educational research and teacher education in particular. It is also a step towards developing a joint-partnership of the Centre and the States in the administration of education.'¹

¹D.M.Desai : Outline of Educational Administration in India. A.R.Sheth and Co., Bombay-2, Series I, (1964, p.16.

Kothari Commission's Recommendations

Recently the Kothari Commission (1964-66) made some recommendations for further improvement and development of the NCERT's internal organisation and administration and also suggested a few points to improve its functions in collaboration with National Board of School Education, (suggested by Commission) and State Department of Education.

Commission committed that 'The establishment of the National Council of Educational Research and Training has been a step in the right direction. We give below some indications of the lines on which its future development should take place.

- (i) The NCERT should be developed as the principal technical agency functioning at the national level for the improvement of school education and operating through and in collaboration with the National Boards of School Education, State Department of Education and their technical agencies like the State Institutes of Education.
- (ii) The Governing Body of the NCERT should have an All-India character, with a majority of non-officials in particular it is desirable to have at least one outstanding teacher from secondary schools and a person specializing in primary education, preferably a primary teacher.
- (iii) The Council should have its own full-time Director and Joint Director. The Director should be eminent an educationist in the field and his status should be that a Vice-chancellor. His term of office should be five years, renewable for not more than one term. The Joint

Director would be needed for the purpose of assisting the Director and relieving him of routine administrative matters.

- (iv) The Central Institution of Education, (CIE) under the NCERT should be transferred to Delhi University.
- (v) It is desirable that there should be considerable interchange and flow of officers from the NCERT to the State Education Departments and vice-versa.
- (vi) The campus of the NCERT should be developed speedily and building programme given the highest priority." ¹

Conclusion:-

Since it was set-up, the Council initiated several important programmes in research, training and extension. Major research project have taken up in areas like evaluation, maintenance of standards, child study, educational administration etc.

The National Council of Educational Research & Training is perhaps the most significant feature of the recent expanding role of the Centre in qualitative improvement in the school education in India.

"NCERT does not have parallel organizations in any other part of the world. It is not a mere school's Council. It is not a mere research institution. It is not a simple

¹ The Report of the Education Commission, 1966, Pp.455-456 (18.36)-669.670 .

university department of education or science. In fact, it is such a complex multi-functional undertaking that it is difficult to spellout in precise terms all its activities and responsibilities." ¹

(d) The All-India Council for Secondary Education

Introduction

There is another very important advisory body called the All-India Council for Secondary Education. The AICSE was set up by the Government of India with an objective of advising the Centre and States in the matter of secondary education. It has been functioning as an expert body and guiding the central and states governments as regards the quality and quantity of secondary education, on the recommendations of the Secondary Education Commission-1952-53.

Committee of Ministers: The Commission (1952-53) recommended that there should be a committee constituted at the Centre as well as in the States consisting of the different Ministers concerned with the various types of education as well as the Minister of Finance. They must meet and discuss how best the resources of the departments could be pooled for the furtherance of the educational programme. The Minister of Education may be the Chairman and the Director of Education,

¹ V.C. Aiyar, NIE Journal, Vol.VI, No.3, Buniss Manager Publication Unit, NCERT, New Delhi-16, Jan.1972, P.4.

the Secretary of the Committee.

Co-ordinating Committee of Departmental Heads

Constitution of the Committee: At the next level, there is need for a co-ordinating committee consisting of the departmental heads concerned with the various aspects of education. Here we suggest that heads of departments responsible for education, general, technical, agricultural, commercial and other types should meet and discuss the working of the existing machinery and the possibilities of its expansion and improvement. The Director of Education may be the Convener of this Committee and Deputy or Joint Director of Technical Education, he should be a member of the Committee.

Functions of the Committee: This committee will have to meet several times a year to review the position and to consider methods of improvement and expansion in all relevant fields. At the outset the Committee should review the whole educational structure and draw up a master plan showing how the necessary integration can be achieved smoothly and expensively in the different types of schools established by the State or Centre.

The whole objective of this planning would be to avoid duplication, to improve and expand the facilities needed for their co-ordination or merging, and to lay down a programme under which special types of education may be progressively

provided either in separate institutions or in multipurpose schools. Any department of the States or Centre which is interested in developing a particular branch of education, should place such proposals before this committee. It will thus afford an opportunity for getting an over-all picture of the whole field of education and enable the public and the State to know exactly what is being done and what the plans proposed for the future." ¹

The recommendation of the Secondary Education Commission (1952-53) was accepted by the Central Government and the all-India Council of Secondary Education was set up on March 22, 1955 at the Centre. To provide expert advice to the Central and State Governments pertaining to Secondary Education. It consisted of 22 members with the Educational Adviser to the Government of India as its Chairman.

