ROLE OF PRIVATE SECTOR IN EDUCATION

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Preface

This study on the Role of the Private Sector in Education in Karnataka is one of nine sub-sector studies commissioned by the Department of Education, Government of Karnataka to provide inputs for the preparation of a perspective plan for the future course of education in the state. In this study the current role of the Private Sector at different levels in the educational scenario of Karnataka is examined and the potential of private enterprise to meet part of the expanding educational needs of the state is also highlighted. The study was carried out in 2000 – 2001 over a period of 18-20 weeks that included intensive field studies involving a small purposive sample of schools in two districts of Karnataka.

This Final Report on the study is presented in eight chapters and three appendices. An overview of the study, including the objectives, methodology, data sources, major findings and recommendations are presented in Chapter 1. Chapter 2 examines the structure and state of the present Educational System in Karnataka and the contributions of the private sector to academic programmes at different levels. In Chapter 3 we take a detailed look at private educational institutions in comparison with their government counterparts at different levels, focusing attention on their location, enrollment of students and employment of teachers.

Various issues related to the quality of educational services provided in private sector institutions at all levels in relation to similar services provided in government sector institutions are examined in Chapter 4. In discussing these issues at the school level we draw heavily upon the findings of field studies in two districts, Bijapur and Udupi. In Chapter 5 we deal with issues of Equity and look at the opportunities availed of in educational institutions, both private and government, by special groups such as SC/ST as well as the extent to which the *gender gap* persists.

In Chapter 6 we examine the costs and financial aspects of educational services, the state government being not only the main provider of these services but also by far their major financier. Since no specific details are available about the expenditure incurred by the private sector in unaided institutions the contents of this chapter relate mainly, as also broadly, to the government sector, with inferential references to the private sector. Various regulatory policies, mechanisms and

framework set up by the government in respect of private agencies/organizations in the educational sector are discussed in Chapter 7. In Chapter 8 we examine very briefly how the educational services in the private sector can be expanded as well as improved in an orderly and planned manner. In Appendix I the tools employed in the field studies are presented. Summaries of responses of students, teachers, head teachers, parents and educational administrators interviewed in the field studies at Bijapur and Udupi are presented in Appendix II. Finally, two case studies are presented in Appendix III.

Secondary data pertaining to the study, obtained from a number of government departments/agencies, has been processed and presented in a variety of graphical formats in most cases for better visualization of the information content. Lack of precise or detailed data in some cases has not been a major impediment since the underlying issues are largely qualitative in nature. Despite the difficulties experienced in getting the required data from secondary sources the basic objectives of the study have not been compromised.

Acknowledgements

The chief consultant who had overall responsibility for this sub-sector study is thankful to the following key people in the educational field who have contributed to the initiation and successful conclusion of the study: (i) Ms Vatsala Watsa, IAS, former Principal Secretary for Higher Education, Government of Karnataka and Chairperson of the committee for the sub-sector studies, (ii) Dr (Smt) Malathi Das, IAS, the present Principal Secretary and Chairperson, (iii) Shri R N Shastri, former Secretary to GOK, Primary & Secondary Education, (iv) Shri Lukose Vallatharai, IAS, Special Project Director, DPEP and member-secretary of the committee for the sub-sector studies, (v) Shri T N Vijay Bhaskar, IAS, Commissioner of Public instruction and member of the review committee, (vi) Professor R Govinda, NIEPA, New Delhi and member of the review committee, (vii) Ms Sajitha Bashir of the World Bank, New Delhi, and (viii) Professors C Seshadri and M S Lalithamma, members of the review committee.

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The Chief Consultant is greatly indebted to the assistance provided by numerous government departments/agencies, especially the directorates of School Education, Technical Education, Collegiate Education and Vocational Education, the PU Board, the DDPI's of Bijapur and Udupi districts, the BEO of Udupi and the Registrar of the Rajiv Gandhi University of Health Sciences, Bangalore. The extensive personal discussions of the investigators with a large number of officials of government departments/agencies as well as heads/key persons of numerous institutions in the private sector contributed significantly to the crystallization of the findings and recommendations enumerated in this report.

In any endeavour of this nature a large number of people are invariably involved in behind-the-scenes activities and their cumulative contributions become indispensable to its success. The following people deserve special mention in this regard: Shri K V Guruprasad, Shri S M Ramesh, Shri G C Rakesh, Shri N L Suresh, Smt Asha Suresh and Shri B K Venkatesh.

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Chapter 1

Introduction

1.1 Preamble

The last two decades have witnessed a tremendous transformation in the country consequent to a policy of increasing liberalization in the economic sphere. Strongly encouraged and promoted by both the central and state governments, private enterprise has been the major contributor to this transformation.

In the post-liberalization era of the Indian Economy private enterprise has as important a role to play in the Education sector as in any other sector. In the educational scenario in Karnataka the role of the private sector has already been very significant in areas such as Professional Education and urban Secondary School Education. It is expected to play an increasingly more important role in the coming years and extend its sphere of activity even further. It is in this context that this study has been conceived and carried out as part of a broader study that covers all major aspects of Education in the state. In this study the current role of the Private Sector at different levels in the educational scenario of Karnataka is examined and the potential of private enterprise to meet a major part of the expanding future educational needs of the state is also highlighted.

1.2 Objectives of the Study

The study seeks to find answers, both qualitative and quantitative, to numerous questions pertaining to the role of the private sector at all levels of education in the state. Its **major objectives** are:

1 To identify the range and type of educational services now being provided by the private sector (both government aided and unaided) at the following levels:

(a) Lower Primary
(b) Higher Primary
(c) Secondary
(d) Higher Secondary (Pre-university)
(e) Collegiate General Education
(f) Vocational Education
(g) Technical Education
(h) Medical Education

Special focus will be on Primary and Secondary education sectors.

2 To identify the category/groups of students (i.e., rural, urban, SC/ST, girls, minorities, etc.) to which the private sector services cater.

3 To find out if there is a significant movement of students between government and private institutions and, if so, to determine the extent to which it is happening and the underlying reasons.

4 To determine the extent to which the growth, functioning and the quality of services of the private sector agencies have been influenced by government policies with regard to private institutions. This is also to include the impact of government regulations, codes of conduct and grant-in-aid mechanisms.

5 To define the role of the private sector in providing expanded and improved educational services, both quantitative and qualitative in nature.

6 To identify key enabling/regulating and quality monitoring mechanisms to ensure quality as well as equitable access to education at all levels.

7 To make a comparative study of government and private institutions with respect to quality of services and identify reasons for differences between them, if any.

8 To identify areas in which performance of both (government and private) types of institutions can be improved.

1.3 Sources of Data

The findings of this study have been based on significant amounts of data from both secondary and primary sources.

1.3.1 Secondary Data

The secondary data has been obtained, to the extent available and accessible, from the concerned government departments and other agencies. The data pertains to certain key areas of interest such as the growth of educational institutions, student enrolment, examination performance, teaching staff, gender gap, access to education by special groups, etc., in Government and Private (both Aided and Unaided) sectors and covers all the levels of education listed under the Objectives.

Most of the secondary data was furnished by the following government departments and related agencies:

School Education:	
Primary	Commissioner for Public Instruction (CPI)
Secondary	CPI, SSLC Examination Board
Pre-University	Pre-University Board
Degree Colleges	Directorate of Collegiate Education
Technical Education	Directorate of Technical Education
Vocational Education	Directorate of Vocational Education
Medical Education	Rajiv Gandhi University for Health Sciences
District Data:	
Bijapur	CPI, DDPI Bijapur
Udupi	CPI, DDPI/BEO Udupi

1.3.2 Primary Data

In view of the huge number of educational institutions in each of the 28 districts of Karnataka and the severely limited time frame available for the study it would have been impossible to obtain the primary data from even a small number of institutions spread

over *all* the districts. On the suggestion of the committee of experts that reviewed the proposal it was decided to carry out an *in-depth* study of a small *purposive sample* of primary and high schools in each of two districts in the state. Bijapur and Udupi (see Figures 1.1, 1.2 and 1.3), both having a significant presence of the private sector in education, were identified for this purpose for divergent and contrasting reasons.

A variety of information and data was collected from these schools through Questionnaires and personal Interview Schedules involving (i) Head Teachers, (ii) Teachers, (iii) Students, (iv) Parents, and (v) Management representatives (in the case of private schools). The data collection tools were designed to provide answers to certain specific and key questions such as why parents and students appear to have a strong preference for private schools and instruction through English medium.

The major reascns for the choice of Bijapur and Udupi districts for the field studies is summarized in Table 3.1 below:

Table 3.1 : Major reasons for choice of Bijapur and Udupi for field studies

Bijapur	Udupi
HDI of 0.443 – 14th in State – Below state average of 0.471	HDI of 0.592 – third highest in state
GDI of 0.420 – 15th in State – Below state average of 0.451	GDI of 0.588 – second highest in state
Private sector very active in Rural areas	Pvt. enterprise vigorous in most areas of human activity
Backward district, with a largely Rural Economy	Advanced district, with rich human resources & initiative

[HDI – Human Development Index GDI – Gender-based Development Index]

The number of schools of different types and categories identified for the field studies in Bijapur and Udupi are given in Table 3.2 below:

Table 3.2: Schools identified for field studies

	Bijapur				Udupi			
Schools with Classes	G	A	U	T	G	A	U	T
1 - 7	2	2	6	10	2	3	4	9
8 - 10	1	1	2	4	1	1	2	4
			Total:	14			Total:	13

[G – Govt. A – Pvt. Aided U – Unaided T – Total]

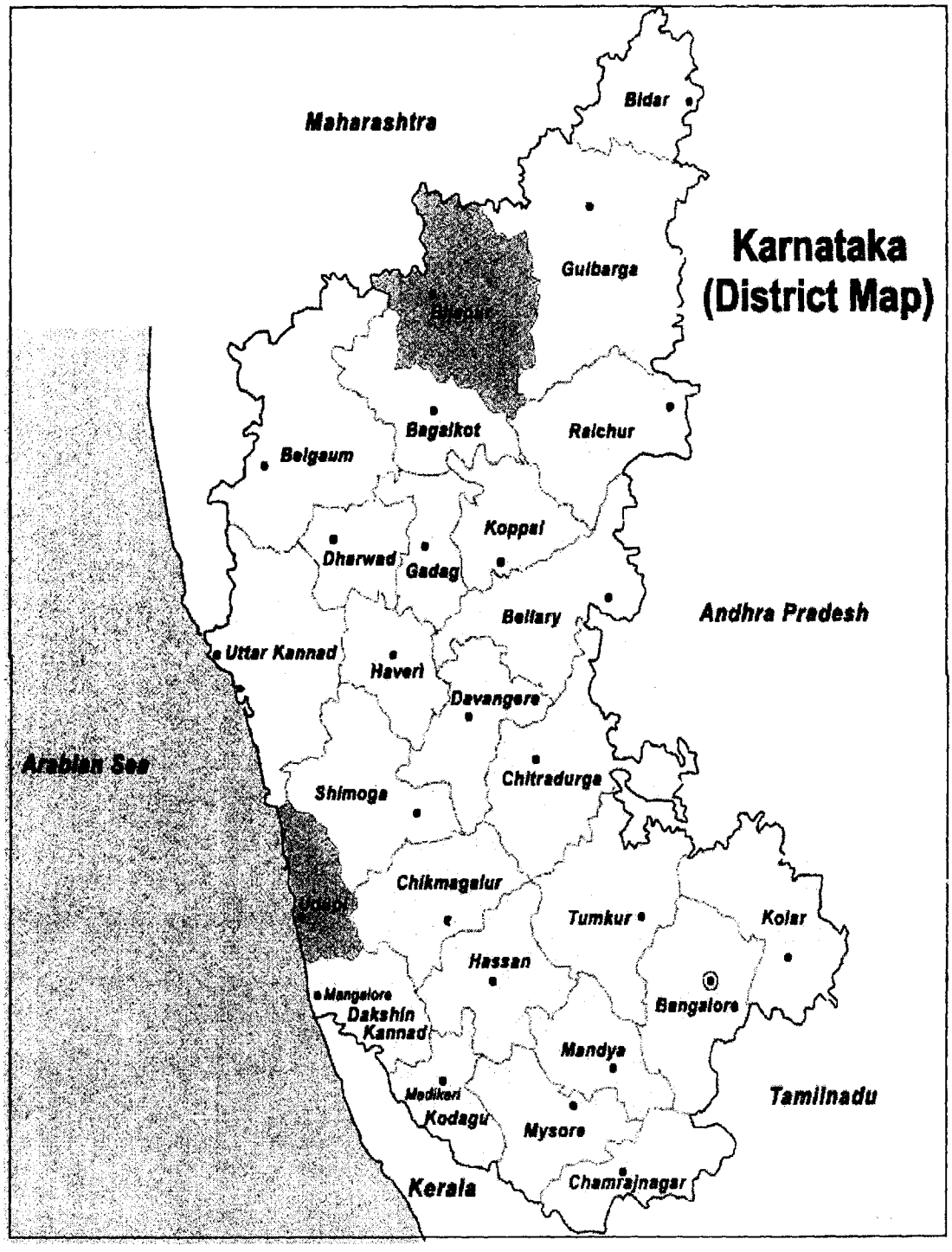


Fig 1.1 Map of Karnataka showing Bijapur and Udupi Districts

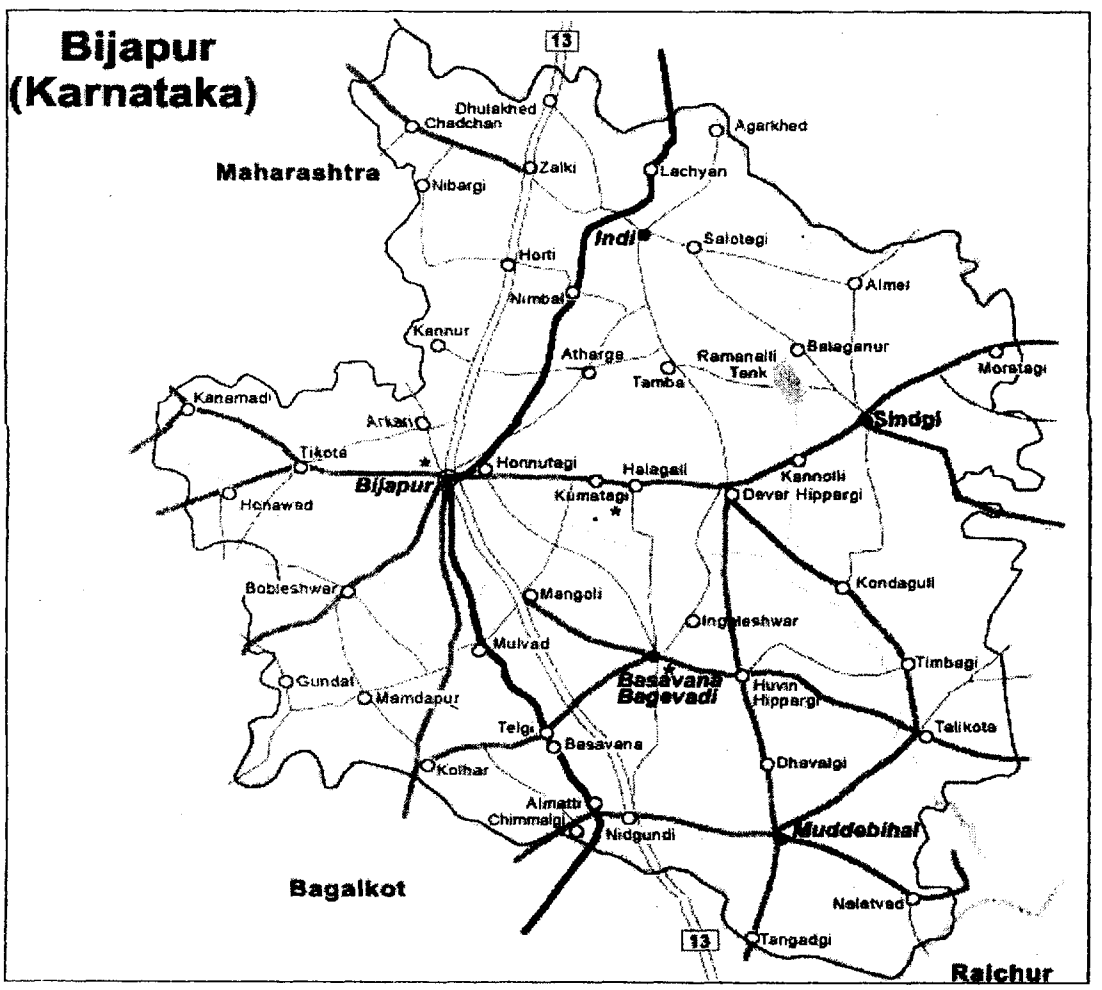


Fig. 1.2 District Map of Bijapur

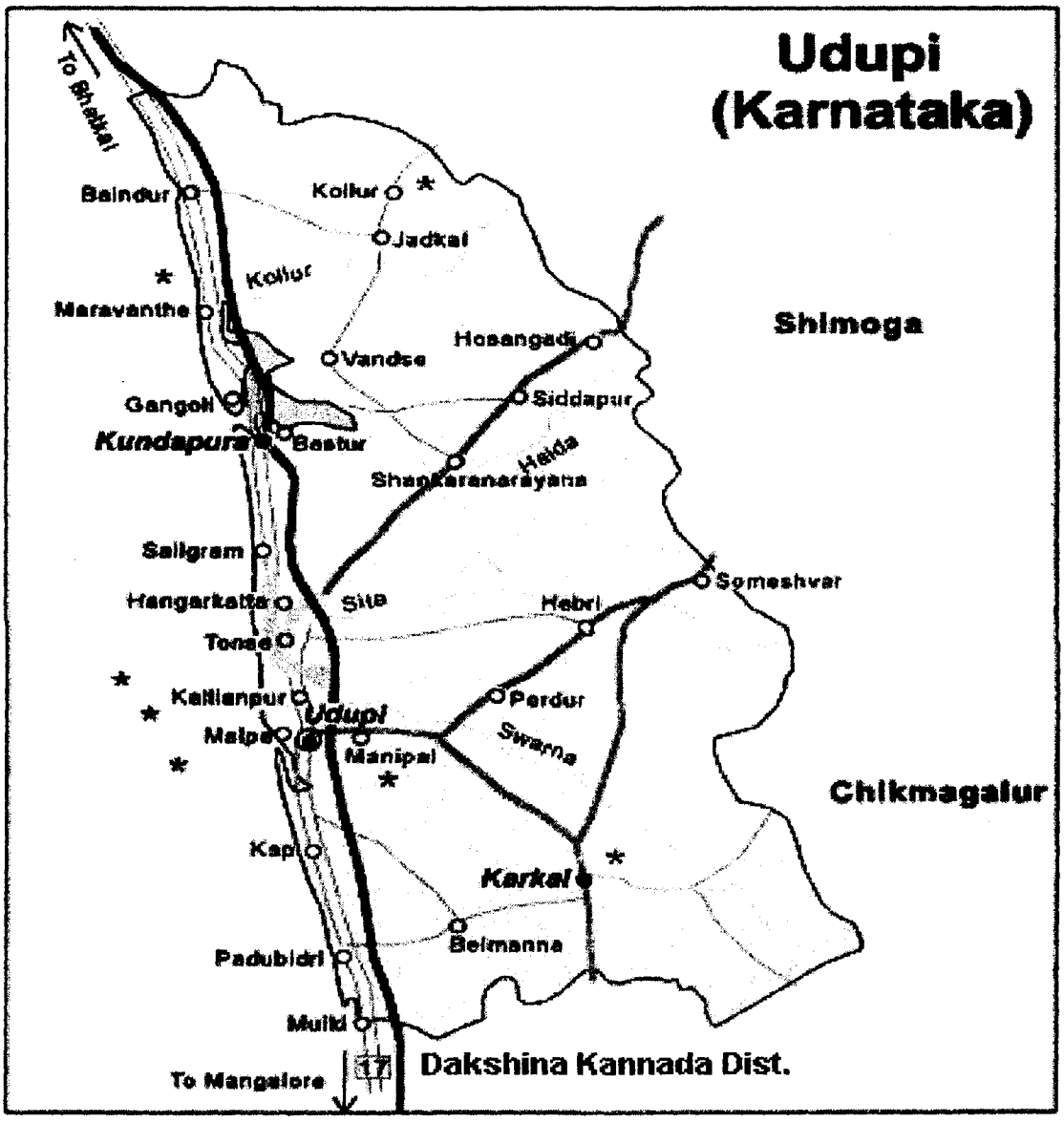


Fig. 1.3 District Map of Udupi

The tools designed for and employed in gathering information in the field studies are listed in Appendix I. The criteria employed for identification of schools comprising the non-random sample are also described in this appendix.

1.3.3 Case Studies

A number of private educational organizations/enterprises have a significant presence in different parts of the state, running a large number of institutions catering to educational needs at different levels. Many of these are religious or minority organizations started originally to cater largely to specific sections of society. A few of them are huge enterprises with far-reaching impact on the educational scenario of the state. Brief case studies of two of these enterprises are presented in Appendix III. One of them is MAHE, Manipal Academy of Higher Education near Udupi, which is the only privately managed enterprise in the state to be accorded the status of a deemed university. The other is the BLDE (Bijapur Liberal District Education) Association in Bijapur that runs a number of schools and colleges encompassing most levels of education. Since the field studies involving a sample of schools were conducted in Udupi and Bijapur districts these two large organizations were logical choices for the case studies as well.

1.4 Review of Literature

Despite the major role played by the private sector in most areas of education in the state very few systematic studies of this are available. Most of the available studies pertain to higher education. The key area of school education appears to be completely neglected. A brief review of the available literature is presented in the following paragraphs.

1 *History of Education in Mysore* by A C Deve Gowda and T R Parameshwaran (1985) is a monumental work presenting a comprehensive history of all aspects and levels of education in the erstwhile *Mysore* state that became *Karnataka* after the reorganization of states in the country. It traces the development of education in the state from early nineteenth century up to the mid sixties in the twentieth century. Frequent references to institutions in the private sector, both aided and unaided, can be found in this work.

2 *Shikshana Kshetradalli Khasagi Samsthegalu* (The Role of Private Enterprise in Secondary Education in the State of Mysore) by K S Sadashiviah (1970), a publication in Kannada, traces the growth of private institutions in the country as a whole from early nineteenth century up to 1970. An entire chapter is devoted to the contributions and participation of the private sector in the state of Mysore/Karnataka. The early rise and decline of the private enterprise in education in the state and its recent revival are traced in considerable descriptive detail. The roles of Christian missions and indigenous religious institutions are well documented.

