

DISINFECTING EXAMINATIONS

SHORT AND LONG-TERM MEASURES FOR
PREVENTING THE USE OF UNFAIR MEANS



CENTRAL BOARD OF SECONDARY EDUCATION
DELHI

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FOREWORD

In order to see the pathology of public examinations at its most pathological, we can perhaps do little better than to focus on the increasing incidence of malpractices creeping into the system. They are undoubtedly linked with the economic compulsions of under-developed economy. The total approach to economic development in the country and the way it has been planned in recent years has created a situation in which qualifications, as certified by public examinations have become the main vehicle of the screening process. There have been saner voices asking for delinking of jobs from degrees. But nothing much in this direction has been achieved.

When the rate of creation of modern sector job opportunities cannot keep pace with the growth of school enrolment, it is natural to have the only route up the cliff to the modern sector as the examinations cable car. It won't, therefore, be surprising that lot of people would like to jump on to it by means more foul than fair. Normally this is kept under check by the traditional social ethics. But when there is a decay in the social values, it becomes a free for all. In this socio-economic scenario with wide educational ramification, the first casualty is the fairness of the examination system.

My association with examination work-both theoretical and practical-for nearly quarter of a century has given me the feeling that unfair means in examinations at all stages of education have been steadily on the increase. On the top of it examining agencies have not done anything more than arranging fire-fighting operations. What is needed in the least is an in-depth analysis of unfair means - a sort of clinical diagnosis of the malady so that appropriate remedies could be thought of. I would personally be very happy if some innovative examination techniques are evolved which are consistent with the socio-economic and ethical conditions in the country.

I perceive the use of unfair means to be the greatest threat to the examination system in India. Since the existing examinations are symbiotically connected with the teaching-learning process, the whole education system is indeed being threatened. If educational process is to be preserved, something needs to be done immediately.

Keeping the urgency of the issue in mind, CBSE had set up an Enquiry Commission to go into the question. It also organized a seminar to seek the views of teachers, educators and heads of schools. The present brochure is based on the discussions in the seminar and the report of the Commission. I am sure the contents will be useful to all concerned with school education. The short-range recommendations mentioned in the brochure are being implemented by the Board w.e.f. 1992 examinations. I will be grateful to teachers and parents for further suggestions particularly in regard to long-range measures to be taken by the Board to prevent the use of unfair means in examinations.

H.S. SINGHA
CHAIRMAN
CBSE

Place : Delhi
Date : Oct.1991.

PART 1

PROCEEDINGS OF THE SEMINAR

The discussions in the Seminar were divided into two parts. In the first part every participant expressed his frank views and also possible solutions to the existing malady of unfair means in examinations. In the second part, the solutions about which there was some consensus were debated in greater detail to take a final decision. The observations made by various participants are summarised below :

Dr. H. S. Singha, Chairman CBSE :

In his opening remarks Dr. Singha emphasized that the malady of unfair means in examinations is a universal problem. He also pointed out that by saying so he did not intend to dilute the importance to be attached to solving it. He referred to research findings, both at the university stage and at the school stage, which establish very clearly that the quantum of reported unfair means both in university and in school board examinations is slightly above 1%. Of course, one can expect a lot of under reportage, implying that the 1% represents only the tip of the iceberg. He also mentioned the following general conclusions arrived at on the basis of research :

1. Unfair means is not an administrative problem and the solutions should be found through means other than administrative measures.
2. The largest number of unfair means cases are detected at the time of the conduct of examinations and not so much in the pre-examination and post examination stages.
3. During the conduct of examinations, the most widely used unfair means is the possession of material by students followed by copying with the help of other persons.

Dr. Singha also mentioned that the use of unfair means is the product of a defective educational system linked with under-developed economy, both operating in a decaying society. Obviously, the Board is an institution that may not be able to do much to improve the linkage between education and economy and also may not be able to change the whole social system drastically to control unfair means. But time has come when it must have a fresh look at its own examination and education system so that the use of unfair means in examinations is controlled. He suggested that the problem should be divided into two parts :

- a. Long range proposals for improving the examination system and

- b. Short-term measures which can be taken by the Board with effect from the forthcoming examinations.

With these remarks he invited the participants to give their suggestions and observations which could help the Board in controlling malpractices in examinations.

Mr. S. C. Gupta, Controller of Examinations, CBSE,

Mr. S.C. Gupta, then presented his working paper. He narrated the difficulties faced in the fair conduct of examinations particularly during the last examinations in 1991 in Delhi. The paper is reproduced elsewhere in this publication.

Mr. Y. P. Purang, Deputy Director of Education, (West) Delhi,

Mr. Y. P. Purang, emphasized that a change in the style of the Question Papers and the use of a multiple set of Question Papers in the same room would help in controlling unfair means in examinations. This would certainly eliminate the easy and quick matching of the answer to the question during the examination. He also suggested that a candidate using unfair means should be dealt with strictly. Not only should his paper be cancelled for that day, but he/she should subsequently not be allowed to take other papers. This would prove deterrent and have salutary effect on other candidates.

Mr. Purang also emphasized that any Invigilator/Centre Superintendent and even an official of the Board or Directorate of Education who is caught helping in any way in the use of unfair means, should be debarred from any remunerative work of the Board and strict disciplinary action should be taken against the person concerned. He, however, desired that remuneration to both Invigilators and Centre Superintendents should be increased suitably for attracting good and capable teachers of integrity.

It was also stressed that to nullify the fear of insecurity, sufficient police personnel should be made available to generate a feeling of confidence among Invigilators. Besides, Section 144 may be promulgated around the schools to avoid crowding and disturbance, particularly at the troubleprone centres. There should be insurance cover for the teachers doing invigilation duty.

Mr. H. R. Sharma, Director (Acad.), CBSE,

Mr. H.R. Sharma, continuing with the discussion, highlighted the alternative models for better and effective

conduct of examinations, in addition to the use of multiple sets of question papers. He explained measures like involvement of the society at large and making it feel responsible for preventing the examinees from indulging in unfair means. He also emphasised that equal difficulty level of the multiple sets of question papers be ensured as far as possible. Besides, some powers should be given to the Centre Superintendents for taking strict action. But he cautioned that the Superintendents at the Examination Centres should be of very high integrity. He also suggested that Minimum Malpractices Model of Examinations be tried as an alternative, in addition to the open-book system of examinations in which candidates will be allowed to use books etc. for the purpose of writing answers, but very meticulous preparation would be needed for the evaluation of the answer scripts.

Mr. T. R. Gupta, Principal, Hans Raj Model School, Delhi

Mr. T.R. Gupta was very emphatic in pleading for magisterial powers to be given to Centre Superintendents to take strict action on the spot against the persons involved in cheating, including the students and teachers. He also stressed that cooperation of parents & teachers in eradicating unfair means should prove effective, and they should also be held responsible in case malpractices by their students/wards are detected in any form, whether organised or individual. According to him, using different sets of Question Papers is a very good suggestion, but the difficulty level of various questions should be carefully examined.

He emphasized that if Government schools honestly cover the syllabus, it would automatically curb the tendency on the part of the students to resort to copying and unfair means. Involvement of mass-media to give publicity about the pernicious effect of malpractices in examinations and group discussion by the Principal, senior teachers, staff and the invigilators would help in containing the menace.

The MMM Examination in its revised form, as mentioned by the Director (Acad.), must be tried in selected schools.

Furthermore strict checking at the time of entry in the examination centre should be ensured. For example, all material related to the examination in any form like guides, notes or similar things should not be allowed to be taken inside the examination hall. Invigilators should be insured to protect them from risks.

Mr. S. N. Chibber, Principal, Govt. Sr. Sec. School, No.1., West Patel Nagar, Delhi.

Mr. S.N. Chibber was very emphatic in suggesting that only Principals should be appointed as Superintendents of Examination Centres and teachers of integrity as

invigilators. He also said that observers must be appointed at trouble-prone centres for the full day to contain the menace. Photocopying shops indulging in it should be raided, and banned during the examination days. He was also in favour of providing insurance cover to teachers on invigilation duty.

Mr. A. L. Gulati, P. G. T. (Maths.), Govt. Boys Sr. Sec. School, Shankracharya Marg, Ring Road, Delhi-110001

Mr. A.L. Gulati, was very assertive in suggesting that more powers be given to Principals who should be selected very carefully. He also pleaded for the training of centre superintendents and invigilators. Besides this, he also wanted the rates of remuneration for them to be suitably increased.

Mr. B. L. Singhal, Principal, D.C. Arya S.S. School, Lodhi Road, New Delhi-110016.

Mr. P.L. Singhal reiterated the need of giving more powers to Principals to deal with the situation on the spot. He cautioned that selection of Principals as Superintendents and fixing of centres of examination should be done very carefully, after good homework, and no change of centre should be allowed under any circumstances. Doing so, would certainly give room to rumours of all sorts, tarnishing the name of CBSE and causing demoralisation amongst the invigilators. He was also in favour of CBSE revising its remuneration rates, keeping in view all the factors like rates in vogue in case of CISCE and Open School, Delhi. He was also in favour of raiding and banning all photocopying shops in the vicinity of examination centres during examination days and particularly when the actual examination was in progress.

Mr. O. P. Ahuja, Principal, Govt. Model School, Civil Lines, Delhi.

Mr.O.P. Ahuja suggested emphatically that only Principals of schools should be appointed as Superintendents and teachers as invigilators. There should be some accountability on the part of teachers and duties should be defined and explained in advance before the actual conduct of examination. However, insurance cover should be provided to the teachers on invigilation duty .

He also said that observers/supervisors must be appointed atleast at sensitive centres. To contain the menace of photocopying flourishing in the neighbourhood of examination centres, such shops should be raided by teams of high-powered officers to make the public realise that it is not CBSE alone that is concerned with fair conduct of examinations. Even parents must come forward and join the mission to improve the system.

Mr. Ahuja further referred to an old case and without naming, mentioned the incident when a teacher taking bribe during the examination was caught, everything

about the case was reported, but no action was taken subsequently by the Board or the school authorities against the person concerned. According to him raid parties must be stopped whether from CBSE or from Delhi Administration or from any other agencies because the whole purpose is defeated since this work is being done in a very casual manner.

Mr. I. J. Widge, Principal, Govt. Boys Sr.Sec. School, Krishna Nagar, Delhi

Mr. I.J. Widge also pleaded that magisterial powers should be given to Superintendents to punish the guilty on the spot and no change of Examination Centres should be allowed at any cost. Besides, trouble-prone schools should not be fixed as centres for examination.

Mr. Baldev Raj, Principal, Govt. Model School, No.2., Ludlow Castle, Delhi.

Mr. Baldev Raj was in favour of CBSE taking a policy decision that no change of centre at any cost shall be allowed by it and Principals may be allowed to detain some 15% weak students as in the past, so that they repeat class X or XII. According to him, only such borderline cases indulge in unfair means to clear the Board's examination.

Sh. Ajai Sinha, Principal Model School, Rohtak, Haryana

Mr. Ajai Sinha was of the view that the telephones of the CBSE, are generally not functional, should be in working order round the clock; to ensure that any emergency is dealt with effectively and quickly. He was highly critical that though many brilliant students were getting good marks in practicals but were getting marginal or just passing marks in theory. He felt that one possible reason could be the evaluation of 125 scripts a day by one examiner which is not humanly possible and amounted to playing with the candidate prospects which becomes the first casualty for no fault on their part. Therefore, he was of the opinion that the selection of examiners should be done with extreme care and they should work with intellectual honesty, under the guidance of qualified and competent additional headexaminers.

Mr. N. C. Gupta, Principal, Summer Fields School, New Delhi.

Mr. Gupta felt that this task was little difficult but he would try to do justice as various aspects of the problem had already been mentioned by the earlier speakers. He suggested that right security arrangements should be made around the centres of examination. Instead of penalising the examinees, he stressed that proper and conducive atmosphere for the conduct of fair examinations should be the target, through the joint efforts

of the Board, School Heads and Directorate of Education, Delhi. He was emphatic that the police should be at the gate only. Except candidates, teachers on invigilation duty and other staff connected with the examination no one else should be allowed to enter in the examination halls because they only act as the carriers of copying material in and out of the examination halls. He stressed that the telephones should be in operation during the examinations. He also strongly stressed that re-evaluation should be permitted in case the candidate was attaining very high marks in all subjects except one subject where he was failing or getting extremely low score. Chairman CBSE may order re-evaluation in that particular subject on demand; fees etc., for additional examiners may be decided within the norms.

Mr. S. C. Sharma, Principal, Govt. Model School, Brij vihar, Delhi

Mr. S.C. Sharma felt that parents must also be made responsible and be involved in the fair conduct of examinations. Some of the parents must be interviewed through mass media before and during the examinations. Punishment in case of students caught copying must be deterrent and instructions in this regard in block letters should be printed at the back of Admit Cards.

Mr. Sharma was also of the view that the remuneration rates for invigilators and other staff should be increased. According to him Spot-evaluation should be stopped because it is a total failure and is not serving any useful purpose. By and large, applications for rechecking by the examinees to the Board should be considered in a realistic manner as pointed out by the earlier speakers.

Mr. Madan Mohan, Former Registrar, Delhi University

Mr. Madan Mohan Stated that recommendations can be divided into two categories :

1. Short term and
2. Long term

Short term solutions would imply appointment of good Centre Superintendents who should be persons of proven integrity to ensure fair conduct of examinations. This should be done after careful and advance planning. Examination Centres should be fixed very carefully. He also advocated the use of multiple sets of question papers in different colour schemes as also of different serial numbers of questions so that mass copying is not possible. He emphasised the role of publicity through mass media and involvement of parents/teachers and all concerned to help in the task of improving the situation.

Long term measures would imply policy decision by the Board for better & innovative methods.

Sh. R. S. Lugani, Principal, D. P.S., R. K. Puram, Delhi.

Mr. R.S. Lugani was very much against magisterial powers to be given to principals for punishing the students. He said that this would disturb the peace of examination centres and would not be in good taste. In contrast to this, he wanted observers to be appointed at examination centres.

According to him, the Board should de-emphasize its examinations and institutions like Delhi University and other agencies should conduct their own selection tests for admission etc.

Mr. M. L. Babbar, Principal, Air Force School, New Delhi.

Mr. M.L. Babbar, briefly narrated the state of affairs at examination centres, and desired that trouble-prone schools should not be fixed as centres of examinations irrespective of the political pressures on the board. Centre superintendents should be equipped with more powers not magisterial of course with a view to creating confidence among them. Similarly examiners should be appointed with great care and short term training programmes should be organized for them to achieve better quality of evaluation.

He was strongly in favour of spot-evaluation but with improved methods. He was also in favour of multiple sets of question papers and desired that careful planning should be done in setting the question papers. He was not in favour of children being over-burdened with so many subjects at the +2 stage, namely two languages and three electives. The Chairman interjected at this stage clarifying that this was not within the purview of discussion in the seminar on unfair means as the issues had already been discussed at length in various forums before their acceptance.

Mr. K. Mohan Rao, Dy. Director, Navodaya Vidyalaya Samiti.

Mr. K. Mohan Rao suggested two remedies, one at administrative level and other at the academic level. He strongly stressed the appointment of full time observers. He felt that examination centres should not be changed once they were fixed. The use of multiple sets of question papers according to him was one of the possible solutions of the burning problem of mass copying.

Mr. N. S. Tolia, Deputy Director of Education, (East) Delhi.

Mr. N.S. Tolia said that the syllabi are very heavy and the relationship between students and teachers has deteriorated very much, particularly in the absence of quality teaching. He wanted multiple sets of question papers to be adopted and strongly supported the use of internal assessment as an important component for final assessment.

He affirmed that not more than 200 students should be allotted to a centre and an examination centre should be as near to candidates' residences as possible. All shops of

photocopying etc. within the vicinity of examination centres should be raided and not allowed to open when the examination is in progress. According to him, paper setters should be appointed with great care.

Mrs. Sushila Nagpal, Govt. Girls Sr. Sec. School, Chattarpur, Delhi.

Mrs. Sushila Nagpal said that many times police help was necessary for ensuring fair conduct of examinations. She said that it was essential to create awareness in the public and all concerned to curb the menace. She asserted that strict punishment must be awarded to the students trying to resort to unfair means during the examination. The type of punishment awarded to offenders should be given due publicity along with the persons conducting and managing the job through various mass media etc. to generate confidence. She mentioned that the recent example regarding the menace in which the staff of a particular school was involved in taking bribes and action taken against the persons was not at all suitable. The trouble-prone centres must be watched carefully and full-time observers must be appointed by the Board.

Mrs. Asha Arora, A.I.U., Delhi

Mrs. Arora emphasized that seating arrangements in rooms should be changed daily and multiple set of the question papers with equal difficulty level should be used. She was in favour of frisking of candidates at the entry point of examination centres but was very strongly opposed to allowing police personnel in entering Examination Halls.

Mr. Amarbeer Singh, Govt. Boys Sr. Sec. School, Delhi Cantt..

Mr. Amarbeer Singh emphasized the use of multiple set of question papers. Paper setters must be competent persons and of high integrity. Similarly, checking of answer scripts should be done in a very honest and intellectual manner. There may be a short term training provided to examiners and paper setters. The question papers and their quality must be improved. According to him, bad elements at the examination centres must not be allowed to enter the premises. Section 144 must be promulgated at least in trouble prone centres to avoid any untoward incidents.

Mrs. Veena Sirohi, Headmistress, Vishv Bharti Public School, Noida.

Mrs. Veena Sirohi suggested that value education programmes must be included in the school curriculum so that it becomes a part and parcel of the life of every student, leading to character development. Autonomy to the schools should be provided and open book system should be encouraged, although it calls for better tools of evaluation to assess the competence level of students. She was also in favour of developing a Question Bank. To make evaluation continuous and comprehensive she suggested semester system.

Mr. T. N. Bhatt, Director, SOS Village Schools in India.

Mr. Bhatt appreciated the positive role of CBSE in the matter of constituting S.S. Complexes throughout the country for achieving & maintaining standards and facilitating quality education in the CBSE schools. These school complexes can also act as very good Nodal centres in rendering effective and active help to curb the menace of mass-copying. He was in favour of developing Question Banks as a long term measure. Details were mentioned in his paper in this regard.

Mr. S. Gopal, Secretary, CBSE.

Mr. Gopal thanked the members for their free and frank views and was hopeful that with new and innovative measures, like 'MM Model' various issues will be identified and tackled through research studies & projects undertaken by the Board.

The Seminar made a number of recommendations which were approved by the Board at its meeting held on 30 August, 1991. Short-term measures are being implemented w.e.f. 1992 examinations. Among the long-term measures, the Minimum Malpractices Model of examinations is being tried out on a Sample of schools in the 1992 examinations with the following main objectives:

1. To test the null hypothesis that there is no significant difference in the rank ordering of students done by schools and that done by the Board.
2. To arrive at the most appropriate method of scaling to ensure inter-school uniformity of marking.

The recommendations are as follows:

1. Short terms measures**(i) Introduction of multiple sets of question papers**

In order to curb the evil of mass copying, the Board should introduce multiple sets of question papers to be distributed among the candidates at a centre implying that at any given centre where the examination is conducted, different candidates will have to attempt different sets of question papers. Since multiple sets will be in use in the same room it will become difficult to make use of the material smuggled from outside.

(ii) Identification of difficult/trouble prone centres

Before the commencement of the examination, the Board should identify schools whose candidates have a history of being indisciplined in examinations as also centres where outside elements disturb the exam. For the former, the Board should take special care at the time of allotment of examination centres and should not hesitate to send them to distant centres for administrative efficiency. For the latter, special measures including appointment of two senior observers etc. may be taken for the smooth and fair conduct of examinations.

* See Appendix for list of participants

(iii) Treating the CBSE examination work as part of duty.

In consultation with DPIs/States, UTs the Board should make it obligatory for the Principal where the Centre is fixed to act as Centre Supdt. and the teaching staff to act as Asstt. Supdts.