Functions of the AICSE: The functions assigned to the Council were advisory as well as executive are following :

- "(i) To advise the Centre and State Governments about the improvement and expansion of secondary education in all its phases.
- (ii) It examines proposals for improvement and expansion in the field of secondary education referred to by the Central and State Governments and assist them in the implementation of the approved programmes of activities." ²

¹ Report of the Secondary Education Commission (1952-53), Ministry of Education, New Delhi, 1964, Pp.145-46.

² S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1964, P.46.

- (iii) "To collect data on problems, concerning secondary education.
- (iv) To conducts research and investigation and suggestion solution to those problems of teaching, guidance and evaluation.
- (v) It takes decision on all India basic with regard to the new pattern of secondary and higher secondary education and its curricular courses of study, methods." ¹
- (vi) "It has of late taken over the work of all regional seminars and extension service departments in primary colleges.
- (vii) It is also incharge of the in-service education of extension." ²

All these above mentioned functions carried out by the AICSE upto 1955 to 1958. "But in September 1958, its executive functions were transferred to new body, viz., the Directorate of Extension Programmes for Secondary Education (DEPSE)." ³

"The reconstituted Council has representatives the following :

- (i) The Ministry of Education
- (ii) The Ministry of Finance

¹ R.Safaya and B.D.Shaida, School Administration and Organization, Dhanpat Rai & Sons, Jullunder, Delhi, 1964, Pp.431-32.

² S.N.Mukerji, History of Education in India, Acharya Book Depot, Baroda, P.266.

³ S.N.Mukerji, Secondary School Administration, Acharya Book Depot, Baroda, 1963, P.24.

One member nominated by each of the following
bodies:

- (iii) The All-India Council for Technical Education
- (iv) The University Grants Commission
- (v) The All-India Council for Elementary Education
- (vi) The All-India Federation of Educational Associations
- (vii) The Association of Principals of Training
Colleges and
- (viii) A representative of each of the fifteen State
Governments nominated by the Government of India." ¹

The DEPSE which was constituted in 1958 is at present
working as a department of the National Council of Education
and Training at New Delhi. (See Section Page) .

"The names of different units of the DEPSE are given
below :

<u>D E P S E</u>					
!					
Extension Services Project	Examination Reform	Basic Data	Service Education	In-service Programme	School Experiment Project

Now the AICSE only performing advisory functions, all
executive functions were transferred to the DEPSE as above
mentioned, and the DEPSE at present a department of the
NCERT.

1 S.N.Mukerji, Secondary School Administration,
Acharya Book Depot, Baroda, 1963, P.24.

2 S.N.Mukerji, Education In India-Today and Tomorrow,
Acharya Book Depot, Baroda, 1964, P.137.

As S.N.Mukerji quoted on the present position of the AICSE that "This was rather unfortunate, as the Council was doing an extremely useful job in reconstructing secondary education in the country. Even the second Lok Sabha's Estimate Committee on Secondary Education for the year 1957-58 recommended that "The All-India Council for Secondary Education should be reconstituted as an autonomous corporate body on the line of the All-India Council of Agriculture Research."¹ But still the All-India Council is remained advisory.

(e) All-India Council for Elementary Education

There is another important body which serves as an advisory body to the Centre and State Governments and local bodies on matters relating to elementary education. It was set up by a resolution dated 17th June, 1957 of the then Ministry of Education and Scientific Research, with a main objective to accelerate the expansion the pace of expansion of elementary education and to fulfill the directive of Article 45 of constitution² to provide universal, compulsory and free primary education of children in the age group of 6-14. The headquarters of the Council are at New Delhi.

¹ S.N.Mukerji, The Administration of Education in India, Acharya Book Depot, Baroda, 1964, P.47.

² Progress of Education in India, 1947, Vol. , P.27.

Constitution

The Council has 23 members.