3 *Human Development in Karnataka 1999*, a publication of the Department of Planning, Government of Karnataka, is a very recent publication pertaining to development of the state in major sectors of the economy, including Education at all levels. Of particular interest to this study are Chapters 2 and 4, which deal with Progress in Human Development and Education and Literacy, respectively.

Statistical tables tracing the growth of education at different levels in the state are presented district-wise. Some of these tables include information specific to the private sector. These have been incorporated into the present study.

4 *Grants-Aid to Collegiate Education in Karnataka: Current Status and Policy Issues* by M R Narayana (ISEC) published in the Indian School of Political Economy (April-June 1999) is a detailed study of policy issues and current status in the grants-in-aid (GIA) to private Degree and Law colleges in Karnataka. The study was sponsored by the Department of Education, Government of Karnataka. It examines the consequences of a reduction in the size of the GIA as one of the expenditure-reduction strategies for containing the deficit of the State government and the implications thereof to the management of the affected private colleges.

5 *Determinants of Students' Performance in Aided Private Degree Colleges: Empirical Evidence and Policy Implications for Karnataka State* by M R Narayana (ISEC) published in the Journal of Educational Planning and Administration, Volume XIV No. 2 (April 2000). This study presents an empirical framework for estimation of determinants of students' performance in aided private Degree colleges in Bangalore Rural and Urban districts by type of management. It has special reference to the GIA policy of the government. It brings out the importance of non-GIA variables in determining and improving the students' performance in aided colleges.

6 *College Resources and Student Performance: Databases, Recent Trends and Implications for Private Aided Degree Colleges in Karnataka State* by M R Narayana (ISEC), published in Review of Development and Change, Volume V No. 2 (July-Dec 2000), develops a general empirical framework for estimation of the impact of course-specific and college-specific resources on student performance in Degree colleges. To implement the framework, available databases on student performance and college resources in the state are explored. The study was sponsored by the Department of Education, Government of Karnataka.

7 *Grants-in-Aid to Private Degree Colleges in Karnataka State: Current Status and Future Policy Alternatives* by M R Narayana (ISEC) published by the Institute for Social and Economic Change, Bangalore (1999) makes an empirical analysis of the role and impact of GIA to private Degree colleges in the form of teaching/maintenance grants. The impact is assessed by estimating the influence of the current GIA policy on the pass percent of students in aided courses of the aided colleges in the state. It also examines the compulsions for the state government to reduce the GIA. The study was sponsored by the Department of Education, Government of Karnataka.

8 *Regional Disparities in Higher Education in Karnataka* by M Johnson Samuel and H Lingaraju, published by the Institute for Social and Economic Change, Bangalore, assesses the levels of disparities in higher education across different districts in the state and identifies the trends in the gap between advanced and backward districts in recent years. It also highlights the salient features of the regional imbalance.

9 *Financing Secondary and Higher Education in Karnataka* by S Gurumurthy published in Journal of Educational Planning and Administration, Volume XIV, No. 3 (July 2000), examines the pattern of government spending on different sectors of education in the state and bemoans government's neglect of higher education on the plea of inadequate resources. It argues that higher education cannot be left entirely to the private sector.

1.5 Methodology of the Study

The nature of questions raised in the study required data pertaining to privately managed educational institutions at different levels – both aided and unaided – to be compared with corresponding data pertaining to government institutions. In most cases a comparison of the data employing simple descriptive statistics was sufficient for the purpose.

1.5.1 Secondary Data

Different government departments/agencies from where the data was expected to be available were approached with detailed lists of requirements set out in a particular format, organized by (i) Institutional location (rural or urban), (ii) Type of management (Government, Private Aided or Private Unaided), (iii) Number of institutions in each category, (iv) Courses offered, (v) Student enrolment (gender and social group-wise), (vi) Permanent teaching staff (gender and social group-wise), (vii) Performance of students in public examinations, etc. These items of data were requested for each of the last 5-6 academic years. For a variety of reasons the data actually made available for the study fell far short of the expectations and requirements. In most cases the data required was not available at all or was too difficult and time consuming to gather together, with the concerned officials unable to comply within the available timeframe. There were also questions about the reliability and usefulness of some of the data available.

Nevertheless, considering the largely qualitative nature of the questions raised in the study, it has been possible to provide satisfactory answers to most of the questions with the available data and thereby satisfy the basic objectives of the study.

1.5.2 Primary Data

Some of the key questions raised in the study required the investigators to make an in-depth study of the infrastructure, academic programmes, teaching-learning processes, classroom practices, extra-curricular activities, student-teacher-community interactions, management support systems, etc., in the small sample of selected schools (see Section 1.3.2) in Bijapur and Udupi districts, respectively. A variety of tools (see Appendix I) were developed and used for this purpose. Educational experts with a strong local background and extensive experience with the district school system ably assisted the Chief Consultant and the Project Associate in the field studies. The questionnaires and interview schedules were administered directly by the project staff after detailed discussions regarding the modalities to be followed so as to ensure a high degree of objectivity in the responses gathered.

The primary data and the salient findings based on them are presented and discussed in the following chapters wherever appropriate.

1.6 Limitations of the Study

As with any study of this type carried out within a short time span and with heavy reliance on secondary data from government department sources, the findings of this study are subject to limitations arising from the following shortcomings, difficulties and constraints:

1. Inability to obtain all the desired secondary data from all the concerned departments/agencies.
2. Want of some items of data specific to private institutions, especially unaided institutions.
3. Difficulties in contacting some of the concerned officials and securing their cooperation.
4. Doubts about the completeness, reliability and validity of some of the available data.
5. Non-existence of readily accessible computerized databases in many of the departments.
6. Unavailability of secondary data on the finances of private unaided institutions.
7. Very small size of the sample of schools used in field studies for primary data.
8. Reluctance and unwillingness of the managements of most of the unaided private schools to give details of their sources of finance, especially regarding 'donations' collected from students' wards and actual salaries paid to teachers.

1.7 Contents of the Report

Besides the present chapter, which presents an overview of the study, the report has seven other chapters and three Appendices as follows:

Chapter 2: Education in Karnataka and the Private Sector

This chapter examines the structure and state of the present Educational System in Karnataka, looks at the contribution of the private sector from a historical perspective and traces the growth and contributions of the private sector to academic programmes at different levels.

Chapter 3: Private Sector institutions, Students and Teachers

In this chapter we take a detailed look at private educational institutions in comparison with their government counterparts at different levels, focusing attention on their location (urban and rural), enrolment of students and employment of teachers.

Chapter 4: Quality of Services

In this chapter we examine various aspects related to the quality of educational services provided in private sector institutions at all levels in relation to similar services provided in government sector institutions. The issues discussed are (i) the quality of students at entry and exit stages, (ii) the perception of quality of academic inputs by students, teachers, parents and educational administrators, (iii) student motivation,

retention and wastage at different levels, (iv) quality of the teaching staff, (v) curriculum design and modes of transaction, and (vi) infrastructure and institutional facilities. In discussing these issues at the school level we draw heavily upon the findings of field studies as well as the experiences of the investigators.

Chapter 5 : Equity Issues

In this chapter we take a look at the opportunities availed of in educational institutions by special groups such as SC, ST, OBC as well as the extent to which the *gender gap* persists. In particular, we look at how the private sector compares with the government sector in providing access to these special groups.

Chapter 6 : Costs and Financing

In this chapter we examine the costs and financial aspects of educational services, the state government being not only the main provider of these services but also by far their major financier. No specific details are available about the expenditure incurred by the private sector in unaided institutions. Hence the contents of this chapter relate mainly, as also broadly, to the government sector, with inferential references to the private sector.

Chapter 7 : Regulatory Framework for Private Agencies

In this chapter we look at various regulatory policies, mechanisms and framework set up by the government in respect of private agencies/organizations in the educational sector. These have evolved and kept pace with changing times over the last few decades. The issues covered are (i) Norms for opening new institutions, (ii) Norms for appointment of academic staff, (iii) Norms and eligibility criteria under the grants-in-aid (GIA) code, (iv) The effect of regulatory policies, and (v) The question of institutional autonomy.

Chapter 8 : Strategies for Improvement of Private Sector Services

The private sector has established its presence in the educational scenario of the state in a big way and, given a level playing field, can play an even greater role in the future. In this chapter we examine very briefly how the services in the private sector can be expanded as well as improved in an orderly and planned manner.

Appendix I : Tools used in Field Studies

In this appendix the guidelines developed for field studies, the tools for the studies, including Questionnaires and Interview Schedules for students, teachers, head teachers, parents and educational administrators, are presented.

Appendix II : Interview Response Summaries

Summaries of responses of students, teachers, head teachers, parents and educational administrators interviewed in the field studies at Bijapur and Udupi are presented in this appendix.

Appendix III : Case Studies

The two case studies referred to in section 1.3.3 earlier in this chapter are presented in detail in this Appendix.

1.8 Summary of Major Findings

The following are some of the more important findings from the study that may provide useful inputs on the role of the private sector in education, both present and future, to educational policy makers, planners and administrators:

1.8.1 School Education

1 The government is by far the largest provider of Primary School education in the state, with over 86% of the primary schools run directly by it and accounting for over 53% of the state budget on education. Though the contribution of the private sector to the growth in number of primary schools has been increasing significantly over the last two decades, it is still too small when compared with the contribution of the government sector. The government sector is also the largest provider of primary school education in *rural areas*, with more than 90% of its schools being located in there. Though the contribution of the private sector to rural primary education is not insignificant, with about 55% its schools being located in rural areas, it is still negligible when compared with that of the government sector. Within the private sector, unaided schools are more in number than aided schools in both urban and rural areas.

2 Though the contribution of the government sector to quantitative expansion of Secondary School education in the last decade is quite impressive, the private sector is the major provider of secondary education (with about 67% of schools) in the state, the share of the unaided private sector being approximately 35%. About 59% of rural secondary schools and 82% of urban secondary schools are in the private sector.

3 The most important indicator of 'quality' of a student in the perception of parents, teachers and educational administrators is the 'marks' scored by him/her in examinations. The primary indicator of 'quality' of a school is the 'percentage of passes' and 'percentage of first classes' obtained by it in class 7/class 10 annual public examinations. Other important indicators of 'quality' of a school are: 'maintenance of discipline', 'concern shown by teachers for the progress of students', 'building facilities', and 'co-curricular activities'.

4 In the perception of parents in general and 'upward mobile' families in particular private schools generally score over government schools with respect to all quality indicators mentioned above. Demand for English medium schools, most of which are in the private sector, is fast increasing because the number of such families is also increasing. This phenomenon is mostly restricted to urban and semi-urban areas. Those who can afford the cost generally prefer to send their children to private schools irrespective of other considerations. Another factor that attracts students to private schools is the continuity of education available in the same institution, this being generally not the case in the government setup.

5 Very few English medium schools follow the state government policy with reference to medium of instruction at the lower primary level.

6 Teaching in all types of schools is heavily examination oriented, with little direct concern for attaining the long-term goals of education. The term has almost become a synonym for 'coaching for examinations'. Also, 'child-friendly' method is taken to mean 'explaining the textbook content to enable the child to retain it till the examinations'. With rare exceptions, this is so in *all* types of schools.

7 Learning activities for students are few and often directionless. 'Preparing an exhibit' for school exhibition or special occasions is considered as a major 'learning activity' by students, parents and teachers. This appears to be one of the attractions of private sector schools. Cultural activities having 'publicity value' are perceived as 'helping the child to develop its latent talent', especially by unaided private sector schools.

8 Student support services are almost non-existent in the majority of government schools, particularly in rural areas. Though these are far from satisfactory in private schools, whatever little they provide has been perceived by the public as 'better quality' education.

9 There is a significant mobility from government schools to private schools at the secondary school level, mainly for two reasons: (i) Private schools not only offer education in English medium but also are considered as 'providers of better quality education', and (ii) the number of government schools does not appear to be sufficient to meet the demand.

10 Though the cost of education is relatively much higher in private unaided schools as compared to that in private aided schools, which again is relatively higher when compared to government schools, the menace of 'donations' and 'exorbitant fees' appears to be restricted to a few 'prestigious' and 'elite' schools in cities and other urban areas.

11 There is not much difference between government sector schools and private sector schools as far as equity issues are concerned with respect to enrollment. In some districts SC/ST groups seem to prefer government schools probably for economic reasons. The gender gap in enrollment is getting reduced at an encouraging pace.

12 in the matter of recruitment of teachers government schools adhere strictly to the reservation policy of the state government. Aided schools appear to give adequate representation to SC/ST groups. Unaided schools largely ignore the government policy. However, these schools appear to have a distinct preference for female teachers, especially in urban areas and at the primary level.

13 Teacher salaries constitute overwhelmingly the largest part of the expenditure incurred by schools. This is as high as 95% of the overall expenditure. Very little goes to the development and/or improvement of infrastructure and other facilities.

14 Since private aided schools are governed by government grants-in aid regulations and their teachers are paid salaries directly by the government, there is very little that is 'private' about such schools. Very little is being done to improve infrastructure and support facilities in these schools.

15 Salary and service conditions of teachers and supporting staff in unaided schools are far from satisfactory and often exploitative. There is a glaring disparity between government/aided schools and unaided schools in these matters.

16 Managements of private schools feel that unrealistic policies of the government with respect to (a) fee structure, (b) staff recruitment, (c) medium

of instruction, and (d) grants-in-aid are the root causes of so called 'malpractices' in private sector schools.

1.8.2 Pre-University Education

1 The situation with regard to pre-university education is somewhat similar to that prevailing in high school education, with about 30 % of the institutions coming under the unaided private sector and nearly 38 % in the government aided sector.
2 An anomalous situation exists here, with a substantial number of private *aided Degree colleges* running PU courses with a large intake under the same administration, with the concerned teachers getting higher, UGC-recommended scales of pay on the plea that they are basically teachers for degree courses.
3 The major aim of PU institutions offering courses in Science subjects and Mathematics appears to be the preparation of students for examinations that lead them on to admission to professional courses. Private institutions appear to be better at achieving this than their government counterparts.

1.8.3 Collegiate General Education

1 Unaided private Degree colleges have registered an impressive growth in recent years, accounting for over 54 % of all such colleges now in existence. This has been fuelled by the rapidly increasing demand for such non-traditional courses as BBA/BBM, BCA, MCA, etc.
2 Demand for traditional courses – BA, BSc and BCom – are on the decline. Basic Sciences and Mathematics on which the technological progress of any society largely rests are sadly the least sought after and end up as virtually the last resort of the student. This should be a matter of serious concern for everyone.

1.8.4 Vocational Education

1 There are more vocational institutions in the private sector than in the government sector. The number of such institutions under each category is larger in the rural sector than in the urban sector.
2 There has been a steady decline in the popularity of vocational courses in recent years. Many courses have been closed.

1.8.5 Technical Education

1 There is an impressive growth in private *unaided engineering colleges* in recent years, fuelled largely by the huge demand for such high profile courses as Information Technology, Electronics and Communications. This trend is likely to continue for some more time.
2 Private *unaided polytechnics* also show a trend similar to engineering colleges.
3 Government control and regulations are ensuring a high degree of equity in access to technical education by different segments of society.
4 The number of students enrolled per institution is much higher in engineering colleges than in polytechnics.

1.8.6 Medical Education

1 Medical Education is virtually in the hands of the private sector. Private managements run most of the medical institutions, unaided by the government. The ratio of such institutions to similar government institutions exceeds 20, the highest for any sector of education in the state.
2 The demand for some medical support service courses such as Pharmacy, Nursing and Physiotherapy appears to be declining.
3 As in Technical Education, Government control and regulations are ensuring a high degree of equity in access to medical education by different segments of society.

1.9 Major Recommendations

1 Government should give the highest possible priority to providing free and compulsory education for all children up to the age of fourteen as mandated in the Constitution. Partly to facilitate this, the duration of primary education may be enhanced to eight years, with consequential reorganization of Secondary and Higher Secondary stages of education.

2 If adequate financial resources cannot be raised for attaining the goal of universalization of elementary education within a very short time frame alternative measures should be considered. These include opening up secondary and higher education segments to the private sector on an even larger scale than at present and creating the necessary climate for the private sector to assume the expected additional responsibilities, *especially in providing additional financial resources.*

3 The government should evolve and implement in a phased manner an '*exit mechanism*' to withdraw from the existing unequal partnership with the private sector in funding 'aided' institutions at all levels to the extent now prevailing. To start with, the existing 100% salary grant for teachers in aided institutions catering to higher education may be progressively reduced over a sufficiently long period of time, without jeopardizing the existing permanent staff in such institutions. The managements should be asked to make up the shortfall in the finances in all possible ways, *including substantial increases in the student fee structure.*

4 The existing practice of giving 100% salary grant-in-aid at the primary to higher secondary stages to the private sector may be reviewed with a view to restricting it to rural communities and special groups only. The feasibility of changing the existing grant-in-aid system from being teacher and institution oriented to student and performance oriented should be examined. *No new institutions should be brought under the grants-in-aid system.*

5 Regulations for granting recognition to schools may be revised to encourage and promote more private sector participation and made more unambiguous. No 'discretionary powers' should be vested with the authorities and there should be no provision for granting institutional recognition on a permanent basis.

6 Large, well-established and reputed private educational organizations already providing a variety of educational services elsewhere may be encouraged to establish primary/secondary schools in backward rural areas.

7 To improve the quality of the teaching-learning process a carefully conceived competency based curriculum and a system of comprehensive and continuous *internal evaluation* may be evolved and implemented.

8 An objective and highly decentralized mechanism for monitoring/appraising the performance of government/aided schools and their teachers may be evolved and implemented.

9 Establishment of parent-teacher associations and school betterment committees may be made mandatory in all types of schools.

10 The teaching and learning of English as second language may be strengthened at all levels and geared to developing better 'reading with understanding' and writing abilities. This may go a long way in reducing the craze for 'English medium' schools.

11 Regulatory policies for private sector institutions, especially the unaided ones, should be more realistic and unambiguous with respect to (i) student fee structure, (ii) staff recruitment policy, and (iii) salary and service conditions for teaching staff. Legislative and other measures may be considered to achieve these.

12 While unaided private institutions may be allowed to charge higher student fees depending on institutional needs, there must be a provision for free/subsidized education for the specially merited *and* needy students in such institutions. The private sector should be called upon to evolve and implement a scheme of educational loans/loan scholarships for the needy and deserving students.

13 Deserving institutions in higher education in the private sector should be granted *functional autonomy*, especially on academic matters, and freed from centralized control.

14 Reputed private sector institutions already providing high quality education and dedicated non-governmental organizations should be involved prominently in quality related activities such as curriculum design, writing of textbooks and other instructional materials, training of teachers, supervision/monitoring and evaluation of special programmes for quality improvement, etc.

15 In the field of higher education the role of the government may be restricted to

(a) Regulation with respect to (i) equity issues, (ii) salary and service conditions of staff, and (iii) removal of regional imbalances,
(b) Providing specific support systems for the benefit of eligible students from disadvantaged sections of society, and
(c) Creating support systems for ensuring high quality education at all levels.

All other regulatory functions should be vested with Universities and statutory bodies established for the purpose.

Chapter 2

Education in Karnataka and the Private Sector

This chapter examines the structure and state of the present Educational System in Karnataka, looks at the contribution of the private sector from a historical perspective and traces the growth and contributions of the private sector to academic programmes at different levels.

2.1 Structure and State of Educational System in Karnataka

The structure of the educational system prevailing in Karnataka is essentially similar to the one followed in most of the rest of the country. Its main components are depicted in Fig. 2.1.

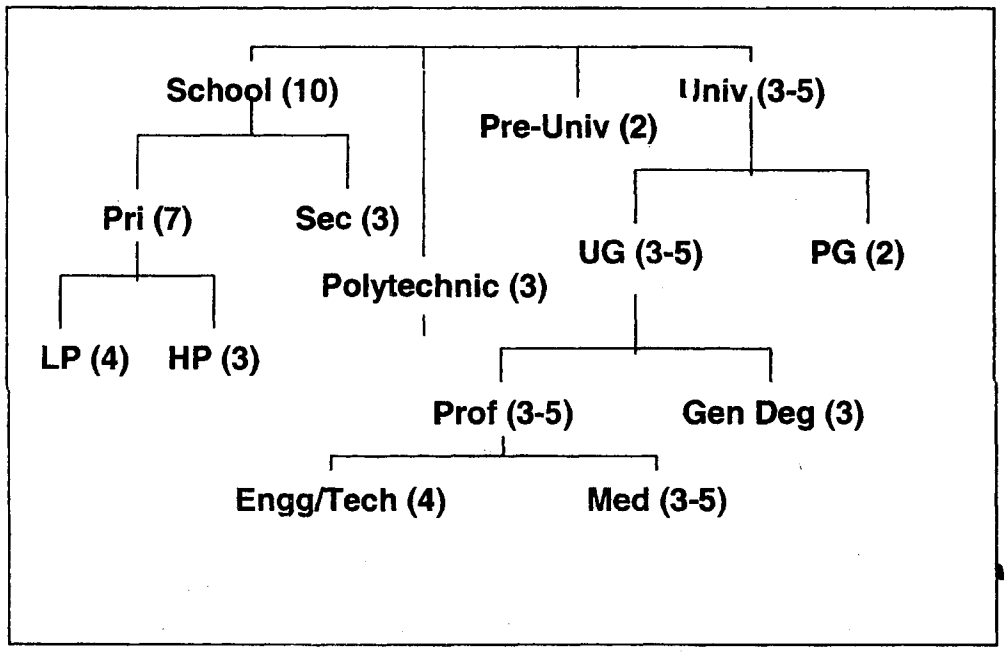


Fig. 2.1 Broad Structure of Educational System in Karnataka

[The figures in parentheses indicate the duration in number of years]

A ten-year school education is in two stages, a seven-year Primary and a three-year Secondary. The primary stage consists of a four-year Lower Primary and a three-year Higher Primary. At the end of school education the student has an option to pursue Polytechnic education or a two-year Pre-University education that is generally preparatory to higher education in university affiliated institutions. Many students completing the Pre-university course aspire to take up a 4-5 year Professional Education programme, either in Engineering/Technology or Health Sciences (Medical, Dental, etc.). Others get into a general education programme leading to a bachelor's degree at the end of three years. For those who acquire a bachelor's degree either in general education or professional education opportunities exist to pursue post-graduate education that is generally of two years duration. A one-year post-graduate Teacher Education programme leading to the B Ed degree is also available in teacher training institutions.

The picture presented here is incomplete since programmes such as TCH, Vocational Education, Law, Business Management, Computer Applications, etc. are not shown their rightful places.