(iv) Re-structuring of Raid Parties as Flying Squads

The Flying squads be organised from each district of the Directorate of Education, Delhi who should be available at fixed places to assist the supervisory staff at examination centres in the Distt. in the smooth conduct of the exam. The flying squads be further constituted by nominating Senior Officers of the CBSE, Directorate of Education and other sister organisations.

(v) Checking of candidates at entry point of examination centres

The Board should take steps to see that no candidate is allowed to carry any material for the purpose of copying into the examination centre and for this purpose Centre Superintendents may be authorised to undertake a physical check-up of the candidate at the entry point specially at difficult / trouble-prone centres identified by the Board.

II) Long terms measures**(i) Minimum Malpractices Model**

The members of the Seminar welcomed the idea of the Minimum Malpractices Model to be experimented by the Board in a few schools in March 1992 examinations. If the experiment is found to be successful on the basis of research study, the same may be tried out in Class X from 1993 examination onwards.

(ii) Novel Ideas

The Board should try out novel ideas in the conduct of examinations such as Open Book examination. and introduction of question-cum-answer booklet. It may also re-examine the idea of introducing multiple choice question papers in selected subjects.

(iii) Empowerment of Centre Superintendent /Invigilation Staff etc.

The Board may take steps so that Centre Superintendent may be invested with magisterial powers for the period of examination to deal with any disturbing element effectively at least in the Union Territory of Delhi.

(iv) Research

The Board should conduct research studies on various aspects of examinations and should undertake analysis of school wise results over a period of time.

PART II

REPORT OF THE INQUIRY COMMISSION

In March 1991, CBSE appointed an Inquiry Commission, consisting of the undernoted persons,

1. Shri Madan Mohan, *Chairman*
Ex-Registrar, University of Delhi,
Delhi
2. Prof. Kanwar Sen, *Member*
Department of Statistics,
University of Delhi,
Delhi
3. Prof Natrajan, *Member*
Association of Indian Universities, Delhi

The terms of reference of the Commission, were as follows :

- A. To establish
 - (1) whether mass copying had taken place in the centres reported in the news items (newspapers),
 - (2) whether question papers were smuggled out of the examination centres and answer sheets were smuggled in as a consequence in the centres, reported in the news papers,
 - (3) whether the Centre Superintendents, or the invigilation staff connived at the smuggling out of the question papers and smuggling in of the answer sheets,
 - (4) whether outsiders really trespassed into the examination centres and succeeded in helping the candidates,
 - (5) whether any other personnel deputed at the centres neglected his duties to the extent that it resulted in mass copying.
- B. To suggest corrective measures in case the use of unfair-means is established.
- C. To suggest preventive remedies with a view to eliminating chances of mass copying.

The Commission was provided by the Board (1) a file containing press-cuttings and photographs which had appeared in different newspapers on different dates alleging mass copying and (2) a list of centres covered by such press reports indicating also the schools from where students were appearing at examination for Class X at these centres

and the range of Roll Nos. allotted to such candidates. The *modus operandi* stated in the Press reports was that as soon as the question paper of the day of examination was distributed among the examinees, one or more copies of the question paper were sent outside the centre. Outside the examination centre, the sympathisers of the examinees and others were waiting to receive the question paper. On receipt of the question paper, the same would be divided into parts. Answers would be written for each part by one or more persons and within minutes, photo-copies of the same would be got made at private photocopying machines, installed in the nearby market. The answers thus written would be smuggled in, to help the examinees inside during examination time. It was also alleged that all this was being done with the connivance of the examination staff on duty and the police personnel posted outside the examination centres to maintain law and order. The photographs appearing alongwith the Press reports seemed to confirm the above version.

As a first step, the Commission visited the Centre where the work of marking scripts with fictitious roll numbers was being done, so as to see for itself whether any evidence of mass copying was available in the answers written by the candidates. However, by that time the scripts of Mathematics subject (mostly mentioned in the Press reports) marked with fictitious roll numbers had been despatched to the concerned evaluation centre for evaluation. The scripts of Science and Social Science subjects were in the process of being marked with fictitious roll numbers and the same were made available to the Commission for inspection. After going through some answer books belonging to the affected centres, the Commission felt that it would be easier for the Commission to draw inferences from the written answers, after the scripts had been evaluated by the examiners, particularly in view of a large number of questions in the question paper and the correspondingly short answers expected and written by the candidates. The Commission, therefore, decided to wait till the answer scripts in the concerned subject/s were evaluated.

The Commission also requested the Board that in the meantime it be provided the following :

1. Detailed observations of the Centre Superintendent on the Press reports of mass copying concerning his/her examination centre, date-wise, in each case.

2. Seating plan room-wise, for each day, in each affected examination centre.
3. Any other complaint, direct or indirect, with the Board on the subject.

While the Commission was at work as above, it was learnt through newspapers reports that the Board had already ordered fresh examination in Science, Social Science, Mathematics and Hindi (Class X) and Sociology (Class XII) at the examination centres, a list of which had been earlier supplied by the Board to the Commission, and a few more examination centres. It was further learnt that this decision had been taken by the Board under pressing circumstances on the recommendation of its Examination Committee.

II

On 2.5.1991, the Controller of Examinations informed that Prof. V. Natarajan, Director (Examinations), Association of Indian Universities (AIU) had also been appointed as a member of the Inquiry Commission and that the following term of reference had been added to the terms of reference previously communicated to the Commission by the Board :

- D. To Suggest any other preventive measures or policy approach for eliminating the incidence of mass copying at CBSE examination centres within the existing frame-work of syllabi or curricula of secondary and senior secondary classes.

The Commission, as reconstituted, with the revised terms of reference as above, had a meeting at the A.I.U. office on 3rd June, 1991. The Commission decided to coopt Miss Asha Arora, Research Associate in the AIU who had done considerable work on Use of Unfairmeans at Examination in Unversities to assist it in its work.

The Commission also decided to request the Board

- (a) To make available the observations of Centre Superintendents received from the affected examination centres, as previously requested.
- (b) To invite observers who had observed the conduct of examination at the examination centres where re-examination had been ordered by the Board, for discussion with the Commission.
- (c) To invite persons who had otherwise written to the Board about mass copying during examination and some other respectable citizens who had interest in smooth and fair conduct of examinations for discussion with the Commission.

The Commission accordingly requested the Board to call persons at b) and c) above for discussion on 10th and 12th June, 1991 respectively.

In reply, the Commission was informed that during the above dates, the Board would be pre-occupied with the declaration of results of its examinations and that the Commission may fix any dates after the 20th June, 1991 for this work. Thereafter efforts were made to fix fresh dates. However, for one reason or the other, the date could be finalised in August, 1991.

It must be mentioned that re-examination having been ordered by the Board at some of the examination centres without waiting for or inviting comments of the Commission, it was presumed that the Board, by whatever means, had satisfied itself that mass copying had taken place at those centres.

The Commission, therefore, thought that it would no longer be relevant to undertake the exercise of a detailed probe centre-wise to establish whether mass copying had taken place at those centres, and if so, who were the persons responsible for the same. Such an inquest could also have caused embarassment to the Board, in case it had yielded conclusions otherwise than those drawn by the Board, which, in its opinion had justified ordering of re-examination.

The Commission, therefore, felt that in view of the changed situation, its terms of reference would now mean to satisfy itself, in general, whether mass copying had taken place at some examination centres, and, if so, what was the *modus operandi* and what could be done to eliminate / minimise recurrence of such a phenomenon.

The Commission therefore decided as follows :

- (a) To interview Superintendents of the affected examination centres (generally the Principal of the School in each case was the Superintendent) individually and also in a group, in general, and with particular reference to the observations earlier sought from & offered by them.
- (b) To interview officers of the Board who had observed the conduct of examination at the centre where fresh examination had been ordered and other officers directly connected with the conduct of Board's examinations.
- (c) To have discussions with persons who had otherwise written to the Board on the subject of mass copying as also some other respectable citizens having interest in smooth and fair conduct of examinations at all levels. (This was later on dropped. It was learnt that the Board had independently planned to organise a seminar on 28.8.91 to discuss the question of mass copying to which it had invited eminent educationists and examination experts at various levels. It was thought that the purpose in view of the Commission would be served if its members participated in the

proposed seminar as also persons who had written to the Board in the context of mass copying at the 1991 examinations of the Board were invited to the same. Accordingly this was done.)

III

On 19.8.1991, the Commission discussed the matter with the Superintendents of Examination Centres where re-examination had been held. The Assistant Secretary, Incharge of the work of the Commission, in the Board, informed that she had written to all the Superintendents numbering 18 to be present. However, the following persons were present for interview by the Commission :

<i>S. Name No.</i>	<i>Name of the School and Location</i>
1. Mrs. S. Aggarwal	Govt. Girls Sr. Sec. School Shakarpur Extn., Delhi.
2. Dr. Naresh Kumar	B.R. Govt. S.S.S., Shahdara, Delhi.
3. Principal	Govt. Boys Sec. School, Bhola Nath Nagar, Delhi.
4. Shri S.N. Gaur	Govt. Boys Sec. School, Mandoli, Delhi-93.
5. Mrs. S. Kapoor	Govt. Girls SSS, Delhi Cantt, New Delhi-110010.
6. Shri B.L. Narharia	Govt. Boys SSS, No. 1, Najafgarh, Delhi.
7. Mrs. Raman Kr. Ramni	DTEA Sr. Sec. School, Sector 4, R.K Puram, New Delhi.
8. Shri R.L. Virmani	Govt Boys SSS No. 2, B Block, Janakpuri, New Delhi.

(* interviewed by the Commission on 21.8.91).

Whereas 18 schools had been written to be present, only 8 schools were represented at the interview. In a few cases out of these, the Principals themselves did not turn up. They sent the Vice-Principal/the teacher Incharge conducting examinations in the School, for this purpose.

The above persons were interviewed individually as also in a Group. Their observations with reference to the press reports wherever made available by the Board were also before the Commission.

Generally speaking, each one of the persons interviewed, had more or less the same story to tell, which is as follows :

- Nothing had happened inside the examination centre. Whatever happened had happened outside.
- The examination staff on duty did their best to ensure that copying, particularly mass copying, did not take place. If the question paper was available outside the examination centre during examination hours, it was not due to negligence on their part; it might have been due to laxity in arrangements at some other examination centre/s.

- The CBSE had fixed Boys Schools as examination centres for girl students and Girls schools as examination centres for boys, so that teachers belonging to a particular sex could not effectively search the person of students belonging to the opposite sex. Even otherwise, despite thorough search, the students possessed unauthorised material. Most of the examinees had unauthorised material with them, but the examination staff on duty did not allow them to copy.
 - The remuneration offered by the CBSE for invigilation work was so meagre that sufficient number of teachers were not attracted towards examination work, and in case they agreed to do the work on personal persuasion, they did work half-heartedly.
 - The invigilators, before and after examination on each day, were threatened by students and their sympathisers outside, that in case they interfered with or stood in the way of their using unfair means they would be dealt with severely.
 - The police personnel posted outside the examination centres were quite indifferent and ineffective and in many cases they would not come to the rescue of the examination staff in trouble at the hands of students & outsiders. To the contrary they were in connivance with the students and their sympathisers outside in allowing students to use unfair means.
 - From replies to the specific question put by the Commission, as to how many cases of use of unfair means the Centre had reported to the Board, for the entire duration of examination, it was noticed that none of them could report more than 1 or 2 such cases. In the expectation of the Commission, in view of their deposition as above, before it, the number of such cases should have been much larger in each case.
- On 21.8.91 the Commission had discussions with senior officers of the Board who had observed the conduct of examination at examination centres or otherwise were directly connected with the conduct of Board's examinations, namely Shri H.R. Sharma, Director (Academic), Shri H.R. Gupta (Joint Secretary), Shri O.P. Mudgal (Joint Secretary), Shri S.C. Gupta (Controller of Examinations), Shri B.R. Gupta (Joint Secretary) (Examinations), Shri A.D. Sachdev (Deputy Secretary) and Mrs. Usha Sharma, (Assistant Secretary). The Commission had very useful discussions with these officers, in general, and with reference to the deposition of Centre Superintendents on 19.8.1991 before the Commission as also observers' reports on conduct of examinations. The Commission also discussed with them the various steps that could be undertaken to eliminate or minimise, to the extent possible, the mass copying and other types of corrupt practices that had

crept into the conduct of examinations. The team of Officers of the Board corroborated that there had been mass copying on certain days at some of the examination centre. They also confirmed the ineffectiveness of the police posted at examination Centre to curb mass copying.

IV

The Commission has given its careful consideration to the whole matter. In its deliberations it has taken into account the following:

- (i) Press reports about mass copying at various examination centres numbering 45.
- (ii) Detailed comments offered by the Superintendents of Examination Centres on the Press report/s about the Centre in each case. (The rest of them did not care to respond to the Board's communication in this regard. We are not aware what further steps the Board took to obtain their observations).
- (iii) Discussion with the Superintendents of Examination Centres who presented themselves for this purpose before the Commission on 19.8.1991.
- (iv) Discussion with the senior Officers of the Board, in general and with particular reference to their and other observers' observations on the conduct of examination and their suggestions to improve the system held on 21.8.1991.
- (v) Discussions at the Seminar on Mass Copying conducted by the Board on 28.8.91.

The conclusions drawn by the Commission and their suggestions to improve the system are as follows :

- 1 Mass copying has taken place at some of the examination centres, not necessarily at all the examination centres, reported in the news papers. The *modus operandi* has been that, as soon as the question paper packet is opened or the question paper distributed among the examinee students, one or more copies of the question paper are sent outside the examination centre. These copies of question paper might have been sent in full or pages contributed by individual students (one leaf by one student, second leaf by another student, and so on) so as to avoid suspicion regarding their not possessing the question paper during examination hours by the invigilator. There is a team of experts waiting to receive the question papers outside. On receipt of the question paper they go into action immediately and start writing answers/Solutions to questions-question-wise or a set of questions by one expert another set of questions by another expert, and so on, so that maximum

help could be provided within the minimum possible time. Photocopies of these answers are made in nearby private shops and these photocopies are smuggled into the examination rooms to help examinee students. The whole operation is predetermined and preplanned and the same could not have been made possible without the active connivance and/or involvement of the examination staff of duty including Superintendent and/or Invigilators and/or other staff. We are not prepared to believe the statements made by Superintendents of some of the examination centres whom we interviewed or others who had sent their observations but did not turn up for interview with the Commission that nothing of this type had happened and that wherever such an attempt had been made they saw to it that the same failed.

It is very difficult for the Commission to fix responsibility for this breach of conduct on individual persons without following crime investigating procedures with reference to the situation that prevailed at each examination centre. The Commission has neither the resources nor the authority to undertake such an investigation. The Commission is also satisfied that the police personnel posted at some of the examination centres have not been performing their duty with the sense of devotion expected of them; to the contrary the possibility of some of them conniving with the staff on duty, students and their sympathisers in performing nefarious acts at examination centres cannot be ruled out. It is rather shocking that the protectors of law should themselves be the breakers of law.

Gone are the days when some students only, who were marginal cases between 'Pass' or 'Fail', would resort to unfair means to fall in the former category. In this age of competition for jobs and admission to higher courses, even a good student would be tempted to use unfair means, given the environment and the situation to do so.

There has been an overall fall in values. Whereas in earlier days the Society would shun students resorting to mal-practices, such a discouragement is not there. There has been tremendous increase in crime rate both in volume and variety. There has been deterioration all around. The education system cannot remain immune from the same. The very purpose of education will be defeated if extra-ordinary steps were not taken to stem the rot, particularly at the school level, since it is those passing from schools who enter the portals of higher education in universities and other institutions of higher learning and after qualifying from there they occupy responsible positions in the Government and society.

V

The Commission would like to make the following recommendations:

1. Care should be taken in fixing places as examination centres. At present students belonging to school are not examined in their own school. They are assigned examination centre in a nearby school in the same area. The Superintendent and the invigilator staff is from the School where the examination is actually held. We have examined the possibility of students of a school being examined in their own school supervised by their own teachers. On this point the consensus at the Seminar (on 28.8.91) was that this will raise more problems than it is intended to solve. Another alternative discussed was that the students remain in their own School but are invigilated by the staff of some other school. It was felt that this also was not workable for reasons of maintaining discipline among teachers and the staff.

It is, therefore, recommended that the present system of assigning examination centres for the students of a school in a nearby school in the area may continue with the following further improvements:

- (a) The Board may prepare a panel of observers who may be senior teachers, with expertise in conduct of examinations, drawn from the schools, area wise, and post two observers each day at each examination centre for the entire duration of examination. It will be the responsibility of these observers to ensure that the examination at the examination centre where they are posted is conducted strictly in accordance with the rules and regulations of the Board. In the event of noticing any irregularity or breach of rules, they would point out the same to the Superintendent for immediate rectification and remedial action. In case the Superintendent delays or fails to take the required action, senior Officers in the Board should be informed immediately for taking further appropriate action. The constitution of teams of observers may be changed from time to time and the same team of observers may not remain at one examination centre for more than two consecutive days at a time.
- (b) To avoid temptation on the part of students to seek help from teachers invigilating in examination rooms by way of seeking clarification of questions asked in the question paper, or otherwise, the latter attempting to help the former for money considerations, teachers

teaching the subject in the school in which examination is being held on any day, may not be engaged as invigilators on that day, as far as possible.

- (c) The condition that, in any room, more than a specific number of invigilators may not be appointed, may not be rigidly insisted upon. Whereas the norms laid down by the CBSE may be generally followed, the Centre Superintendents may be given the discretion of appointing more invigilators depending on the nature of the subject in which the examination is being held on any day, the nature of the question paper generally set in such a subject and the type of students taking examination. In order to avoid misuse of such a discretion, on the part of the Superintendents, the same could be exercised either with prior concurrence of the Board authorities or, in emergent situations arising at the Centre, in consultation with the observers posted by the Board. Economy in such matters should be consistent with the desired level of efficiency.
- (d) Similarly to avoid communication of outsiders with the examinees inside the examination centres, the Superintendent should be given the discretion to appoint more security staff depending on the physical condition of the building of the School and its location in the area as also pressures from outside.
- (e) Wherever possible, the examination may not be held in rooms on the ground floor. The examination and office space for examinations should be confined to the first floor.
- (f) It should be ensured that other activity in the School, viz. holding other classes, teachers and others visiting the school etc. during examination hours, is reduced to the minimum. In case such an activity cannot be avoided, it should be ensured that entry to the examination centre rooms is separated from entry to the building for other purposes. Rooms used for examination should be segregated from other rooms.
- (g) Schools located in temporary structure and in tents and those without boundary walls should not be made centres of examination.
- (h) In case there is only one school in any village, the same may not be fixed as Centre for the students of that school. The students may be assigned examination centre in a school in another village nearby.
- (i) Girls schools may not be made examination centres for boys and *vice-versa*.

- (j) Each examination centre should have a manageable number of examinees (not more than 400). Where the number exceeds this limit, two separate examination centres independent of each other, in all respects, may be fixed in the same building.

Each school, before it is fixed as a centre of examination, be inspected by a team of Officers of the Board to ensure that it meets the requirements and conditions laid down for the purpose. (In case no such requirements have been laid down, the Board may consider prescribing the same). Schools not meeting the requirements may not be fixed as examination centres, even though it may result in certain examinees being examined at schools at distant places.

It has been reported to the Commission that in certain cases, when the examinees of a particular school come to know that they are being assigned another school as examination centre in the area, they start demolishing the boundary walls of the latter school, gradually day by day, so as to make easy the outsiders' access to examinees during examination days. In such cases the Principal of the School may be asked to lodge a report with the police and the police authorities may be requested to take stern and prompt action on such complaints.