- (i) "The Education Adviser of the Ministry of Education is the Chairman of the Council;
- (ii) The head of the Basic and Social Education Division of the Ministry as its Secretary;
- (iii) One representative from each State;
- (iv) One member of the CAGE to be nominated by its Chairman;
- (v) One representative of All-India Council of Secondary Education to be nominated by its Chairman;
- (vi) One principal of a training college to be nominated by the Union Minister for Education; and
- (vii) Two educationists connected with fields of basic education, girls' education and education of backward classes." ¹

Tenure

- (i) The non-official members hold office for two years;
- (ii) The official members continue they are replaced by others.

Functions

- (i) "To advise the Government of India, the State Governments and the Local Bodies on all matters relating to elementary education.
- (ii) To prepare programmes for the early implementation of Article 45 of the constitution of India and to revise them as and when necessary.

¹ S.N.Mukerji, Education in India - To-day and Tomorrow, Acharya Book Depot, Baroda, 1964, P.84.

- (iii) To prepare, or to have prepared, detailed programmes for the expansion and improvement of elementary education in each State.
- (iv) To organise or assist in organising research in the administrative, financial and pedagogic problems of elementary education and to publish the result thereof.
- (v) To produce or assist in the production of literature which would help the officers of Education Department and teachers to improve the quality of elementary education and to enforce compulsory attendance.
- (vi) To review from time to time, the progress made in the field of elementary education, and especially in implementing the directive of Article 45 of the Constitution, and make to such recommendations thereon as may be deemed necessary.
- (vii) To collect data on problems of elementary education, to conduct sample surveys, to undertake special investigations and to carryout all such fact finding enquiries as may be deemed necessary from time to time.
- (viii) Generally to advise on all such matters as may be deemed necessary to provide proper guidance leadership and coordination for the improvement and expansion of elementary education." ¹

¹ S.N.Mukerji (Editor), Administration of Education in India, Acharya Book Depot, Raopura Road, Baroda, 1962, P.48.

Uptil now the ASCEE pin-pointed the important issues related to the elementary education implementation of the constitutional directive on universal primary education are

- "(a) ways and means of improving attendance in primary schools and the indirect introduction of as free mid-day meals, free books etc.; and
- (b) selection and training of teachers improvement of their status and qualifications, minimum age for admission to standard I, etc.

(f) The-National Board of School Education

Lastly the Kothari Commission (1966) suggested the necessity of setting up such advisory boards of education at the State and National levels in order to secure continuous improvement in standards. The Commission opined that "As the process of education is an integrated whole, and since high quality university education cannot be built on low school standards. No effective action in the field of higher education is possible unless similar measures are simultaneously adopted at the school stage." ¹

The Commission made the following recommendations about the establishment of National Board of School Education at Central Level. "That a National Board of School Education

¹ Report of the Education Commission (1964-66), Government of India, 1966, Pp.270-71.

should be established in the Ministry of Education to advise the Government of India on all matters relating to school education. It would perform the following functions :

- (i) Define the expected and projected standards of attainment at different stages of school education.
- (ii) Revise such standards from time to time in keeping with national needs with international developments.
- (iii) Evaluate the standards actually attained at the various stages of school education in the different parts of the country and ascertain the extent to which they approximate to the corresponding expected standards.
- (iv) Advise and assist the State Government and other authorities to plan and implement all programmes essential for the improvement of standards in school education; and
- (v) Advise and assist the State Government to develop a programme of curricular reform, preparation of textbooks teaching materials, and evaluation aimed, principally at raising standards at the school stage.

Composition and Duties of the Board

1. Chairman: Its full time Chairman should be an outstanding educationist, recruited from outside on the basis of professional competence, and appointed for a period of five years. He should have the status and exercise the powers of a Joint Educational Adviser.

2. Two representatives of the Ministry of Education and the NCERT.

3. Two representatives of the U.G.C.

4. The Chairman of different State Boards of School Education.

5. Four practising teachers at the school stage, of whom at least one should be primary teacher, and

6. Three university teachers specially interested in school education."

The Board should be linked with Ministry of Education and it should have adequate and competent secretariate.

It should be advisory board and will provide guidance to the State Education Departments in developing standards, also maintain close collaboration with the U.G.C. and the universities.

"In relation to the standards, the work of the Board would broadly be of two kinds :

(i) Diagnostic and (ii) Development.