The overall responsibility for School Education rests with the Commissioner for Public Instruction. An Examination Board conducts examinations at the end of class 10 and awards the Secondary School Leaving Certificate (SSLC) to successful candidates. A similar board is responsible for the conduct of Pre-university examinations as well as a joint annual entrance examination for admissions to professional courses in the state. The Directorate of Collegiate Education administers college education. Similar directorates exist for Technical, Vocational and Medical education respectively.

All degree courses, under-graduate and post-graduate, are run by colleges/institutions affiliated to one of several universities in the state. General degree colleges are affiliated to one of the following six universities depending upon their geographical location: Bangalore, Mysore, Mangalore, Gulbarga, Karnataka (in Dharwar) and Kuvempu (in Shimoga). Engineering/Technical colleges are affiliated to the Visvesvaraya Technical University in Belgaum. All medical/health science institutions are affiliated to the Rajiv Gandhi University for Health Sciences in Bangalore. Besides these universities there are two agricultural universities, one Kannada University (in Hampi), One Open University (in Mysore) and four deemed universities – the Indian Institute of Science in Bangalore (IISc), the National Institute for Mental Health and Neuro Sciences in Bangalore (NIMHANS), the National Law School in Bangalore and the Manipal Academy of Higher Education (MAHE) at Manipal. *The last named is unique in being the only privately managed university in the state.* Fig. 2.2 depicts the distribution of universities in Karnataka.

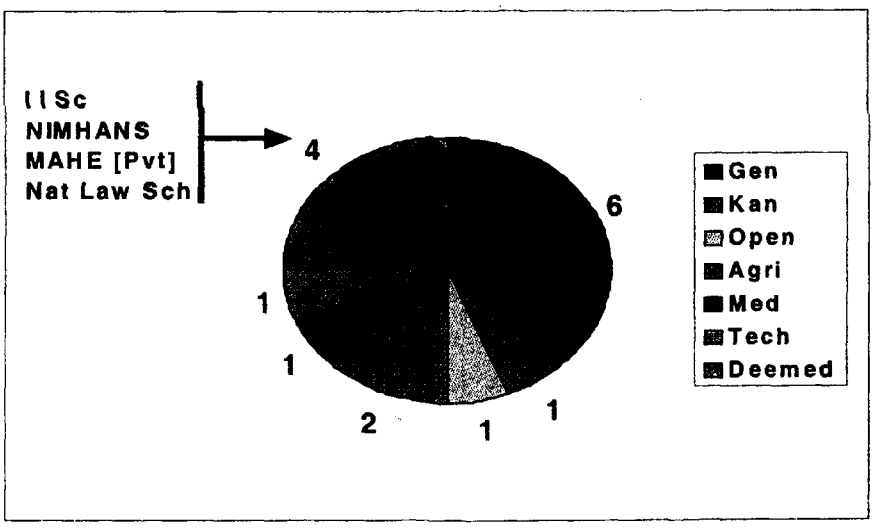


Fig. 2.2 Universities in Karnataka

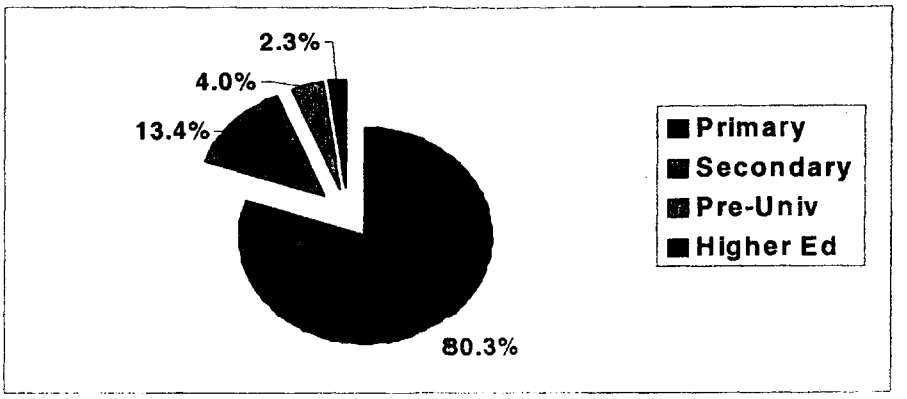


Fig 2.3 Distribution of Educational Institutions in Karnataka

Karnataka has long been in the forefront of education in the country and deserves credit for introducing many pioneering practices and innovations in the field. Its achievements are particularly noteworthy in higher education, especially in Science and Technology. The state government's recent initiatives in Information Technology education promise to further enhance the preeminent position it has already acquired in this field.

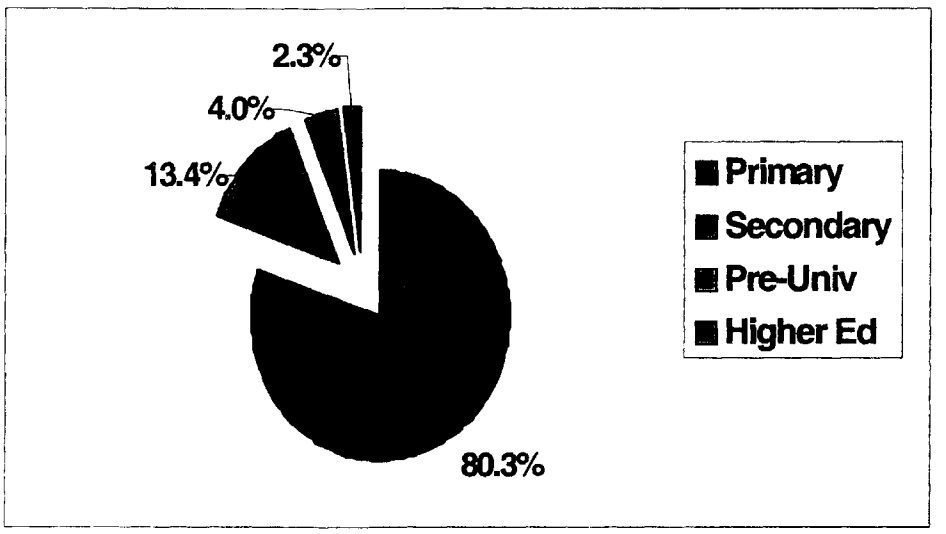


Fig 2.4 Student Population at different stages of Education

Karnataka has about 60,000 educational institutions distributed among different stages as shown in Fig. 2.3. Understandably, the overwhelming majority of them (about 80%) are primary schools. About 13% are secondary schools.

The total student population taking all stages of education into consideration is a little over 10 million. This is distributed over the different stages of education as indicated in Fig 2.4. Primary school students account for about 74% of this, with another 15% made up of high school students. Higher education accounts for less than 6%.

At present school education consists of 7 years of primary school (4 years lower primary and 3 years higher primary) followed by 3 years of high school. Plans for adding one year to the primary stage and correspondingly reducing the duration of high school by one year are being debated since the constitutional requirement of universal and compulsory education up to the age of 14 means such education up to class 8.

2.2 Contribution of the Private Sector – A Historical Perspective

[Adapted from Reference No. 2 given on page No. 6]

Before the advent of the British, the educational scene in Karnataka (formerly, Mysore state), as elsewhere in India, was dominated by the private sector represented by dominant caste/religious denominations, e.g., Agrahara Brahmins, Brahmin/ Veerashaiva maths, etc. These endeavours were being sustained by munificent donations/endowments given by the rulers and rich philanthropists.

After the advent of the British, Christian missionaries started educational institutions for imparting 'English Education'. Gradually, these started attracting more and more students belonging to all sections of society. Around 1852 the government thought of supporting the private sector in imparting English Education by giving financial assistance. An educational Extension and Development Committee was constituted for the purpose.

Around 1857 the government decided to free the 'English Schools' from the control of missionaries. It established the Department of Education, took over a few aided schools and gradually started establishing schools on its own. By 1865 the government was running 18 Kannada schools. By 1872 there were a handful of institutions providing education up to B A level. Though the government was willing to give some aid to private schools, for some reason not many came forward to start new schools. As the demand for 'English education' increased, the private sector started showing greater interest in establishing more schools.

In 1881 there were 899 government schools with an enrolment of 33,287, 188 private aided schools with an enrolment of 9,370 and 1000 private unaided schools with an enrolment of about 15,000.

By 1916, 11 out of 16 existing high schools, 225 out of 348 existing middle schools and 2251 out of the 4930 existing elementary schools were under the direct control of the Department of Education. A departmental report published during 1908-09 says that the cost of providing high school education per student was about Rs. 44, the student's contribution in the form of fee being about Rs.15. An interesting feature of this period was that the cost of education per student was more in government schools than in private schools.

By 1945, the government had enhanced the aid amount to three-fourths of the actual cost, which gave a boost to the private sector. However, both government and private sectors were providing educational services only in large towns and hobli headquarters.

The post-independence era has seen a remarkable growth in education at all levels, with both government and private sectors contributing significantly. The reorganization of states in the country saw Mysore state grow into the much larger state of Karnataka, with additional challenges and responsibilities for the enlarged government machinery in all sectors of the economy, including education. The need for greater private participation in education was recognized early on. Financial support from the government to private initiatives in education increased. A grant-in-aid code was evolved and a large number of private institutions at all levels brought under it.

2.3 Growth and Contributions of the Private Sector – Academic Programmes

As evident from the previous section, the private sector has made significant contributions to the growth of education in the state. In this section we take a detailed look at the growth and contributions of the private sector in relation to the government sector at all levels of education.

2.3.1 Primary Education

Fig. 2.5 depicts the growth in the number of primary schools, both government and private, during the period 1969-98.

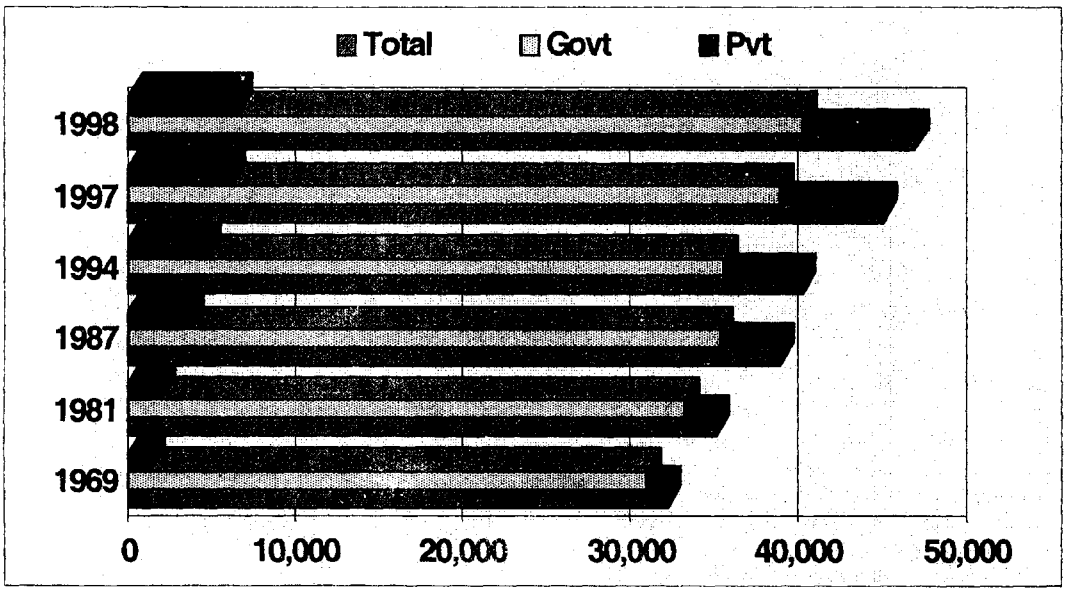


Fig. 2.5 Growth in Primary Schools (classes 1 – 7) during 1969-98

[Data from 'Human Development in Karnataka 1999', a GOK publication]

As can be seen from the figure, private primary schools constitute only a small fraction of the total number of schools in the state. However, their rate of growth is considerably greater than that of government schools over the same period. While government schools have grown by about 30% private schools have grown by about 440%.

Table 2.1 gives the number of primary schools of different types – government (G), government aided (A) and unaided (U) – in 1993 and 2000. The 1993 data has been taken from the Sixth All India Educational Survey [SAIES] and the 2000 data from the computerized database maintained in the office of the Commissioner of Public Instruction (CPI).

Table 2.1 Growths in Number of Primary Schools during 1993 – 2000

	Lower Primary (1-4)				Primary (1-7)			
Year	Govt	Private Aided	Private Un-aided	Total	Govt	Private Aided	Private Un-aided	Total
1993	20831	365	754	21950	14707	1867	1688	18262
2000	20980	236	1187	22403	21280	1939	3149	26368

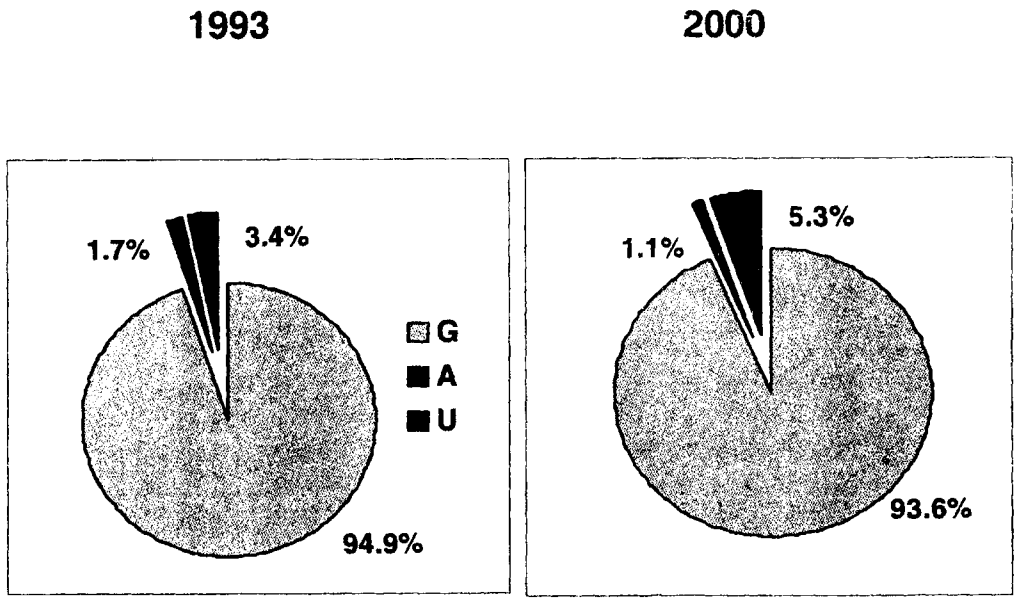


Fig. 2.6 Growth in Lower Primary Schools [Classes 1- 4]

[G – Government A – Govt. Aided U – Unaided]

Fig. 2.6 shows the growth of Lower Primary schools during the period 1993 – 2000. This is a period of consolidation, with the total number remaining about the same. However, there is an increase in the *share* of unaided private schools from 3.4% to 5.3%, with small drops in the share of the other two.

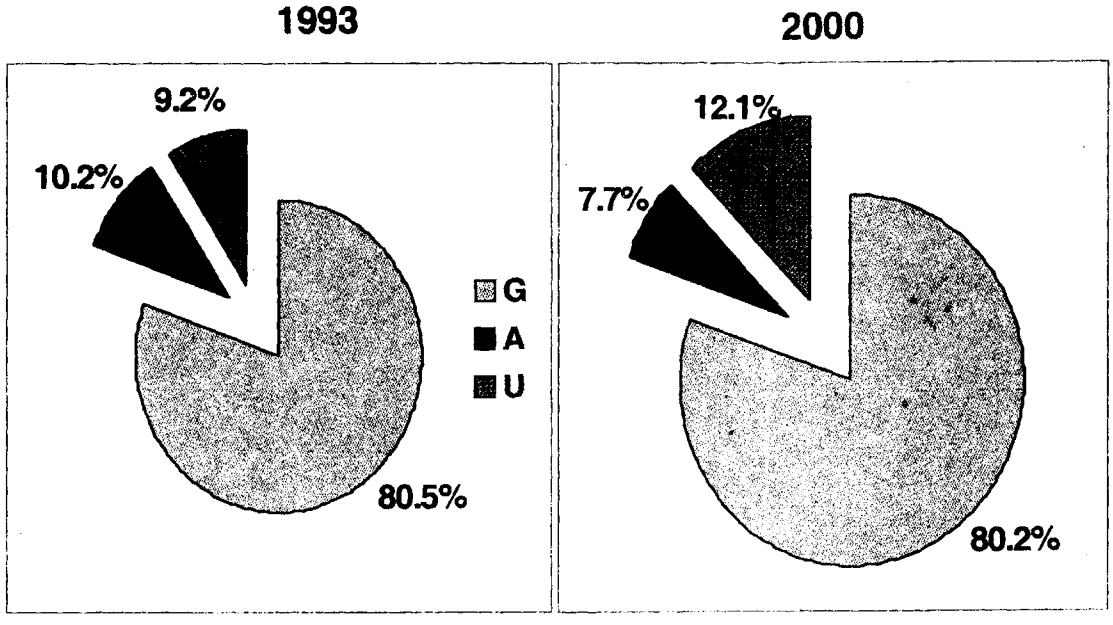


Fig. 2.7 Growth in Primary Schools [Classes 1- 7]

[G – Government A – Govt. Aided U – Unaided]

Fig. 2.7 depicts the growth in the number of primary schools from 1993 [SAIES] to 2000. The total number of schools has gone up from 18,262 to 26,368. While the *share* of both the government and aided private sectors has gone down, that of the unaided private sector has gone up by nearly 35%.

2.3.2 Secondary School Education

Table 2.2 gives the number of secondary schools of different types – government (G), government-aided (A) and unaided (U) – in 1993 and 2000, respectively.

Table 2.2: Growth in Number of Secondary Schools during 1993 – 2000

	Secondary Schools (8-10)			
Year	Govt	Private Aided	Private Unaided	Total
1993	1492	2004	1479	4975
2000	2666	2526	2831	8023

Fig. 2.8 depicts the growth in the number of secondary schools (classes 8 – 10) over the period 1993 [SAIES] to 2000. The total number of schools has increased from 4975 to 8023, a growth of about 61%. Private Unaided sector has registered a growth of 90% during this period. Private Aided schools have registered a growth of only 26%. The *share* of the private unaided sector has increased from 29.7% to 35.3% during this period. The share of the aided sector has dropped substantially, from 40.3% to 31.5%. The share of the government has increased by a modest 3.2%. It is significant that the unaided sector's contribution exceeds that of the government sector. Also, most of these schools offer instruction through the English medium.

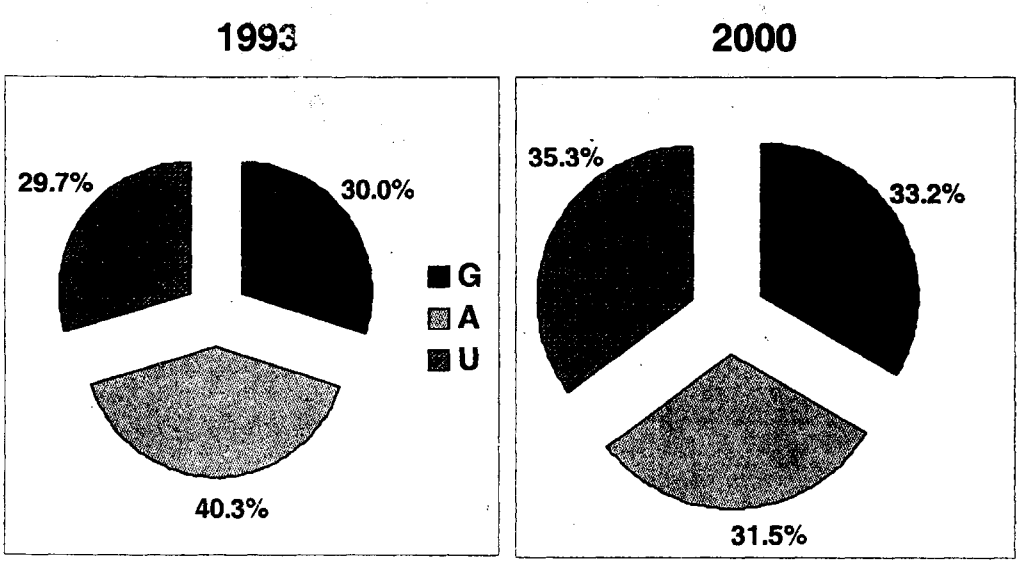


Fig. 2.8 Growth in Secondary Schools [Classes 8 - 10]
[G – Government A – Govt. Aided U – Unaided]

Fig 2.9 shows the growth of secondary schools, both government and private, during the period 1969 – 1998. The total number has more than quadrupled during these two decades. Private schools have registered a faster growth during this period than the government schools.

