
CHAPTER - II

ORGANISATION AND MANAGEMENT
Principles & Practice

I

LEGAL FOUNDATION

The following Acts, Resolutions constituting the legal foundation of Secondary education are in force in the State of West Bengal:

(a) THE WEST BENGAL BOARD OF SECONDARY EDUCATION ACT, 1963.

This Act extends to the whole of West Bengal and came into effect from 1.1.64 vide Notification No. 4551 Edn. (G)/G.88-42/63, dated December 27, 1963. Chapter II of the Act provides for the composition of the Board, appointment of the

President, disqualification for membership, election, removal of members. Chapter III of the Act contains the constitution of different committees of the Board of Secondary Education. It has the following committees:-

- (a) Recognition Committee
- (b) Executive Committee
- (c) Syllabus Committee
- (d) Appeal Committee
- (e) Finance Committee

Chapter IV of the Act, states the power and duties of the Board and Chapter V deals with meetings of the Board and the Executive and other committees. Chapter VI contains the rules relating to Finance and Audit.

(b) The West Bengal Madrasha Education Board Resolution .

The West Bengal Madrasha Education Board is a statutory Board for the spread of Madrasha education in this State under the initiative of Education Department of the Govt. of West Bengal. The Resolution (No. 211-Education (M)/5M-5/22 dt. 2.2.73) passed by the Govt. of West Bengal contains the constitution, aim of the Madrasha Boards. The West Bengal Madrasha Education Board is constituted vide Govt.

Notification No. 763(Edn.)M/5M-5/7273 dated 6.4.73.

(c) THE WEST BENGAL COUNCIL OF HIGHER SECONDARY EDUCATION
ACT, 1975.

This Act extends to the whole of West Bengal with the objective to establish a Council of Higher Secondary Education in the State of West Bengal and to define the powers and function of such council, and to provide for certain matters connected therewith. Chapter II of the Act contains the composition of the council, terms of office of nominated members, the President, disqualifications for membership, conducting of meetings and the Chapter III of the Act provides for constitution of different Boards of Studies (e.g. Board of Studies in Humanities Sciences, Commerce, Agriculture etc.). Chapter IV contains the constitution and function of various committees (e.g. Recognition committee, the Syllabus Committee, Finance Committee, the Approval Committee etc.) and the Chapter V of the Act contains the powers and functions of the council and the Chapter VIII deals with Finance and Audit and the last chapter (i.e. Chapter VIII) deals with supplemental provisions.

II

ORGANISATION

In conformity with the uniform National pattern the structural pattern of school education in West Bnegal is as follows:

(a) School education in West Bengal covers a period of ten years.

(b) The first four years is spent on Primary Education, governed by Primary Education Board.

(c) The next five years covers the secondary education which is divided into two stages, viz. Junior Secondary stage(from Class VI to VIII) and Secondary stage(Class IX and X). After completion the students aspear at the Madhyamik Examination conducted by the W.B.B.S.E.

(d) After passing the Madhyamik examination, the next 2 years is spent on Higher Secondary Education (Class IX and X). The Higher Secondary courses are taught at both schools and colleges.

At this stage, the students are allowed to choose their specialised streams (e.g. Arts, Science, Commerce, Agriculture etc.). At the end of the course, the students appear in the Higher Secondary Examination conducted by the W.B.Council of Higher Secondary Education.