(i) Diagnostic, i.e. assisting State Education Departments in measuring achievements and indicating what are the accomplished educational standards in the different parts of the country; and

1 Report of the Education Commission (1964-66), Government of India, New Delhi, 1966, P.27.

(ii) Development, i.e. helping State Governments adopt measures in raising standards through such programmes as curricular reforms, textbook preparation, and examination improvement." ¹

The Board should provide leadership for an intensive, continuous and intelligently planned programme of improving educational standards of school education at National Level. These recommendations yet to be implement, the Commission suggested the early establishment of the Board.

(ii) State Level

(a) Provincial Advisory Board of Education
or
the State Council of Education

There is another very important advisory body at the State level, called the Provincial Advisory Board of Education. Nearly all the States have set up the advisory board, for advising the State Government on matters relating to education. These Boards are established on the recommendation of the Secondary Education Commission (1952-56). The Commission suggested that "Provincial Advisory Boards should be constituted in all States to advise the Department in all matters pertaining to education. The Board may function on lines similar to the Central Advisory Board of Education.

¹ ^{11.5. 1971-72} Report of the Education Commission (1964-66), Government of India, New Delhi-1966, pp. 271-72.

Composition of the Boards as recommended by the Commission that "should be composed of representatives of the teaching profession, the universities, Managements of High Schools and Higher Secondary Schools, Heads of Departments dealing with different spheres of education, representatives of Industry, Trade and Commerce, and the Legislature and the general public. The Minister of Education should be the Chairman of the Board and the Director of Education or the Education Secretary should be the Secretary." ¹

It is expected the board will advise the department of education regarding on all matters related to education, particularly its improvement both in quality and quantity. "States like Bihar and Kerala have such Boards". ²

"Some States have one general Board dealing with various aspects of education, others have several Boards- each being assigned a specific branch or aspect of education. A few have a combination of both the systems." ³

Since it is established the Board functioning on the same line as CABE at Centre, the Boards advise the State Government on all educational matters, to provide a forum for reviewing education issues or problem in the total context of the educational needs of the States; it also co-ordinate the work

(1952-53)
 1 Report of the Secondary Education Commission, Ministry of Education, New Delhi, 1966, Pp.148-49.
 2 & 3 S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda.

of different education boards in the States. It appoints committees on any educational matters which the board think such advise are necessary, these committees consisting of such numbers of the Council or Boards and such other persons those expert in educational matters.

The Kothari Commission (1966) also felt that it was desirable to create at the State level some machinery to co-ordinate educational programmes which are spread over a number of departments and take a unified view for purposes of planning and development. The Commission made the following recommendations :

Constitution: "A Statutory Council of Education should be created at the State level with the State Minister for Education as the Chairman. Its membership should include representztives of universities in the State, all Directors in charge of different sectors of education and some eminent educationists. It should meet about three or four times a year and have a small secretariat of its own.

Functions: Its principal function should be to advise the State Government on all matters relating to school education, to review educational developments in the States and conduct evaluation of programmes from time to time through suitable agencies. Its annual report, along with its recommendations, should be presented to the State Legislature.

The should be the most important advisory body at the State level and if necessary, it may form standing or sub-committees for different sectors and programmes, a standing committee at the officers level. It would include all State level officers in charge of different sectors of education and meet periodically under the chairmanship of Education Secretary." ¹

The Commission recommended that this Council of Education should be restricted to school education or all education below the university level in the State.

(b) The Board of Secondary Education

Within the States, Governments have set up the statutory comprehensive Boards of Secondary Education known as Board of Secondary School Examination after the recommendations of the Calcutta University Commission 1917-19 and the Secondary Education Commission 1952-53. The Boards are mainly advisory in character.

The Board of Secondary Education advise the Education Department on all the matters relating to secondary education, particularly on courses of studies, textbooks and the

¹ Report of the Education Commission (1964-66), Ministry of Education, New Delhi 1966, Pp.456-57.

appointment of examiners for the high school and for higher secondary school examinations.

The Calcutta University Commission (1917-19) made the following recommendations regarding the establishment of the Board of Secondary and Intermediate Education that : It's constitution and functions :

(i) The existing Department of Public Instruction is not so organised as to be able to regulate and supervise the new system, more than half of the high English schools, are at present entering outside its jurisdiction, and although the university is entitled to a large voice in their affairs, its governing bodies cannot be organised as to be able to deal effectively with them, especially as they lack the necessary funds. We therefore recommend that there should be established a Board of Secondary and Intermediate Education, to consist of from fifteen to eighteen members, with power to appoint advisory and other committees including outside members. Among the Statutory Committees of the Board should be included a committee on the education of girls and a examination of the reformed Madressah course. The Board should also have the power to constitute provincial or divisional advisory councils.