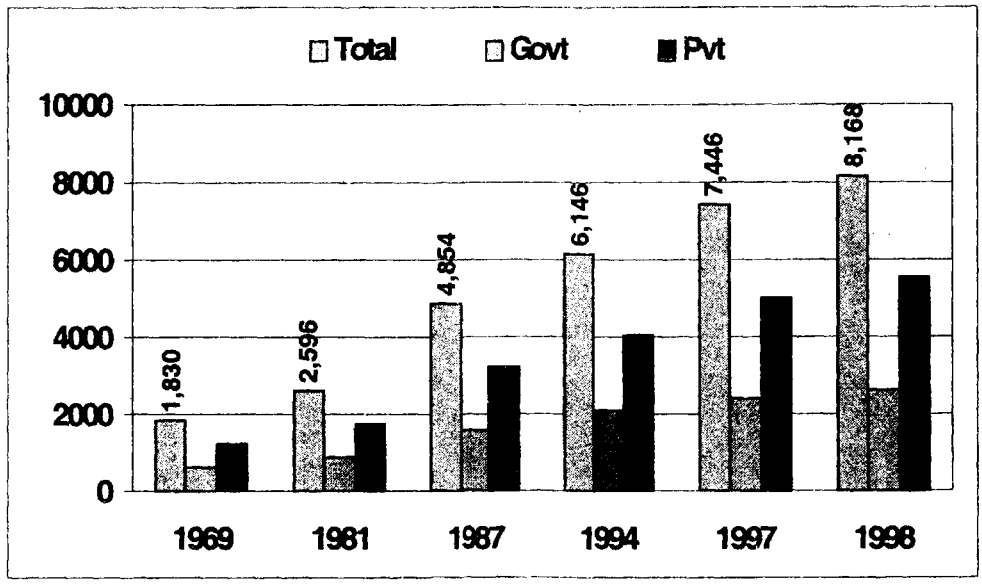


Fig 2.9 Growth in Secondary Schools during 1969-1998

[Data from 'Human Development in Karnataka 1999', a GOK publication]

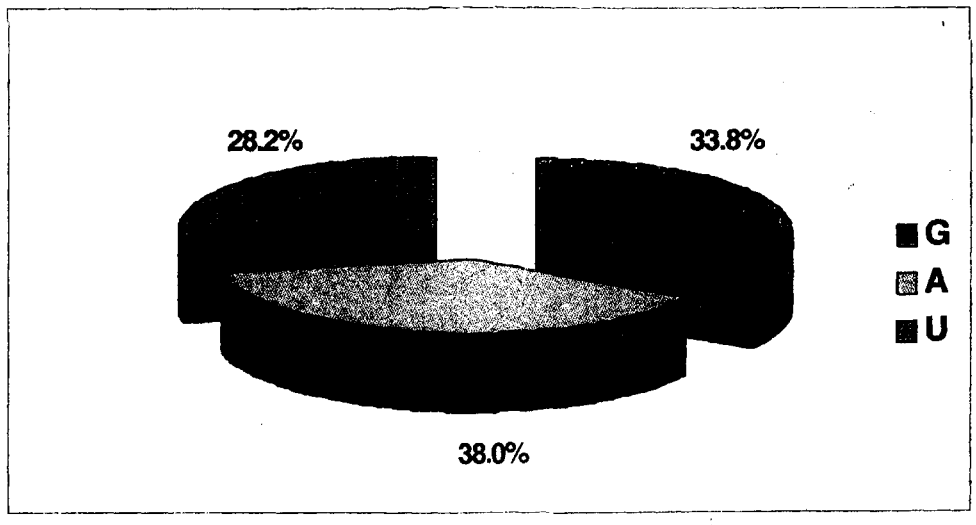


Fig. 2.10 Distribution of Pre-university Institutions

2.3.3 Pre-university Education

The two-year pre-university education is generally regarded as preparatory to higher education at the collegiate level. Fig. 2.10 shows the distribution of institutions offering the pre-university programme among the government, private aided and private unaided sectors. There are about 2400 such institutions in all. About two-thirds of them are in the private sector. 38% of the institutions are aided by the government. Unaided ones constitute about 28%, while the remaining 34% are managed directly by the state government or local bodies.

A major anomaly is associated with the administration of pre-university education in Karnataka. This is being offered as a two-year higher secondary course in a number of schools and as a two-year pre-degree course in a number of degree colleges, though not under these names. It is also being offered exclusively by a number of 'independent' PU colleges. This has led to a great deal of avoidable confusion and administrative problems even though they are all called 'Pre-university Course' and come under the administrative control of the Pre-university Education Board.

There is an interesting history behind the pre-university course. Originally, this pre-degree programme was offered as a two-year 'Intermediate Course' either in degree colleges (also called 'First Grade Colleges') or in independent 'Intermediate Colleges'. The duration of the first-degree course was later increased from 2 years to 3 years. This was done by replacing the two-year Intermediate course with an ad-hoc one-year Pre-university course, which was intended to be merged later with school education as higher secondary education. A number of high schools having the required infrastructure were allowed to start this. These institutions came to be designated as Composite Junior colleges. The two-year duration was later restored when the 10+2+3 pattern of education was accepted and introduced in the state, increasing the overall duration of education up to the degree level by one year. The intention again was to merge this with high schools and offer it as higher secondary education. For a variety of reasons this was not fully implemented. A number of aided degree colleges were allowed to continue this course. The position now is that pre-university education exists in composite junior colleges, in a number of first grade colleges as well as in independent PU colleges. Fig. 2.11 gives the current distribution of the pre-university programme among these institutions.

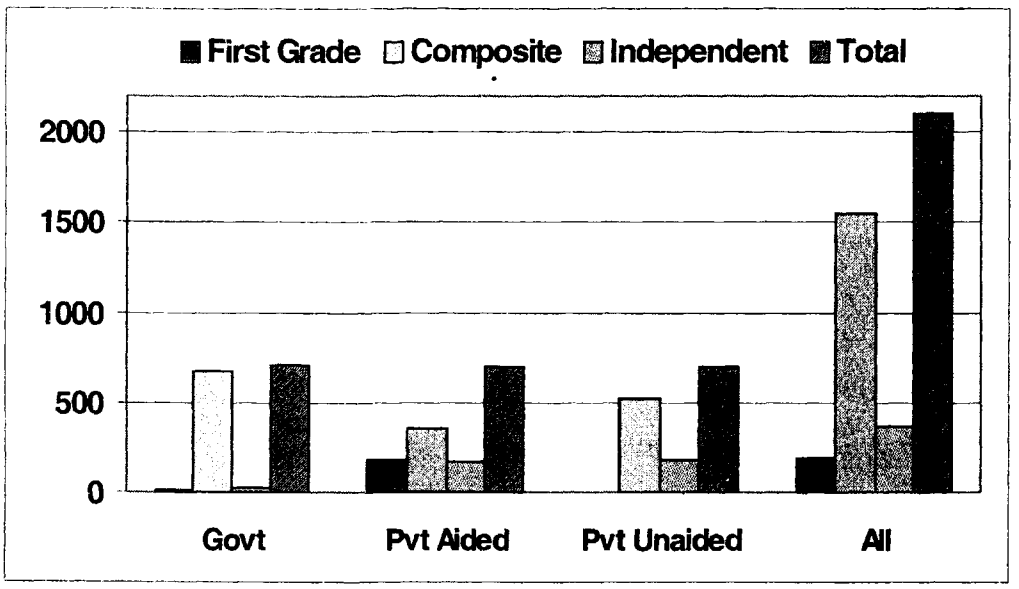


Fig. 2.11 Distribution of Pre-university institutions by Type and Management

First grade colleges offering the PU course exist almost exclusively in the private aided sector. Composite junior colleges are to be found in all three categories of management. Independent PU colleges are to be found mostly in the private sector, about equally in the aided and unaided categories.

2.3.4 Collegiate Education

In this section we focus mainly on collegiate general education, professional education being discussed in later sections. Fig. 2.12 depicts the growth of undergraduate colleges from 1965 to 1997. We find a much faster increase in the number of these colleges in the private sector than in the government sector. The data pertain to all faculties, including Engineering, Medical, Law and Teacher Education.

Fig. 2.13 shows the growth in the number of degree colleges during the last three years and their distribution among the three sectors – government, private aided and unaided.

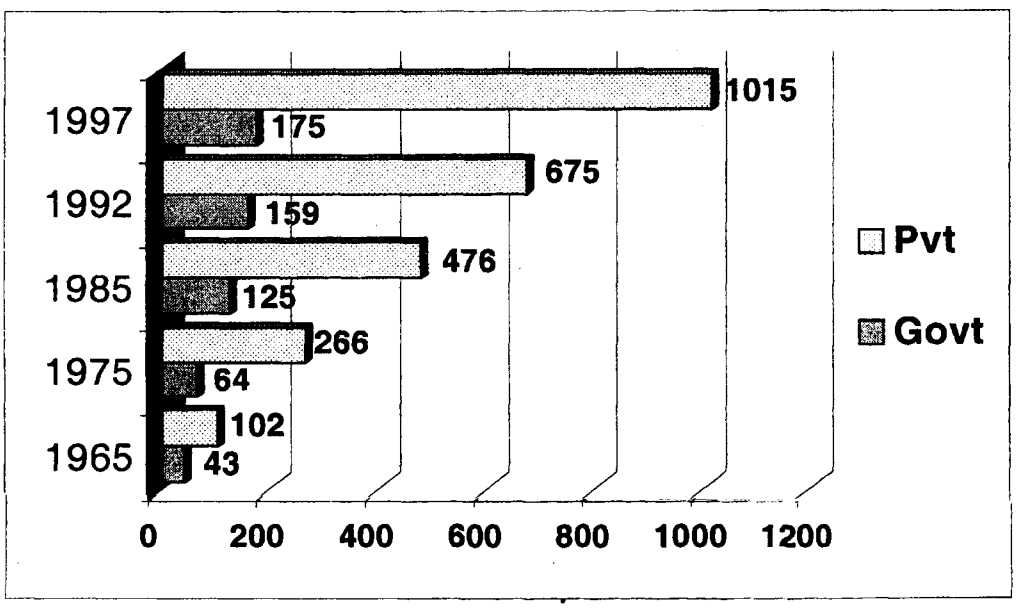


Fig. 2.12 Growth of Undergraduate Colleges (All Faculties)

[Data from 'Human Development in Karnataka 1999', a GOK publication]

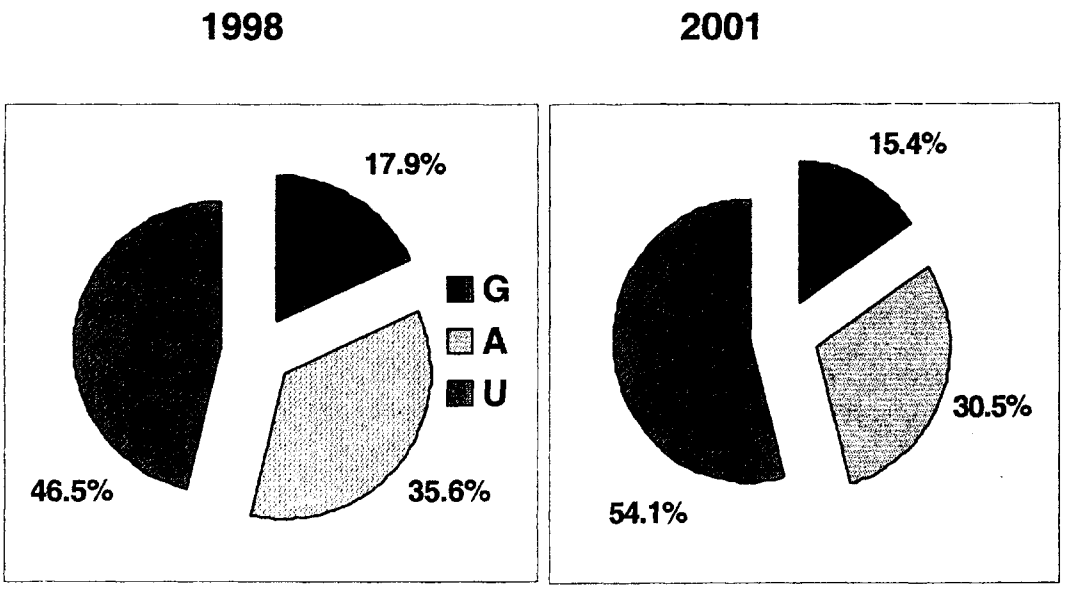


Fig. 2.13 Growth of Degree Colleges during 1998 – 2001

[G – Government A – Govt. Aided U – Unaided]

During the last three years the *share* of the number of degree colleges managed by the unaided private sector has grown from 46.5% to 54.1%, accounting for practically all of the increase in actual numbers. The large increase is mainly due to the opening of self-financing courses in non-traditional areas such as Business Management, Computer Applications, Information Technology, etc., where employment opportunities are rising rapidly.

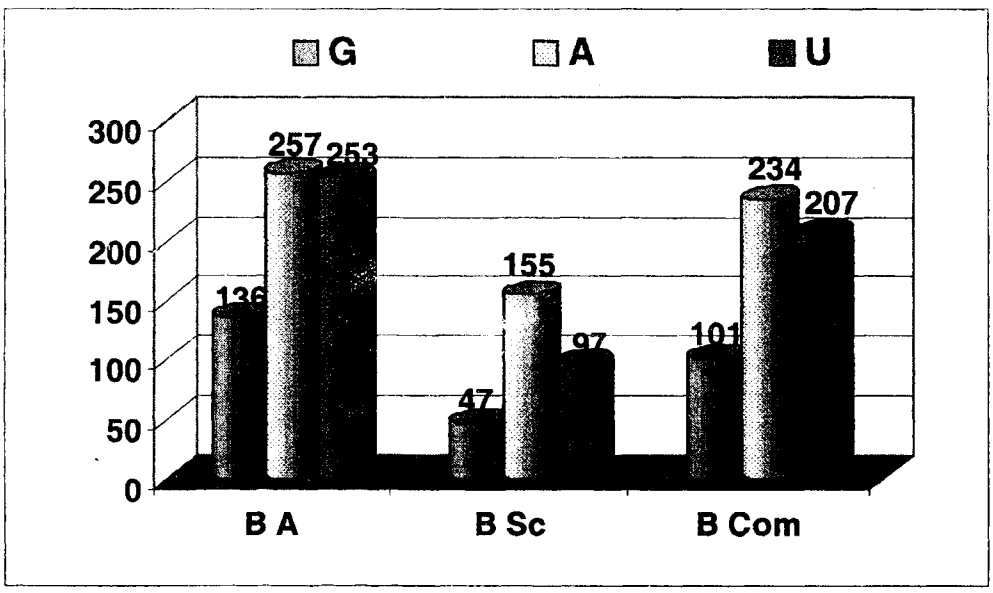


Fig. 2.14 Number of Degree Colleges by Type of Management offering traditional Degree Courses

Fig. 2.14 shows the distribution of degree colleges offering the traditional BA, BSc and BCom courses among the three types of management. *The demand for degree courses in Basic Sciences and Mathematics has been declining alarmingly*, causing serious concern among educationists, planners and administrators who recognize the importance of these disciplines for a technologically progressive society.

2.3.5 Technical Education

Fuelled by the phenomenal increase in demand for professional education in the state, as in the rest of the country, technical education has made rapid strides in recent years. The increased demand for technical courses is mainly in some of the frontier areas such as Information Technology, Electronics and Communications Technology. Fig 2.15 shows the growth of Engineering Colleges in the state over the period 1995-2000. It is set to register another big increase this year, as the state government appears to have already decided on allowing 35 additional self-financing engineering colleges to come up in the private sector in different parts of the state. This sector already accounts for over three-fourths of the total number of colleges in the state. A somewhat similar situation exists with respect to Polytechnics, which offer three-year diploma and other courses following an entry-level high school education. This is shown in Fig. 2.16.

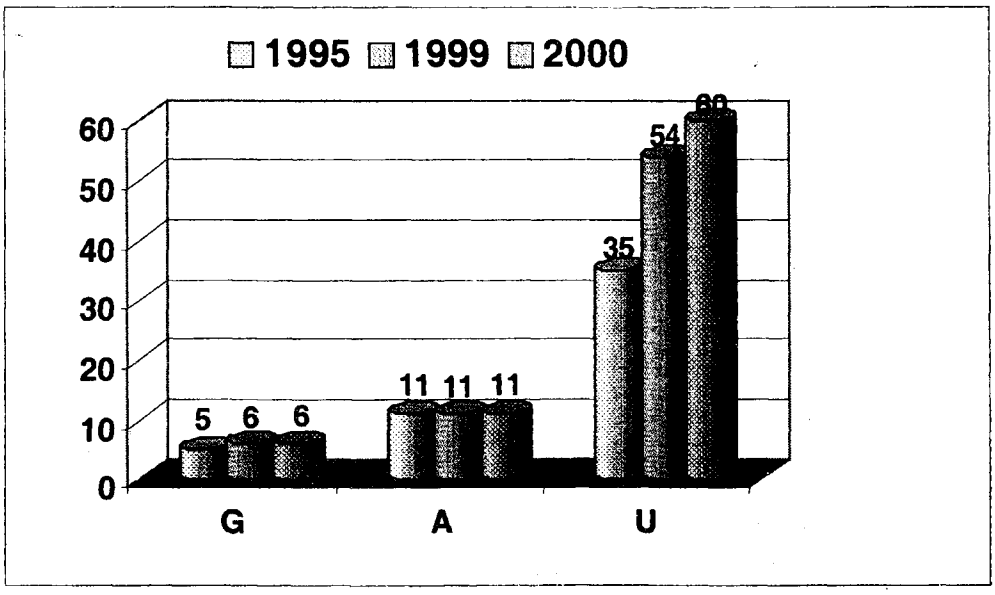


Fig 2.15 Growth of Engineering Colleges during 1995 – 2000
[G – Government A – Aided U – Unaided]

All the colleges of Engineering/Technology in the state are affiliated to the recently started Viswesvaraya Technological University in Belgaum. Earlier they were affiliated to the respective universities in the region.

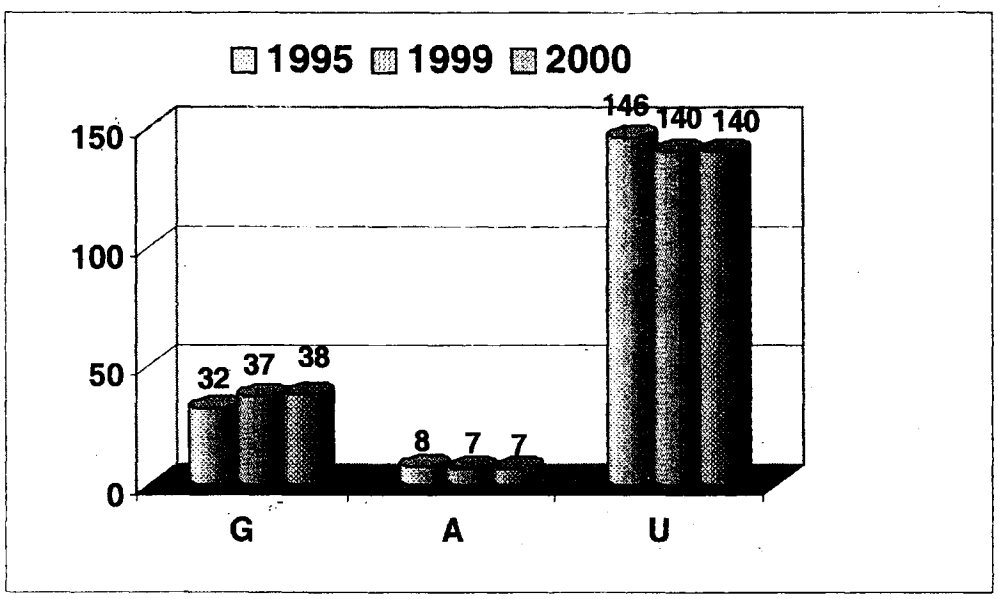


Fig 2.16 Growth of Polytechnics during 1995 – 2000
[G – Government A – Aided U – Unaided]

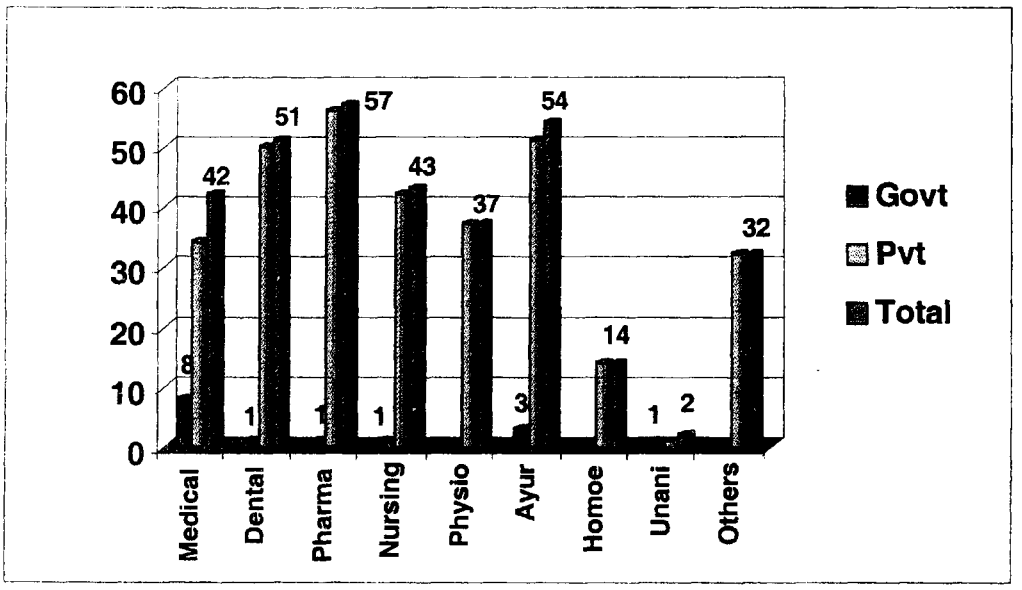


Fig. 2.17 Medical Institutions in Karnataka offering a range of different Health Sciences courses

2.3.6 Medical Education

As Fig. 2.17 shows, Medical Education is overwhelmingly dominated by the private sector, the number of private institutions being more than 20 times the number in the government sector. Out of a total of 332 institutions of different kinds, 317 are in the private sector. As in the case of technical education, there is a huge demand for some of the medical courses.

The various medical institutions are affiliated to the recently started Rajiv Gandhi University for Health Sciences in Bangalore. Earlier they were affiliated to the respective universities in the region.

2.3.7 Vocational Education

A large number of institutions offering a wide variety of vocational courses exist in both the government and private sectors. Nearly 50 different courses are available under the following categories: (i) Agriculture related courses, (ii) Commerce and Business courses, (iii) Technical courses, (iv) Job-linked courses (in Polytechnics and Engineering colleges), (v) Home Science courses. Fig. 2.18 shows the number of such institutions during the period 1997 – 2000 in the two sectors. The decrease in their numbers, seen especially in private sector institutions is the result of closure of some courses because of poor demand and the transfer of some courses to other agencies.

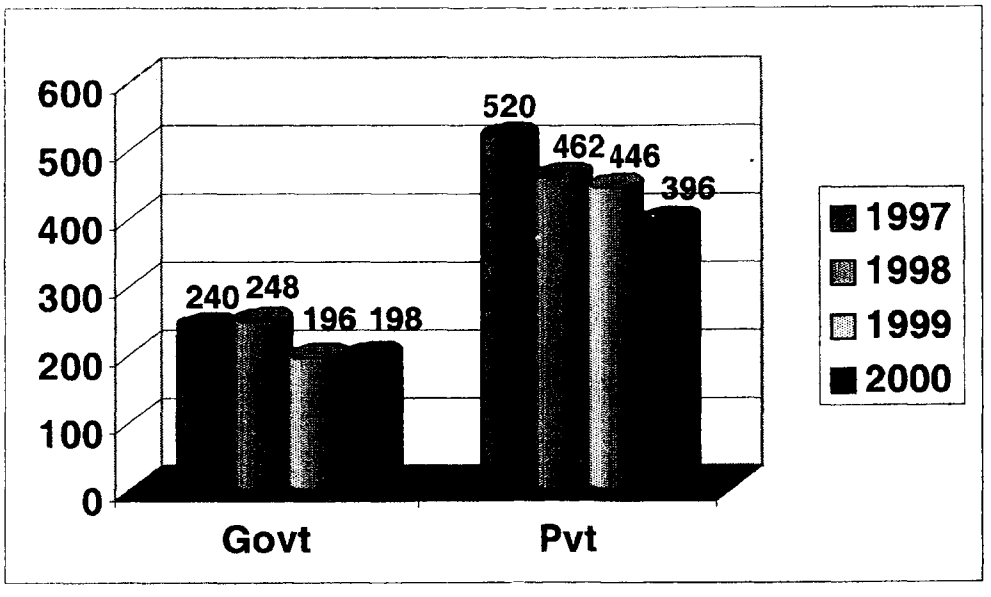


Fig. 2.18 Vocational Institutions during 1997 – 2000

2.4 Presence of Private Sector at different levels of Education

The role of the private sector at different levels of education in the state *varies from 'negligible' in rural lower primary education to 'overwhelming' in professional education, especially in medical and health sciences.* Fig. 2.19 best summarizes the situation.