2. In order to attract teachers and to enable them to put their best in the work of invigilation, the rates of remuneration payable to the invigilators should be suitably revised. At present each Invigilator is paid Rs. 18/- per session of three hours. The Commission would recommend payment of Rs. 25/- per session of three hours to each Invigilator. In order that other categories of staff engaged at the examination centre do not have any grievance on this account, the rates of remuneration in their case may also be correspondingly revised upwards.
3. (a) The teachers have to be encouraged to face threats of coercion from students and outsiders boldly. Whereas on the one hand on the law and order authorities should take stern action against the culprits on receipt of such complaints and the Board should take stringent action against the students involved, in order to create a feeling of safety and security amongst the Invigilators and others against injuries or loss of limb or life, the Board should provide a financial cover to affected persons and it should introduce the comprehensive insurance scheme for invigilators during the examination period. Under this scheme the insurance premium is to be paid by the examining body and in case of any injury or death caused in the discharge of examination work, the injured or the family of the deceased person receive sub-

stantial amount from the insurance company. This scheme is already in operation in many Universities and the Delhi University has recently introduced it. This scheme may cover not only the teachers who act as Invigilators, but other staff also viz. Superintendent, Deputy Superintendent, clerical and category D Staff as also the staff of the Board directly involved in the conduct of examinations.

- (b) In addition, the Board may consider creating its own fund by deducting a small percentage of remuneration paid for the work of conduct of examinations to individuals, the interest on which may be utilised to help teachers and others or their families in distress, on this account on individual merits (in addition to the relief provided by way of insurance).
4. Once the work of conduct of examinations becomes suitably remunerative and the insurance cover of the above nature and other suggested relief as above have been provided, the teachers and others performing examination duties should also be made accountable. In order that the participation of each teacher in the conduct of examinations and other examination work is ensured, the examination work should be made a part of their duty. This could be achieved by making an appropriate provision to this effect in the code of conduct of teachers in the Delhi School Education Act and Rules 1973 and/or by providing the same as one of the conditions of affiliation of any school to the CBSE. The fact that each teacher will be required to do examination work (though remunerative) as a matter of duty should also be mentioned in the letter of appointment of the teacher in each case.
5. In order to prevent communication of outsiders with the examinee students inside the examination centre, for the duration of examination, the law and order authorities who, on the request of the Board promulgate Clause 144 of IPC prohibiting assembly of more than four persons within 200 metres of the examination centres and prohibiting use of loudspeakers etc. within the same distance, should also ensure that the measures taken are enforced and observed effectively. The present indifferent attitude (including connivance of the police personnel) on the part of police officials outside examination centres is to be regretted. It is understood that these arrangements are made by the Police Commissioner, on the request of the senior officials of the Board who personally go to the former and make a request in that behalf. A suggestion was made to the Commission that instead of the local police, the police from other districts may

be posted or instead of Delhi Police the arrangements may be entrusted to other police organisations e.g. C.R.P.F. or the army. In the opinion of the Commission, while deputing armed forces to help in the conduct of examinations may be out of question on several grounds, the possibility of posting personnel drawn from other police organisations could be considered and discussed with the concerned authorities in the Home Ministry. A fear lurking in the minds of members of the Commission is that such an arrangement might also cause inter-organisational problems of other types and may not be a workable solution in the long run.

The Commission is, therefore, of the view that the present arrangement of posting local police personnel outside examination centres may continue but the duties to be performed by such police persons may be laid down. A list of such duties to be performed by each person be given to him/her in writing. Dereliction of any of the duties, on the part of the police personnel, may be taken serious notice of and dealt with severely under disciplinary procedures applicable to the local police force. In order to make the system work effectively, senior police personnel of the rank of A.C.P. and above, jointly with senior officials of the Board and the Directorate of Education may take frequent rounds of the examination centres during examination hours in the concerned area to satisfy themselves that there is no crowding outside examination centres and the promulgation of Section 144 of IPC was being observed effectively. On the spot action, against defaulting police personnel posted at examination centres, followed by other departmental action should be taken. Such an action will go a long way in discouraging outsiders flocking at the examination centres as also create a sense of safety and security among the examination staff on duty inside the examination centre.

6. It is a well established fact that the limit of law once known to the law breaker has encouraged him/her to break the law more frequently and without fear. In the context of conduct of the Board's examinations, the punishment provided for carrying unauthorised material to the examination room, but not using it is cancellation of the paper of the day. Any student who knows that unless he gets unauthorised help he is bound to fail in the examination, is tempted to carry unauthorised material to the examination room. There is nothing at stake for him. He knows he is bound to fail in the paper; he also knows that if he is caught carrying unauthorised material he will be failed in the paper. Hence the temptation to carry unauthorised material to

the examination room on the part of a very large number of candidates every day

In order to discourage students from doing so, the penalties prescribed for various degrees of attempts to use unfair means should be revised and made more stringent. For example, a student carrying unauthorised material into the examination room even though he/she may not have made use of the same in answering the question paper, may be given the penalty of cancellation of the entire examination. Offences of more intensive nature may be provided with more severe penalties. The nature of offences committed and the corresponding penalties thus revised, may be printed on the Hall Ticket issued to the examinees for taking the examination.

7. In respect of examination centres where fresh examination had to be ordered this year, the schools from where students appeared at the examination at these centres may be identified. Special steps may be taken by requesting the Principals of these Schools to emphasize on their students due to appear at the examinations to be held in 1992, to behave properly during examination. In addition, students from these Schools may be assigned examination centres known for their efficiency in the conduct of examinations, for 1992 examinations, even though this may mean assigning examination centres involving long distance travel on the part of the examinee students. Such a step will certainly discourage students of these schools as also students of other schools from creating trouble at examination centres in future.
8. All these are administrative measures. However, the Board may also consider introducing academic reform in the setting of question papers. This could be in the form of (i) setting multiple question papers for the same examination or (ii) setting multiple choice questions in the question papers with questions arranged in four or five different ways, so that no two students sitting in the examination, one after the other, or one beside the other, get question papers with questions arranged in the same manner or (iii) having question paper booklets in which the question paper is already printed and the students are required to write answers in the spaces provided in the same booklet-(question-wise).

The alternatives at (ii) and (iii) may be difficult to adopt. Alternative at No.(iii) will involve exorbitant printing costs. Essentially in this system, answer books will be printed at the same rates as the question papers. In addition, it will be difficult to handle the bulky material at various levels. Alternative No. (ii) has its demerits. With all the multi-choice questions set in the question paper, re-

quiring one word answers or one correct answer, the essay-writing ability of the students is bound to be further restricted.

The Commission would, therefore, recommend, setting multiple question papers for the same examination. This is already being done by the Board by setting more than one question paper of similar nature based on the same syllabus by the same examiner or set of examiners. One of the question papers thus set is used at examination centres in India and other sets used at examination centres in countries abroad. Such a system also prevails in Delhi University for its B.A. (Pass) and B.Com. (Pass) Examinations, where sixteen or more question paper are set, based on the same syllabus, by the same Board of Examiners, and all these question papers are used on different days at examination centres in Delhi, outside Delhi (in India), and in countries abroad. This arrangement has become academically acceptable and legally viable and has come to stay.

The Board may divide these measures into long term or short term measures and these (if accepted) could be implemented this year or in future years, as the case may be.

It is heartening to note that studies have been undertaken in certain countries and computer programmes developed whereby in the case of multiple choice question papers use of copying or mass copying can be detected.

The first programme examines multiple choice paper for unusually similar answer patterns. It looks then for wrong answers which students might have in common and thereafter for wrong answers that are answered in the same

way. If the ratio of one to the other exceeds a certain value, the pair of students are suspected of cheating.

A second programme calculates the probabilities that these two papers could be written by chance. For final confirmation of guilt, suspects' seating arrangements are checked against a plan to see if the students were sitting one behind the other or beside one another.

Encouragement of such experimentation and research in our country and its publicity among examinee students is bound to act as a deterrent against attempts at individual or mass copying.

VI

The members of the Commission are grateful to the Board for the confidence reposed in them and they hope that findings of the Commission and recommendations made by it, if adopted, will help in the efficient and smooth conduct of examinations.

The Commission place on record its appreciation of the assistance rendered by Miss Asha Arora of the A.I.U. in making the work of the Commission a coordinated effort. The Commission also expresses its sincere thanks to the senior Officers of the Board for their cooperation and their valuable suggestions shared with the members of the Commission.

(*Prof. Kanwar Sen*) (*Prof. V.Natarajan*) (*Madan Mohan*)
MEMBER MEMBER CHAIRMAN

Dated: 30.9.91

PART III : READINGS

1. WORKING PAPER FOR THE SEMINAR ON UNFAIR MEANS IN EXAMINATIONS

S. C. Gupta*

The phenomenon of using unfair means at examination centres is not a new one. It is perhaps as old as the examination system itself. However in recent times it has assumed new forms and formidable proportions. Consequently an examining body like the CBSE is faced with the serious challenge of maintaining its prestige and credibility about holding the examinations with credibility.

The Board is aware that the most important link in the conduct of the examination is the examination centre. Hence, it fixes only such schools as examination centres as are recommended by the administrative authorities concerned with them. They are of course expected to keep all the considerations in view including the prevention of copying.

The Head of the school or his deputy where the centre is fixed is appointed the Centre Superintendent. He is given a free hand in the appointment of invigilation staff and other functionaries.

To deal with law and order problems, the Board seeks the help of the police. The Police Commissioner is requested to arrange posting of police constables at all the centres. He is also requested to promulgate Section 144 to prevent concentration of people at or around examination centres.

For overall coordination in the supervision of examination centres, the Board constitutes a high power committee. In Delhi, it is headed by the Director of Education and its function is to monitor the examinations while they are in progress.

During the examination, following steps are taken by the Board :

- (i) Examination centres are inspected by the officials of the Board and other administrative bodies such as the Directorate of Education, K.V.S., etc.
- (ii) The Board sends flying squads for surprise checks at the centres.
- (iii) In case of difficult and trouble-prone centres, it appoints fulltime observers.

The objective of all these administrative measures is to maintain maximum sanctity of the examination system.

However, the Board feels that the evil of copying at examinations centres is becoming worse year after year due to unexpected factors which need to be identified and eliminated. The major challenge at the moment is mass copying at some of the centres leading to the drastic step of cancellation of examination in certain subjects much to the inconvenience of the Board as well as the candidates.

The smuggling out of question papers from examination centres is the villain of the piece. With the facility of Xerox machines easily available near the examination centres, the smuggling out of the question paper plays havoc because both the questions and their answers are xeroxed instantly and smuggled in for free access to the candidates. Its most adverse effect is that the honest and diligent student at the same centre or elsewhere is put at a disadvantage. As such he grumbles and cries for complete purity in the system.

The Board is desirous of purging the system of all weaknesses and loopholes to maintain perfect credibility of the examination system. And it is with this objective that it has organised this Seminar on the evil of mass copying. The deliberations of the seminar will have to embrace all the important aspects such as the integrity of the centre staff, rates of remuneration, the role of the Supervisory staff, the role of the police personnel, the role of the local elements including parents and guardians, the role of the latest gadgets such as xerox machines, mikes etc.

The Board believes that unless educationists having vast experience and total commitment ponder over the problem of mass copying and come forward with valuable suggestions, the Board cannot root out the factors responsible for it. Let us therefore contribute our constructive ideas freely to curb the evil effectively.

* Mr S. C. Gupta is Controller of Examinations CBSE

2. Anatomy of Unfair Means in University Examinations

H.S. Singha

1. THE CONTEXT

Every year, during certain months, the universities are haunted by the abominable monster of malpractices in examinations. It comes in the guise of materials hidden on the students' persons, smuggling of answer books in and out of the examination hall, outright dictation of answers on loudspeakers, attacks on invigilators, a medical certificate and subsequent shifting of the seat to a hospital and umpteen other forms. Notwithstanding the sensation it creates, we have a number of questions about it. Is it a fact or just fiction? What is the extent of violence used during examinations? The least that can be done is to size up the issue in all its ramifications and to discover if there is any 'method in madness'. This is precisely what the present paper purports to do.

Definition

What is meant by malpractices in examinations? What means are considered unfair? Even if there appears to be no semantic confusion, answers to these questions are really elusive—rest as they do on the thin edge of social acceptability. The ultimate aim of candidates who sit in the examination is to secure marks as high as possible. Only when the means adopted for the purpose deviate from accepted social norms they become unfair. The difference between fair and unfair is as tenuous as between honest and dishonest behaviour. Take the example of guessing the expected questions for examinations and resorting to selective or eliminative study. This recognized way of preparing for the present examinations is seldom questioned. Similarly, if a student presents a point of view in his answer just to impress the examiner regardless of his own convictions, his method would possibly pass the test of social acceptability. So is the case with students writing around the topic when not sure of the answer. These subtle ways would rather go under the respectable *nubric* of test wiseness. To avoid these difficulties we would take examination to be a game and if it is played according to rules, it is played well. These rules are many times laid down specifically by the universities.¹ Accordingly, *unfair means in examinations would imply the organized or unorganized defiance of university rules in the process of taking examinations.*

It may be noted that this need not be confined only to students. This defiance may be resorted to by various people in a variety of ways. Depending upon the person who indulges in them we may have unfair means by students and those by non-students like : teachers, parents and others.

We may also classify unfair means into 'simple' and 'non-simple' categories. Simple cases are those which are unplanned and individual. They are indulged in on the spur of the moment because of some mental strain or prevailing atmosphere. They are also non-repetitive in character. Checking up answers to questions with the help of fellow students or passing on other information through verbal communication are clear illustrations of simple unfair means. In non-simple cases, however, the fraud is planned in advance and carried out according to that plan. The intention to cheat exists prior to the occasion for cheating and generally more than one person is involved in the fraud. Possession of materials and mass copying would easily fall under this category. Both the simple and non-simple cases are criminal in nature the difference between them being the same as between culpable homicide and cold blooded murder—the latter naturally calling forth more stringent punishment

The unfair means in university examinations may also be conveniently classified according to the time at which they are indulged in, yielding three main categories: unfair means before the actual conduct of examinations like impersonation and leakage of papers, those during the conduct of examination like copying with the help of materials or persons (including mass copying) and those after the conduct of examination like chasing the examiners for increase in marks or manipulation in the examination office. In this paper we shall be following, by and large, this scheme of classification.

Consequences of unfair means

The banefulness of unfair means in the examinations is self obvious. They make examinations technically worthless, reduce learning to a frustrating experience and prove socially disastrous. As a consequence of them, the examination marks which are supposed to be the indicators of scholastic achievement become meaningless entities. The difference between two students getting 40 and 60

1. Kashmir University, in their statutes, has drawn the most comprehensive list of activities which would be deemed as unfair in examinations.

marks may not be due to the difference in their inherent ability or understanding of the subject matter but may simply be due to their ingenuity and resourcefulness in beating the examination system. The extraneous factors introduced by unfair means invalidate the whole process of testing. Not only this, unfair means have a serious backwash effect on the process of teaching and learning in the universities. Examinations are recognized as a strong mobilising force in education. They provide a strong stimulus to educational effort affecting the teachers, students and even the universities. This motivating force of examinations depends upon, besides other things, the knowledge that they would be conducted fairly and honestly. There cannot be a greater setback to this force than the impression among the students and teachers that examinations would not be conducted honestly and that there are other ways of achieving success than hard work. Furthermore, unfair means in examinations do not cripple only the education system but also destroy the very fabric of our society. As a consequence of the malpractices, the distinction between competence and incompetence becomes more difficult to discern and the principles of equality of opportunity and social justice, which are essential ingredients of democracy as we understand it, are observed only in their violation. Will this not bring about all-round inefficiency through detestable means? Thus the malpractices in examinations prove cancerous both educationally and socially.

Concern about unfair means

The above mentioned serious consequences justifiably make unfair means in examinations a serious matter of profound public concern. The Government of India were seized of the problem as back as May 1970 when, on the recommendation made by the Central Advisory Board of Education, a Committee on Examinations was set up to examine the present situation and make recommendations to counteract malpractices and to give protection to invigilators and others concerned with examinations (NCERT, 1971). The Committee studied the problem in great detail and made wide ranging recommendations concerning legislative measures like empowering the examining authorities to check students and prohibit those with weapons, making the indulgence in malpractices by employees and authorities of the universities a cognizable offence, and educational measures like improving the conduct of examinations and de-emphasizing the use of examination results for recruitment or admission. They even recommended that maximum age for appointment for clerical posts be reduced to 19 years and admission to colleges be on the basis of entrance examinations. To gauge the problem at the school stage, the National Council of Educational Research and Training took up a survey of unfair means in the examinations conducted by the State

Boards of School Education. A few isolated studies were also undertaken by individuals here and there. But much remained to be done, particularly in respect of the university examinations. In order to fill this gap, the Association of Indian Universities undertook, in the beginning of 1974, a comprehensive survey of unfair means in undergraduate examinations conducted during the year 1972-73. It was conducted through a questionnaire developed with the help of Delhi University and sent to all the universities by post. The response was quite encouraging with 34 mainstream universities sending replies. Major findings of the analysis of responses are being presented in this paper.

The survey was focussed only on the undergraduate stage with the understanding that this stage, because of the sheer large numbers involved, is the most important for policy oriented research. It was designed to assess the extent of the problem; to discover if there is any relationship between the extent of unfair means and the size of a university in terms of the number of examinees to study the inter-faculty variability; to identify the various types of unfair means and to indicate the level of violence. The survey was not, however, aimed at testing any hypothesis. It was rather designed to generate hypothesis and provoke further research on the topic. Moreover it was only diagnostic in nature and no aetiology could possibly be attempted. Causes of unfair means can at best be only guessed as is being done in a latter section of the paper. The investigation also suffered from the limitation of dealing only with the unfair means resorted to by the students and ignoring, so to say those by non-students. Even among the unfair means by students, cognizance was taken only of the cases reported to the universities. Under-detection and under-reportage being imponderable variables cause a serious handicap in the appraisal of unfair means. The problem is particularly serious in case of unfair means before and after the actual conduct of examinations, for which reason the picture regarding them would, at the most, remain hazy.

In fact unfair means in examinations is like an iceberg with greater proportion of it being hidden from the view. The findings in the paper should therefore be read and interpreted with the proviso that we might be touching only the tip of the iceberg.

II. UNFAIR MEANS BEFORE THE EXAMINATION

It may be remarked at the outset that arrangements for examinations require a considerable administrative effort on the part of the universities. Even innocuous operations like inviting applications, sorting them out, issuing roll numbers and assigning students to various centres may give opportunity to the students to use unfair means. Setting, printing, storage and distribution of question papers is the most straining for the examination offices and needs utmost care as any leakage of question papers even at a few

centres invalidates that particular examination throughout the university. Two of the important types of malpractices which the universities have, therefore, to contend with before the actual-conduct of examination are impersonation by students and leakage of question papers. From the responses received from the universities, it appears that there are very few malpractices other than these two. One university has reported that pilferage of answer books for the purposes of writing the answers to expected questions with a view to inserting them later in the answer books is sometimes resorted to by the students before the examination. Another university has reported false representation in the admission form as one of the other malpractices prevalent before the examinations. The mis-representative may relate to giving false information about a previous examination or about date of birth. Writing on the walls of the examination hall or on benches before the commencement of examination as also arranging with outsiders to supply answers on smuggled answer books or additional sheets have also been reported. Nonetheless, no quantitative measures of these unfair means are available.

Impersonation

The position regarding impersonation is given in Table 15.1. Out of 34 reporting universities only 7 have reported some cases of impersonation the maximum number of reported cases in a university being 4. As the number of cases detected will be a function of the incidence of impersonation and the efficiency of the examination branch to detect it, Table 15.1 indicates that either the incidence of impersonation or the efficiency of the university machinery for detecting it is very low. *If we assume that university examination offices are reasonably efficient in detecting impersonation then a safe conclusion could be that the incidence has certainly not reached an alarming proportion yet.*

TABLE 15.1
IMPERSONATION IN THE UNDER GRADUATE EXAMINATIONS
DURING 1972-73

Sl. No.	University	No. of cases of impersonation
1.	Andhra	1
2.	Baroda M.S.	2
3.	Guru Nanak	3
4.	Karnatak	2
5.	Mysore	3
6.	Punjab	4
7.	Sardar Patel	2
8.	Others*	0
Total		17

Universities of Agra, Allahabad, B.H.U., Bangalore, Berhampur, Bhopal, Dibrugarh, Gauhati, Jiwaji, Jodhpur, Kanpur, Kashmir, Kurukshetra, Madurai, Mithila, Nagpur, Poona, Punjabi, Rajasthan, Ranchi, Saugar, Saurashtra, Shivaji, South Gujrat, Sri Venkateswara,

Udaipur and Visva-Bharti have reported no cases of impersonation in 1972-73 examinations.