(ii) Constitution of the Board: It should be provided that a majority of the Board should be consist of non-official member and that the Board should always include at least three

representatives of Hindu at least three of Muslim interests

- the Board should include-

- (a) a salaried president, appointed by Government;
- (b) the director of public instruction, ex-officio;
- (c) non-official members of the Bengal Legislative Council;
- (d) five representatives appointed by the university of Dacca;
- (e) from five to eight members appointed by government among whom should be included (if not otherwise provided for) representative of the needs of industry, commerce, agriculture, medicine and public health, secondary and intermediate education, the educational needs of girls and these of domiciled community.

Functions of the Board

The powers of the Board should be :

- (a) To define the various curricula to be followed in high schools and intermediate colleges;
- (b) To conduct the two secondary school examinations described above; subject to the proviso that the universities should in each case have the power to determine what forms of the intermediate college examination they would accept, and under what condition, as qualifying for admission to their courses in various faculties;

- (c) To grant, after inspection, formal recognition to high schools and intermediate colleges as qualified to present candidates for the high school or the intermediate college examination, and as adequately organised and equipped places of instruction;
- (d) To advise government as to the needs of these grades of education, and as to the best modes of expending the available funds for these purposes. In the opinion of the majority of the Commission it is essential for the adequate performance of the functions of the Board that it should exercise substantial executive powers, especially in regard to the distribution of grants to schools and intermediate colleges (within the limits of the allotments made for these purposes by government in its annual budget), and in regard to the exercise of control over such high schools and intermediate colleges as may be maintained out of public funds." ¹

Implementations

The recommendation of the Commission (1917-1919) was accepted by some States and the States Governments have been

¹ Report of the Calcutta University Commission (1917-1919) Selected Chapters of the Report), Calcutta, Superintendent Govt. Printing Press, India, 1921, Pp.157-58.

have been set up the Boards of Intermediate and/or High School Examination. There were fifteen Boards of this type in the country.

These are Statutory Bodies set up by State Legislatures :¹

1. "Bihar School Examination Board, Patna: 1952;
Jurisdiction Bihar State; Exams conducted Secondary Schools, Higher Secondary School, Dip. and Certi. in Physical Education, Certi. in Social Education.

2. Board for Public Examination, Trivandrum: 1949;
Jurisdiction Kerala State; Exam conducted Secondary School Leaving Certificate, Kerala Govt. Tech. Exam, Teacher Training Certi, Post Basic Scholarship Certi., Post Graduate Dip. in Basic Education, Needle Work and Garment Making, Music, Dance, Arabic Munshi Sanskrit, Nursery Examination, and Diplomas in Engg., Tech. and Text. Tech., Dip. and Certi. in Physical Education, Certi. of Painting of the Ravi Varma School of Painting.

3. Board of Higher Secondary Education, Delhi: 1926;
Jurisdiction Delhi Administration; Exam conducted high school, Higher Secondary Technical, Higher Secondary Multipurpose Part I, Ratna, Bhushan, Prabhaker, Prabodh, Pravin and Pragya.

¹ S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1962, P.205.

4. Board of High School and Intermediate Education, Uttar Pradesh, Allahabad: 1922; Jurisdiction Uttar Pradesh (except areas of Aligarh and Banaras Hindu University) Exam conducted high school, Intermediate, High School Technical and Intermediate Technical.

5. Board of Secondary Education, Andhra Pradesh, Hyderabad; 1957; Jurisdiction Andhra Pradesh; Exams conducted Secondary School Leaving Certi., Higher Secondary Certi. and Multipurpose and Higher Secondary School Leaving Certi.

6. Board of Secondary Education, Madhya Pradesh, Bhopal: 1959; Jurisdiction Madhya Pradesh, Exams conducted High School, Higher Secondary School Certi., Higher Secondary School Cert.(Technical), Prep/Pre-University, Secondary School Certi., Agri. Course, Intermediate.

7. Board of Secondary Education, Madras; 1911; Jurisdiction State of Madras and some schools in Pondicherry; Exam conducted secondary school leaving certificate.

8. Board of Secondary Education; Orissa; Cuttack; 1956; Jurisdiction State of Orissa; Exam conducted high school certi. and Higher Secondary School Certi.