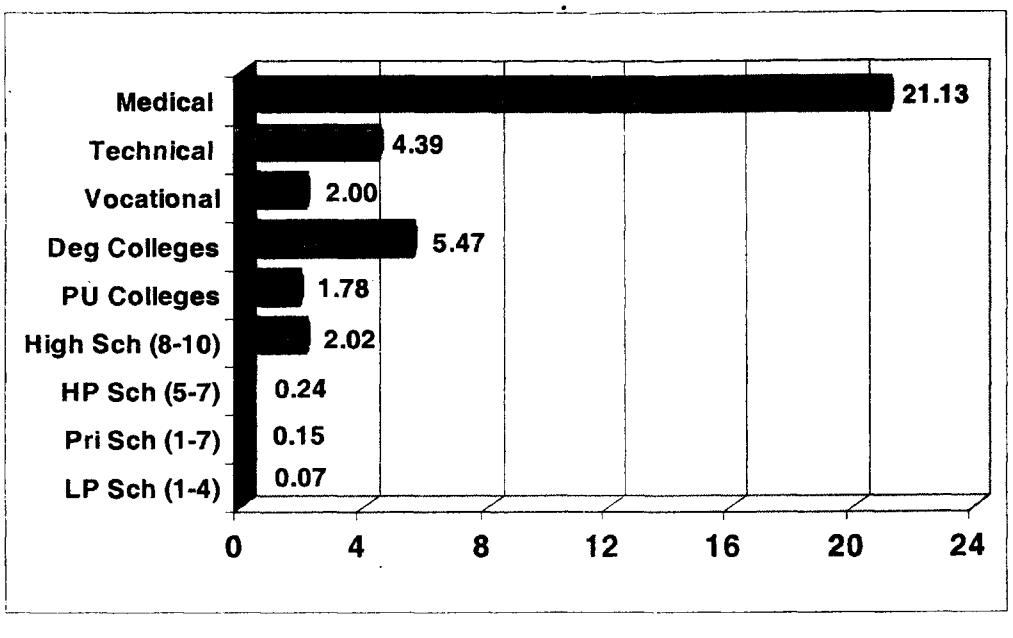


Fig. 2.19 **RATIO *of the Number of Private Institutions to Government Institutions* at different levels of Education in Karnataka**

Chapter 3

Private Sector Institutions, Students and Teachers

In this chapter we take a detailed look at private educational institutions in comparison with their government counterparts at different levels, focusing attention on their location (urban and rural), enrolment of students and employment of teachers.

3.1 Primary Education

3.1.1 Rural-Urban Distribution

Fig. 3.1 gives data on the number of Lower Primary (classes 1-4) schools in 1993 [SAIES] and 2000 respectively, by location (rural or urban) and type of management – government (G) private aided (A) or private unaided (U). Fig. 3.2 gives the same in respect of Primary (classes 1-7) schools.

These figures show how pervasive the government sector is in Primary Education in both rural and urban areas. The number of government lower primary schools has remained practically the same during the period 1993–2000. This has been a period of consolidation with some focus on improving the quality of the schooling process. The District Primary Education Project (DPEP) appears to have made a significant impact in those districts where the project is in operation.

The number of government rural Higher Primary schools has shown an increase of 23% from 1993 to 2000. An interesting observation is that the number of unaided rural primary schools is higher than the number of unaided urban schools, having registered a three-fold increase from 1993 to 2000. However, even with this impressive growth the unaided private sector fades into insignificance compared to the government sector, as does the aided private sector.

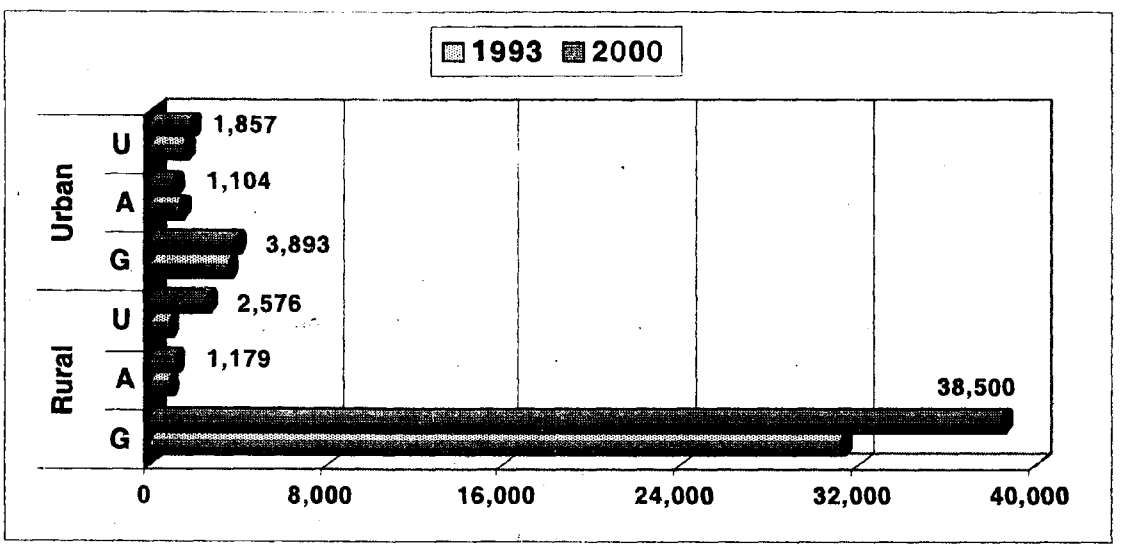


Fig. 3.1 Distribution of Lower Primary Schools (Classes 1 - 4) by Location and Type of Management
[G – Government A – Aided U – Unaided]

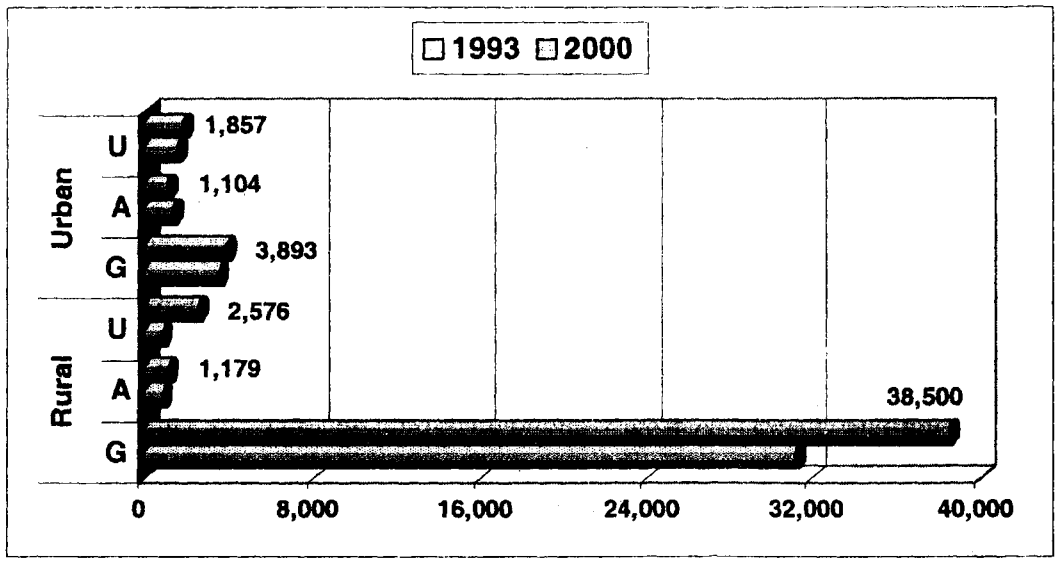


Fig. 3.2 Distribution of Higher Primary Schools (Classes 1- 7) by Location and Type of Management

[G – Government A – Aided U – Unaided]

3.1.2 Student Enrolment

Fig. 3.3 shows the growth of student enrolment in Lower Primary schools (classes 1-4) from 1993 to 2000 under the three different types of managements.

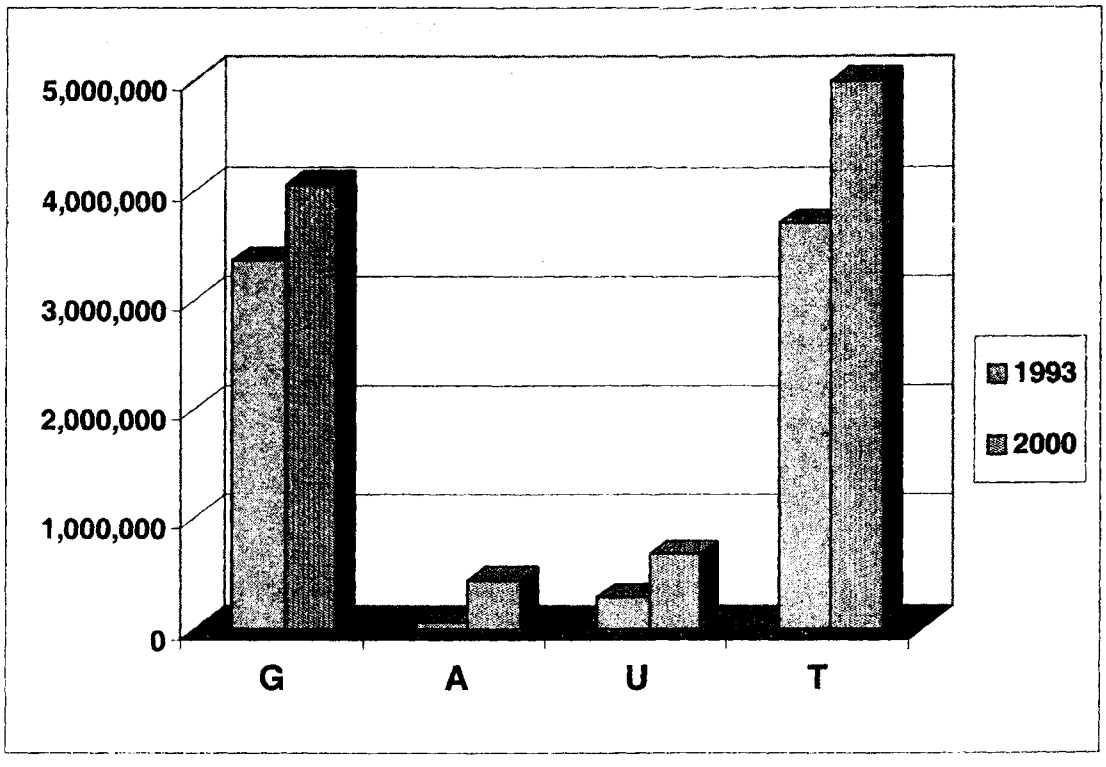


Fig. 3.3 Growth of Enrolment in Lower Primary Schools
[G – Government A – Aided U – Unaided T - Total]

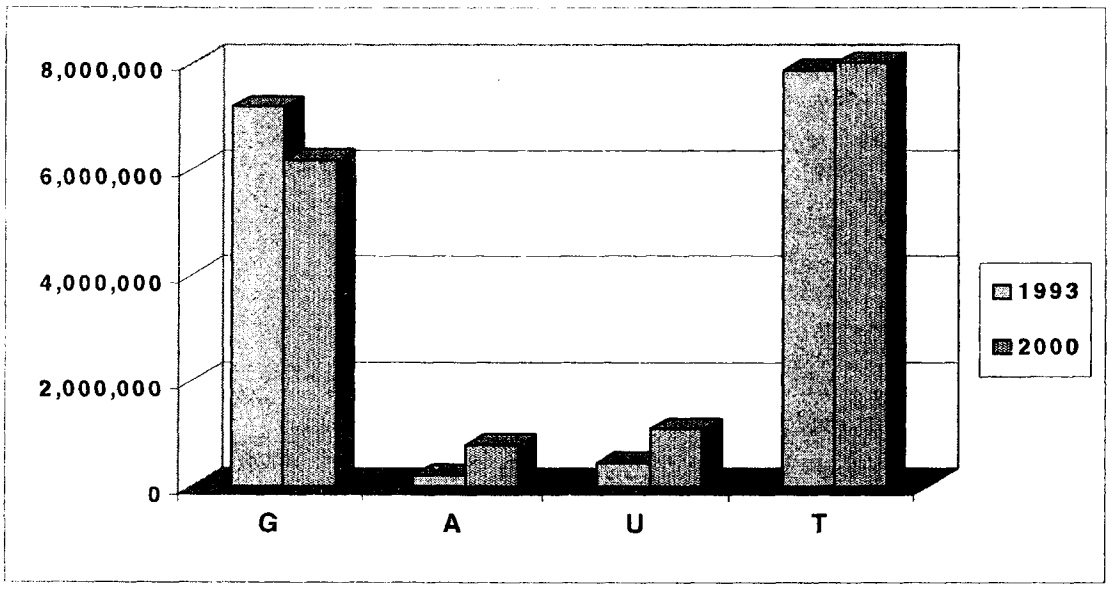


Fig. 3.4 Growth of Enrolment in Primary Schools
[G – Government A – Aided U – Unaided T - Total]

While there is a growth of a little over 20% in the government sector, the private aided sector has registered a six-fold growth and the unaided sector a 140% growth.

Fig. 3.4 shows the growth of student enrolment in Higher Primary schools (classes 1-7) from 1993 to 2000 under the three different types of managements. There is a noticeable *decrease* in the enrolment in government schools despite an increase in their number during the same period. The marginal increase in *total* enrolment is due to substantial increases in the aided and unaided private sectors.

At this stage it is interesting to examine the *average student enrolment per school* at the primary stage. Fig. 3.5 clearly shows the average value for government schools declining from 206 to 145 while there is a large increase from 100 to 351 for aided schools and from 187 to 247 for unaided schools. The average figure for all types of schools taken together also shows a decrease from 199 to 164.

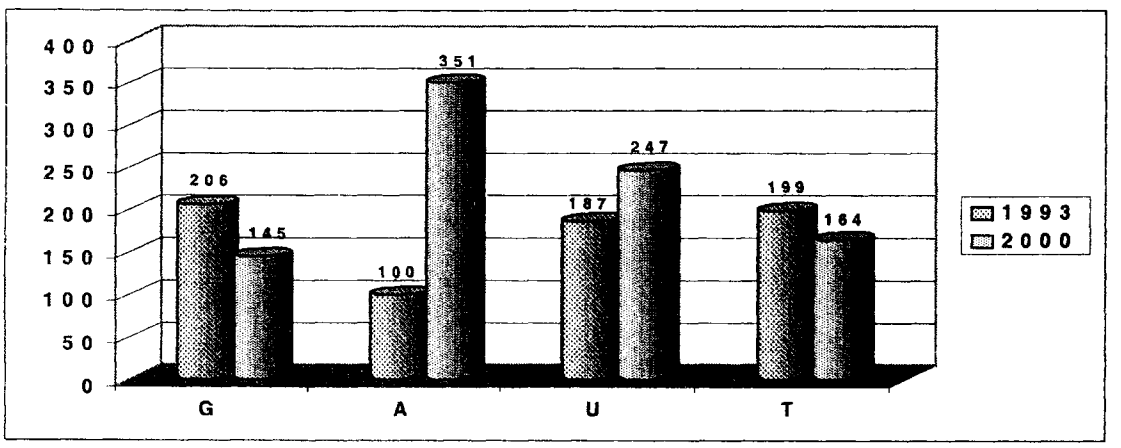


Fig. 3.5 Average Student Enrolment per School at the Primary Stage
[G – Government A – Aided U – Unaided T - Total

Fig. 3.6 depicts the growth in primary school enrolment over two decades form 1967 to 1998, showing the gender wise distribution for the whole state. The total enrolment has gone up by a factor of 2.3 in this period. It is noteworthy that the gender gap has steadily declined. We shall revert to this issue at a later stage (Chapter 5) in this report.

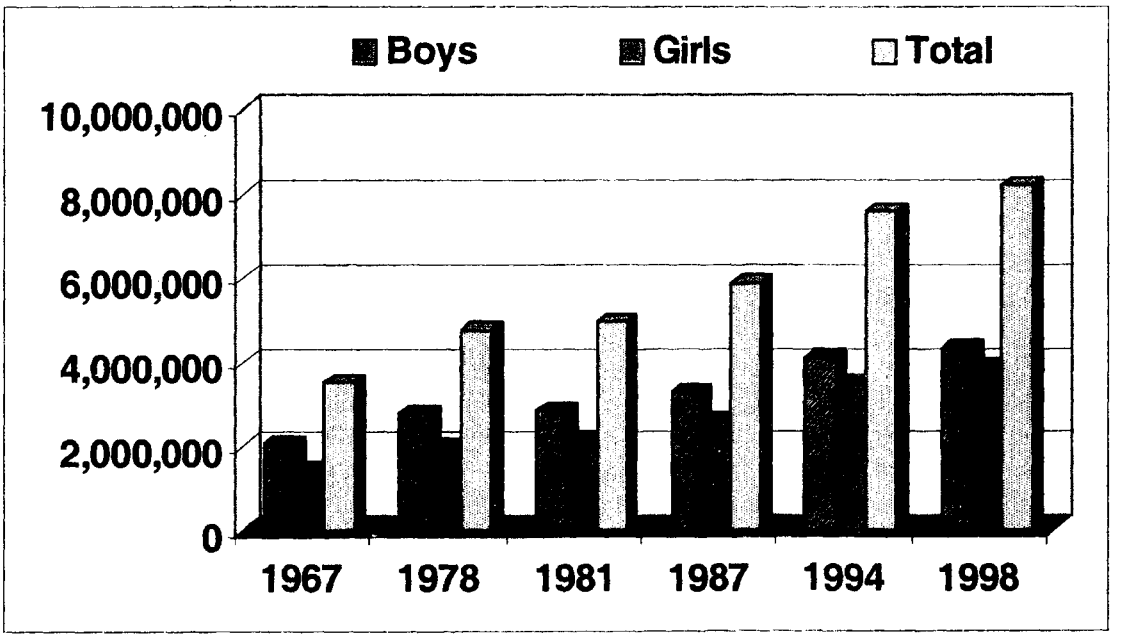


Fig. 3.6 Growth in Primary School Enrolment from 1967 to 1998
[Data from 'Human Development Report 1999' a GOK Publication]

3.1.3 Teachers

Considering the size of the school-going student population and the number of schools in the state, it is natural that a huge number of teachers, accounting for most of the expenditure on education in this sector, is necessitated. Fig 3.7 gives the number of teachers employed in government, aided and unaided institutions and the rise in their numbers from 1993 to 2000. The number of teachers has gone up by around 50% in government schools, about 85% in private unaided schools and only marginally in aided schools.

Fig. 3.8 shows the gross *Student-Teacher Ratio* in 1993 and 2000 respectively. Because of the decline in student enrolment referred to earlier there is a significant decrease in this ratio for government schools as well as for all schools taken together. We see just the opposite in respect of private aided schools. There is also a rise in respect of private unaided schools. In all cases the 2000 ratio is a reasonable value in academic terms.

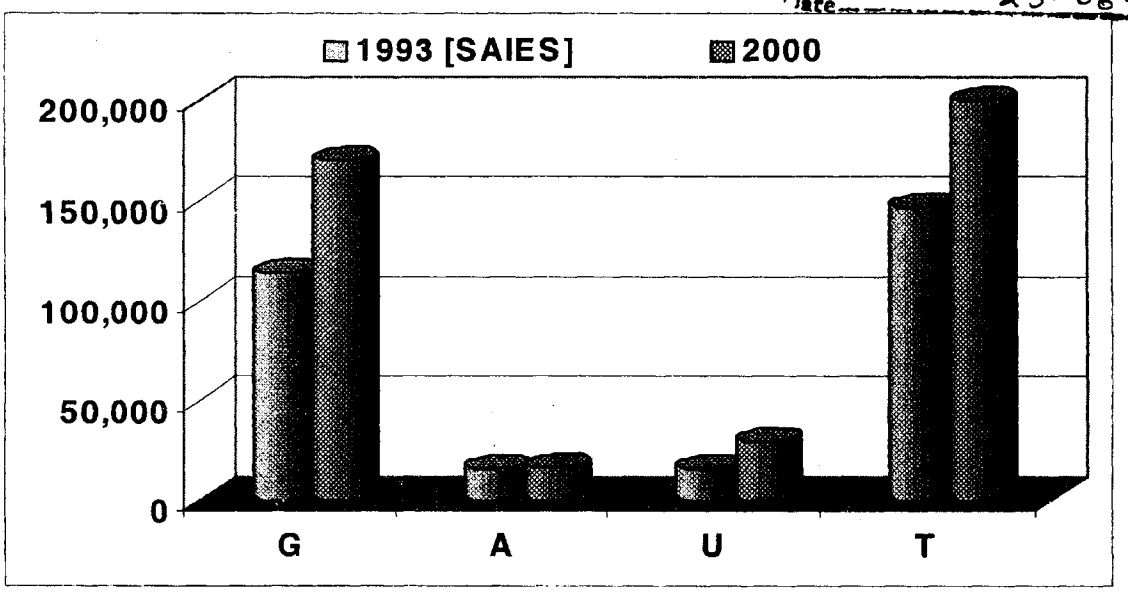


Fig. 3.7 Growth in Number of Teachers in Primary Schools
[G – Government A – Aided U – Unaided T - Total]

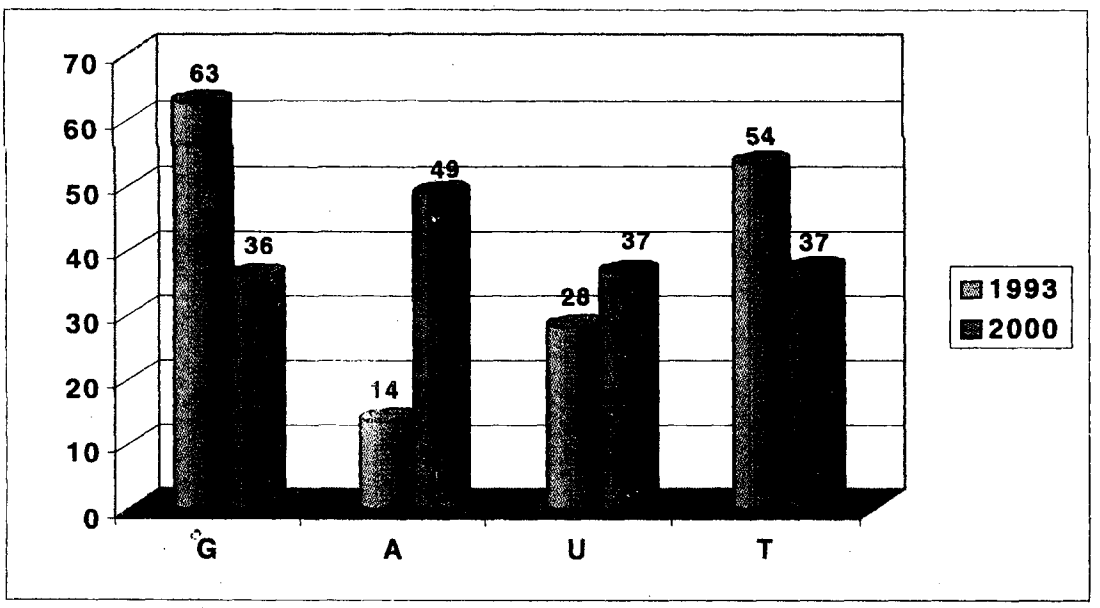


Fig 3.8 Student-Teacher Ratio at the Primary School Stage
[G – Government A – Aided U – Unaided T - Total]

3.2 Secondary School Education

3.2.1 Rural-Urban Distribution

Fig. 3.9 shows the distribution of Secondary Schools by location (Rural or Urban) and by type of management – Government, Aided and Unaided. Except in the case of Urban Aided schools we see substantial increases in the number of schools in all the sectors. It is significant to observe that not only is the number of schools in the Rural Unaided sector greater than that in the corresponding Urban sector but also the rise is greater.