Leakage of question papers

The business of question paper setting seems to be well managed on the whole. Leakage has been reported only in two universities. In Karnatak University two papers were leaked and *members of board of paper setters were thought to be source of leakage.* In Mysore University a few question papers were tampered with at one of the examination centres. They were subsequently replaced and re-examination was arranged. Considering that thousands of question papers are being handled by the universities, these two cases are not a serious reflection on the management of examinations in India.

III UNFAIR MEANS AT THE EXAMINATIONS

The conduct of examinations represents the climax of the process of testing in the universities. It is at this stage that the interaction between the students and the system of examinations becomes maximum. Naturally we should expect maximum number of unfair means at this stage. This is more than proved by the present survey, as will be seen in what follows.

Extent and pattern

Table 15.2 describes precisely and quantitatively a situation which is otherwise well-known viz. that *the malpractices in examinations is a universal problem.* It gives the extent of unfair means during actual conduct of examinations in the form of an index as the number of unfair means cases per thousand students registered with the universities. Only in Visva-Bharati University which is a special type of university is the index zero while its maximum value is 48.04 in Ranchi University. The national or over-all index comes to 10.09 which is not a gratifying figure. This implies that for about 97 students who were registered for examinations during 1972-73 one student was alleged to have used unfair means. The index is less than 5 in the universities of: Andhra, Bangalore, Baroda, Dibrugarh, Gauhati, Jodhpur, Karnatak, Madurai, Mysore, Poona, Sardar Patel, Shivaji, South Gujarat, Udaipur and Visva-Bharti. It is more than 20 in the universities of : Guru Nanak, Kanpur, Mithila, Punjab and Ranchi. The frequency distribution of universities over the index is given in Table 15.3. There is a clear-cut concentration of universities at the lower end of the index with the number of universities decreasing as we move up the index.

Relation between unfair means and number of examinees

It may be natural to expect the number of unfair means cases to increase or decrease with the number of students registered for examinations. In the present study, the rank

order correlation co-efficient between the two comes to 0.63. But that really does not take us far. What is important from the point of view of university governance is to know whether the number of unfair means cases increases at an increasing rate. The rank-order correlation coefficient between the index of unfair means and the number of undergraduate examinees in the university comes to 0.04 which is too small to stand any tests of significance. It appears, therefore that there is no linear relationship between them. Goodman and Kruskal's-Co-efficient and the classical test also clearly establish that the index of unfair means and the number of examinees handled by a university are not dependent on each other. This has an implication that we cannot take administrative unmanageability of university enrolments as an alibi for unfair means. We have to look elsewhere. We may even go to the extent of saying that *unfair means in university examinations is not an administrative problem; its causes as well as the remedies will have to be non-administrative in nature. This is not to say that we can afford to be complacent as far as university administration is concerned. It has naturally to be streamlined to meet increasing complexities more than to control the use of unfair means in examinations.*

TABLE 15.2
EXTENT OF REPORTED UNFAIR MEANS (UFM) CASES IN
UNDERGRADUATE EXAMINATIONS HELD DURING
1972-73 IN THE MAINSTREAM UNIVERSITIES

Sl. No.	University students	No. of cases registered	No. of UFM cases reported	No. of UFM cases per 1000 students registered
1.	Agra	67,953	859	12.64
2.	Allahabad	16,214	106	6.54
3.	Andhra	91,717	396	4.32
4.	B.H.U.	3,425	30	8.76
5.	Banglore	35,182	36	1.02
6.	Baroda, M.S.	23,012	16	0.69
7.	Berhampur	9,038	85	9.40
8.	Bhopal	23,175	292	12.59
9.	Dibrugarh	11,628	57	4.90
10.	Gauhati	27,710	124	4.47
11.	Guru Nanak	51,504	1,437	28.45
12.	Jiwaji	25,327	378	14.92
13.	Jodhpur	8,405	31	3.69
14.	Kanpur	70,996	1,431	20.16
15.	Karnatak	97,077	182	1.87
16.	Kashmir	17,442	239	13.70
17.	Kurukshetra	6,790	43	6.33
18.	Maduari	1,13,384	139	1.23
19.	Mithila	17,359	622	35.83
20.	Mysore	1,17,175	237	2.02
21.	Nagpur	1,07,004	1,972	18.43
22.	Punjab	1,55,822	3,714	23.83
23.	Poona	1,39,226	241	1.73
24.	Punjabi	47,263	673	14.24
25.	Rajasthan	95,502	602	6.30
26.	Ranchi	32,454	1,559	48.04
27.	Sardar Patel	13,732	26	1.89
28.	Saugar	23,006	288	12.52
29.	Saurashtra	50,536	260	5.14
30.	Shivaji	66,828	231	3.46
31.	South Gujarat	33,322	51	1.53
32.	Sri Venkateswara	43,110	262	6.08
33.	Udaipur	6,452	16	2.48
34.	Visva-Bharati	478	0	0.00
Overall		16,48,248	16,635	10.09

TABLE 15.3
DISTRIBUTION OF MAINSTREAM UNIVERSITIES OVER THE
INDEX OF UNFAIR MEANS (AS THE NUMBER OF UFM CASES
REPORTED FOR EVERY 1000 STUDENTS REGISTERED FOR
EXAMINATIONS)

Index	No. of Universities	Cumulative frequency	Percentage Cumulative frequency
Below 5	15	15	44.12
5-10	7	22	64.71
10-15	6	28	82.35
15-20	1	29	85.29
20-25	2	31	91.18
25-30	1	32	94.12
above 30	2	34	100.00

Inter-faculty variation

What is the inter-faculty variation in the incidence of unfair means? Are unfair means more predominantly prevalent in a particular faculty than in other? For this purpose the university faculties are divided into three major groups: (i) Arts and Humanities including Commerce; (ii) Science, and (iii) Professional faculties like Medicine, Engineering, Law, Education etc. Table 15.4 gives the faculty-wise analysis of malpractices in different universities. The overall index of unfair means for the Arts and Humanities is 11.34 and it ranges in various universities from 0.00 to 49.04. In the Sciences the overall index is 7.83 and it varies from 0.00 to 52.63. In the Professional faculties overall index is 6.75 while it varies from 0.00 to 42.20 in various universities. It may also be observed that in the Arts and Humanities the index is less than 5 in 15 of the reporting universities, one of them having it zero. In the Professional faculties 25 universities have it less than 5 and 6 of them have the index as zero. The study of inter-faculty differences in the index of unfair means through 'sign Test' also yields interesting results. The difference between the incidence of unfair means in the faculties of Arts and Humanities including Commerce and those of Sciences does not come out to be significant at 5% level. However, the incidence in the Professional faculties comes out to be significantly less than in the other two groups of faculties. Although the latter result is consistent with the general notion about the incidence of malpractices in different faculties, the former seems to violate it.

Types of unfair means

A clear picture regarding the types of unfair means used by students emerges if we classify them as :

1. Copying from Materials including the intention to do so even if unsuccessful ;
2. Copying with the help of other persons including mass copying which necessarily depends on the involvement of other persons ; and

TABLE 15.4
INTER-FACULTY VARIATION OF THE INCIDENCE OF
UNFAIR MEANS IN THE UNDERGRADUATE
EXAMINATIONS OF 1972-73

Sl. No.	University	Index of UFM for the arts and Humanities	Index of UFM for the Science	Index of UFM for the Professional Faculties
1.	Agra	13.75	12.30	7.15
2.	Allahabad	4.53	3.56	16.75
3.	Andhra	5.55	2.42	0.00
4.	B.H.U.	12.68	3.91	0.31
5.	Banglore	0.35	1.10	2.50
6.	Baroda.M.S.	0.83	0.34	0.65
7.	Berhampur	12.15	9.27	0.00
8.	Bhopal*	17.17	10.92	4.80
9.	Dibrugarh	4.56	6.37	4.09
10.	Gauhati	4.19	5.98	3.80
11.	Guru Nanak*	32.00	14.92	1.37
12.	Jiwaji	15.82	7.02	39.44
13.	Jodhpur	2.99	7.16	1.10
14.	Kanpur*	21.01	23.11	14.85
15.	Karnatak	1.59	2.68	2.36
16.	Kashmir	10.67	20.41	0.00
17.	Kurukshetra	12.73	21.58	4.07
18.	Madurai	1.33	1.19	0.13
19.	Mithila	29.73	48.06	0.00
20.	Mysore	2.01	2.51	1.20
21.	Nagpur	21.39	14.63	4.27
22.	Panjab	23.21	14.47	42.29
23.	Poona	1.74	1.74	1.65
24.	Punjabi	15.36	8.28	9.69
25.	Rajasthan*	6.02	7.27	5.95
26.	Ranchi	49.04	52.63	33.38
27.	Sardar Patel	2.84	0.97	0.83
28.	Saugar	12.58	12.72	12.14
29.	Saurashtra	5.76	5.15	1.74
30.	Shivaji	3.45	4.06	1.23
31.	South Gujarat	1.03	3.52	0.98
32.	Sri Venkateswara	6.69	8.24	0.00
33.	Udaipur	1.93	3.77	2.08
34.	Visva-Bharati	0.00	0.00	0.00
	Overall	11.34	7.83	6.76

* Mass copying cases proportionately distributed.

3. Other types of unfair means like smuggling of answer books and anything that human ingenuity might devise.

The incidence of these types as reported by the universities is shown in Table 15.5. *It appears that the real villain of the piece is copying from materials.* The overall percentage of copying with the help of materials comes to 66.6. Only in 4 universities does the percentage of cases alleged to have used materials falls below this overall percentage. In 13 universities it is hundred percent. The overall percentage cases using unfair means with the help of other persons is 28.3. In most cases where copying with the help of other persons is reported, it is generally a case of mass copying which is easily the number two in importance as

the type of unfair means used by students. Cases other than these two types are really very rare. The overall percentage in this case is just 5.1. It appears that students are yet to learn other methods of beating the actual conduct of examinations.

TABLE 15.5
TYPES OF UNFAIR MEANS USED IN THE UNDERGRADUATE
EXAMINATIONS DURING 1972-73

Sl. No.	University	Percentage of from materials	Percentage of cases copying with the help of other persons	Percentage of cases copying othe
1.	Agra	100.0	0.0	0.0
2.	Allahabad	100.0	0.0	0.0
3.	Andhra	94.4	5.6	0.0
4.	B.H.U.	100.0	0.0	0.0
5.	Bangalore	94.4	0.0	5.6
6.	Baroda, M.S.	100.0	0.0	0.0
7.	Berhampur	100.0	0.0	0.0
8.	Bhopal	94.5	5.5*	0.0
9.	Dibrugarh	94.7	0.0	5.3
10.	Gauhati	N.A.	N.A.	N.A.
11.	Guru Nanak	12.7	61.5*	25.8
12.	Jiwaji	100.0	0.0	0.0
13.	Jodhpur	100.0	0.0	0.0
14.	Kanpur	66.7	33.3*	0.0
15.	Karnatak	78.6	15.9	5.5
16.	Kashmir	90.4	0.0	9.6
17.	Kurukshetra	100.0	0.0	0.0
18.	Madurai	99.3	0.0	0.7
19.	Mithila	99.0	0.0	1.0
20.	Mysore	73.4	0.0	26.6
21.	Nagpur	100.0	0.0	0.0
22.	Punjab	24.4	74.7	0.9
23.	Poona	56.8	2.1	41.1
24.	Punjabi	98.4	0.0	1.6
25.	Rajasthan	33.6	66.4*	0.0
26.	Ranchi	87.1	0.0	12.8
27.	Sardar Patel	92.3	0.0	7.7
28.	Saugar	100.0	0.0	0.0
29.	Saurashtra	100.0	0.0	0.0
30.	Shivaji	100.0	0.0	0.0
31.	South Gujarat	92.2	0.0	7.8
32.	Sri Venkateswara	33.6	26.0	40.4
33.	Udaipur	100.0	0.0	0.0
34.	Visva-Bharati
	Overall	66.6	28.3	5.1

Note: * Percentage of mass copying cases.

.. No unfair means cases have been reported.

The excessive use of materials for copying by majority of students who planned to do it makes the things really easier for the university examination offices. It may appear platitudinous but all that is to tighten the vigilance during their conduct so as not to allow students to use notes. A simple physical check of all students at the time of their admission to the examination hall, even if it appears repugnant to human dignity at first sight, will do the trick.

Mass copying in which students indulge in groups in an organized manner, although second in importance, does not seem to be as serious a problem as is sometimes thought of. Only 4 universities have reported cases of mass copying involving just 10 centres of examination. In order to control even this much incidence of mass copying it may be a administratively expedient to stop the entry of persons other than students and teachers connected with examination at some distance from the examination hall. The establishment of flying squads with their element of surprise and suddenness may also prove deterrent for mass copying.

Prohibiting the entry of unauthorised persons near the examination hall and empowering the invigilation staff to carry out physical search of students for hidden materials may not however be possible within the present constitutional framework of the universities. It may require a modification of university statutes or even the passing of certain laws by the State or Central legislatures declaring certain offences connected with examinations as cognisable offences.

Violence during examinations

Is violence during examinations a myth or reality? Table 15.6 based on the data concerning the number of cases involving violence accompanying

TABLE 15.6
NUMBER OF UNFAIR MEANS CASES INVOLVING VIOLENCE
DURING UNDERGRADUATE EXAMINATIONS (1972-73)

Sl.No.	University	No. of Violent cases
1.	Agra	•
2.	Allahabad	4
3.	Andhra	1
4.	Dibrugarh	1
5.	Guru Nanak	2
6.	Jiwaji	3
7.	Karnatak	1
8.	Kashmir	1
9.	Mithila	6
10.	Punjab	**
11.	Punjabi	6
12.	Saurashtra	2
13.	Sri Venkateswara	1
14.	Others***	0

*Total number of cases not given but some students were reported to have attacked the flying squad outside the college premises at one of the centres.

**Total number not given but some violence was reportedly used at one or two centres of examination.

***Universities of: B.H.U., Bangalore, Baroda, Berhampur, Bhopal, Gauhati, Jodhpur, Kanpur, Kurukshetra, Madurai, Mysore, Nagpur, Poona, Rajasthan, Ranchi, Sardar Patel, Saugar, Shivaji, South Gujarat, Udaipur and Visva-Bharati did not report any violent cases.

the use of unfair means during 1972-73 examinations may give some partial reply to it. Out of 34 universities responding to the survey only 13 universities have reported some violent cases. Maximum number of violent cases reported by any university is 6. The total comes to 28 which excludes two universities that have not reported the number of violent cases, although some violence was used. This is from a total of 16,635 alleged unfair means cases, in an examinee population of 16,48,248. .

But whatever the magnitude, violence has no place in any field of life, much less in examinations. It tends to demoralize teachers and to reduce the efficiency of the examination system. The whole issue is to decide the dividing line between the tolerable and intolerable limits. *the present study, however, shows that in matters of violence in examinations there is no cause for alarm, although there is no room for complacency either.* Violent cases are likely to create a sensation and even a few cases may be damaging to the university system. Accordingly, universities should take stringent measures to prevent violence during examinations-even if it occurs in a small measure. All persons connected with the examination work should be declared as public servants and intimidation, assault or use of criminal force on them should be declared as a cognizable offence. It may be worthwhile to repeat here the recommendation of the Committee on Examinations (NCERT,1971) that 'the risk from assault to invigilators, examiners and others connected with public examinations should be covered by insurance. If it is necessary to introduce legislation for a proper risk insurance schemes for them such legislation should be introduced urgently. With the nationalization of insurance there should be no difficulty in introducing risk insurance scheme'.

IV. UNFAIR MEANS AFTER THE EXAMINATION

The conduct of examinations brings the use of unfair means to a culmination but not to an end. After the examinations are over, there is every possibility that students may chase their answer scripts and approach examiners with a view to getting their marks enhanced. They may attempt even a classification of records in the examination office with the connivance of university staff or resort to some other methods. Table 15.7 gives the picture of unfair means after the examination. The maximum number of cases is 101 in Gauhati University. In the remaining universities, the number of cases does not exceed 5. Rajasthan university has not given number of cases but has reported that there were a few cases in which students made appeals to the examiners. In one, case a ten Rupee currency note was attached to the answer-book.

TABLE 15.7
NUMBER OF CASES OF UNFAIR MEANS AFTER THE EXAMINATION REPORTED IN THE UNDERGRADUATE EXAMINATIONS HELD DURING 1972-73

Sl.No.	University	Total No. of cases
1.	Baroda	4
2.	Gauhati	101
3.	Kanpur	5
4.	Karnatak	3
5.	Punjab	2
6.	Punjabi	4
7.	Rajasthan	*
8.	Others**	0

* Number not specified.

** The Universities of Agra, Allahabad, Andhra, B.H.U., Bangalore, Berhampur, Bhopal, Dibrugarh, Guru Nanak, Jiwaji, Jodhpur, Kashmir, Kurukshetra, Madurai, Mithila, Mysore, Nagpur, Poona, Ranchi, Sardar Patel, Saugar, Saurashtra, Shivaji, South Gujarat, Sri Venkateswara, Udaipur and Visva-Bharati did not report any unfair means cases after the examination.

Unless under-reportage is assumed to be on a large scale, it appears that the problem of unfair means after the examinations is not very serious. The incidence of students approaching the examiners can be easily eliminated almost completely by spot evaluation where the examiners move to the answer scripts at one or more centres instead of scripts moving to them. This has already been successfully tried out in some universities (e. g. Berhampur and Meerut). Spot evaluation is efficient in more ways than the mere controlling of unfair means by not disclosing which copies will be marked by whom. Besides being more speedy it can help to some extent in controlling the subjectivity of scoring. But more than anything else, the administrative machinery-particularly the confidential wing of the examination office-will have to be geared up for the broadened social base of university entrants and other social and moral realities.

V. PROCEDURE AND MACHINERY FOR HANDLING UNFAIR MEANS CASES

Procedures for preventing the use of unfair means, reporting them when they occur and processing them after they are reported are sometimes laid down in the university ordinances very elaborately. For example, in some universities, it is clearly laid down in the ordinance that the Superintendent should read out a warning to the students to the effect that they do not possess anything on their person which could be of any help to them in the examination. It is also stipulated that this warning should be read out in the presence of other invigilators and the report be sent to the university.

If in spite of this warning the student is found to possess objectionable materials or indulges in other unfair means, the universities tackle the problem in a variety of ways. In some universities (e. g. Andhra, Gauhati, Mysore, Saugar, Sri Venkateswara) the Superintendents are empowered outright to expel the student from the examination hall. In some other universities (e.g. Bhopal, Dibrugarh, Jodhpur, Kash-

mir, Nagpur and Udaipur) the student can be expelled only in case of insolent behaviour, grave misconduct or threat to peace. But the most Common mode of handling the situation appears to be the one in which student's answer book is sealed and sent to the Registrar/ Controller of Examinations along with his statement, material found on him and the statement of the invigilator who apprehended him. If the student refuses to give his statement he is not forced but the fact is recorded in the relevant proforma. The student is generally given another answer book and is allowed to continue his examination.