9. Board of Secondary Education, Rajasthan; Jaipur 1957; Jurisdiction Rajasthan; Exams conducted High School and Higher Secondary.

10. Board of Secondary Education, West Bengal, 7712, Park Street, Calcutta; 1951; Jurisdiction West Bengal,

Tripura, Sikkim and A.N. Islands; exams conducted secondary school final and higher secondary school final.

11. Central Board of Secondary Education, Ajmer: 1929; Jurisdiction not confined; exams conducted high school certi. and intermediate.

12. Gujarat Secondary School Certificate Examination Board, Baroda,: 1960; Jurisdiction Gujarat State; Exam. conducted Secondary School Certificate.

13. Secondary Education Board, Mysore State, Bangalore: 1913, Jurisdiction Mysore State; Exams conducted Secondary School Leaving Certi. and Multipurpose Higher Secondary Certificate.

14. Secondary School Certificate Examination Board, Maharashtra State, Poona: 1960; Jurisdiction State of Maharashtra (excluding the area under the Vidarbha Board); Exam. conducted Maharashtra Secondary School Certificate.

15. Vidarbha Board of Secondary Education, Nagpur: 1922; Jurisdiction Districts of Akola, Amravati, Bhandara, Buldhana, Chanda, Nagpur, Wardha and Yeotmal in Maharashtra State; Exams. conducted Secondary School Certi., Higher Secondary School Certi.(Tech.); Vocational High School Certificate." ¹

¹ Government of India, Directory, Institutions for Higher Education, 1961, Pp.133-34.

The above mentioned Boards are established in the fifteen States after the recommendations of the Calcutta University Commission 1917-19 and the Secondary Education Commission 1952-53, and now except in the Punjab, Tripura, Assam, Himachal Pradesh and Manipur—all other States have their Boards. "The States generally have the Statutory Comprehensive Boards of Secondary Education or the Specific Boards of Secondary School Examination. The States like Andhra Pradesh, Bihar, Madhya Pradesh, Uttar Pradesh, Mysore, Bengal, Orissa, etc. have the Boards of the former type, and the State like Gujarat, Maharashtra, Kerala, etc. have the latter type. Some State like Bihar have the Boards of both types." ¹ Those above mentioned States which have not set up the Boards,— the University prescribes the courses of studies for the high school classes and conducts the external examination.

These Boards are mainly advisory in character; they include secondary school teachers, headmasters and representatives of the universities. Through their syllabus committees, they frame and recommend curricula for approval by the Government and they also conduct the final school leaving examination.

The constitution, functions and regarding conducting the examinations of the Boards are criticised by the

¹ D.M.Desai, Outline of Educational Administration in India (Booklet), A.R.Sheth & Co., Educational Publishers & Book Sellers, 134, Princess Street, Bombay, 1964, P.29.

Secondary Education, the Commission pointed out about the constitutions of "The Boards which have been recently constituted for the purpose are unweildly in number and some of the interests represented on it are not likely to promote efficiency or harmony, we consider that if secondary education is to progress on right lines, the Board must be a compact body mainly as composed of experts." ¹

The Commission suggested that "There should be a Board of Secondary Education under the Chairmanship of the Director of Education to deal with all details of education at the secondary stage. This Board should be composed of persons with wide experience and knowledge of different aspects of secondary education.....it should consist of not more than 25 members, ten of whom should be specially conversant with matters pertaining to vocational or technical education." ²

The Commission recommended the following constitution of the Board which can be modified to suit special needs of the States concerned :

1. The Joint Director of Vocational Education,

1 Report of the Secondary Education Commission 1952-53, Govt. of India, Ministry of Education, New Delhi, P.181.

2 Report of the Secondary Education Commission, Ministry of Education, 1965, Pp.146-47.

2. The Director of Agriculture,
3. The Director of Industries,
4. One Head of Polytechnic,
5. Two representatives nominated by Govt. from
the Senior teaching staff of vocational schools.
6. The Deputy Directress of Women's Education,
7. Four Headmasters of High Schools including
Headmasters of Multipurpose Schools nominated
by Government,
8. Two representatives of provincial secondary
Teachers' Association elected by the Executive of
the Association,
9. Five nominees of the university of the region of
whom two shall be professors dealing with technical
education,
10. Two distinguished educationists co-opted by
the other members of the Board.
11. Two persons nominated by the department and
a principal of a training college nominated by
Government,
12. One of the deputy directors as a member secretary."¹