Educational Ladder WEST BENGAL

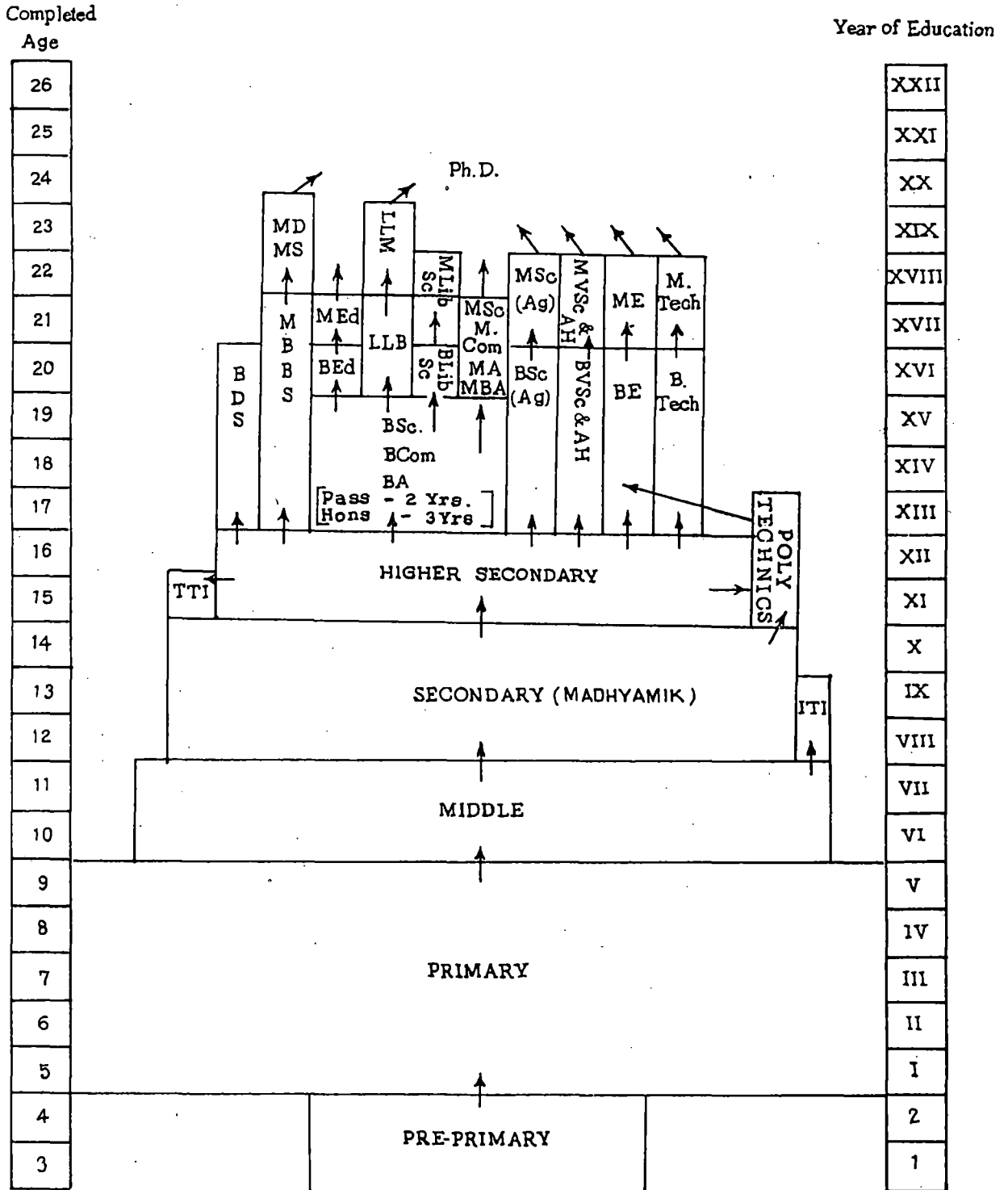


Fig. 1

Primary Stage	Jr. Secondary stage	Secondary Stage	Higher Secondary stage
Class I to Class IV	Class V to Class VIII	Class IX and Class X	Class XI and Class XII
W.B.Primary Education Board	W.B.Secondary Education Board	Education Board	H.S.Council

The Education Ministry of the State headed by two Ministers viz. Secondary Education Minister and Higher Education Minister, the former Ministry is responsible for the primary and secondary education while the latter ministry is responsible for higher education. Functioning and administration of primary education is conducted through the Directorate of primary education with the assistance of Deputy Directors and Chairman of the district Primary Education Council along with sub-inspectors of schools. The Secondary schools (both Junior and High) are administered by the Directorate of school education assisted by the Deputy Directors in various functional areas at the Directorate having its office at Calcutta, the District Inspector of schools assisted by the Asstt. District Inspectors at the district levels.