Machinery for dealing with malpractices

The cases of alleged unfair means reported by different examination centres are dealt with by a machinery which varies from university to university. But, by and large, most of the universities (e.g. Andhra, Bangalore, Berhampur, Bhopal, Baroda, Dibrugarh, Gauhati, Jodhpur, Karnatak, Madurai, Mysore, Nagpur, Rajasthan, Sardar Patel, Saurashtra, Shivaji, Sri Venkateswara, South Gujarat and Udaipur) have a Committee appointed by the Syndicate with the final authority for prescribing punishment vesting with the Syndicate itself. Only in some universities e.g. Guru Nanak, Jiwaji, Kanpur, Kashmir and Saugar, there are autonomous bodies laid down in the university's statutes with full powers for awarding punishment. In Agra University the Executive Council has been delegating their powers to the Vice-Chancellor for the last several years and the Vice-Chancellor appoints a Committee to deal with the cases of unfair means. In B.H.U. also the Vice-Chancellor takes the decision on the recommendations of the Registrar. In Kashmir and Punjab universities there is a Committee of the syndicate for handling unfair means cases and the decision of the Committee is final. In Allahabad University, the Results Committee along with Pro-Vice-Chancellor as Chairman takes decisions regarding unfair means and the decision is put up to the Executive Council for final approval.

Opportunity given to the students

Whatever the machinery for handling unfair means cases the student is generally given an opportunity to explain his case. Only in B.H.U. the student is not given any opportunity except the statement taken on the spot. In some universities (e.g. Allahabad, Bhopal, Kanpur, Kashmir, Mithila, Saugar, Ranchi, Sri Venkateswara, South Gujarat and Visva-Bharati) the student can only file a written statement. In most of the universities (e.g. Agra, Andhra, Bangalore, Baroda, Berhampur, Dibrugarh, Gauhati, Guru Nanak, Jiwaji, Jodhpur, Karnatak, Kurukshetra, Madurai, Nagpur, Punjab, Poona, Punjabi, Rajasthan, Sardar Patel Saurashtra, Shivaji and Udaipur) in addition to the written statement the student can seek personal hearing as well.

Norms of punishment

There is a considerable variation in the norms of punishment for various types of unfair means. Different universities, for example, take different view of the possession of material. The Punishment for possession of material varies from cancellation of paper (e.g. B.H.U., Bhopal and Guru Nanak) to cancellation of examination (e.g. Berhampur, Gauhati, Kanpur, Rajasthan, Sri Venkateswara and Udaipur) and even to cancellation of examination and further disqualification for one or more chances (e.g. Allahabad, Andhra, Baroda, Dibrugarh, Jiwaji, Karnatak, Madurai, Mithila, Mysore, Nagpur, Punjab, Poona, Panjabi, Ranchi, and South Gujarat). Similarly, in case of actual copying the punishment varies from the cancellation of the examination (e.g. B.H.U.) to the cancellation of the examination and further debarment for one year or two chances e.g. Allahabad, Baroda, Berhampur, Dibrugarh, Guru Nanak, Gauhati, Jiwaji, Kanpur, Mysore, Punjabi, Rajasthan, and Udaipur and even to cancellation of examination and a further debarment for two years (e.g. Andhra, Karnatak, Madurai, Mithila, Ranchi, South Gujarat and Sri Venkateswara). In case of violence accompanying the use of unfair means the penalty is generally disqualification for two to five years. It may also become a police case.

In an atmosphere vitiated by malpractices, universities will have to evolve some common norms of punishment which may act as deterrents for instance possession of material which is by far the most frequent type of unfair means should call forth more stringent punishment. Some universities take rather a lenient view if the material is not directly helpful to the students. This attitude will have to be changed. What is important in this context is that the student came to the examination hall with the intention of copying. It is a planned non-simple type of unfair means. As suggested elsewhere a physical search of the students would help in checking the taking of objectionable materials to the examination hall but it would be preferable to have in addition to it, a deterrent punishment for possession of such materials. It may also be desirable for the universities to have some common norms of punishment.

Right to appeal

The mode and freedom to appeal against the punishment also varies from university to university. In some universities (e.g. Allahabad, B.H.U., Baroda, Jodhpur, Rajasthan, Sardar Patel, Saurashtra and Sri Venkateswara) the student has no right to appeal against the punishment. In some universities (e.g. Andhra and Gauhati) the appeal can be preferred to the same body as has taken the decision while in some others (e.g. Kanpur and Kurukshetra) the appeal can be preferred to a superior body. In a few universities (e.g. Karnatak, Punjab and Ranchi) the students can appeal to the Vice-Chancellor while in some others (e.g. Berhampur and Mithila) the student can

appeal only to the Chancellor of the University. Of course, in all cases the student can go to a court of law.

Proportion of cases punished

The percentage of the reported cases that were actually awarded some punishment for having used unfair means is given in Table 15.8. It varies from 51.6 to 100. The percentage is more on the high side being 100% in 11 universities (excluding B.H.U., Madurai and Visva-Bharati). The overall percentage of cases of unfair means that were awarded punishment comes to 74.3.

TABLE 15.8
PERCENTAGE OF ALLEGED UNFAIR MEANS THAT WERE ACTUALLY AWARDED PUNISHMENT

Sl.No.	University	Percentage
1	Agra	94.3
2.	Allahabad	100.0
3.	Andhra	63.9
4.	B.H.U.	N.A.
5.	Bangalore	97.2
6.	Baroda, M.S.	100.0
7.	Berhampur	94.1
8.	Bhopal	100.0*
9.	Dibrugarh	100.0
10.	Gauhati	100.0
11.	Guru Nanak	91.5*
12.	Jiwaji	98.9
13.	Jodhpur	96.8
14.	Kanpur	88.1
15.	Karnatak	51.6
16.	Kashmir	58.6
17.	Kurukshetra	83.7
18.	Madurai	N.A.
19.	Mithila	100.0
20.	Mysore	73.4
21.	Nagpur	96.6
22.	Punjab	62.1
23.	Poona	83.8
24.	Punjabi	74.1
25.	Rajasthan	98.0*
26.	Ranchi	100.0
27.	Sardar Patel	100.0
28.	Saugar	100.0
29.	Saurashtra	94.2
30.	Shivaji	100.0
31.	South Gujarat	82.4
32.	Sri Venkateswara	91.2
33.	Udaipur	100.0
34.	Visva-Bharati	...
	Overall	74.3

* Mass copying cases are not included.

... No unfair means cases were reported.

Court cases

When a student feels that the ends of natural justice have not been met in his case or when he does not have any avenues of appeal to the university authorities or has exhausted all of them he takes recourse to a court of law. The fact that there are not many court cases is amply proved by Table 15.9. There were only 54 court cases in all spread over 11 universities, 23 reporting universities having no court cases. It may be observed that the maximum number of court cases occur in a university which provides no right of appeal to the students.

TABLE 15.9
NUMBER OF CASES OF UNFAIR MEANS IN UNDER GRADUATE
EXAMINATIONS WHICH WENT TO THE COURTS IN 1972-73

Sl.No.	University	No. of court cases
1.	Agra	3
2.	Allahabad	8
3.	Guru Nanak	10
4.	Jiwaji	2
5.	Kanpur	2
6.	Mysore	2
7.	Nagpur	1
8.	Punjab	5
9.	Poona	1
10.	Punjabi	5
11.	Suarashtra	15
Tatal		54

Note : The Universities of Andhra, B.H.U., Bangalore, Baroda, Berhampur, Bhopal, Dibrugarh, Gauhati, Jodhpur, Karnatak, Kashmir, Kurukshetra, Madurai, Mithila, Rajasthan, Ranchi, Sardar Patel, Saugar, Shivaji, South Gujarat, Sri Venkateswara, Udaipur and Visva-Bharati did not have any court cases during 1972-73.

VI. AETIOLOGY

It would be naive to establish cause and effect relationship on the data obtained through the present survey. In any case this is a problem that needs to be researched upon further. At this stage, however, we can only conjecture some of the causes for the malpractices in examinations for the completeness of the paper, if not for anything else.

Obviously there cannot be a single cause of malpractices in university examinations. Cheating in examinations is essentially the illegitimate child of the educational system and the under-developed economy born in a decadent society. Thus, although the real culprits are the present system of university education including the examination system and stagnation in our economy, the part played by deterioration in moral and ethical standards of the people cannot, in any way, be overlooked.

Much of the cheatings in university examinations can perhaps be attributed to the milieu prevailing in the country. Is it not a fact that as a nation we have tended to become progressively less disciplined for the last few years? University campuses, being an epitome of the society at large, are bound to reflect both its yearnings and weaknesses. Accordingly, we should naturally expect waves of unfair means in examinations rising or falling with the general atmosphere of corruption in the country. If the society at large passes through a pathological state of affairs, the adolescents, prone as they are to easy influence, cannot escape the unhealthy influence of the diseased society. For example, if a youngman's next door neighbour becomes rich over-night without much of effort the young man is bound to reassess his value system. When he sees corruption and bigger crimes being perpetrated with impunity, unfair means in examination pale into insignificance for him. Thus we may look upon unfair means in examinations as really only an aspect of the general lack of discipline in our society.

Malpractices in examinations may also be partly due to social and cultural transformation taking place in our country. Old social institutions like the joint family are disappearing, with the consequent loss of social moorings. From a tradition-bound agricultural society we are trying to transform ourselves into an industrial society with its materialistic values. Our value system is being gradually eroded. It is an era of transition from a past which we have abandoned to a future which we are, as yet, unable to comprehend. Coupled with this transitory stage, with its deficient social checks and decimated values, is the revolution of rising expectations in the post-independence period. As a result of these expectations the traditional values of content with what one has, is being replaced by an impatient expectations of affluence even at the cost of ethics. This social ferment and failure of our economic and educational systems to respond to it is a possible cause of the unfair means in university examinations.

The real partner, however, remains the poor state of our economy which has eventually failed to keep pace with the rising expectations. Are not these unfair means relatively less common in developed countries even when their cultures are in a more decaying condition and when they are looking to us for guidance in matters spiritual? If industrial development is commensurate with educational expansion with a guarantee for job or decent living for every one passing out from the universities there would perhaps be no corruption in university examinations. Unfortunately, this has not happened in India where even engineering graduates sometimes remain unemployed. This gap between industrial development and educational expansion causing too many graduates following too few jobs is perhaps the greatest cause for unfair means. The situation becomes worse when in the rat race for jobs, university degree becomes the main criterion.

The social and economic maladies mentioned above should not, however, become an easy alibi for academic euphoria. All is not well with our educational system either. Academic should peep into their cupboards for possible skeletons. As is clear from the present study we cannot even pass the bulk to administrators in the form of an enormous expansion in university education as no relationship has been discovered between the unfair means index in the universities and the number of students they are required to handle. The broadened social base of university enrolment may be partly responsible. The student population in the university enrolment may be partly responsible. The student population in the university is no longer an elitist group. Now we find students from all strata of society in the universities. With university degree as an easy instrument for social mobility it is not surprising that there should be an increase in the incidence of unfair means in the universities.

Complete lack of scientific admission procedures may also be partly looked upon as an educational cause of unfair means. Universities are virtually following open door policy with hardly any tests worth the name except in professional faculties where the incidence has been discovered to be significantly less than that in other faculties. Students without any aptitude for higher learning find places in the universities and become not only a potential source of indiscipline during their stay in the universities but also resort to unfair means during the examination. Even when they have not really profited from university education they want to get degrees by all means-fair or foul.

Among the causes directly related to the examination system, the strongest appears to be the fact that examinations in our country, more than in any other country, have become a linking mechanism between the universities on the one hand and socio-economic institutions on the other, so much so that the future of a person very much depends on his examination results. But the worst part is that the judgement passed by examinations is, by and large, irreversible with the effect that once a third divisioner is always a third divisioner. Are our examinations really so infallible as to award permanent labels to human beings? It appears that the reliance laid upon examinations is rather incommensurate with their level of accuracy. Either the accuracy and efficiency of examinations has to be increased or the reliance placed on them has to be drastically cut.

The way examination results are reported and used also has a bearing on the incidence of malpractices. We are pretending to be too precise in examinations with every single mark counting for achievement. We are using generally 101 point scale with the implicit meaning that a student getting 50 marks is superior to one getting 49. It is, by all means, a very retrograde method of grading. Academics in some other countries have started revolting against even the five points scale. With the error of measurement, which may be considerable, the type of marking

in our examinations cannot be justified. Instead of in any way increasing measurement value of examinations, this type of marking encourages students to resort to unfair means to get a few marks because every mark ultimately matters. The Education Commission's (1964-66) recommendation of providing grades in addition to raw scores is worth a serious consideration by the universities.

There is another aspect of our examination system which contributes to the use of unfair means. The trouble with university examination is that we ask them to do rather too much. We expect them to discriminate between candidates, to provide evidence of standards, to act as guides to good teaching and to provide incentives for both students and teachers. We expect them to predict future performance as well as to certify that a candidate has completed satisfactorily a course of recognized study. Add to these the social and economic purpose they serve. Since so much depends upon examination marks which are generally the result of a single examination at the end of the course, students are naturally tempted to enhance their marks. An important hypothesis, which can be verified further, is that if the omnibus type of test is replaced by specific purpose tests by the employers or institutions for higher education the temptation to cheat in the university examinations would be sizably reduced and even malpractices in those specific purpose tests would be much less because of other alternatives available to the students.

VII. CONCLUSION

In sum, it may be reiterated that the problem of unfair means in university examinations is very much real. Moreover, it is as universal as it is complicated. Although it has a socio-economic aspect, the educators cannot absolve themselves completely of their responsibility in the matter. In fact short term measures would have to be only educational and administrative in nature and this falls entirely under the purview of the universities.

3. MINIMUM MALPRACTICES MODEL OF EXAMINATIONS

H.S. Singha

The control of Unfair Means in examination is becoming a major concern of school Boards and Universities. They make examinations technically worthless, reduce learning to a frustrating experience and prove socially disastrous. They have a serious backwash effect on classroom teaching. Time has come when this menace must be analysed and met squarely. Let us first of all have a look at the extent of unfair means reported to CBSE.

The number of cases of unfair means reported to CBSE during the last three years are as follows :

		1988	1989	1990
All India Senior	(XII)	109	77	39
All India Sec.	(X)	113	49	92
Delhi Senior	(XII)	270	237	273
Delhi Sec.	(X)	209	399	330
	Total	701	762	734

These figures may not look very alarming in relation to the total number of students which is about 4 lacs. At the same time, we cannot rule out under-reportage.

If we believe in under-reportage the above figures may be the tip of the ice-berg. One thing is clear that the public has come to believe firmly that the incidence of malpractices is ever on the increase and is undermining the examination system - and the whole education system itself.

Causes of Unfair Means

Undoubtedly, unfair means in examinations is a complex problem. Indeed, it would be naive to establish a cause and effect relationship. Nevertheless, one can guess some of the causes of mal-practices in examinations :

- (a) Much of the cheating in Board examinations can perhaps be attributed to the milieu prevailing in the country. As a nation, we have tended to become progressively less disciplined. Since school campuses reflect the social situation, one may not be surprised at the use of unfair means. There is a general decay in our value system. We are living in an era of transition from a past which we have abandoned to a future which we are yet unable to comprehend. Coupled with this transitory stage with its deficient social checks and decimated values is the revolution of rising expectation in the post-independence period. As a result of these expectations

of affluence, the traditional values of contentment with what one has, is being replaced by an impatient expectation of affluence even at the cost of ethics.

- (b) The poor stage of Indian economy which has failed to keep pace with the rising expectations is also a possible cause. The gap between the economic development and educational expansion causing too many school pass-outs following too few jobs or places in higher education is perhaps the greatest cause of unfair means.
- (c) We have also laid undue emphasis on degrees and diplomas, more particularly examination marks for all decisions regarding appointments and employment. This has resulted in a rat race for more marks without caring for the means.
- (d) But we cannot leave aside the archaic examination system itself to be a cause of unfair means. The way examinations are conducted and the way their results are reported has definitely a bearing on the incidence of mal-practices. Besides using examination marks for too many things, the Boards are pretending to be too precise in awarding them. Since the judgement about marks is almost irreversible, they become the ultimate goal of students, which they want to achieve by hook or crook.

What can be done ?

Obviously a lot needs to be done and the Boards may not be able to do much as far as a change in social values or economic underdevelopment is concerned. But they must review their examination techniques. In this connection, one can imagine the unfair means used in examinations to fall into the following categories :

- (a) Before the examinations
- (b) During the examinations
- (c) After the examinations

Surveys conducted so far regarding the incidence of unfair means in examinations have clearly established that category (b) viz, unfair means during the examinations is by far the most prevalent. Therefore, CBSE, will be advised to take some measures to improve the conduct of examinations.

It has been noticed that there is a tendency among examining agencies to treat unfair means during the ex-

aminations as a law and order problem which is best left to the state. At the most some fire-fighting operations in the form of flying squads or surprise inspectors are organised which have only limited success. Some Boards have got passed Acts through the State Legislatures prescribing stringent punishments for the use of unfair means supposedly to act as deterrents. This obviously is not enough. The Boards must think of alternative strategies, which bring in new and innovative examination techniques and models. Presented below is one such model.

Minimum Mal-practices Model of Examinations (MMM)

1. The model is based on the following basic assumptions :
 - (a) Rank order of students in a class arrived at by the School through an examination conducted by it is not significantly different from the Rank Order awarded by the Board.
 - (b) The Board has the means and methods to standardise and scale the marks awarded by schools on the basis of a norming test conducted under standard conditions for a selected sample.
2. The examination work in the MMM examinations will be organized as follows :
 - (a) *Pre-examination Work* : There will be no major change in the organization of pre-examination work by the Board except that a scientific method may be evolved to assign roll numbers to candidates on the basis of the school No. and the serial No. of the candidate within the school.
 - (b) *Conduct of examination* : The examinations will be conducted in two stages :
 - (i) *Stage I examinations*
 - Conducted for the whole population
 - Organized by the schools themselves
 - Final product will be a rank ordering of students with marks sent by the schools to the Board.
 - (ii) *Stage II examinations*
 - Norming Test conducted for a sample
 - Organized by the Board under standard conditions
 - It is a preparation for scaling of Stage I examinations' marks.
 - (c) *Post-examination Work* :

The high-light of the post-examination work will be the scaling procedure. It will ensure that the rank order of students awarded by the school is not affected. The scores awarded by the schools may be standardised on the basis of stage II Examinations by appropriate statistical procedures, as for example :

- (i) If the top three and bottom three candidates of Stage I Examination from each school are asked to take stage II Examination, their performance on the latter will standardize and define the top and bottom scores in the school. Rest of the candidates will have their scores scales accordingly.
- (ii) If stage II Examination is administered to a random sample, a suitable computer programme may be evolved to scale the marks of all candidates on the basis of marks of the sample.

The correct scaling procedure, will, however, be arrived at through a well designed research study.

Strengths of MMM

The new system of examinations has the following strengths:

- (a) It minimizes if not eliminate altogether the Mal-practices in examination. Since anonymity has been eliminated from Stage I Examination, no school will submit to pressures which will change the natural rank order of students.
- (b) The rank order awarded by the schools will be more reliable and therefore more valid.
- (c) The new system will be more efficient and economical.
- (d) Rechecking cases will be considerably reduced, which will, besides reducing the work of the Board, increase the credibility of examination results.

Limitations of MMM

The following limitations of the new system will have to be kept in mind while implementing it:

- (a) While Stage I Examination becomes easier, Stage II Examination will create administrative problems like fixation of centres.
- (b) Since Stage I Examination is school-based, Patrachar Vidyalaya candidates and failed candidates will have to be linked to schools.
- (c) There will be some schools with very few students where it may not be worthwhile to take a sample.
- (d) There may be some subjects with less number of students. They may have to take only one examination either Stage I or Stage II.

In the end, it may be better to sound a note of caution. In the Indian context, MMM examinations will be completely a non-traditional approach to external examinations which are so well entrenched in the social and educational mores. The Board must, therefore, make haste slowly. As such, the new system may be introduced in a phased manner, initially for class X only. Also only major subjects may be covered, with suitable modifications being made for other subjects. The MMM examinations may also be extended to the non-scholastic area later on at the appropriate time.