1 Report of the Secondary Education Commission, (1952-53)
Ministry of Education, New Delhi, 1965, Pp.146-147.

About the function of the Boards the Commission suggested the following functions :

Functions of the Boards

1. "To frame conditions for recognition of high schools, higher secondary schools and the qualifications of the teaching staff.
2. To appoint committees of experts to advise on the syllabus etc. for the different courses of study.
3. To frame courses of study on the recommendation of expert committees that may be appointed for this purpose.
4. To draw up panel of question paper setters, chief examiners and assistant examiners.
5. To frame rulers prescribing the minimum conditions for selection of examiners, assistant examiners, etc. and generally to frame such other rules as may be necessary for its effective functioning.
6. Generally to advise the director of education when required on all matters pertaining to secondary education." ¹

Regarding the conduct of examinations, "That a small committee of the Board, consisting of not more than five members, should be appointed, with the director of education

¹ Report of the Secondary Education Commission, (1952-53) Ministry of Education, New Delhi, 1965, P.147.

or a senior member of the directorate as convener. This committee will be responsible for framing its scheme and conducting public examinations and for publishing results.

This Board shall meet at least twice a year. It will have its own office and establishment with a whole time office secretary for that purpose." ²

(c) State Boards of School Education

The Kothari Commission (1966) recommended that "In each State, a State Board of School Education should be established and it should take over the functioning and the responsibilities of the existing Boards of Secondary Education and allied agencies. The Board should be established by law and should have large powers and freedom to enable it to function and discharge its responsibilities satisfactorily. This would be greatly facilitated if its finances are pooled together in a separate fund managed and maintained by the Board. The Board should function as an internal part of the Department." ²

1 Report of the Secondary Education Commission, - (1952-53), Ministry of Education, New Delhi, 1965, P.147.

2 Report of the Education Commission, 1964-66, Govt. of India, New Delhi, 1964, P.269.

Composition

The composition of a Board which was suggested by the Commission is the following:

1. "Chairman should be full-time.
2. Representative of Department (other than education) which may be in charge of education, e.g.
(a) medicine, (b) industries, (c) agriculture, etc.
3. Some senior officers of the department.
4. Representatives of the universities.
5. Representatives of the district school boards.
6. Headmasters and teachers of secondary and primary schools and educationists.
7. The board should have two full time secretaries-
(i) one should be in charge of holding examinations, and (ii) other to be in charge of the academic unit."

Functions

"(i) It will advise the State Government in all matters relating to school education.

(ii) It will prescribe conditions for recognition of primary and secondary schools in terms of teachers, curricula, equipment and other educational facilities.

(iii) It will grant recognition to secondary schools desiring to send candidates for its examinations and to arrange for their periodical inspection.

(iv) It will prescribe curricula for all school classes from class I to class III - and x textbooks for the examinations conducted by it.

(v) It will conduct the public examinations at the end of classes X and XI / XII and such other examinations as may be entrusted to it by the State Government.

(vi) It will conduct special examinations such as those for talent search or award scholarships."

About the recognition of the school the commission recommended that "The recognition of primary school will be done finally by the District Education Officer. The secondary school will need recognition from two sources - the department and the State Board of School Education."

Regarding conducting the examination, the Commission proposed that

"(a) All the existing Boards of Secondary Education conduct the external public examination at the end of the lower secondary stage (class X), the new Board will continue to do so.

(b) The Board will also have to conduct examinations in general education at the end of the higher secondary stage (class XI or XII)."

"In the long run it would be desirable to bring all school education general and vocational-within the scope of a single organization like the State Board of School Education. But this step may not be immediately practicable, therefore, separate organizations may be set up, for the time being, for different vocational courses at the state level.

There should, however, be a close co-ordination between these bodies and the State Board of School Education and there should be overlapping membership to some extent."

The Commission also suggested that "A special committee of the Board should be established to look after the higher secondary stage. Half of its members should represent the schools and the other half, the universities."

The Kothari Commission also proposed for the declaration of "examination results be minimised by

- (i) mechanising the procedures, and
- (ii) setting up sub-boards to cover one or more districts in order to handle smaller numbers of candidates." ¹

(d) The State Board of Primary Education

The States have set up the Boards of primary education for associating the non-official opinion and expert advice in formulating their education policies related to primary education. Some of the States have created statutory boards, but other States having statutory boards in primary is very small.