III

MANAGEMENT AT THE UNIT LEVEL

A. Management of Recognised Non-Government Schools

As required under rules for Management of recognised Non-Government Institutions¹, every non-government institution has a Managing Committee(M.C.). In addition to this, there are three sub-committees, viz., Finance sub-committee, an Academic Council and a Staff Council. The finance sub-Committee of a school is responsible for administration of Finance in the Institution². The Academic Council is an Advisory Body as it gives advices to the head of the Institution on all academic and co-curricular activities. Though the decisions or advices/recommendations of the Academic Council are not mandatory, however, they bear weights and force to be taken into account by the Managing Committee for implementation. On the other hand, the staff Council may discuss all matters of academic interest and problems associated with the development of institution.

Each school has a headmaster/headmistress assisted by an assistant headmaster/assistant headmistress, who is entrusted with day to day administration of the school. His/her duty is similar to that of a liason officer maintaining link between the Managing Committee and the school. The composition, powers and functions of the Managing

Committee and the Academic Council(Finance Committee has been covered in Chapter-IV), may be summed up as under: -

Managing Committee:

The Managing committee of a non-government aided school shall consists of the following members :

- i. One Founder
- ii. One Life Member
- iii. Four guardians in the case of institution having classes XI and XII recognised by the West Bengal Council of Higher Secondary education or having Class X and two guardians in case of Junior High Schools, to be elected or nominated, as the case may be.
- iv. One person interested in education(to be co-opted). In case of an institution located within the jurisdiction of a Panchayat Samity, such person would be nominee of the Panchayat Samity.
- v. Three elected teachers' representatives other than the head of the institution and one representative of the non-teaching staff in the case of an institution with Higher Secondary classes recognised by the West Bengal Council of Higher Secondary Education and/or a class X high school and two members of a Junior High school.
- vi. One member of the committee shall be nominated by the Director or by an officer authorised by him in this behalf.

(vii) Head of the Institution - ex Officio³.

Powers/Functions of the Managing Committee:

In an aided institution the committee shall, subject to the approval of the director, have the powers:-

(a) To appoint teaching and non-teaching staff - temporary or permanent.

(b) Subject to the rules in force, to extend the services of the teachers and other employees beyond the date of superannuation.

(c) Both in aided and unaided institution the Managing Committee, subject to the prior approval of the appropriate authority, has the power, to remove or dismiss permanent or temporary teachers and other employees.

(d) To grant leave other than casual leave which shall be granted by the head of the institution or by the Secretary of the Committee in the case of the head of the institution.

(e) To grant increments in Pay to teacher and other employees in accordance with the procedure laid down from time to time.

(f) To grant free or half-free.

(g) To manage funds of the institution as per direction given by the appropriate authority from time to time.

(h) To prepare annual report.

(i) To deal with all schemes of development of the institution and such other matters.

(j) To allocate the total period of holidays in a year, but special holiday for a day or a portion thereof on account of death of any prominent person or for any special occasion concerning the institution may be granted by the secretary or the head of the institution at his direction.

(k) To grant deputation of teachers, where such deputation is in the interest of the institution.

(l) To suspend a teacher or an employee where such suspension is in the interest of the institution⁴.

Academic Council:

The Managing Committee of each school shall have an Academic Council composed of the head of the institution, the Assistant head master/Assistant head mistress, and not more than three members elected from amongst the members of the teaching staff. The head of the institution and the assistant head mistress, as the case may be shall be the president and the secretary of the Academic Council respectively. The Council deals with matters connected with:

- (a) Admission
- (b) Promotion
- (c) Selection of Text Books
- (d) Preparation of Time Tables
- (e) Other matters relating to the improvement of the

teaching and co-curricular activities⁵.

B. Management of Central Government School.

All the Central Government Schools have uniform management pattern as they are centrally administered by the Kendriya Vidyalaya Sangathan an autonomous organisation under the Ministry of Human Resource Development at the Centre. In addition there are Regional Offices in different regions. At the Sangathan level there are Commissioner - Joint Commissioner - Deputy Commissioner - Assistant Commissioner - Education Officers.