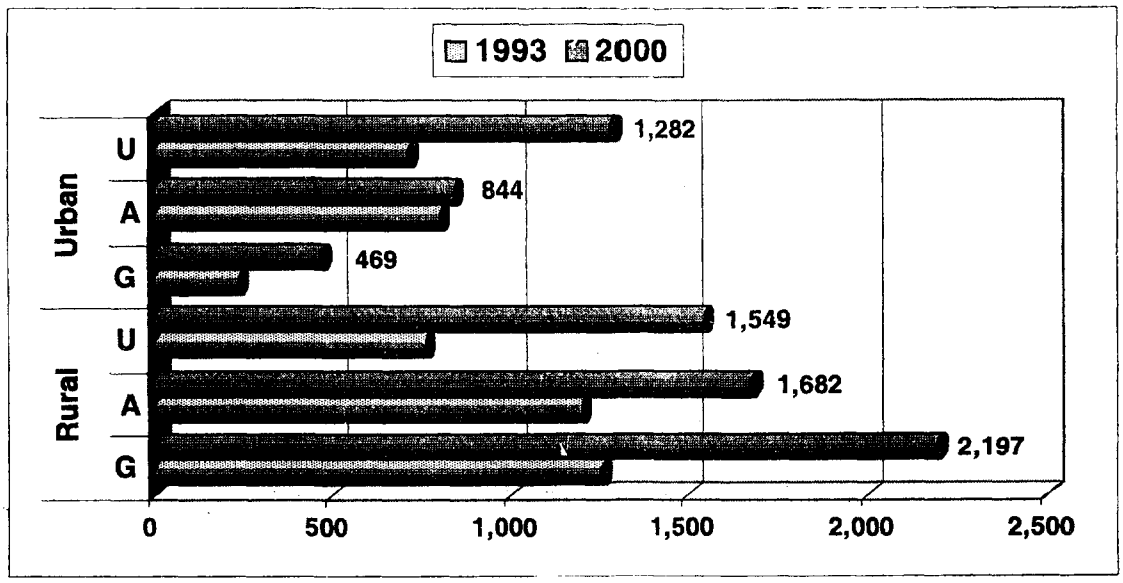


Fig. 3.9 Distribution of Secondary Schools (Classes 8--10) by Location and Type of Management

[G – Government A – Aided U – Unaided]

3.2.2 Student Enrolment

Fig. 3.10 depicts the growth in secondary school enrolment over two decades form 1967 to 1998, showing the gender wise distribution for the whole state. The total enrolment has gone up by a factor of 3.5 in this period. It is noteworthy that the gender gap has steadily declined though not as fast or as much as in the case of primary schools. We shall revert to this issue at a later stage (Chapter 5) in this report.

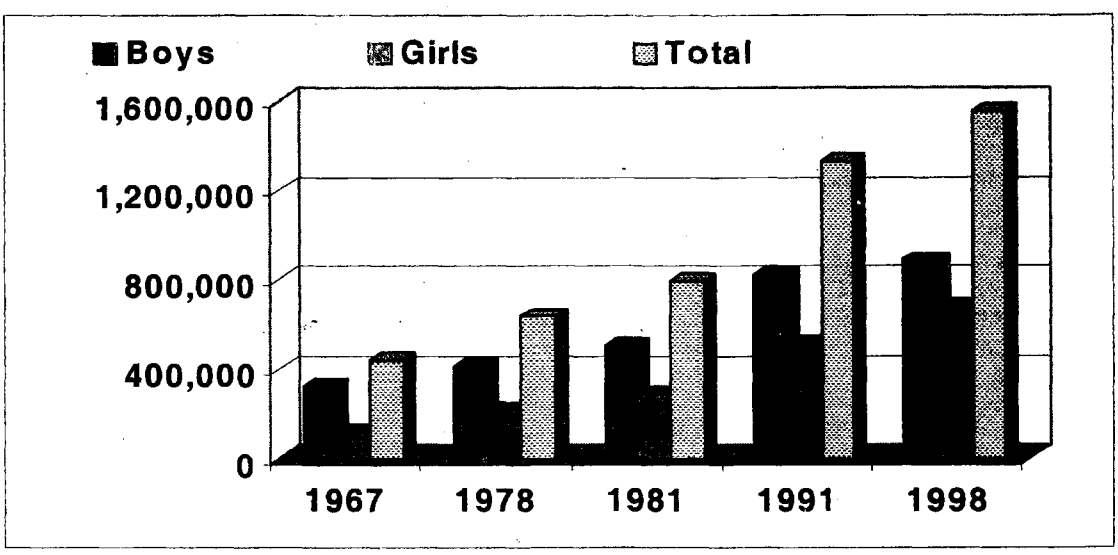


Fig. 3.10 Growth in Secondary School Enrolment from 1967 to 1998

[Data from 'Human Development Report 1999' a GOK Publication]

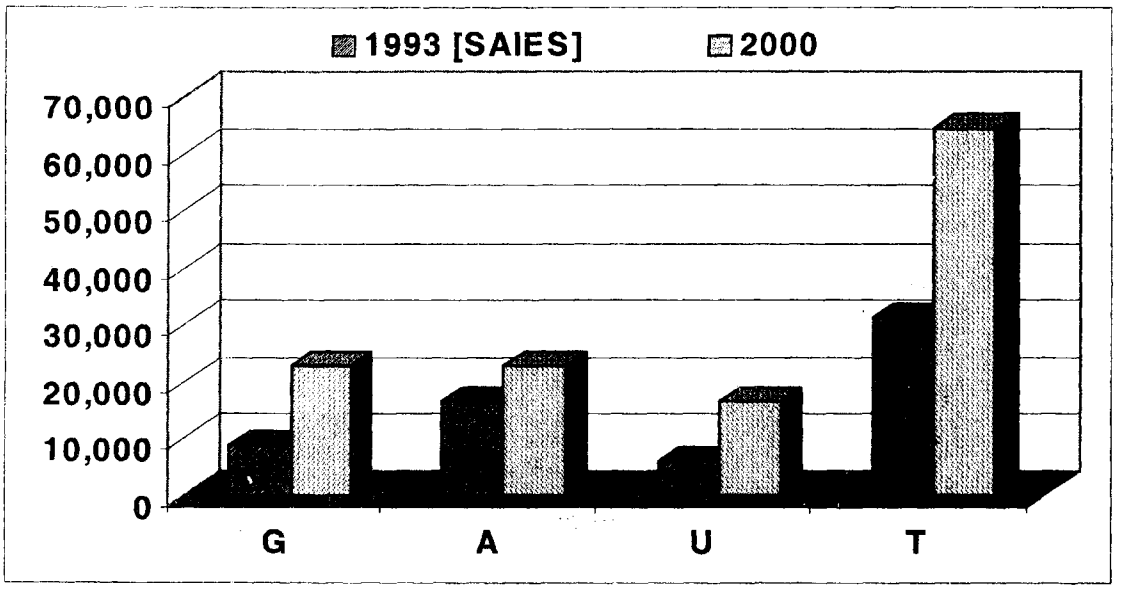


Fig. 3.11 Growth in Number of Teachers in Secondary Schools [G – Government A – Aided U – Unaided T- Total]

3.2.3 Teachers

Fig. 3.11 gives the growth in the number of secondary school teachers working in the government, aided and unaided sectors. We see substantial increases in these numbers in all the sectors.

3.3 School Education - Enrolment

Considering school education as a whole, inclusive of both primary and secondary stages the data presented in Fig. 3.12 is very instructive. It shows the current enrolment in *each* of classes 1 to 10 with respect to government, private aided and private unaided sectors. There is a continuous decrease in the enrolment from class 1 to class 10 in both government and private unaided schools, the drop being much sharper in the former. In contrast, the enrolment is nearly constant in Aided schools from class 1 to class 7, the primary stage. A sharp rise of over 100% is seen thereafter in classes 8 to 10, the secondary stage.

In the government sector the drop is particularly sharp (about 60%) from class 7 to class 8, corresponding to the transition from higher primary to secondary stage. Correspondingly we see a doubling of enrollment from class 7 to class 8 in the aided private sector. This is indicative of a significant migration from the government to private schools, especially to aided schools form the higher primary to the secondary stage. The possible reasons for this will be discussed in Chapter 5.

Fig. 3.13 shows the change in school enrolment in each of Classes 1 to 10 from 1993 to 2000 considering all sectors of education and for the state as a whole. The most interesting feature of this is the drop in enrolment by about 12% in class 1 only. While the reasons for this are not entirely clear, one significant contributor is the overall drop in the population of school going children at that level. The fact that in 2000 the drop from one class to the next at the primary stage is not as steep as in 1993 points to some success of the efforts to *retain* the children in the schools.

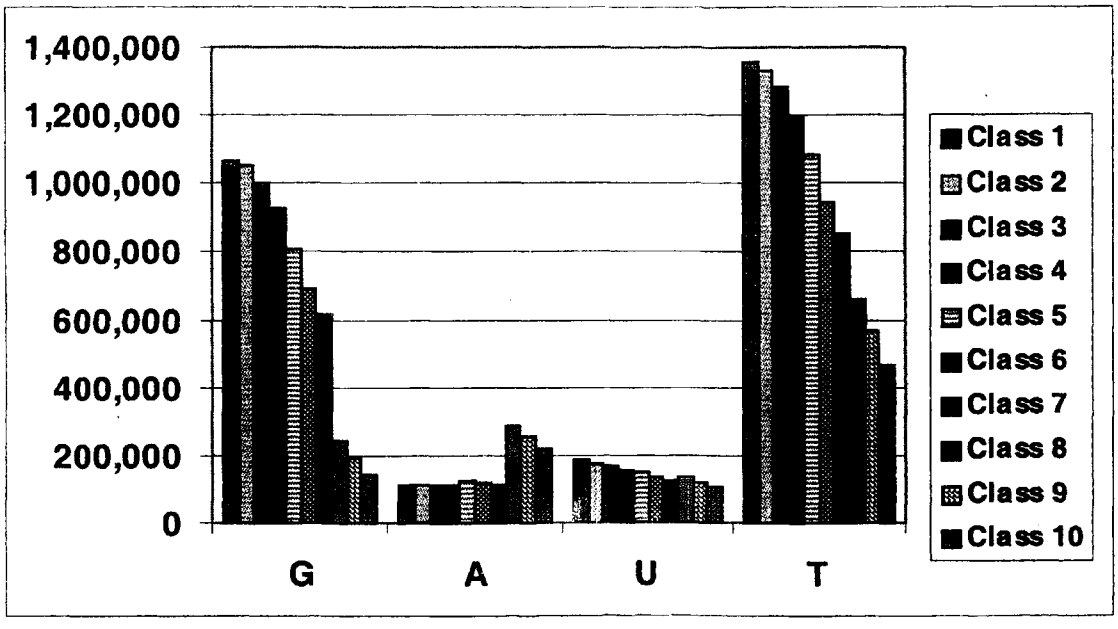


Fig. 3.12 **Enrolment in Government, Aided and Unaided Schools in 2000 – Classes 1 to 10**

[G – Government A – Aided U – Unaided T - Total]

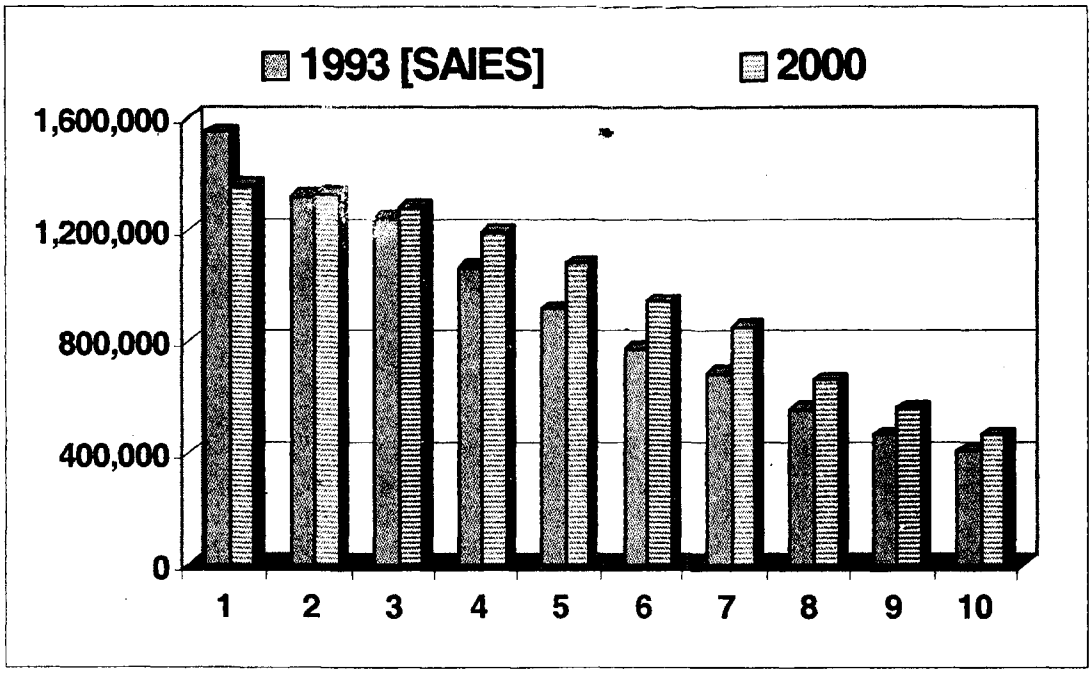


Fig. 3.13 Change in School Enrolment [Classes 1 – 10] between 1993 and 2000

3.4 Pre-university Education

3.4.1 Rural-Urban Distribution

Fig. 3.14 shows the number of students from Urban and Rural institutions that took the annual Pre-university public examinations during the period 1993-99. Unlike school education, urban students constitute the majority in pre-university education.

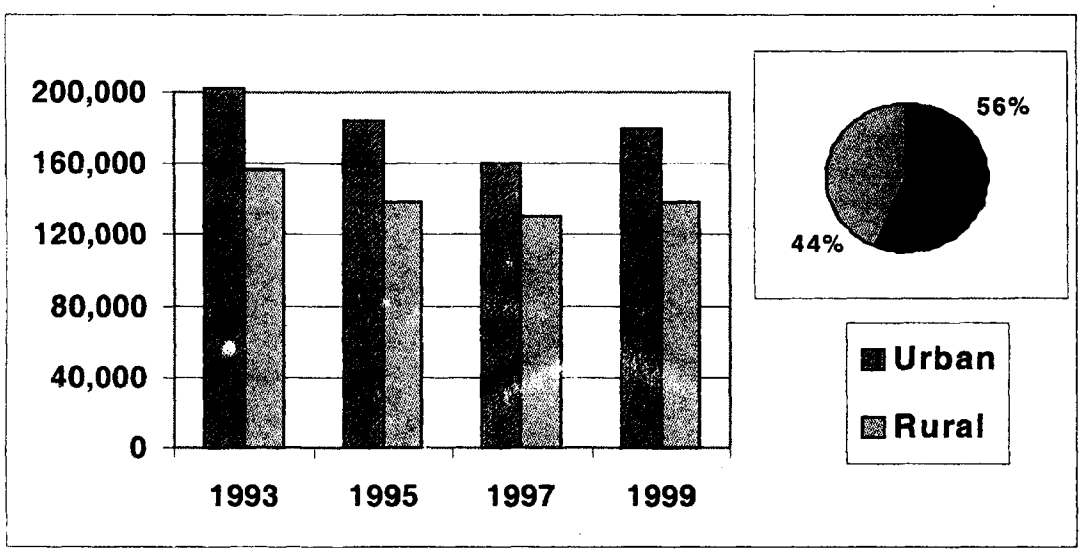


Fig. 3.14 Urban-Rural Distribution of PU Students
[Inset at top right corner shows the average values]

3.4.2 Student Enrolment

Fig. 3.15 shows the student enrolment in the II PU course and the corresponding number of PU institutions from 1995 to 2000. These students actually appeared for the public examination at the end of the second year of the course as 'fresh' candidates. The figures have varied irregularly from year to year over a small range. The distribution of these institutions among different types of management and categories is given in figures 2.10 and 2.11 in Chapter 2.

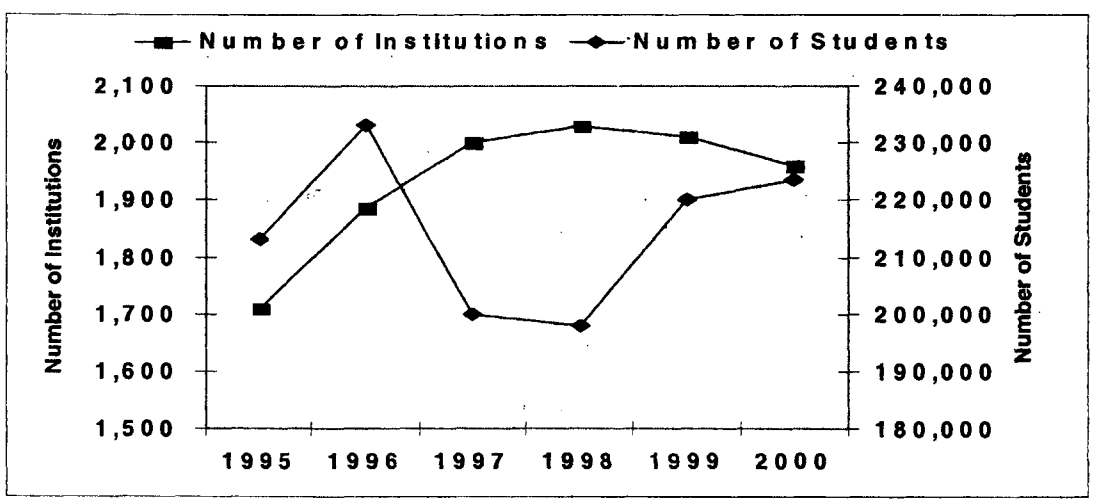


Fig. 3.15 Growth of PU Institutions and Enrolment
[Data relates to II PU Students appearing for Public Exam.]

3.4.3 Teachers

For teaching at the pre-university level teachers are required to have a master's degree in the concerned subject as minimum qualification. About 10,000 teachers designated as Lecturers are currently employed with such qualifications. Fig. 3.16 gives their distribution among government and private sector institutions. Fig. 3.17 gives the number of lecturers who have master degree qualifications in different subject areas – Arts, Commerce, Science and Education. Table 3.1 gives the distribution of these teachers among different disciplines. These disciplines are listed under four broad categories – Languages, Humanities, Science and Commerce. The data shows that the Humanities combination is the most preferred one in the pre-university course. Despite the great attraction of professional courses at the university level science combinations take a back seat.