"Bengal was the first province to create a statutory board of primary education, then Bombay province which created

(1964-66)

¹ Report of the Education Commission, Govt. of India, New Delhi, 1966, Pp.269-70 and 645.

a similar board under the Bombay Education (Amendment) Act of 1938. Assam and Bihar States also having statutory boards. Assam was created under the Assam Primary Education Act, 1947. The Bihar Board has the power to organise and control basic education and the institutions for teacher education in the State." ¹ In Assam State, the Board is named as the State Education Basic Board, and in ~~Higher~~ Bihar State it known as the Basic Education Board.

Composition

The Board generally consists of both nominated and elected members.

- "(a) The elected members are generally from the District School Board or Zilla Parishads, and Municipalities or Nagar Panchayats.
- (b) Of the nominated members, some are Government Officers appointed by the State Education Department. Generally the Board elects its President from among its own members. One of the nominated government officers (usually the Deputy D.E. in charge of Primary Education in the D.E.'s office) acts as the Secretary of the Board." ²

Functions

Some of the functions and powers exercised by the Board are as follows :

¹ S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1962, P.166.

² D.M.Desai, Outline of Educational Administration in India (Small Booklet), A.R.Seth & Co., Bombay-2, 1964, P.28.

- "1. To examine and recommend schemes for the organization, co-ordination and expansion of primary education with the system of education as a whole in the State.
2. To advise the State Government generally on all Matters connected with primary education; and
3. To exercise such other duties as may be prescribed."²
4. To appoint committees on any matter on which the Board considers such advice to be necessary.

(iii) District Level

(a) The District and Municipal School Boards

The Kothari Commission (1966) suggested that the school board should be established at three level at the Centre, State and District level. Previously all the statutory or advisory boards or councils were set up at two level at the centre and State level, but the Kothari Commission the establishment of school board at District level to co-ordinate the Local Authority and Municipalities also.

The Commission suggested that "A Statutory local authority, to be called the District School Board should be established in each district and it should be in charge of all education below the university level in the district."¹

(a) Jurisdiction of the District School Board: "The jurisdiction of the District School Board should cover the

¹ S.N. Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1962, P.166.

² Report of the Education Commission-1964-66, Government of India, Ministry of Education, New Delhi, 1966, P.251.

entire area of the district with one exception, namely, the big municipalities in the district with a population of about 100,000 or more which should preferably have similar boards for their own areas.

(b) Composition of the District School Board are:

- "(i) Representatives of Zilla Parishad elected by itself;
- (ii) Representatives of the municipalities in the district (which do not have a separate school board of their own) elected in the prescribed manner;
- (iii) Educationists nominated by the State Government or elected by the Zilla Parishad from out of the panel appointed by the State Government; and
- (iv) Ex-officio members, such as officers of education, agriculture, industries or other departments which administer vocational schools.
- (v) A senior officer of the State Government should be the whole time secretary of this Board, which should be provided with the necessary administrative and supervisory staff."

Functions

"(i) The functions of this Board would cover all school education in the district-general as well as vocational. It will directly administer all government and local authority schools within in district, and it will also remain in charge of giving grant-in-aid in accordance with the rules framed by the State Government for the purpose.

(ii) It should be a responsibility of the Board to prepare plans for the development of school education within

the district.

(iii) It should be also be the principal agency within the district to develop school education.

(iv) Each school board will maintain an education fund. The Zilla Parishads (or Municipalities) will approve to budget of the school boards. They will also raise the resources expected of them and credit them to the school board. In all day-to-day administration, the school board would be autonomous.

The same relation would hold good between a Municipal School Board and Municipality. The finances and guidance required for the purpose would be provided by the State Government and the State Education Departments."

The Municipal School Board

"In big towns with a population of one lakh or more, it would be desirable to establish Municipal School Boards on the above lines since these would be viable administrative units. The composition, powers and responsibilities of these of the district school boards.

The recruitment and transfers will be done by a special committee consisting of the Chairman of the Board, its secretary and the District Education Officer, subject to rules framed by the State Government, the general policy being to reduce transfers to develop loyalties to individual institutions.

It may be better in some cases not to burden the school boards with full administrative responsibility all at once. Powers may be conferred on a board as it becomes experienced and shows its capacity to exercise them." ¹

¹ Report of the Education Commission 1966, Ministry of Education, Government of India, New Delhi, 1964, Pp.450-451.