At the school level there is a Vidyalaya Managing Committee (VMC), composing of a Chairman, the principal of the school and other members. V.M.C. of each Central School appoints two committees - Appointment and Purchase Committee. The appointment committee appoints teaching and non-teaching staff on ad-hoc basis only as recruitment to permanent posts are made by the Kendriya Vidyalaya Sangathan at regional levels. The Purchase committee accepts quotation, places orders for purchase of stationery, books teaching aids etc.

C. Management of Sponsored Institution

Sponsored Institutions are governed by the Rules for

Management Of Sponsored Institutions (Secondary), 1972. At the school level every sponsored institution has a Managing Committee comprising of the following:

(a) A President appointed by the Education Department of the State Government;

(b) Two representatives of the Body/Organisation Society aiding or co-operating with the State Government in establishing the institution;

(c) One Government Official to be nominated by the D.S.E., West Bengal;

(d) Two persons interested in education to be nominated by the D.S.E., West Bengal;

(e) One medical practitioner nominated by the D.S.E.

(f) Head of the Institution - Ex-officio Secretary of the Committee.

(g) Two elected teacher's representative;

(h) Two guardians' representative nominated by the President.

Powers/Functions of the Committee :

The powers of the committee, subject to the approval of the D.S.E. include:

- i. Appointment of teachers and non-teaching staff - temporary or permanent.
- ii. Extension of services of teachers and other employees;
- iii. Removal/Dismissal of teachers and other employees;
- iv. Granting of Leave ;
- v. management of Funds;
- vi. Dealing with developmental schemes etc.
- vii. Granting deputation to teachers ;
- viii. Granting deputation to teachers ;
- ix. Other matters of institutional interest
- x. Preparing Annual reports⁶.

The Director of Secondary Education(D.S.E.), Govt. of West Bengal is the controlling authority of Government Sponsored institution. The primary financial responsibility of such institutions lies with the Education Department of the Government.

D. Management of Madrasahs

Madrasahs are managed by the West Bengal Madrasah Education Board⁷. At the unit level, each Madrasah has a Managing Committee, which is constituted with the following members, the maximum being - 14 :

- a. Guardians - 4 in case of Sr. and High Madrasah and 3 in case of Jr. High Madrasahs, 2 in case of Jr. Madrasahs.

- b. Donar - 1
- c. Founder - 1
- d. Persons interested in Madrasah Education - 2
- e. Registered Medical Practitioner - 1
- f. Teachers' Representative - 3 in case of High and Sr. Madrasah, 2 in case of Jr. High Madrasahs 1 in case of Jr. Madrasahs.
- g. Nominee of the Education Directorate - 1
- h. Headmaster - Ex-Officio Member.

E. Management of Government Schools

The government schools are under the direct control of the Education Directorate. At the school level each Government school has a Governing Body constituted with the following :-

1. District Magistrate - President
2. Head of the Institution - Ex-Officio Secretary
3. Chairman of the concerned Municipality - Member
4. District Inspector of Schools - Member
5. Teachers' Representative - Two
6. Non-Teaching Members' Representative - One
7. Guardians' Representative - Two

Recruitment to the posts of teachers and head of the Institutions are done by the Public Service commission and such posts are also transferable from one school to another school.

IV

ROLE OF THE HEAD OF THE INSTITUTION

In the school administration, the head of the institution occupies a unique position. He is in the strategic centre of a web of instructional relationships between teacher-teacher, teacher-pupil, teacher-guardian and arranges their co-ordinated efforts. The head of the institution is required to discharge various duties which may be summed up as under :

a. Specific duties :

- i. Supervision
- ii. Teaching
- iii. Management
- iv. Special Services when required.

b. General Duties:

- i. Duties before the session
- ii. Duties through out the year
- iii. Duties at the close of the session⁸.

The specific powers and functions of the head of the institution of Non-government recognised school may be summed up as follows :-

(i) The headmaster or headmistress of a non-Government school is an ex-officio member of the Managing Committee.