4. MASS COPYING : ACCESS AND ACCOUNTABILITY

Shabbir Ahmed*

Education is supposed to have several aims. There is education for modification of behaviour, for learning and knowledge, for all-round development of personality, for enrichment, for character building, for national integration, for brotherhood and for income generation etc. In these materialistic times the last mentioned aim has dominated, if not obliterated, the rest. Education in the common mind is for earning money; all other aims are subservient and incidental. In the mad race for employment, self or otherwise, what matter most are grades/marks obtained at the public examinations and not necessarily the education imparted. Thus what takes place in the name of education in our educational institutions is in fact preparation for examination. Whatever subjects and activities are important for getting grades/marks at the examinations are proportionately given importance in the educational process; the rest are neglected. All educational activity at least in higher classes is directed towards one single goal i.e. passing the examination with as high grades/marks as possible. Examination, therefore has become the key that opens every lock. Even the slightest change in the pattern of examination has an immediate effect on education.

Because of the undue importance the examinations have come to acquire in the education system, all means fair and foul, are sought to be adopted since the difference of a few marks can make or mar the career of a student. It has a boomerang effect on education as well. Since a section of the students is convinced of success by successful use of unfair means, they are hardly motivated to study hard throughout the year. Having whiled away their time they have no option but to resort to cheating. It has thus assumed frighteningly huge proportions which were palpably in evidence in the last Board examinations.

Mass-copying is one of the more prominent manifestations of this tendency to get through the examination by hook or crook. It is partly a law and order problem and partly a motivational one. How nice it would have been, had we been able to run the system of continuous and comprehensive evaluation without torturing the students with the curse of yearly examinations! However, all attempts at objective and impartial internal assessment have come to a nought and willy nilly we have to bank upon examinations

for the same reason that we cannot afford to have the jury system in India.

The first problem is that of 'access' to the examinees. The examination centers are surrounded by an army of 'helpers' who adopt various ingenious means to gain access to the examinees. Reading out the answers on the public address system, sending or throwing printed or photocopies of the answers into the examination rooms, climbing the walls to reach their friends inside and smuggling the material in through an insider are only some of the devices.

The examinees themselves take a lot of printed material conveniently available in the market, hidden in the various parts of their clothing.

In order to restrict the free access of outsiders to the examinees and of the examinees to the copying material, the following steps are suggested:

1. Only responsible people like government servants, Board officials of the rank of head-clerk and above and teachers of the rank of TGT and above should be appointed as invigilators. Under no circumstances should out-siders be given this job. It has been alleged that some people accept invigilation work not for the remuneration given by the Board but for much more from the examinees for helping them. CBSE should advertise/call for the names of willing Govt. servants for invigilation duty with the permission of the Chief Secretary, Delhi.
2. The number of invigilators required for conducting the examination can be cut down to half by reverting to the earlier practice of having senior secondary examination in the morning and secondary examination in the afternoon on the same day in every centre.
3. In order to keep the intruders away, section 144 should be enforced within 100 mts. of the examination centers and all tress-passers be prosecuted.
4. Delhi Administration should be requested to employ Sector Magistrates/observers, as for election duty, for examinations also. They should be senior officers of Govt. Departments.
5. Only those schools should be made centres where a boundary wall, iron gates and a multiple storeyed building are available.

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6. Policemen should be on duty outside the building. They should not be allowed to enter the examination rooms unless required by the Centre Supdt. to do so.
 7. Before the examination begins, all examinees must be searched thoroughly and warned that anybody caught using unfair means would be dealt with strictly as per rules.
 8. Entry into the examination room should be barred except for the Centre Superintendent and the invigilators allotted to the rooms.
 9. Seating arrangements should be changed every day. Different seats may be allotted on different days in the same room to the examinees.
 10. Those employees of the school who are not involved in the examination work but are required to attend the school during examination time should be confined to their own place of work, e.g. office, laboratory, library, staff-room etc. and not allowed to loiter about.
 11. Centres in the rural areas should be located on the main roads. Local principal and staff of rural schools should not be put on duty in their own school.
 12. The students of Government and Government-aided schools should be allocated centres in the recognized unaided schools and vice-versa.
 13. A large number of teachers are reluctant to accept invigilation work. It is not that they are not duty conscious or shy away from responsibility. The choice before them is either to connive at the mal-practices going on in the examination or to stay away altogether. They opt for the latter. Invigilation work should either be made a part of the official duties of the teachers and no extra remuneration paid for it or the remuneration should be attractive enough to make the reluctant teachers accept invigilation work.
3. Similarly, accountability should be enforced in the case of examinees also. Once they have been warned and allowed to hand over whatever copying material, if any, they have brought, there should be no further consideration shown and any examinee caught indulging in mal-practices must be dealt with as per the rules which are now being followed more in breach than in observance. Once this is done, the number of such cases will decline dramatically. The need is for the people to get convinced that the Board means business.
 4. Since a predominantly large number of personnel working in the examinations belong to the Directorate of Education and the Board, the Directorate must be involved in the decision making at every level as far as the conduct of examination is concerned.
 5. Whatever new strategies the Board formulates to check the menace of mass-copying should also be discussed with the prospective centre-superintendents and a representative section of the prospective invigilators. It is necessary to obtain their views. By holding 28 meetings at the Zonal level, the Board can easily communicate with them across the table and obtain feed-back.
 6. A way should be found out of reliable, objective and verifiable continuous evaluation of the performance of students and it should be given due weightage while deciding the annual examination result.
 7. At least four sets of question papers should be provided at each centre in each subject.
 8. Paper-setters be instructed to set more questions on application rather than simply stereo-typed knowledge or information - oriented questions.

The other factor which needs to be stressed is 'accountability'. It can be enforced only when we have the norms of performance clearly spelt out for all personnel including those of the Board involved in the conduct of examination. The following suggestions are put forth in this regard:

1. The duties and responsibilities of all personnel involved in the conduct of examinations should be prepared along with the penalties to be inflicted for different types of dereliction of duty.
2. No lapse on the part of any official should be allowed to go unnoticed. All cases of non-observance of the norms must inevitably lead to specified consequences and no fear or favour should be allowed to affect it. All such cases should also be referred to their respective employers for appropriate action.

Reform in the examination system is urgently needed. With all its faults and shortcomings, examination still remains the only practicable device for evaluation of achievement. As already stated, the whole education system is controlled by examinations which, if handled rightly, can have a salutary effect on education. If the children, their teachers and parents are made to understand in the beginning of the session itself that the examinations will be free and fair and no malpractices will be allowed, it will go a long way in improving the educational climate in our schools. Urgent action by the Board is, therefore, called for.

5. MALPRACTICES IN EXAMINATIONS

P.N. Kavoori

In the brief compass of this paper I propose first of all to identify the various kinds and categories of malpractices that are currently manifesting themselves in the examination. I shall next pinpoint perceptions of the malpractices themselves. This would be followed by a discussion on the causes and issues involved in the malpractices in a critical and analytical framework. The paper will conclude with some recommendations for the particular attention of the CBSE as a strategically important examining body and the system that goes with it. (It may be stated parenthetically at the very outset that this paper is an attempt to zero in specifically on the concerns that go with malpractices as part of the whole system of examinations and education itself of which it is a part).

Kind of Malpractices

Among the students the following malpractices in examinations can be observed

--*an individual cheat* in a progressive school with a wholesome, trusting atmosphere-often a loner, a dropout from the system of the school. He/she could have a touch of pathology or one seeking attention in a spirit of conscious and unconscious adventure. Some times a 'showing off' psychology gets hold of a student in an insecure emotional mould, when the malpractice goes undetected, it reinforces the urge to repeat the act.

--*cheating on a small scale* by a number of students as a frequent occurrence but not organized.

(Both the kinds of malpractices depend on clever and imaginative visual deception which the student learns to use. This escapes the attention of the invigilators. The latter could be also because of a spirit trust that the school expects and encourages or contrarily in a few cases, the teachers looking the other way, a case of ethical laxity).

--*mass cheating in class*. This could be a spontaneous one not deliberately organized.

--*organized cheating* by a class. It is pre-meditated and well-directed in which most of the students of the class participate.

(Both of these represent a deeper malady in the schools, which take on a systemic character. It represents a grievous dichotomy between school's outlook and perfor-

mance on the one hand and the student's expectations and aspirations through examinations on the other. These are ends in themselves for the students. The way to success are self-sought and deliberate, cheating is a way out. In this process, need for school work with its focus on creative hardwork and exercise becomes irrelevant. They get away with threats and bullying).

--*aggressive, organized and manipulated cheating* with the help and unscrupulous answer book writers, to which sometimes teachers and parents are a party. This is a delinquency which takes on organized forms. (This type of cheating reached its classical heights recently in Delhi. This is a disturbing and conspicuous invasion of the larger society which is fast losing its ethical moorings).

Malpractices are not entirely confined to the students. Apart from the aggressive and organized instance indicated above, malpractices are also extant among the teachers themselves. They are less frequent and not so visible but never the less real. These could be leakage of questions, generous grading of undeserving students. Inducements could be from sources such as nepotism and favouritism and (as is now being averred) financial gains-pure bribery. In some cases parents are also a party to this. All these malpractices mutually supporting and complimentary are manifestations of a larger malaise of the educational system, more particularly the examinations.

Perceptions and Issues

While the perceptions and their emphasis and nature vary in degrees, their underlying thrust is that they seem to be part of the realization that the malpractices are a result of not only a systematic inadequacy and failure, but also as a result of erosion and breakdown of values.

Some of these that apply to students for instance are given below--

-- intense competitive spirit for high grades compounded by paralytic fear of failure and limited opportunities ahead for higher education and employment.

-- inordinately high ambitions that far exceed the actual and potential intelligence and abilities compounded by parental pressure to perform better-often for goals set by parents themselves in which the students have had no

part and in fact are often hostile to them. In this money could play an important part.

The weakening values in the life of the students, leading to lack or loss of self-control about erring or wrong doing. Films, TV and other stimulating aspects of environment that transport young students to a realm of fantasy, when the visual fictions of easy achievement often unethical, get internalized in the outlook and value orientation of the students. Educational conditioning for better values through schools takes a hard knock. The result is frustration and desperation and turning to easy ways, including cheating. It is a state of mind arrived at a rationalization which the student finds satisfying and selfjustificatory.

Other causes are located in the educational system itself including the way the schools are organized and with what expectations. Some of them are indicated below :-

--the gargantuan size and nature of examinations at one go of lakhs of students with hundreds of centres, spread through out the country, manned often by unwilling, indifferent and incompetent personnel cannot have invigilative competence for conducting fair examinations. The whole atmosphere of examinations is something of 'an open house' for cheating. This is obvious and recognized as such by policy-makers. Remedial measures must start from this. Some movement in this direction happily is evident, thanks to the initiative of CBSE .

Some Recommendations

From a long term point of view the problem of malpractices cannot be eliminated without fundamental changes in the pursuit of educational goals and the practices that go with it. These would be both developmental and ideological. While this could be a challenging and an exciting exercise, the brief compass of this paper would not permit. It may be however pertinent to record the following.

-- the much bandied about need of *value-based education*, merits, serious assessment by candid internal exercises. The educational system is shot through with many vices, including malpractices in education.

-- there is dire need of structural changes based on an ideology that harmonizes the imperatives of modern science and technology on the one hand with the needs of a developing society striving towards an egalitarian society. The educational policies and the philosophy that go with it, in their operational context, are loaded against the poor. The elitists have hijacked the educational system for their own benefit. The attempts to remedy this are poor, pale and effete and have not proved consequential. More importantly, they often go counter to the vital needs of quality and relevance in education. The contradictions arising out of these are throwing up problems including malpractices in examinations.

In the short run some changes and corrections are called for which are possible and functional.

Since the teacher is the king-pin of education, CBSE should go into the profile of the teachers (in their academic and administrative roles) particularly their ethical vulnerability in a society that is fast eroding from inside. It may also be noted that quite often real professional competence is a bulwark against any ethical indifference. This should be an exercise at all levels.

A corresponding exercise *vis a vis* the students would prove equally desirable.

Methods and procedures for these should be worked out as an inhouse exercise.

The art of assessment and the competence that goes with it has to be learnt. With thousands participating in terminal examinations of CBSE, there is an urgent need for training of teachers as examiners. *Good teachers are not necessarily good examiners.*

Innovations in techniques and methods of evaluation should be tried out based on a critical examination of the practices. This should start in schools and CBSE should actively encourage it.

There is a critical need for revamping the system of examinations, more particularly setting question papers. As indicated earlier, the questions should bring out imagination and creativity with much leeway for individuality. (our *evaluators* are adept at an averaging process which results in conformity and stultifying standardization as far as intellectual development is concerned.) The aim in answering questions should be more on process than on content. A number of schools which have an innovative stance in their work should experiment on this aspect under the guidance and leadership of CBSE.

-- there is a basic inadequacy if not irrelevance about the examinations themselves. Apart from the questionable fact that it is not possible to be reasonably fair and objective in assessing the student's worth based on his/her native intelligence and a year of preparation and learning in a mere three-hour examination. The kind of examinations and expectations from them result in answers which are information and memory oriented. The stress is on content in a constricted form, far removed from process and flexibility where individual student's inner reality counts. If questions were based on the expectations that are varied in which imagination and creativity play a part, it would make a critical difference. This would call for effort of a different kind and order where cheating would disappear or would be minimal. This would also of course call for radical redesigning of examinations and the academic and administrative competence for the same is developed.

Taken as a whole what is emerging about the nature of perceptions of malpractices is that the problem is part of a larger crisis within and without the educational system. The focus of the problem is not entirely the student. A holistic approach is imperative for solving the problem.

Any fundamental change in examinations to ensure the elimination of malpractices would be to recognize the concept of invigilation *per se* presumes that every student is a potential case of malpractice. This is dubious heritage and it must go. Not only for their own use but for larger replication and extension.

The regional offices that have come up in CBSE should technically be competent in creating this spirit. They should go beyond being organizing, examining and coor-

inating bodies based on delegated authority. This would call for candid debate on the role and functions of CBSE as they take steps to decentralize their functions.

Workshops may be organized for schools in each region on the specific problem of malpractices. The focus should not be on the penal aspects of the malpractices, but on creation of values that deter such propensity or possibility. This would prove useful for those who participate in the workshop but also as feedback for the CBSE.

6. PREVENTING UNFAIR MEANS IN EXAMINATIONS

T.N. Bhatt

The subject suggests that the C.B.S.E. accepts copying as a part of the system and is trying to find ways and means only to eliminate mass copying. In fact no effort appears to have been made earlier to eliminate copying generally at the Board Examinations and we have allowed the grass to grow under our feet.

It is not my intention to dwell at length upon the seriousness of malpractice in the examinations both from within and outside. In fact this has appeared in the newspapers already after having gained serious proportions.

I would suggest the following measures for consideration:

1. Superintendent of an Examination Centre is the most important person in conducting the examination. If he is dependable and strong he will conduct examination smoothly, unfair means cannot be adopted at the Centre. Unfortunately a strong and dependable Principal of school who puts up candidates for the Board Examination does not undertake this responsibility. He pushes up and recommends junior persons to do the job. This should not be accepted as a matter of policy. The head of a plus 2 school should essentially be the Superintendent of the Examination Centre and he should have people of his choice to invigilate. He will of course have the support of law enforcing agency. The neighbourhood Sahodaya School Complex- be involved in this exercise. What appears to me to be the most important factor to eliminate unfair practices is the visible vigilant atmosphere created so that nobody picks up courage either to smuggle a paper out or receive written manuscripts. It has been my painful experience to see a Superintendent himself encouraging copying. On a particular day on entry to the examination centre I found the entry gate locked apparently not to allow miscreants in or around the examination centre which was locked on the first floor of the building. I had to knock at the gate till word went round that CBSE inspector was on visit. It took ten minutes for keys to be brought down. At the entry gate and around I found everything peaceful and as I moved out to go away the driver told me that all the material used by the can-

didates for copying was thrown out of the windows and was laying littered outside.

2. Each school putting up candidates for the examination should be made centre for that limited number of candidates and a representative supervisor detailed by the Board to oversee the working of the centre/school complex.
3. New times demand new measures and new means. I would suggest that we adopt open book examination system and correlate the result with the internal assessment of the school.

Each school Principal should submit to the Board a rank order merit list of the candidates in various subjects simultaneously along with the forms of the candidates submitted. This rank order should correlate with the final evaluation done by the external scheme of evaluation. In case of need, moderation may be done in the light of internal assessment.

This would mean that we take into account the assessment of the teacher who has been in direct contact with the student and knows his intrinsic talent and the progress he has made throughout the year. What the student does throughout the year, his study and achievement at different points of time in the year seem to be of no significance whatsoever and how he performs in a three hour written test in a subject at the end of the year alone decides his success or failure, is not worth depending upon.

Open Book System - We should have two question papers of equal weightage, one modelled on the open book system and the other on non-open book system for the Board Examination. A judicious combination of the two system will test the abilities and skills in a comprehensive manner. In the internal assessment also half the test should be of the open book system while the rest, the non-open book system.

4. Tabulation of result should be decentralised for different centres and the result also to be issued region wise after moderation and linkage with the internal rank order of the schools.

The achievement of students in the internal and external examinations be shown in separate columns in mark lists and a certificate of course completion is

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to be issued without specifying pass, fail or division. The implication of the procedure would be that the requirement of minimum attainment for admission to higher courses of study or for employment will have to be suitably framed by the respective agencies.

5. The quality of the question paper has to be designed so as to eliminate chances of copying. This has been repeatedly done by the Board perhaps without much success. The present system lays undue emphasis on memory. There is no uniform design for question papers which are largely memory based and cover only knowledge to a small extent. In a few cases understanding and application are also covered. This system encourages copying.

The paper setters are by and large subject experts, competent and experienced but very few of them possess the necessary knowledge and skill in the construction of valid and reliable tests which will eliminate copying and cheating. Therefore, intensive training is necessary for the paper setters and question papers are oriented to test ability to apply knowledge and the development of problem solving abilities. Besides, marks are to be standardised, cut off points determined so that the scores are reliable.

6. The problem of examinations cannot be tackled in isolation and that it has to be viewed in the larger perspective of entire process of education in which curriculum, syllabi, instructional material, teaching-learning process and testing are all inextricably inter-related and properly integrated.

One of the main functions of the examination system is to serve as a means to evaluate the results of teaching-learning process in terms of the efforts put in by teachers as well as students. Tests and examinations should provide valuable feedback information as to the efficacy of the method employed by the teacher and should review the strength as well as weakness of students. The feedback would serve as the basis for redesigning the teaching process for introducing remedial teaching and other suitable techniques for plugging the academic gaps revealed in the students' achievement. The vital academic purpose is not being served by the present system of

examination. It is therefore, apparent that there is a cleavage between the school and the Board and naturally the teacher gets involved in encouraging use of unfair means to show better performance.

7. Right habits and attitude with reference to the examination and evaluation system are not developed at the lower levels particularly the Primary stage. Observation and testing techniques for various stages have to be planned in a systematic manner so as to enable a proper climate and attitude for the final Board examination. This is missing. More important is education of parents which should be made the responsibility of schools.
8. Problem of under achievers-the malpractice in examination is also limited with school under achievers. Unless the school takes care of the slow learner and the under achiever and direct such children to open learning system the problem will not be eliminated. Perhaps, if we compare the malpractices existing in the regular board examination and the examination of the open learning system, we will realise that the cause of this evil is the under achiever generally.
9. National Testing Service-Standardised tests be developed for secondary and Sr. Secondary levels to assess specific skills, attitudes and knowledge areas of students seeking specific placement. This can be done if a National Testing administration of such tests to determine eligibility on merit for university admissions as also admissions to professional courses, is well planned & conducted.
10. The Socio-economic atmosphere coupled with the loss of human values that has permeated down to the society cannot be over looked so far as malpractices and mass copying in the examination is concerned, where as it is suggested that right from the Primary stage a climate has to be generated. We also need to educate parents and the family which is possible only through the efforts of Sahodaya school complexes and strong Parent-Teacher organisation in the school system. If we have a strong Parent - teacher organisation in the school system, perhaps, the malpractice of serious nature will not occur.