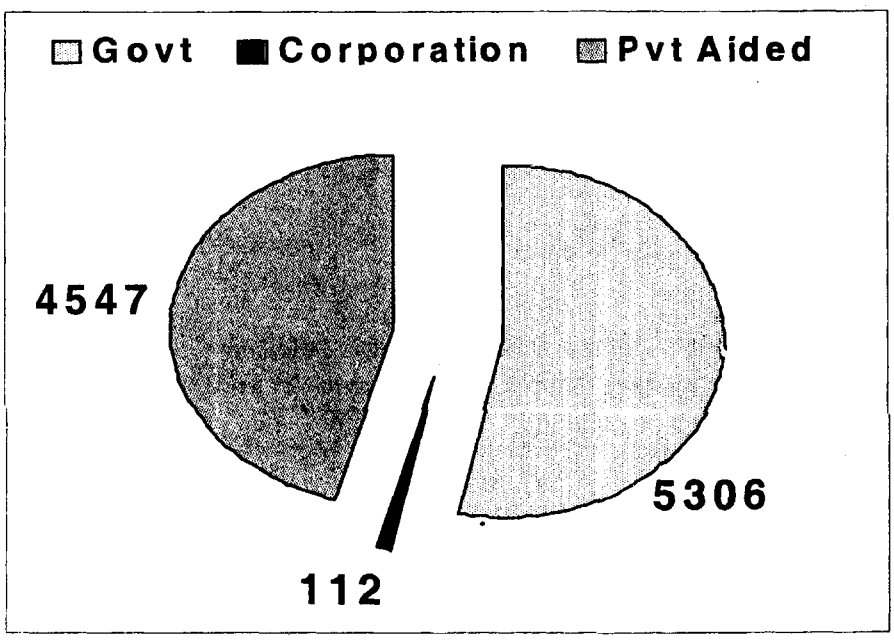


Fig. 3.16 Distribution of Teachers in Pre-university institutions

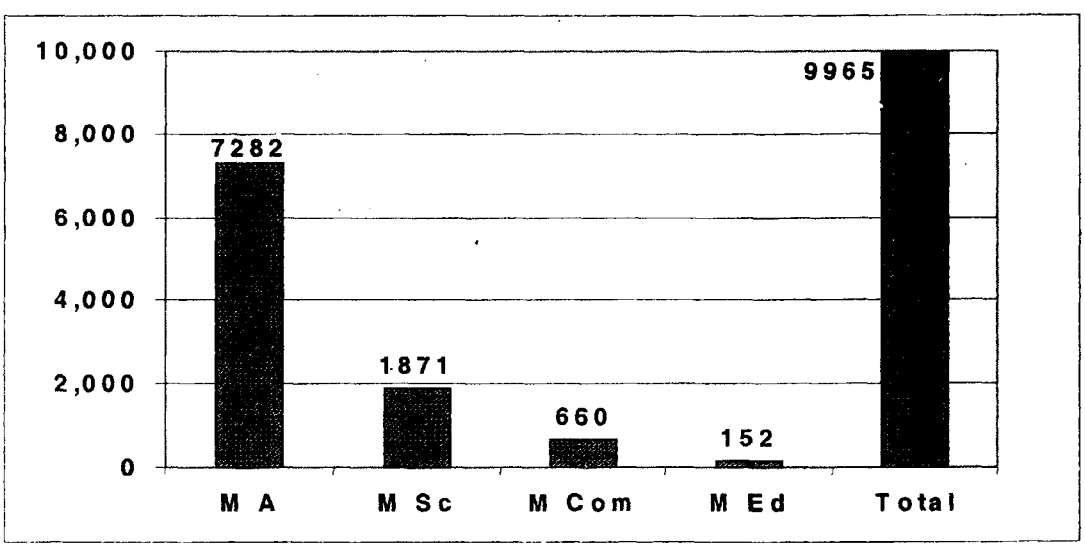


Fig. 3.17 Distribution of Teachers in Pre-University Institutions by their Qualifications

Table 3.1: Distributions of Teachers in PU Institutions by Subject Areas

Subject Area	Discipline	Number of Teachers
Languages	Kannada	1125
	English	1198
	Hindi	261
	Sanskrit	116
	Urdu	104
	Others	76
Humanities	History	1026
	Economics	1206
	Geography	251
	Sociology	932
	Political Science	953
	Others	188
Science	Physics	470
	Chemistry	470
	Mathematics	410
	Biology	449
	Others	65
Commerce	Business Studies	501
	Accountancy	159
	Others	5

3.5 Collegiate Education

3.5.1 Distribution of Colleges

Table 3.2 gives the distribution of colleges by type, management and location. The table includes 67 law colleges all but two of which are in the private sector, the vast majority of them unaided.

Fig. 3.18 gives the distribution of colleges by location (District Headquarters, Taluk Headquarters or Other) and type of management (Government, Private Aided or Private Unaided). Most of the colleges under the 'Other Location' category are rural. All colleges located in district headquarters are urban. Most of the Taluk headquarters can be considered urban. In summary, most of the colleges are both urban and run by private managements.

Table 3.2 Distributions of Colleges by Type/Location and Management

Type/Location of College	Govt.	Private				Total
		Aided		Unaided		
		Gen	Law	Gen	Law	
1 Men's Colleges	06	06		03		15
2 Women's Colleges	10	42		56		108
3 Bifurcated Colleges	09	08				17
4 Transferred from Pvt. Sector	14					14
5 Composite Colleges	17	164		43		224
6 Evening Colleges		12		12	15	39
7 Day Colleges	*152	280	08	461	44	945
8 Minority Institutions		46		67	06	119
9 Under SC/ST Management		08	01	61	01	71
10 Colleges located in Dist. Hq.	*34	138	07	283	46	508
11 Colleges located in Taluk Hq.	81	99	01	68	10	259
12 Colleges located elsewhere	37	55		122	03	217
Total [10 to 12]	152	292	08	473	59	984

[* Includes one Law College]

3.5.2 Enrolment

Fig. 3.19 gives the student enrolment in the traditional courses in Arts, Science and Commerce. Sadly. the enrollment is lowest in Science courses. Basic sciences and Mathematics appear to be the most unpopular among students. They also appear to be their last resort after being unable to secure admission to professional (Engineering and Medical) and other courses for which their preference is much higher. Thus the Basic sciences and Mathematics are suffering not only from poor response but also, more disturbingly, from poor quality.

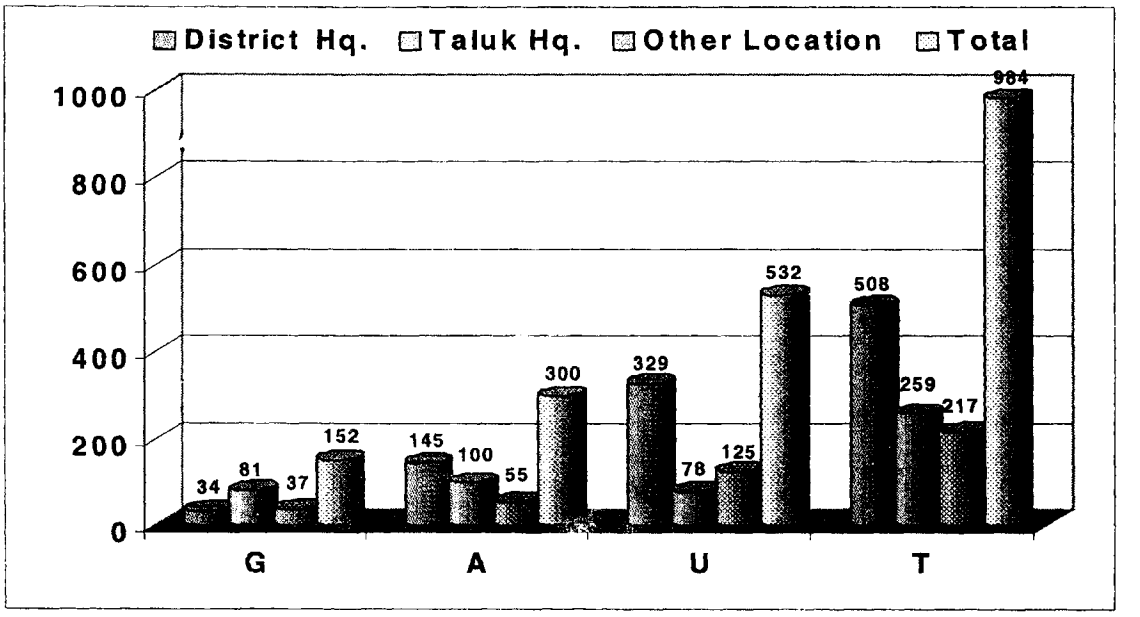


Fig. 3.18 Distribution of Colleges by Location and Type of Management [G – Government A – Aided U – Unaided T - Total]

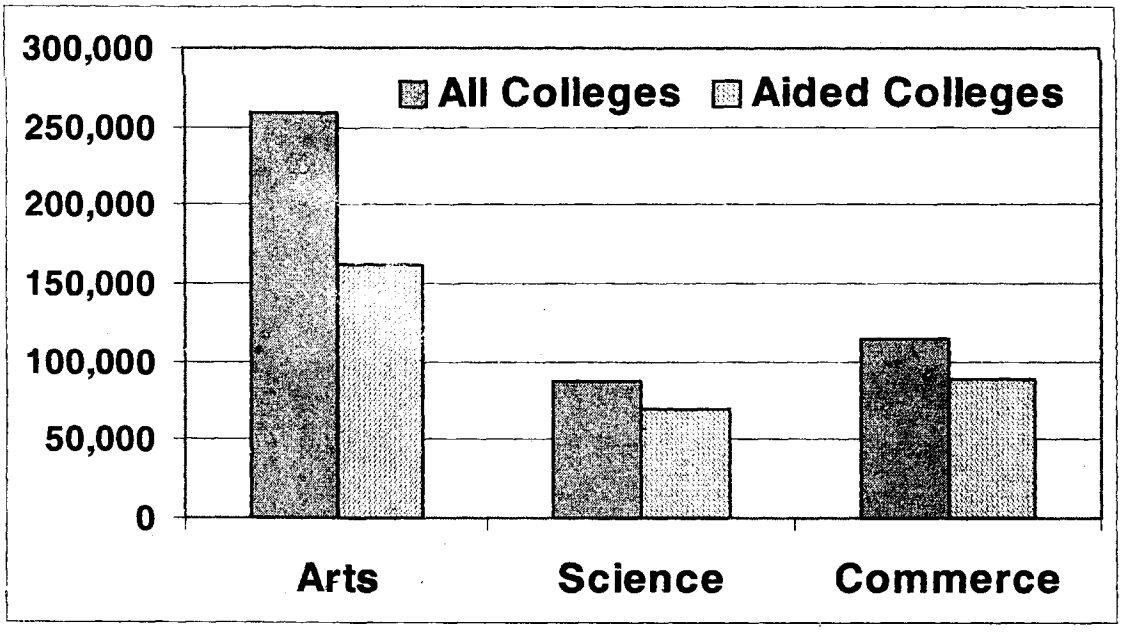


Fig. 3.19 Student Enrolment in Traditional Degree Courses as in 1997

3.5.3 Teachers

Fig. 3.20 gives the distribution of different types of teaching staff in government and aided private colleges in the state. The total number of teachers in private aided colleges is more than three times that in government colleges. No data is available on unaided private colleges.

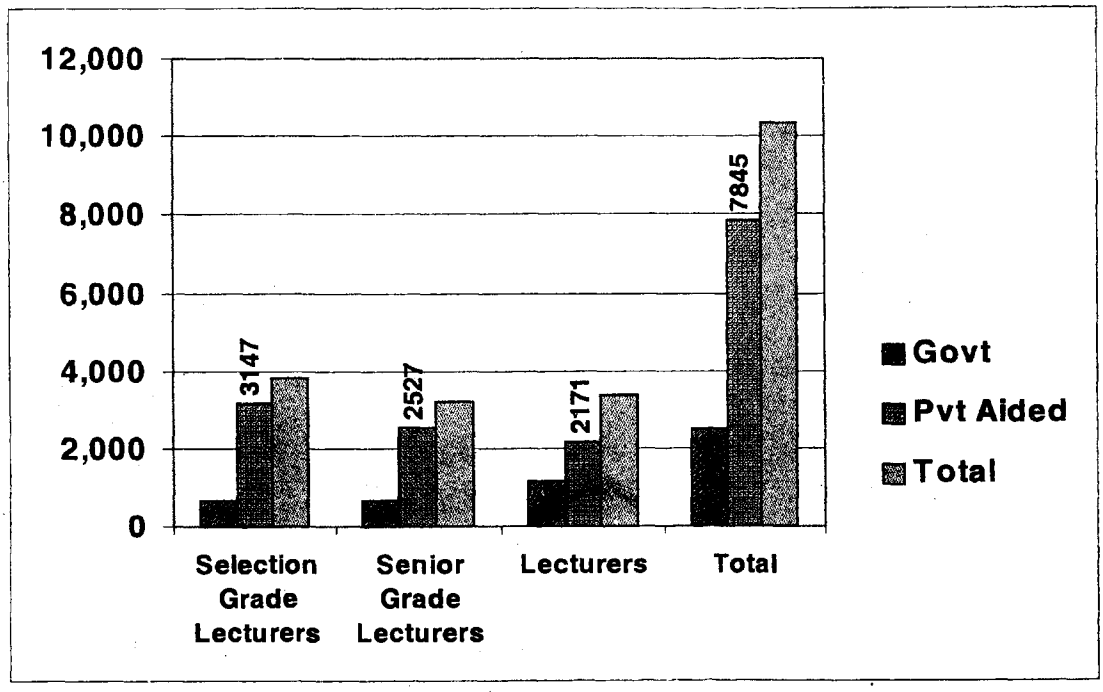


Fig. 3.20 Distribution of Teaching Staff in Colleges

3.6 Technical Education

3.6.1 Location

No precise information is available about the rural-urban distribution of institutions offering technical education through degree and diploma courses. However, from the list of technical institutions available it is observed that most of them are located in urban localities, especially district headquarters. Bangalore alone has 24 engineering colleges and 52 polytechnics.

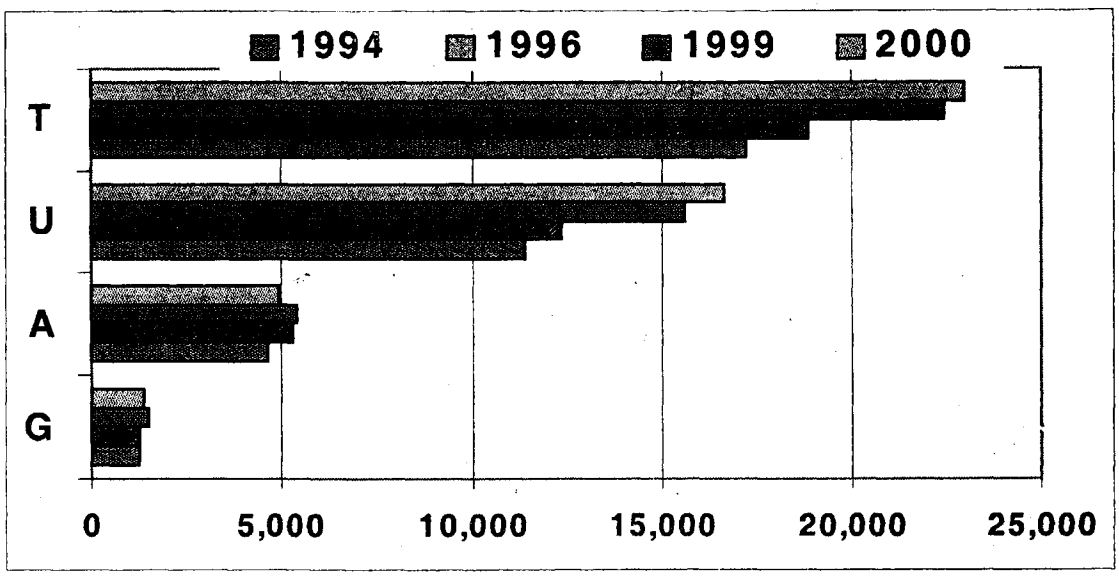


Fig. 3.21 Admissions made to Engineering Colleges
[G – Government A – Aided U – Unaided T – Total

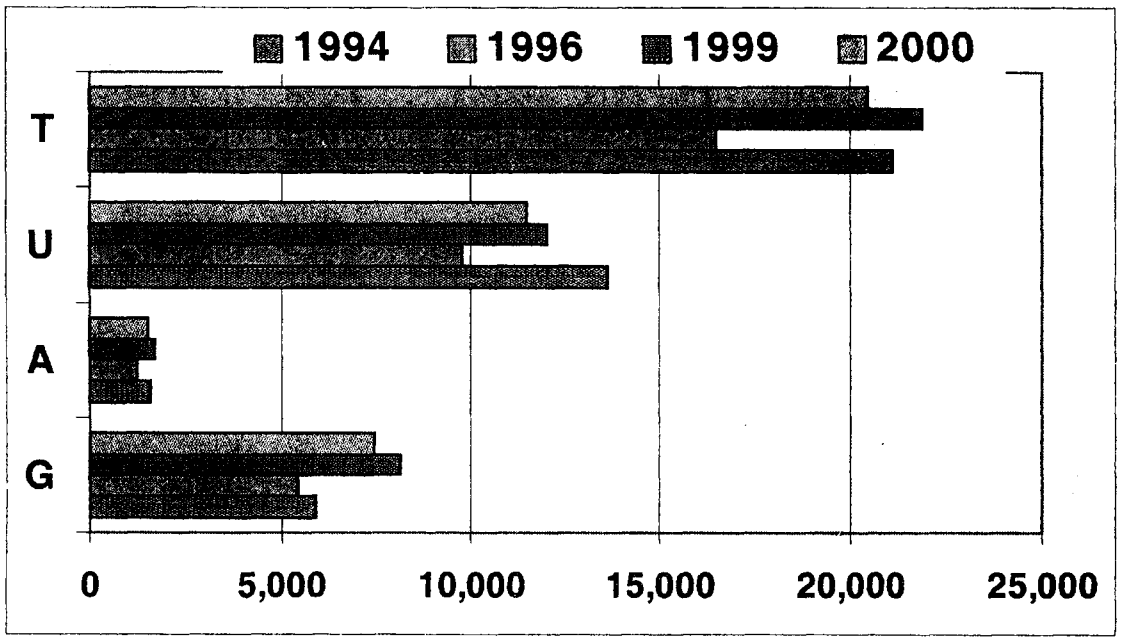
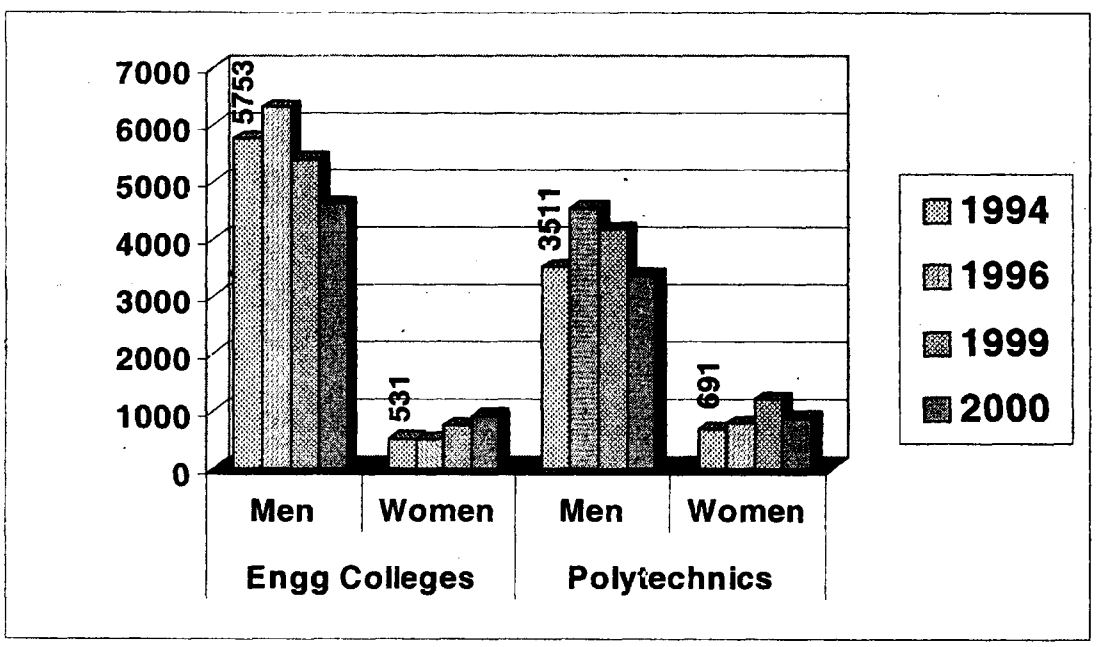


Fig. 3.22 Admissions made to Polytechnics
[G – Government A – Aided U – Unaided T - Total]

3.6.2 Student Enrolment

Fig. 3.21 shows the admissions made to the first year of the degree course in Engineering Colleges under different managements in the state during 1994, 1996, 1999 and 2000. Fig. 3.22 shows the same for admissions to the first year of the diploma courses in Polytechnics. The unaided private sector is far ahead of the other two sectors in respect of admissions to the colleges. It is also dominant in respect of admissions to polytechnics where the government sector has a much bigger share.



3.23 Strength of Teaching and Instructional Staff in Engineering Colleges and Polytechnics

3.6.3 Teaching Staff

Fig 3.23 gives the strength of teaching and instructional staff in engineering colleges and polytechnics in 1994, 1996, 1999and 2000 respectively. The sharp drop in the strength of the engineering colleges male staff from 1996 to 2000 is rather puzzling in view of the actual *increase* in admissions during the same period as seen in Fig. 3.21. A compilation error is a possible explanation.

3.7 Medical Education

3.7.1 Location

As with technical institutions, while no precise information is available about the rural-urban distribution of medical institutions, the vast majority of them appear to be urban based, especially in district headquarters. Bangalore alone accounts for a very large number of them.

3.7.2 Student Enrolment

Fig. 3.24 gives information on the numbers of seats in various medical institutions sanctioned and actually admitted during 1999 at both the undergraduate (UG) level and the postgraduate (PG) level. A comparison of the numbers actually admitted with the numbers sanctioned indicates that some courses no longer appear to be popular.

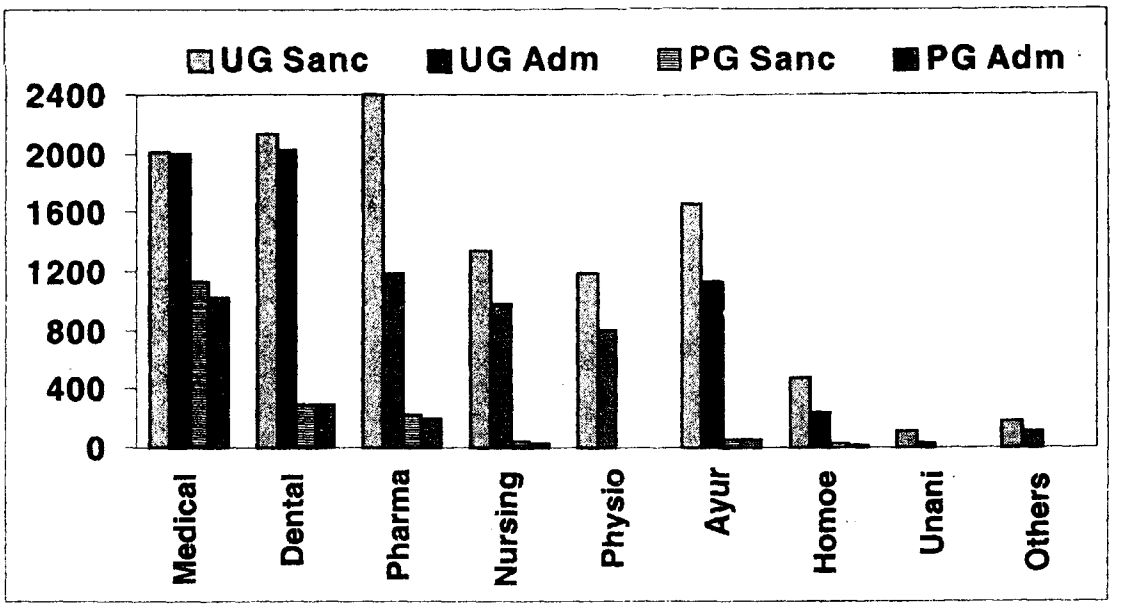


Fig. 3.24 Admissions to different UG and PG Medical Courses in 1999

3.8 Vocational Education

Fig. 3.25 shows the variation in student enrollment from 1997 to 2000 by location (Rural or Urban) of the institution and the type of management (government or private). The fall in Enrolment in the last three years parallels the fall in the number of institutions pointed out in the last chapter (see Fig. 2.18).