(ii) The headmaster or headmistress has the right to be elected Secretary to the Managing Committee. If the headmaster or headmistress is not appointed Secretary, he/she shall be

joint Secretary as per rules.

iii. The headmaster or headmistress, in the capacity of Joint Secretary shall perform such duties as may be assigned to him or her, from time to time by the managing Committee.

iv. In the temporary absence of the Secretary, the headmaster or headmistress in the capacity as Joint Secretary may convene a meeting of the Managing Committee.

v. The headmaster or headmistress is the custodian of all school records by virtue of his/her position.

vi. The headmaster/headmistress by virtue of his/her position over the office, is overall responsible for internal administration of the school.

vii. The headmaster/headmistress by virtue of his/her position shall forward such matters from the staff, students and guardians of the school for consideration of the Managing Committee, as he /she deems fit and proper.

viii. The headmaster/headmistress may declare special holiday concerning to death of any prominent person or for any special occasion of the school in consultation with the Secretary of the school.

ix. The head of the institution will act as President of the staff council and academic council of the school.

x. The headmaster/headmistress will take such steps towards formation of the Managing committee of the school as provided in the rules.

xi. The head of the institution as Joint Secretary shall operate all Bank accounts, and shall be one of the operators of the same.

xii. The headmaster or headmistress shall prepare school accounts with the help of clerks or office assistants and if the responsibility is shifted to the Asstt. headmaster/Asstt. headmistress, he or she will countersign the records.

xiii. All the records including grants-in-aid application should bear signature of the head of the institution along with the same of the Secretary or the administrator.

xiv. The head of the institution shall record the time of arrival and departure in the attendance register of the teachers and put his/her signature in the verifying column, reserved for him/her.

xv. The headmaster or headmistress being the head of the teaching staff of the school is entitled to supervise teaching affairs of the teachers and the teaching staff will have to work under his/her guidance.

xvi. The headmaster or headmistress can exercise his/her voting right in the election of the Managing Committee.

xvii. The head of the institution may also exercise his/her voting right in the election of Secretary of Staff Council.

xviii. The head of the institution may draw proceeding against the action of any member of the staff, for consideration and

decision of the Managing Committee.

xix. The Secretary cannot direct the head of the institution to follow his instruction unless resolved by the M.C.

xx. While preparing the list of holidays of the year, the headmaster may keep at least five days reserved for his/her discretionary decision so as to utilise the same if and when required subject to the approval of the M.C./Administrator.

xxi. The head of the institution is entitled to suspend the class or classes on the date of physical education and work education examinations with the approval of the Academic council and the Managing Committee⁹.

V

MANAGEMENT PATTERN - NEED FOR UNIFORMITY

In West Bengal, we come across different types of schools having different management patterns - Direct govt. school, maintenance of which is the exclusive responsibility of the State Government, Non-government schools recognised by the West Bengal Board of Secondary Education or the West Bengal Council for Higher Secondary Education, Madrasah community under the West Bengal Madrasah Education Board. This practice of different management patterns prescribed for different types of schools resulted into disparities among the schools in the matter of finance, physical resources,

students' amenities, teaching quality and so on. As it has been observed that the Direct government schools are well maintained as compared to the non-government schools - as they get more funds for development, they have adequate class rooms with more space per student, lower teacher-pupil ratio, more library books and teaching aids. On the other hand, the non-government schools gets mostly the salary deficits. Moreover, they cannot collect fees from the students in view of the Government's policy of free education upto secondary level. Furthermore, recruitment of heads of institutions and teachers for direct government schools are done centrally by the State level Public Service Commission(PSC) which maintains an uniform standard and such posts are also transferable. But such recruitment of teachers and other employees including the head of the institution is done by the respective Managing Committees of those schools at the school level. Thus, these Managing Committees have the freedom to choose experts for interviewing the head of the institution and teaching and other staff. Hence, there always remains a scope for biasness, favouritism, manipulation as the managing Committees of the schools to-day are not free from political interference. Hence, what would be the extent of autonomy to be granted to the individual institutions always carries a question mark. As for instance, the Central Schools are centrally management by the Kendriya Vidyalayas Samgathan and all the schools under

their control get uniform resources - financial and physical, follow the uniform lesson plans; their teachers for the permanent posts are centrally recruited. The same practice can easily be followed for all the recognised schools in West Bengal without making any categorisation like Government/Non-government and so. This will help to solve a host of problems now encountered. So far as secondary education is concerned, because the present discriminatory practice by the Government has given birth to class of student citizens - one who is privileged to get the scope to study in a Government schools and the other who do not find a little space in a bench for sitting amidst 100 to 150 or more of his fellow class mates. As all these students read the same syllabus and are to go through the same evaluation process, should not the Government take corrective steps to prescribe uniform management pattern for all the recognised schools in West Bengal Presently funded by the State thus assuring equal opportunity for all class of students'.