7. MINIMIZING UNFAIR MEANS AT THE SCHOOL LEVEL EXAMINATION

V. Sirohi

The use of unfair means in examinations in India has now become endemic, leading to loss of credibility in the examination system, and deep-rooted frustration and scepticism in the minds of the students. The malady has become so wide spread that even the prestigious Union Public Service Commission was afflicted this year, when the question paper for the Administrative Examination leaked out and was published in a newspaper by an intrepid reporter before the commencement of the examination. Last year the scores of 6,600 Indian students who sat for the Graduate Record Examination (GRE), which is an essential prerequisite for admission to 900 US Universities, had to be cancelled. The reason was that *rampant* cheating and leakage of question papers had taken place at the centres in 27 cities in India where the examination was held. An enquiry into this matter was conducted by the Educational Testing Service of Princeton, US and the executive director, GRE programme, Charlotte Kuh admitted that students at all centres had success to large parts of the examination and it was not geographically limited. If such be the magnitude of the menace of mass copying in India, it is no surprise that the CBSE is plagued with this problem at the examinations conducted under its aegis. The same malaise, in a more virulent form, afflicts the examinations conducted by the State Boards of Education. Referring to some unruly students in colleges of Delhi a newspaper report in the Times of India of 25th August, 1991 states, 'They come from states where marks are got by either whipping out a pistol, buying a fake certificate or simply paying the teacher. The higher the admission cut off, the higher are their marks'.

There is no gain saying the fact that malpractices in examinations are robbing them of their validity and reliability. When we look at some of the main causes of cheating and using unfair means at examinations one reason is that too much emphasis is laid, at present, on the outcome of a single external Board Examination. The admission procedure in colleges is so structured that the examination, where only cognitive achievement is evaluated and every single mark becomes all important. As long as the emphasis on the result of this single examination

is linked to entry colleges and professional colleges, the temptation of using any means, fair or foul, to achieve the high percentage shall persist. One way out would be to delink the marks of the external Board Examination from admission into institutions of higher learning. Scholastic Aptitude tests could be conducted by the various universities and seats in colleges could be allotted to the qualifying students on the basis of merit and availability of seats. This procedure would be similar to the one being followed for admission to professional colleges of medicine and engineering, IIT, Merchant Navy and the National Defence Academy. It would be pertinent to mention that the proposal to set up vocational courses at the +2 level, as envisaged in the Education Commission Report of 1964-66 and the National Policy of Education of 1986 must be pursued earnestly to facilitate students in choosing courses according to their attitudes, abilities and skills.

The Socio-economic factors prevailing in the country today have a direct bearing on the issue under discussion. Schools are a mirror of society and students reflect the moral and ethical values of their parents, teachers and the community. Where there is a general deterioration of the value system and principles of the society, the student cannot remain untouched. Morality is learned, but when the student attains adolescence he is faced with inconsistencies in moral values. No longer do the ethical principles learned in the narrow environment of his childhood apply to the social groups, community and milieu around him. The influence of the peer group predominates. The social pressures, parental expectations and the desire to maintain his status encourages a student to cheat. However, with the present situation prevailing in our society, the apparent breakdown of the value system, rampant corruption in practically every sphere, deterioration in the law and order situation cannot leave the adolescent untouched. Many adolescents know what is considered right and the fear of punishment or loss of social esteem, tempts them to conform to a moral standard, even when their faith in these standards may be shaken. But when the student is faced with double standards and a total erosion of principles, he loses all qualms and succumbs to the temptation of cheating and using unfair means. The general atmosphere of corruption, violence, degradation and lawlessness prevalent in the country today directly affects the psyche of the students.

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MINIMIZING UNFAIR MEANS AT THE SCHOOL LEVEL EXAMINATION

Change in Question Papers Certain commendable administrative measures have already been taken by the CBSE in this respect. The CBSE has made considerable progress in improving the question papers. But the Board Examination is summative evaluation and efforts should be made to make this question paper more comprehensive to cover more content and also to test higher mental abilities. The questions should be framed in such a way so as to check the conceptual clarity of the examinees. Evaluative and diagnostic type of exercises must be set so that the cognitive, psychomotor and affective domains of learning can be tested. At present the candidates memory and, to a certain extent, expression are tested. When the questions are framed in such a manner then mass copying becomes easy, as the answers are straight from the book and can be photocopied and passed around. The design of the question papers must be improved, so that knowledge, understanding, skills, attitudes and values can be assessed. In this type of question paper copying shall become difficult. Also, a written external examination attempts to evaluate all subjects in a short period of time. In this respect it would be pertinent to compare the American System where there is continuous assessment and no single external examination is conducted except in NY States Regent Examination which is also a combination of internal and external examination. During the 4 or 5 years of Junior and Senior High School the students are evaluated on daily class work, project and community work. Frequent standardised and objective tests, diagnostic tests, aptitude tests and psychological tests are conducted. Interest inventories and profiles of students are maintained. Promotion is based on the units of credits and sufficient remedial education is imparted. The evaluation is continuous and comprehensive at the end of which High School Diploma is awarded by the Accredited Schools. In this system mass copying has no place. The CBSE has made a note worthy advancement in granting autonomy to some schools which will pave the way for further innovations to improve the education system within the present frame work. A study group can be set up to explore the feasibility of preparing tools of evaluation to assess creative abilities, sensibility and higher levels of learning, where mass copying cannot be resorted to so easily.

Semester System introduced at the secondary stage will also add in diminishing the value attached to marks attained at a single external examination, which directly leads to increase in mass copying. The semester system will ensure continuous and comprehensive evaluation and will allow a student to make up, in case he does not do well in one examination. The system of credits as being followed in American Schools may be adopted. The semester system has the added advantage of cumulative assessment with a consequent decrease in mass copying. The modalities of

the semester system can be worked out in any of the following ways :

- (a) External Examination every six months at the secondary stage with paper setting as well as evaluation being done by the Board.
- (b) Question papers for each semester examination to be set by the Board and evaluation to be done by evaluators of affiliated schools themselves. Random checking of 10% of the evaluated answer scripts may be undertaken by Supervisors/Inspectors assigned by the Board.

Suitable proformas may be developed to assess the scholastic as well as non scholastic areas of learning. Grades can be awarded instead of marks as too precise an evaluation is not always possible. The adoption of the Semester system will significantly reduce the cancer of copying.

Open Book Examinations have been discussed in many forms but this innovation can radically reduce the instance of mass copying. The use of books and resource material in an examination hall may sound *incongruous*, but is educationally sound. The emphasis will have to shift to more meaningful changes in the design and content of question papers. The accent will have to change from merely testing the ability to recall the content to assessing the understanding and application of concepts by the students and problem solving. The teaching-learning process will have to be geared up to meet the demands of this kind of examination. Examiners and teachers alike will have to be suitably trained to conduct open book examinations, but serious thought and deliberation must be given to this pattern of examination if mass copying is to be eradicated.

Within the framework of the present system of Examination, the following improvements are suggested :

- (a) Greater Accountability of Examiners, Centre Superintendents, Centre staff and Invigilators is a pre-requisite of fair examinations. In some of the smaller towns and rural areas it has been observed that Examination Centres, are set up in the same schools in which the examinees are studying. It has been observed that in such cases mass copying often takes place with the overt or covert assistances of the centre staff and invigilators. When detected, punitive measures are taken against examinees caught copying but rarely any action is taken against the centre staff. In such cases not only should suitable action be taken against the staff, but if this occurs in an institution on more than one occasion, the school should be disaffiliated and de-recognised. Unless deterrent punishment is meted out the problem of mass-copying cannot be contained.
- (b) *Role of police personnel* Close liaison must be maintained between the centre staff administrative person-

nel, representatives of the Board and local police personnel. Security checks are now a common feature of life in India. At every airport public gathering or meeting, physical security checks and frisking is resorted to by security and police personnel. With the assistance of police personnel and women constables examinees should be checked and frisked at the entrance of the examination centre, so that no unwanted material can be taken while the examination to the examination hall. Students should be discouraged from leaving the hall while the examination is in progress. When it is unavoidable, then examinees must be frisked while leaving and re-entering the Hall. Security personnel must also be stationed near toilets. At trouble prone areas police patrol vans must be deployed and extra vigilance maintained. All unauthorised personnel must be removed from the vicinity of the examination centre. Aiding and abetting in mass-copying must be made a *cognizable* offence and offenders must be brought to book.

- (c) Parents/guardians or any other persons not connected with the conduct of Examination must not be permitted to enter the premises of the Examination Centre. They must be detained by the security staff at the gate itself, where there is a boundary wall, and in no case should they be allowed to enter the main building.
- (d) *Supervisory Staff* at examination centres must undertake their duties in all seriousness. Constant vigil must be maintained by them and frequent rounds must also be undertaken by the Centre Superintendents and Deputy Superintendents. It has been observed that where this is being done, instances of mass-copying are reduced.
- (e) In trouble prone areas, flying squads must be sent more often and greater vigilance observed.

Rates of Remuneration to evaluators and invigilators must be commensurate with the nature of the work undertaken, so that they are not tempted to resort to unfair practices.

Invigilators and Centre Staff are often faced with threats. Adequate measures for their security must be ensured by the local police authorities. Demoralisation must not be allowed to set in.

Administrative measures must be taken to ensure that utmost secrecy is maintained in the setting, printing and distribution of question papers. At times it is observed that leak takes place when question papers are placed for too long in a particular place. All loop holes must be plugged, laxity checked and lacunae identified. Once a discrepancy or leak has been detected, then strict deterrent action must be taken. Accountability must be established and punitive action must be taken. It has been seen even when errors in evaluation are detected in re-checks, examiners are penalised only to a limited extent, even when the cases are widely publicised by the media.

In the final analysis, teachers, educationists, administrators and academicians must look inwards and indulge in a little introspection. Is the teaching learning process truly effective? Are all the educational objectives being met? There has been a significant lowering in standards of teaching. More often than not teaching is wholly examination oriented, the objective being to attain those elusive marks. Teachers resort to short cut methods. Tuition centres and coaching classes abound. The education system too has not lived up to the expectations. Some of the onus for the present state of affairs must be borne by us as students have become disillusioned with the system as a whole and take recourse to unfair means to achieve their goals. Unless each one of us pledges to work with dedication, integrity, renewed and missionary zeal we cannot eradicate this evil.

8. UNFAIR MEANS IN EXAMINATIONS

D. A. Tressler

With the onset of the examination season, begins a period of stress, strain and trauma for parents, educators and students. The menace of resorting to unfair means looms dark and ominous on the horizon. Papers set with care for persevering students' burning of midnight oil and the work of committed educationists becomes worthless in the face of mass copying, chits carried into examination halls, blatant answer-reading on loud speakers and the like. The methods are too many to enumerate and are well-known to every literate member of society. Each year, more and more ingenious ways are devised and it has apparently become an education in itself. Proven statistics are in fact only the tip of the iceberg, as the number of undetected cases are countless.

Causes of Unfair Means

Malpractices in examinations lead us to examine the reasons for which this ever spreading cancer has established its tentacles so firmly in our society. All the reasons discussed below are interlinked and often overlap each other. However, there is no harm in examining them as effective measures to control the disease of what we are most concerned with.

Growing indiscipline is one of the major factors. In the rat race and cut throat competition that has become a part of life, value systems have degenerated and in certain areas, almost ceased to exist. All norms and ethics are sacrificed at the altar of so called progress and the promised carrot of an elevation on the social ladder is too much to resist. Students, parents, teachers, evaluators and invigilators think nothing of helping students to cheat, if it might be put crudely, and even suggest ways and means of doing so. The ends appear to be all important, the means immaterial.

Our system of examinations has also to be blamed for a decline in fair play. Too much stress is laid on theory and less on skill - oriented learning. Cramming for examinations leads to the feeling within students that they actually know nothing and need to be reminded during the examination, hence they resort to foul play.

What is perhaps one of the most important causes of the subject under consideration is the phenomenal growth of the population and the desire of each literate individual to get a worthwhile form of employment or any employment at all. The economy being what it is at the present

moment, the rising prices and lack of suitable jobs make it all the more difficult.

To make bad matters worse, even the lowest paid jobs today require an aspirant to have some manner of degree or diploma. With the spread of literacy there is the desire to get better jobs and to excel at any cost. Corruption is thus rampant in every department dealing with evaluation.

Rather than an indepth study of the causes and a sincere attempt to solve this problem, it has been considered sufficient to leave it as just another instance of a decline in discipline. Hence there are flying squads that are called in to control, but often remain to aid and abet. There are inspection teams that arrive in a flurry to conduct an on the spot, surprise check, but are unsuccessful in catching culprits as prior information has reached the centre in question. There are invigilators who follow the practice of forgiving or forgetting with or without a consideration.

Measures to solve the problem

How can we solve this problem, the gravity of which has assumed tremendous proportions. Firstly, we have to approach this situation at the grass root level. Private schools lay emphasis on value education or Moral Science, Government schools neglect this aspect of school training altogether. Unless it is made a compulsory part of education from the Primary School right up to the plus two stage, we cannot expect to ingrain within the students such time honoured values as honesty, loyalty, integrity, fair play and the like. Whereas many schools do aim at instilling these essential qualities within their students, they do not go about actively promoting classes of this character.

Principals of schools and department heads must emphasize to their teachers that at least thirty five minutes a week be devoted to value education. This does not imply a dull lecture on being good, but envisages a period of enjoyment, of role play of self analysis, the possibilities are tremendous. School assemblies must also reflect these thoughts and ideas. Besides an allotment of one short period to the subject, teachers must constantly guide and direct their students and create an inner discipline and a voluntary acceptance of norms and written and unwritten laws of society. It might appear that this is a very lengthy process, but there is no magic process that will give us immediate results and we must begin somewhere.

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Secondly, the examination system itself needs to be reformed to ensure that there is a minimum of malpractice. For this, again there may be the requirement of a change of curriculum. Skills should be tested than matter that is entirely of a theoretical nature. Application of knowledge rather than text book matter should be stressed for purposes of evaluation. Project work must be given due importance. This puts a greater burden on the school and the teachers concerned, rather than external examination and evaluation. To prevent unfair means which can be used in this system as well, external examiners must visit classes a number of times during the year to assess the progress of such programmes. Immediate changes of a non-traditional nature might not be practical, desirable or even acceptable, but they need to be thought of and begun in a phased manner. Thirdly, vocational guidance must be made compulsory, once a student has cleared the Class X examination. Professionals from different fields must come and talk to parents and children about the variety of occupations that may be taken up. A psychologist must test a child to ascertain his attitude and capability in different areas. A dynamic principal will find that these services will not cost the school a penny extra. There are a number of volunteers from amongst the parents themselves who would be willing to perform this service for the school without any form of payment.

It is amazing how many parents are totally ignorant about the job opportunities available today. They force

their children to opt for subjects beyond their capability and then encourage their wards to indulge in all sorts of unfair means to reach their goals. Thus education of guardians becomes terribly relevant and a step in the right direction towards eradicating the evil of using unfair means in examinations. When students find that they are unable to cope with the courses they have selected they tend to find ways and means of achievement by fair means or foul.

Finally, some drastic changes must be made in the government schools from where the majority of cases of malpractice are reported. Raising of standards of education, adherence to desired methods of teaching and teacher discipline are some of the areas that need to be monitored on a regular basis. There are serious doubts as to whether this is being effectively or for that matter if it is done at all. The problem of unfair means in school examinations cannot really be discussed in all of its ramifications and probably every method suggested to do away with this evil will have loopholes. However, we must not be complacent about it for it remains a problem and requires to be solved to a certain extent to bring it down to the minimum. Let it be put to a country-wide debate so that parents, students, educators and those framing policy may begin to work on it on a war-footing to evolve a satisfying system and a code of conduct that will make examinations effective and worthwhile.

9. A VIEW POINT ON UNFAIR MEANS IN EXAMINATIONS

N. C. Gupta

The process of imparting education to the students can be divided into three parts :-

1. CURRICULUM

This should be framed with an eye to the needs of the society, as well as to the needs of the students according to their mental maturity and interest. The curriculum should be so flexible, so that it is not treated as a burden on the students, but it should be stimulating through which the students should get a sense of achievement and pride after completion.

2. METHODS ADOPTED FOR IMPARTING EDUCATION

The process of imparting education needs to vary according to the age and mental ability of the students. It should not be limited to chalk and talk in the class room, but various methods should be used suitable to the varying requirements of the students. Previously, book libraries were supposed to be a great help to the students apart from the lectures delivered in the class. But now the use of film projectors, video are invoked by various countries to suit the varied requirements of the students.

3. EVALUATION

Evaluation plays a very important role to test whether knowledge has been assimilated properly or not. This is also used to assess the scholastic achievement among the students of a class which determine admissions to various courses. In our social fabric such achievements are used for providing jobs in the Govt., public sector undertakings, private companies and others. The dependence on scholastic achievements for admission and jobs has led to unfair practices in the examination system. Because of shortage of jobs at various levels every aspirant tries to secure maximum marks possible by fair or unfair means. This leads to a big disappointment to the honest and bright students, while the dishonest ones get the benefit of getting higher marks through unfair means.

Examinations are recognized as a strong mobilising force in education. They provide a strong stimulus to educational effort affecting the teachers, students as well as boards of education. This motivating force of examinations depends upon the belief that they would be conducted fairly or honestly. Unfair means in examinations do not

cripple only the education system, but also destroy the very democratic fabric of our society. As a consequence of the malpractices, the distinction between competence and incompetence becomes more difficult to discern and the principles of equality of opportunity and social justice, which are essential ingredients of democracy, are eroded in Indian context. Thus the mal-practices in examinations prove cancerous both educationally and socially.

Types of Unfair Means

Conduct of an examination requires lot of preparations at the secretarial level. Setting, printing, storage and distribution of question papers is the most straining part of the examination process and needs utmost care as any leakage of question papers even at a few centres invalidates that particular examination. The most common problem at this stage is leakage of question papers before the conduct of the examination.

This leakage may take place at various levels such as :-

- (a) The individual who sets the question paper.
- (b) The office of the controller of examinations.
- (c) The press where the question papers are printed.

Sometimes, answer books are pilfered from the examination centres with the object of replacing the answer books issued by the invigilator at the time of examination. Impersonation by students at the time of examination is also prevalent. But such cases are negligible. However, the leakage of question papers is a serious problem. It leads to heavy financial losses for reprinting of question papers and their distribution to various centres. Even to the students, it creates inconvenience because they have to take the particular examination again.

This problem is being tackled by the various boards by getting more than one question paper set and distributing various question papers without the knowledge of the centres as to which particular paper they will get. But this system has created problems in maintaining uniform standards because it is very difficult to set question papers of exactly the same standards.

Unfair Means at the Examination Centres

The maximum use of unfair means takes place during the actual conduct of the examination. Various methods are used for this purpose.

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- (a) Students come prepared with copying material in their pockets, sleeves, shoes etc. with the intention of copying in the examination hall. Sometimes, even books are brought in with the intention of copying. This practice is so common that it is very difficult for the invigilator to physically check each and every student. Further the invigilators hesitate in taking serious action because of fear of violence by the unscrupulous students inside the examination hall as well as outside. Most of the teachers are now reluctant to perform the invigilation duty because of lack of security. There have been cases where invigilators have been physically injured with no compensation either from the employer or from the Govt. The remuneration which the invigilator gets is not in accordance with the time spent and the risk involved. In most of the cases, invigilators just ignore the unfair practices being used in the examination hall and they keep their duties limited to the distribution of question papers, giving of answer books, giving additional answer sheets and collection of answer books after the examination.
- (b) With the photocopier now available, it has become very convenient to smuggle out the question paper and get the answers smuggled into the hall with the help of photocopier. If we really want to improve our examination system, then it is very essential that we provide proper security to the invigilator apart from insurance cover and a reasonable remuneration.