VI

ADMINISTRATIVE PRACTICES - A SURVEY

In matters of decision makings as to various activities we came across disparities among the sampled schools. Regarding course and classes, most of the schools rest on the academic council while some of them leaves the

matter to be solved by the headmaster or headmistress and or the staff council. Regarding admission policy and procedures the mostly chosen forum is academic council while the headmaster or the staff council also take part in such decision. Regarding routine financial matters it is the finance sub-committee which is mostly liked by the authority while other forum are also no less important. Regarding matters of students' interest, it is the staff council which takes keen interest in majority of the institutions. Regarding grievance redressal all the forum are more or less equally preferred, however, in extreme cases the matter is referred to the higher authorities at the district or the state level. The Managing committee generally deals with the important policy matters, of course, within the limits set by the rules in force and when the matter is beyond their jurisdiction, it is referred to the authorities like D.I., D.S.E., Boards etc. for necessary clarification.

Our institutional level survey of the sasmpled schools reveals that (Table-I), 78% of the members of the managing committees are either graduates or post-graduates while more than 21% of them are undergraduate and among them 5% are not even Matriculates/Madhyamik. How one can be sure that an educational institution of Secondary level will be safe in the hands of people who are not even graduates or passed School Final Examination. Does not it affect the

administrative quality of the Managing Committee. In fact, schools now-a-days are treated as places of political powers, where we generally compromise with quality even at the cost of the future of our children. We came across some institutions where we observed concentration of membership of the M.Cs. among the same persons in the schools situated in the same locality. All these resulted in dilution of accountability on the part of the M.C. members as they are more interested in other aspects than that of the institution and the institution suffers. The only way to such crisis is to manage the institutions centrally like that of Government schools and providing scope for larger participation of educationist in the M.C.

Our sample consists of one institution managed by an administrator and the rest nineteen are managed by managing Committees. All these nineteen schools have uniformity so far as number of M.C. members are concerned. The committee is generally formal in communicating their decisions but in some schools occasionally M.C. prefers to be informal. Frequency of the meeting of the M.C. is not uniform among the sampled schools. In 25% of the cases the M.C. normally meets every month while in 35% of the cases the meeting is held quarterly while in 30% cases, it meets half-yearly. Though all the institutions reported that the M.C. also meets if and when such situation arises, but for regular monitoring of the

various activities of the schools, the Managing Committee should meet at least once in a month. Otherwise, the body will simply be a decorative one.

Table-I

Educational Qualification of M.C.Members

Educational Qualifications	No. of Members	Percentage
Non-Matric	10	5%
S.F/Madhyamik	18	9.49%
H.S./Intermediate	13	7%
Graduate	47	25%
Hons.Graduates	47	25%
Post Graduates	54	28%
Ph.D.	1	0.51%
Total :	190	100%

VII

ADMINISTRATOR - A PROFILE

An attempt has been made to study the attitude of the person engaged in administration of the schools, such as Secretary, President of the M.C., Head of the Institutions and their Assistants. This attempt covers a sample of twenty-five

such persons comprising of the following :-

Table-II

Age of Administrators	No. of respondents
Below 40 years	Nil
40 - 45 years	8%
45 - 50 years	20%
50 - 55 years	44%
55 - 60 years	12%
60 - 65 years	16%
Total:	100%

Most of the respondents(72%) are 50 years and above, 16% of them are working on extension service after retirement and 12% of them are at the verge of retirement, and the rest are below fifty years of age but none of them are less than forty years of age. Attempt should be made for induction of young persons into the administration of educational institutions as there is no positive relationship between age and administrative quality and infusion of fresh bloods may tone up the administration.