After the Examination

The infection does not finish at this level. it goes on further by way of approaching the examiner for getting higher marks. This is now done through common friends and also through financial considerations. In spite of secrecy system prevalent in the boards and universities, students are able to find out the names and addresses of examiners for achieving their unjust aims. In many cases, it has been observed that even the staff in boards or university

offices are involved. Mistakes are made intentionally in preparing the mark lists.

Suggestions to Prevent the use of Unfair Means at Various Levels

It is suggested that question papers should be set for the same subject by various individuals. The printing of question papers should also be done in various presses. Different question papers may be sent to different examination centres.

At the examination centres, tight security should be provided. A simple physical check of all students at the time of admission to the examination hall may help in reducing this.

Apart from teachers and the candidates, entry of other persons in the school campus should be strictly prohibited.

All persons connected with the examination work should be declared as public servants and intimidation, assault or use of criminal force on them should be declared as a cognizable offence. Invigilators should be provided with insurance cover in case of any physical assault inside the hall or outside. The remuneration given to the invigilators should be commensurate to the type of duties expected out of them.

The system of sending the answer books to the examiner's home should be stopped. On the spot evaluation will avoid most of the unfair practices used after the conduct of the examination. The staff conducting the examinations should be of high integrity. It is suggested that the job opportunities should be delinked from the percentage of marks obtained by the students at various levels. This will reduce the temptation for using unfair means to very great extent. In fact the use of unfair means is like a cancer in our society. We should not only resist the temptation of using unfair means at the time of examination and be fair but practice it in other walks of life as well. We shall have to find out ways and means to develop the right type of character in our youth. Otherwise this social problem, will continue to increase instead of decreasing.

10. UNFAIR MEANS - A STUDY

A. Sinha

Experience makes us believe that the menace of use of unfair means should be as old as the examination system itself. Temptation, to the use of the unfair means during the examination, is so great that hypocrisy apart, to be honest, no one can possibly resist it. Studies have revealed that age and position is no bar to this temptation. Any person of any age, sex and holding any position, senior or junior, may fall prey to it. Involvement of top bureaucrats to senior police officials and even teachers has been reported from time to time. It may be generalized by summing up that it is an inherent tendency on the part of any examinee, whosoever he or she may be, to try to write the matter, he does not know or remember by finding it out some how. Since the means are dishonest - not acceptable, as they provide unequal benefit to an individual, these are termed as unfair means.

With the sudden decline in our value, greed for finding shortcuts to jobs and career, lust for money-due to increasing social importance attached to material, population explosion, influence of might and muscle power and poor and wrong patronage of people who matter for the society, the emphasis has shifted from an invisible and almost a non-existent problem to an organized system of use of unfair means - where every successful attempt, by hook or crook, is considered victory of the examinee. The success of the mission is the ultimate aim-everything and every body else seems to be secondary. It has acquired such a dimension that the entire examination and evaluation system appears to be a farce in the eyes of those who still wish to survive with a VALUE SYSTEM. Consequently, it is a BIG CHALLENGE and also a threat to those who are considered to be the custodians of the faith imposed in them by the examinees in general and society at large.

Let us accept the fact that the adoption of unfair means is fast becoming a way of life. It has entered as cancer in the body of our academic life-that will finish us if not treated timely. It is going to cripple us. A generation of worthless duffers and idiots is fast emerging who may have certificates, diplomas and degrees, but no education not even literacy. Money minded self seekers are out to mis-

guide the student community to adopt easy means to obtain a certificate. In the process, they are minting money by somehow managing a copy of the question paper before the examination and fleecing vulnerable students. Copies of the question papers are sold, in confidence, through such students in hostels and homes. In many cases parents too are a party to it. Proprietors of many 'teaching shops' consider it a help and charge heavy brokerage for arranging question papers to their students. They consider it as a part and parcel of their educational programme and activity. Many tuition minded teachers, commission loving Headmasters too play a very serious role in this kind of exercise as they are 'morally bound' to 'help' their students. One Headmaster, of a state run school privately narrated that mostly the marks obtained by the students depend on the spot ability of the available teachers/helpers.

He also admitted that this was necessary to produce good results to earn a creditable ACR - without actually teaching the students. Moreover, under the prevailing norms, the system is generally accepted by the stock of easygoing students, helpless parents and unconcerned and disinterested authorities. In fact, such teachers earn the reputation of helpful and resourceful persons. After all, these methods help their customers in higher paper achievement that helps them in admission to the next higher class.

Around an Examination Centre, one can notice the flourishing business and fortunes of photostat shops, keys and guides sellers and of course the muscleman with the ability to manage their entry and access to the candidate. Around one such centre, I noticed that a shoe shop keeper was selling guides instead of shoes and around his shop. Policeman/Homeguards too, at times, for a change, provide a very friendly and co-operative atmosphere by extending efficient courier services to their candidates.

Surprisingly, girl candidates too are picking up the thread and the transfer of technology is complete - in fact at times they come out with highly innovative methods and ideas.

In the entire process, sufferers are those who live with their conscience. They are unpopular, live with a constant threat to self and members of their family and are labelled as persons with no practical wisdom and ability.

The menace has reached such heights and proportions that mere patch work will not bring any change.

It has to be fought on war footings-simultaneously highlighting the evils of such practices through media. Wise persons of the society though understand the outcome of this cancerous disease, find themselves helpless and feel disgusted. I remember the positive response & appreciation Mr. Raja Ram, Chairman HBSE received when he went round with fully equipped flying squads to various Examination Centres and noticing the use of unfair means, ruthlessly cancelled such centres on the spot and asked the candidates to report for the next paper to a place far off from their homes. Ironically, the fear of such a move, made the parents scold their wards and they were forced to study for the examination. The Board result went down from 85 to 29%. But the word spread around that one shall have to study to pass.

Through the last few years, the meance of unfair means has increased in geometrical progression and reached an alarming height, the machinery to counter it, has not been upgraded and equipped properly. As such, we are always on the defensive.

The system needs, complete over-hauling. No cost is enough for such a reform. An impression has to be created in the minds of the students and the parents that we are an efficient lot, know our jobs well and mean business. We need to be clear about our objectives and goals. We shall have to equip ourselves. Needless to emphasize that the staff, associated with this job must be adequately compensated and rewarded.

Evaluation part should attract the attention and importance it deserves. It must enjoy high credibility in the public eye. Everybody should have complete faith in it. To achieve this, it is absolutely essential that persons who are associated with it don't act/are allowed to act like 'Butchers'- they should be sincere, honest and devoted persons-willing to do justice to each case. Any remuneration paid to them is less, if this most important task, is performed well.

To keep a check on the Evaluation, re-evaluation system may be tried to give an opportunity to the candidates to be reassessed by another Examiner.

I would like to conclude by saying that let us wake up, apply ourselves without make up and with all seriousness and do all that is necessary by introducing everything desired to remove this cancer from body of academics and the society before it is too late.

11. MASS COPYING IN EXAMINATIONS : SOME REMEDIAL MEASURES

B.B. Khare

Examination system has been under criticism from the very beginning. As early as in 1948, Radha Krishnan Commission remarked we are convinced that if we are to suggest any single reform in University education, it would be that of examination. Mudaliar Commission (1952) observed that the examinations today dictate the curriculum instead of following it, prevent experimentation, hamper proper treatment of subjects and sound methods of teaching, foster a dull uniformity rather than originality- people assess education in terms of success in examination. Kothari Commission (1964-65) recommended setting up of special units for examination reform.

Number of seminars and conferences have been held on the subject for decades. Various scholars, who undertook studies on examination system, suggested variety of reforms. However, examination system continued to have a deteriorating trend inspite of introduction of various measures by Government examining bodies and institutions. It is sometimes said deterioration has been directly proportional to the seminars/conferences held on the subject. It simply means that deterioration has been there inspite of continuous efforts to improve the system. Sincerely speaking the modern education in India from the very beginning did not incorporate the assessment and evaluation system as an integral well-knit part of educational system in its natural form. Rather, examination system appears to be a super-imposition over regular teaching and learning process. It occupied a dominant position in the educational system. The evaluation for improvement of the quality of teaching and learning turned out to be the regulator of education system in India.

The first Indian University Commission in 1902 observed that the greatest evil from which the system of university education in India suffers is that teaching is subordinated to examination and not examination to teaching.

The test of success of evaluation system is that it should be reliable, valid and objective for measuring the development of the student and should be a powerful instrument for improving teaching and learning. It should (i) eliminate the chance factor (ii) should deemphasize the weightage on such memorization that lacks understanding of the

subject matter, and (iii) ensure equal standards of evaluation for all students ensuring objectivity and thus reassuring the students that their hardwork and idealism would not be undermined by implacable resource constraints, rigidity of the system, and faulty examination techniques.

There have been various malpractices in examinations resulting in the defeat of the objectives mentioned above. I do not propose to go into the reasons for the same in this paper. Selective reading by the students keeping in view the expected or guessed questions in the examination question paper, cramming without developing an understanding and analytical qualities of mind, making use of notebooks, guides and guess papers are some of the methods adopted by the students, which though defeat the very purpose of evaluation, are not categorized as unfair means. Leakage, of question papers, impersonation, individual copying, smuggling answers to question papers in the examination hall and even smuggling written answer books to replace the original answer books, approaching the evaluators for the original books, approaching the evaluators for higher award, threatening to invigilators are various unfair means prevalent in the examination system today. One can say that these evils (including academic and intellectual dishonesty not classified as unfair means and other acts treated as unfair means) are like cancer in the whole body of the examination system. Nothing useful can be obtained by surgical operation of one or the other part of the body. The cure for disease like cancer lies in the replacement of the whole body of the system rather than treating different parts of the disease in isolation.

However, the subject of the present seminar organized by the Central Board of Secondary Education is only to suggest preventive remedies with a view to eliminate chances of mass copying at Board's examinations. The subject matter focussed at mass copying can be dealt with only for some symptomatic treatment which may or may not even temporarily, provide relief to the suffering community of students. Before we discuss measures to eliminate chances of mass copying at the Board's examinations, it would be appropriate to clarify the concept of mass copying vis-a-vis individual copying. Where copying in an examination hall is resorted to by one or a few students individually, it can be treated as individual copying. As against this, where a large number of students copy out answers in an examina-

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tion hall or written answers are smuggled in an examination hall for use by all or most of the students, either in writing or by use of other methods such as a public address system etc., the practice is commonly called mass copying. In individual copying, the student, at his own level by individual effort, tries to make up his deficiencies and also carelessness in studies during the year by copying out the answers to the questions. It has its own ill-effects. The mass copying is a greater social evil - an epidemic that affects not only the student community but also undermines the very sanctity of examinations & pollutes the whole environment. At administrative level, the examination body takes care in matters of fixation of examination centres, appointments of Centre Superintendents and invigilators and also to provide police help to the Centre Superintendent. In addition, the system of the inspection of the Centres, Flying Squads for surprise checks, appointment of observers are other administrative measures adopted by the administrative system of the examining body. However, these administrative measures have not yielded the desired results. There is a need to identify factors promoting such undesirable practices and to think of preventive remedies for the same. Some of these are discussed below:

PUBLIC OPINION

The social, political and economic ethos of the Society are such that these practices get encouragement rather than condemnation. Mass copying is a combined & organized effort made by a body of persons in which one cannot exclude invigilators, authorities, incharge of the examination centres, parents and outside members of the Society. The threat of violence combined with the zeal of projecting their own students at a level higher than they deserve and fear of disciplinary action in some cases may come in the way of creating proper will and commitment of the teachers to eliminate this evil. On the part of parents, it may be a desire to have better results for their children without realization of long term ill-effects of the evil of mass copying. There may be some vested interests also of other sections of society where temptation of earning easy money necessary for survival and development of an elegant society.

There is need to create a consciousness amongst the teachers, parents and the members of the Society, the need to create an atmosphere of such social ethos where unfair practices are condemned. The problem of mass copying cannot be dealt with and eliminated as a law and order problem. Moreover, for successful implementation of any regulatory law, it is always desirable as well, rather necessary in a democratic set-up, to create public opinion in favour of the law and various media that are used by the government for successful operation of the law. Accordingly, it is very necessary that the examining bodies create public opinion against this menace. A public relations and

publicity unit may succeed in creating strong public opinion against malpractices such as mass copying.

A lot of efforts need to be put in propagating the values for fair conduct of examinations and to create a will amongst all to overcome this menace. The Education Board, Government and the managers of the schools should hold regular meetings with the teachers, principals, students, parents and citizens of the neighbouring areas to emphasize not only the need for stopping the menace of mass copying but also projecting how this, in real terms, adversely affects students own career and the society in general. Production of appropriate publicity material such as posters with imaginative and innovating ideas, advertisements, publication of pamphlets pointing out the demerits and harms done by such unfair practices to the students, their parents, the Board and the society in general. The other modes for creating public opinion are formation of Students Forum, Teachers Forum and Citizens Forum of the parents and other citizens.

STUDENTS FORUM

Students are most important in the system. The whole education and examination system is for them and as such we have to recognize their role. Treating students as aliens, subjected to the rules and regulations formulated by the authorities, is a great hinderance to the reforms in the examination system. We need to train and educate students and to seek their commitment and willing cooperation for successful implementation of various measures intended to benefit them. It would therefore, be desirable to have, in every school, a students forum comprising all secondary level students who are the present and future examinees. there should be regular meetings, lectures, debates and discussions on the present system and the model of examination.

The authorities of the Board, Government officials, Principals and teachers of the schools may address the students and at times initiate discussions in which students should be encouraged to participate freely. These forums are likely to create an atmosphere of condemnation or mass copying.

TEACHERS FORUM

The conduct of examination and evaluation is totally at the hands of the teachers-may it be paper setting or invigilation or management of examination centres, or evaluation of answers scripts, and so on..... Teachers have their own problems in regard to invigilation and management of the affairs of examination centres. It has also been observed that there is a wide communication gap between the Board authorities and the teachers. Many of the teachers are not even aware, not at all well-versed, with the logistics of the policies formulated and instruction issued by the Board. There is a need to bridge this gap. Formation of a Teachers Forum in every school or in a group of

schools, comprising all teachers at secondary level, will go a long way in filling up this gap. Periodic meetings of the teachers and also periodic participation of the Board authorities and government officials in these meetings will not only encourage commitment and will on the part of teachers but also help the authorities in understanding the genuine field problems and difficulties of the teaching community in matters of conduct of examinations.

CITIZENS FORUM

It is a difficult task to constitute and organize Citizens Forum. The parents and guardians, respectable citizens including educated neighbours of the school, book-sellers and publishers and local public leaders may be considered for membership of this forum. Meetings of this forum should be organised jointly by the Principals of the Schools and Board authorities. The existing examination system, its advantages and the impact of malpractices on the career of the students as well as on the society as a whole may be themes for discussion at this forum.

MULTI QUESTION PAPER SYSTEM

One frequently used mode of mass copying is smuggling out the question paper from the examination centre and with the help of zerox machines, etc., smuggling in answers to the question papers. This *modus operandi* becomes easier with the same question paper given to all the examinees. If only one copy of the question paper is somehow sent out of the examination hall, it is very easy to work out answers to these questions, zerox the answers and smuggle the same in the examination centre for free access to the examinees.

A preventive measure worth consideration in this regard is the introduction of multi question-paper system for the examination. In this system, there may be 8 or 10 question papers from the same syllabus set by the same examiner, or set by different examiners and moderated by one Board of moderators, to ensure the same standard of all the question papers for the same subject and topics. This can be achieved by creation of question Banks by the Board. One of these question papers, may be given at random to each student ensuring that one student in the same row of the examination hall gets a paper different from the paper given to the other student. In other words, multiple, say 8 or 10, question papers may be used for distribution among the examinees and each examinee will attempt only that paper which is given to him.

It would mean that the examinees of the same examination in the same centre will attempt different questions from the prescribed syllabus.

The multi-question paper system, being altogether a new idea, may initially not be appreciated by all concerned as our mental attitude is in tune with the age old practice

of the same question paper for all examinees. Some of the objections which may be raised for introduction of this multi question paper system and answers to these objections are enumerated below :

- (i) It may be said that the system will be discriminatory for the examinees and its legal validity is questionable.

If the questions are from the prescribed syllabus and are of the same standard, there should be no reservation in regard to the adoption of the system on the ground of discrimination or legality. After all, the viva-voce is and has been valid method of evaluation, where different questions are put to different examinees from the same syllabus and achievements are recorded on the basis of answers given by the examinees. No discrimination is alleged on award of marks to the examinees, even though the questions put to them are different. Further, each student is required to study the prescribed syllabus and should be able to answer any question from that syllabus.

- (ii) The multi question paper system may be more expensive as it will involve printing of larger number of question papers.

It is true that the cost of printing of question papers may slightly be higher, though it will not be very high as number of copies for each question paper will be proportionately reduced. In other words, it will add only the cost of composing which may be insignificant in the context of total examination budget. Cost of paper (which is a major item), printing and packing will remain more or less the same.

- (iii) It will be administratively difficult to manage the system.

First of all, administrative machinery is created to meet the requirements of the system and the examination system should not be subordinated to administrative convenience. If the merits of multi question paper system are appreciated, it is not difficult to manage it with slight administrative reforms. The detailed administrative scheme of managing the system may not be appropriate to be described here. It is sufficient to say that only with minor changes in the present management of the examination centre, it can make the multi-question paper scheme a success.

This system will definitely make it difficult to smuggle many answers in the examination hall for use of the examinees. The simple reason is that it will be difficult to smuggle out 8 or 10 question papers, it will take a lot of time to prepare answers to all questions and to pass on the answers to the students as it will be difficult for the miscreants to locate which question paper is being attempted by a particular examinee.

DECENTRALISATION

One major factor responsible for promotion of mass copying is growth in the number of examinees. Earlier, with lesser number of students and lesser number of examination centres, it was relatively easier to have direct supervision and control. There is an urgent need for decentralization of the whole examination work. The Central Board of Secondary Education head office may deal with broad policy areas whereas the actual conduct of examination may be entrusted to some zonal offices. A zonal office may be there for about 40 to 50 thousand examinees. This will ensure better performance of various forums mentioned above, easier control and supervision of examination centres and more reliability of the evaluation system.

PARENTS OPERATION

In regard to the administrative measures taken by the Board, such as constitution of high power Committee,

inspections, surprise checks and full-time observers at the examination centres, it may be useful to associate some of the parents in these measures. These parents can be chosen through the parents-teachers associations. Such selected parents may join as a member of the Flying Squad, high power committee and the team of inspectors and supervisors. Association of parents in these measures may have both types of reaction i.e. it may discourage mass copying or it may hinder the efforts made by officials to check mass copying. It is, therefore, very important that the parents associated with these measures are chosen with utmost care and caution keeping in view the objectives proposed to be achieved by their association.

The measures suggested above will not undermine the role of other administrative measures such as inspection of the examination centres, Flying Squads, full time observers etc. The suggested measures are intended to strengthen the present administrative measures in terms of their objectives.

APPENDIX

LIST OF PARTICIPANTS

<i>S. NO.</i>	<i>Name</i>	<i>S. NO.</i>	<i>Name</i>
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3.	Sh. S.C. Gupta Controller of Exam., CBSE	19.	Sh. N.C. Gupta Principal, Summer Fields School New Delhi
4.	Sh. S. Gopal Secretary, CBSE	20.	Mr. Ajai Sinha Principal, Model School Rohtak.
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6.	Ms. Veena Sirohi Head Mistress Vishva Bharti Public School, Noida.	22.	Mr. I.J. Widge Principal Govt. Boys Sr. Sec. School Krishna Nagar, Delhi
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13.	Mr. Nathu Singh Tolia D.D.E. (East), Delhi	29.	Sh. B.R. Gupta Joint Secretary, CBSE
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