Table-III

Experience of Administrators	No. of respondents
Below 5 years	12%
5 - 10 years	20%
10 - 15 years	4%
15 - 20 years	8%
20 - 25 years	20%
25 - 30 years	24%
30 years and above	12%
Total:	100%

On the scale of experience, more than half of the respondents have experience of twenty years and more 32% of them have below ten years experience in the same capacity.

Table-IV

Qualification of Administrators	No. of Respondents
Undergraduate	4%
Graduate/Hons. Graduate	8%
Post-Graduates	84%
Doctorate	4%
Total:	100%

In view of academic qualification almost all of them are having post-graduates excepting 12% respondents who are either graduates(8%) or under graduates(4%).

An analysis of the responses of the respondents(Table-V) as to the problems they come across in the course of the administration of the schools they are attached to, shows that there are multiplicity of problems faced by the administrators, frequently mentioned of them being the shortage of teaching staff, excess enrolment of students, inadequacy of building/space, lack of motivation/morale values of teachers, political interference, inadequacy of students amenities like students' common room, library, play ground etc. Interestingly 16% of the respondents stated that they do not come across any problem in their function. Subsequently, the above respondents were also asked to suggest corrective steps so that improvement can be witnessed. Though variety of suggestions came up (Table-VI) important of them are need for quality teaching staff of appropriate number, solution of accommodation problems, more autonomy and authority for the head of the institution, regularity in payment of salary., more funds for development of the schools.

Table-V

PROBLEMS FACED BY THE ADMINISTRATORS

Problems faced by Administrators	No. of Respondents
Political interference in day to day administration	16%
Shortage of teaching staff	40%
Excess enrolment of students beyond capacity.	24%
Insufficient space for class rooms etc.	16%
Local pressure and problems in connection with admission.	12%
Shortage of furniture and teaching aids	8%
Lack of morale values on the part of the teachers	8%
Lack of motivation and sincerity on the part of the teachers.	24%
Inadequacy of funds	12%
Inadequacy of students' amenities:	
-Library	8%
-Playground	8%
Indiscipline on the part of the students	4%
Poor attendance during harvesting time	4%
Private coaching by teachers	8%
Irregular payment of monthly salary	4%
Absence of harmonious teacher-student relation	4%
Poor economic condition of the pupil	4%

Table-VI

ADMINISTRATORS' SUGGESTION FOR IMPROVEMENT

Suggestions	No. of Respondents
School should have adequate qualified teaching staff	16%
Teaching aids should be sufficient	8%
Financial condition should be improved	8%
Accommodation problem should be solved	16%
School should be free from political interference	4%
Primary final examination must be introduced	4%
More power should be given to the head of the institution for the betterment of academic atmosphere and to strengthen the administration	16%
Steps must be taken for regular payment of salaries	12%
Schools should have playground	8%
Availability of development grant for construction of school buildings	12%
More schools should be established	8%
Co-operation among teacher, students and guardians	8%
Ban on private tuition	8%

NOTES AND REFERENCES

1. See, Notification No. 640-Edn.(S), dated June 24, 1981.
2. Role of the Finance Sub-committee has been discussed in Chapter-IV of this study.
3. For details, see, Chakraborty, S.B., An Exhaustive Headmasters' Manual, (Calcutta: B.B.Kundu & Sons, 1992) pp.67-77.
4. Source, *ibid.*
5. Source, *ibid.*
6. Source, *ibid.*, pp.161-163.
7. For details regarding composition of the West Bengal Madrasah Education Board, see, Circular No. 211-Education (M)/5M-5/72 dated 2nd February, 1973, Also see, Circular No. 1/75 dated the 29th June, 1975.
8. Kochhar, S. K. , Secondary School Administration (New Delhi: Sterling Publishers, 1978) pp. 125-127.
9. Source, Chakraborty, S. B., *op.cit.*, pp.755-759.
10. Mudaliar, A. L., "The Changing Pattern in Secondary Education in India - Priorities" Education Quarterly, Nov. 1956, pp. 18-22.
11. Dhesi, Autar S., Human Capital Formation and its Utilisation, (New Delhi: Sterling Publishers Pvt. Ltd., 1979).