Unlike technical institutions, a majority of vocational institutions in both government and private sectors are located in rural areas.

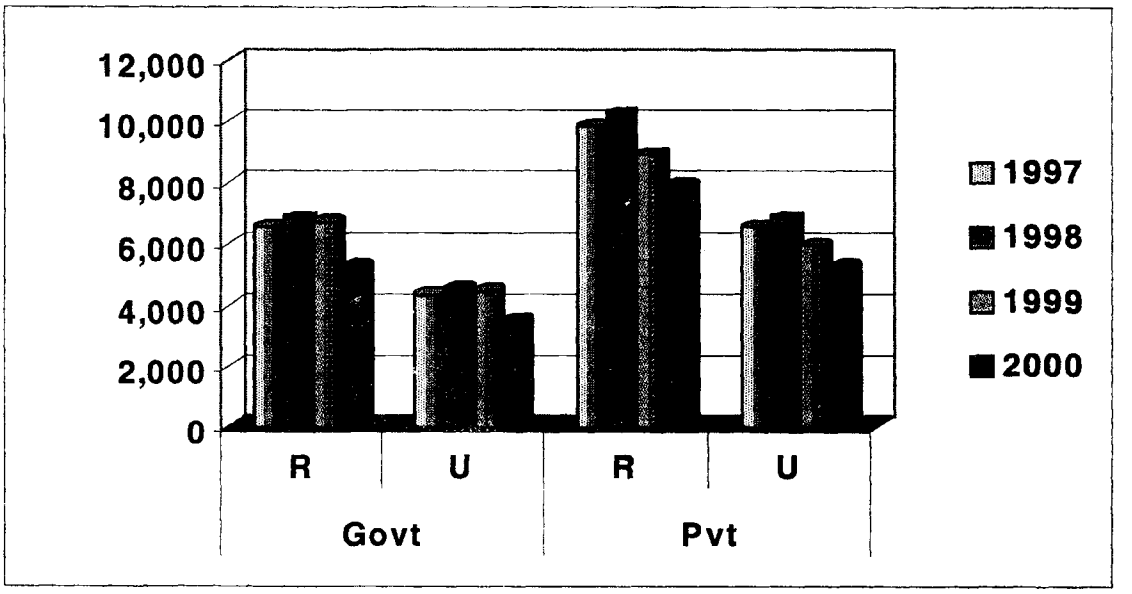


Fig. 3.25 Student Enrolment in Vocational Courses by Location and Type of Management during 1997-2000

[R – Rural U – Urban]

Chapter 4

Quality of Services

In this chapter we examine various issues related to the quality of educational services provided in institutions in the private sector at all levels. The assessment of quality has both objective and subjective dimensions. In assessing the quality of educational inputs and processes where long-term objectives pertaining to the affective domain are more important than short-term objectives geared to cognitive aspects, subjective considerations come strongly into focus. Views, opinions and individual perceptions are as valuable as conclusions based on quantitative information. In this study we draw heavily on the former, supported by quantitative data as far as possible and to the extent available. The long and rich experience of the investigators in the educational field is a distinct advantage in this exercise.

As indicators of the quality of educational services offered by the private sector we look at (i) the quality of students at the entry and exit stages at different levels, (ii) the quality of academic programmes as perceived by students, teachers, administrators and parents in a small sample of schools picked for intensive studies in Bijapur and Udupi districts, (iii) the levels of interest/motivation evinced by students and the extent to which this is promoted by the system, (iv) the academic staff – their recruitment, qualifications, terms of employment, salaries, training, retention, etc., (v) design of curriculum and scope for innovative practices and programmes, and (vi) the infrastructure and instructional facilities available in the institution. Wherever possible we compare private institutions with government institutions in all these aspects so as to provide a framework for evaluating the strengths and weaknesses of the private sector *vis a vis* the government sector. The government being by far the major provider and supporter of educational finances and services in the state, such a comparison is not only justifiable but also necessary.

4.1 Quality of Students

The term 'quality' as applied to students in their scholastic pursuits is generally meant to indicate the degree to which they 'come up' to the expectations of teachers, parents and the society in terms of a set of objectives that are either stated explicitly or implied in the educational process itself. The best assessment of the 'quality' of a student or a group of students can be made by the teacher/s concerned through a process of continuous and comprehensive evaluation integrated seamlessly into the instructional process. Only the most competent and experienced teachers appear to be able to do this systematically. Others take recourse to a system of periodic terminal tests and examinations where the process of evaluation is often separated from the instructional process. The scores obtained in such tests and examinations are most often taken as indicators of the quality of the learner.

The purpose of formal education is to work with students whose quality is known at the entry level and transform them through the educative process as conceived in the curriculum, over a period of time, to students of a higher *and* better quality. Before he/she can get into the next stage of education the student is generally subjected to a terminal examination to measure his exit level quality. Despite the serious flaws in this system it is universally prevalent. The role of examinations in the educational system has become so dominant that most teaching is examination-centred rather than learner-centred. This observation is based not only on the long experience of the investigators and most other educational experts

but also on the responses of students, teachers, parents and educational administrators derived from field studies in two districts – Bijapur and Udupi. In any case, performance in examinations as determined by 'marks' has long been accepted as an indicator of the 'quality' of the students, teachers and the institution, not to speak of the educational system itself.

4.1.1 Performance in Public Examinations

However unsatisfactory and even irrelevant the whole exercise may be we shall make a comparison between students in private sector institutions and government institutions wherever possible on the basis of performance in public examinations. These examinations are held at the end of (i) higher primary school education (Class 7) at the district level, (ii) secondary school education (Class 10) at the state level leading to the Secondary School Leaving Certificate (SSLC), (iii) the two-year pre-university course at the state level, and (iv) each semester/year/stage in collegiate education, including professional courses, and other levels of education. Considering that the district level public examination at the end of class 7 is known to be seriously deficient in objectivity and credibility it was decided to leave it out. We focus mainly on the SSLC and PU examinations.

4.1.1.1 SSLC Examinations

Fig. 4.1 shows the performance of students from private schools compared with those from government schools in the state in the SSLC examinations of 1998, 1999 and 2000 respectively. The number of students securing pass grade, first class, second class and third class are shown in each sector. There is a clear superiority of private school students over their counterparts in government schools. But this conclusion should be tempered by the observation that the (i) entry level quality of students in private schools tend to be better than in government schools, and (ii) the infrastructure in private schools is also generally better than those in government schools. Some credit for this superiority is definitely due to better teaching in private schools, but it is difficult to quantify this.

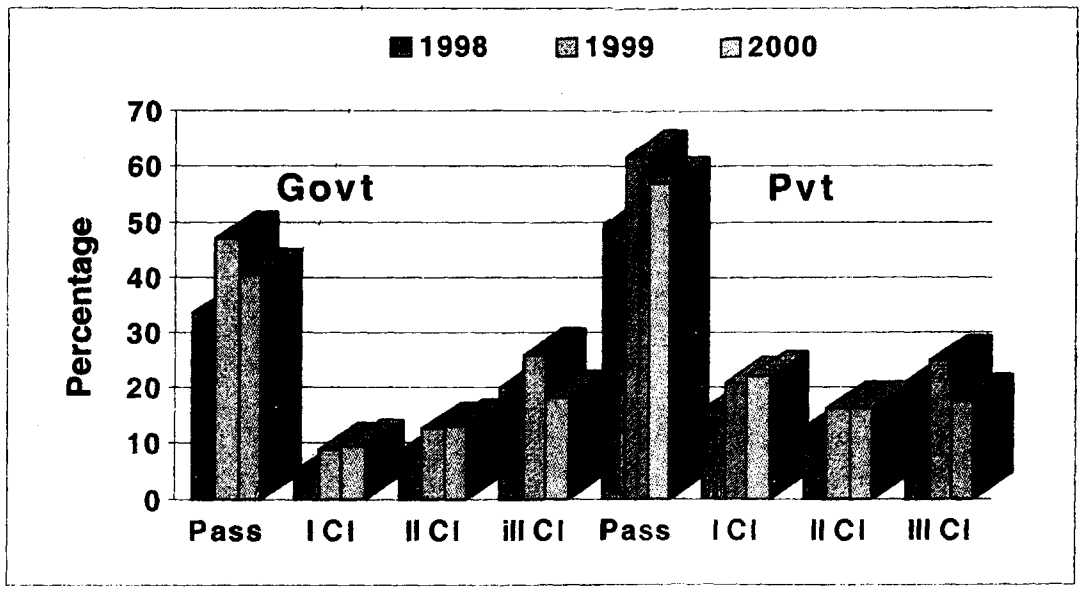


Fig 4.1 Performance in SSLC Examinations by Type of Management

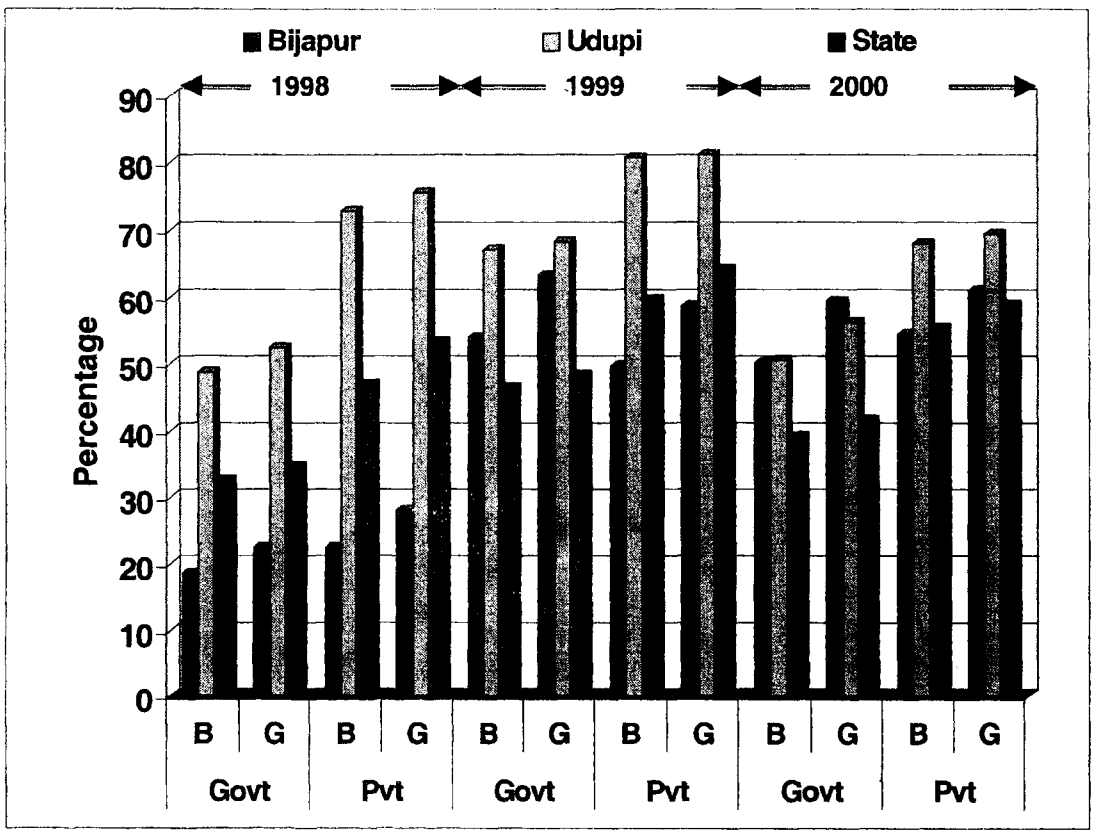


Fig. 4.2 Performance in SSLC Examinations by Type of Management and Gender in Bijapur, Udupi and the State

[B – Boys G – Girls]

Fig. 4.2 shows the performance of students in the SSLC examinations in 1998, 1999 and 2000 respectively by type of management and gender in Bijapur, Udupi and the state as a whole. The data for Bijapur and Udupi are presented because intensive field studies were conducted in these two districts. It is seen that the performance of private sector schools is consistently better than that in government schools. The Bijapur performance is generally lower than the state average whereas the Udupi figures are significantly higher.

Incidentally, the data presented in this figure also reveals a curious situation. In just one year, between 1998 and 1999, the performance of schools (both government and private) in Bijapur shows a *phenomenal increase* - by nearly 250%! This appears too good to be real and merits a serious investigation. The field studies produced no evidence that such a phenomenal improvement could have taken place in such a short period. There is a related piece of information that may be quite significant. The number of malpractice cases reported against Bijapur in the SSLC examinations during this period is by far the highest for any district in the state !

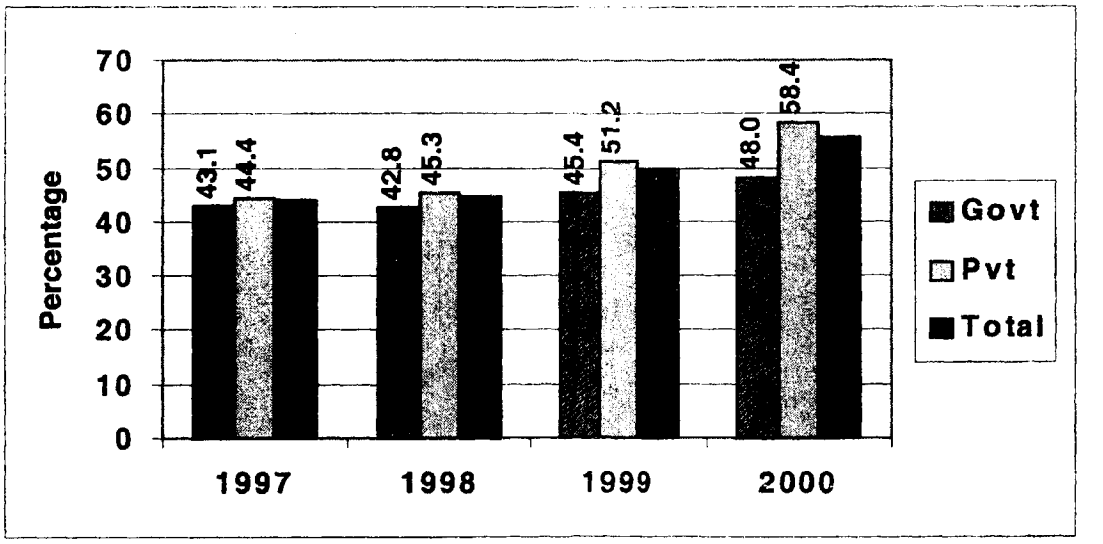


Fig. 4.3 Performance in PU Examinations by Type of Management

4.1.1.2 Pre-university Examinations

Fig. 4.3 shows the pass percentage of students in the pre-university examinations of the last four years in both private and government institutions. The percentage has registered a steady but small increase in both sectors, with the private sector doing slightly better each year. It has also registered a faster increase.

Fig. 4.4 shows the pass percentage of students in the pre-university examinations of 1997 and 2000 respectively by gender in Bijapur, Udupi (part of Dakshina Kannada district in 1997) and the state as a whole. Unlike similar data pertaining to the SSLC examination this brings out the differences glaringly. There is a vast difference between Bijapur and Udupi, with the state average being considerably above that of Bijapur and below that of Udupi. On the basis of the observations made during the field studies the pre-university examination data appears to be a more credible indicator of the differences in the 'quality' of students in the two districts and the state as a whole than the SSLC examination data presented in Fig. 4.2.

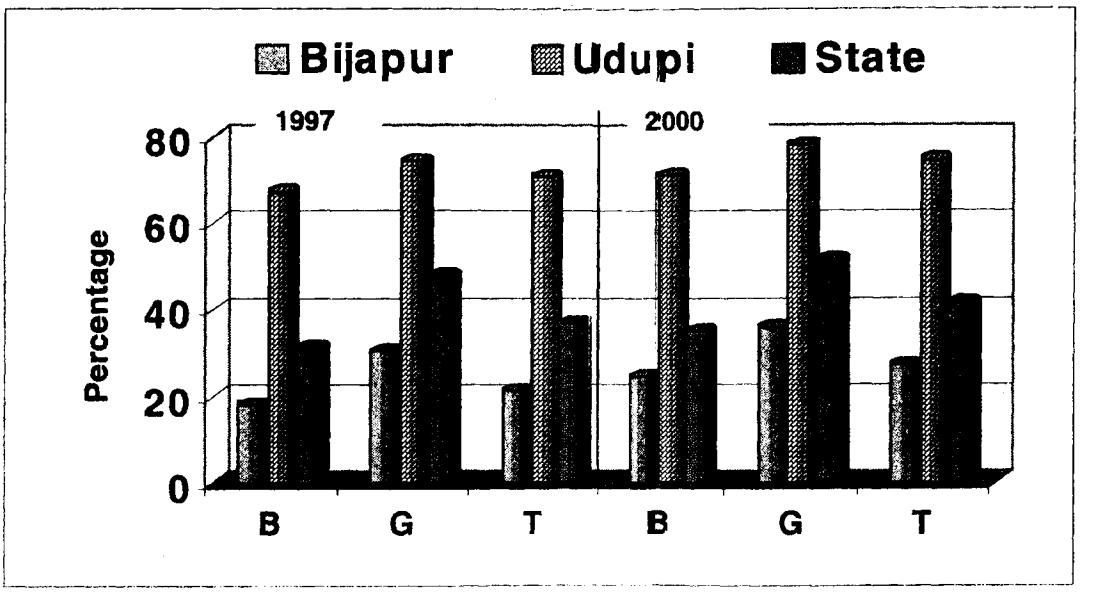


Fig 4.4 Performance in Pre-university Examinations in Bijapur, Udupi and the State
[B – Boys ; G – Girls ; T-Toal]

4.1.1.3 Higher Education

As an illustrative example we consider the performance of student in the final semester of all engineering degree courses taken together in all the colleges in the state. Fig. 4.5 shows the pass percentages of students under the general category (All) and the SC/ST category for the years 1994, 1996 and 1999. Considering that these are professional courses in which the competition for admissions is quite severe and the generally high quality of students at the entry stage (first semester after completion of the pre-university public examination), the poor percentage of passes is very surprising and should be a matter for concern. The situation appears to be even worse in other courses in higher education. No data was available for comparison between government and private colleges. It may however be noted that the vast majority of these colleges are privately managed.

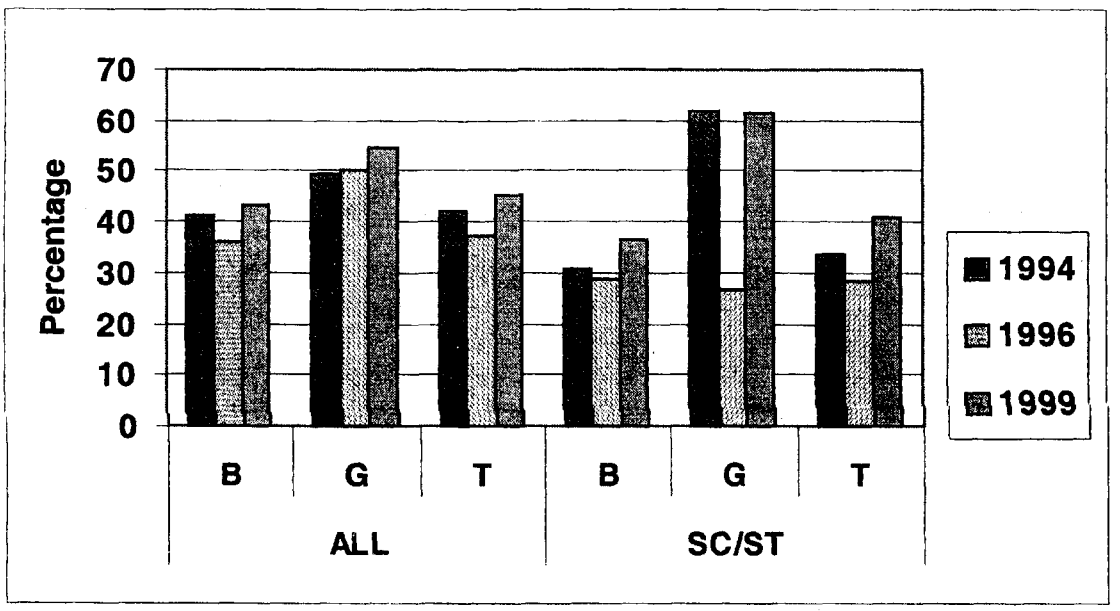


Fig. 4.5 Performance in Final Semester Engineering Degree Examinations [B – Boys; G – Girls; T - Total]

4.2 Perception of Quality of Academic Inputs

We now shift focus to the perception of *quality* of the academic inputs and related issues in educational institutions, especially schools, as perceived by various groups of people having a stake in education – students, teachers, educational administrators and parents. The conclusions drawn here are based mainly on the field studies conducted in selected schools in the districts of Bijapur and Udupi, supported by the extensive field experiences of the investigators and other educational experts. The tools used in the field studies are described in Appendix I. The responses are examined to see if there are notable differences between private (both aided and unaided) and government schools.

4.2.1 Students

Students in the selected schools were asked to respond in writing to a questionnaire most of which required 'Yes/No' responses. The questions were designed to elicit responses on a variety of practices and issues pertaining to the school and the schooling process, keeping very much in mind how heavily these are examination oriented. The students were also interviewed face to face and their

responses to the questions/points raised in the interview schedule (See Appendix I, Section A1) noted. We first analyze the responses to all the questions in the questionnaire and then discuss those that are relevant to considerations of quality.

4.2.1.1 Responses to Questionnaire

Table 4.1 lists all the questions requiring a simple 'Yes/No' response from the students. The *percentage* of 'Yes' responses is listed under each type of school management [Government (G), Private Aided (A), Private Unaided (U)] in each of the two districts.

Table 4.1 Student Responses to Questionnaire

Q. No.	Question	Percentage of 'Yes' Responses					
		Udupi			Bijapur		
		G	A	U	G	A	U
1	2	3	4	5	6	7	8
1.	Do your teachers help you by dictating answers to all the important questions relating to a lesson?	85	84	93	96	73	94
2.	Do your teachers help you to mark the answers to all the important questions in the textbook itself?	48	65	59	90	59	72
3.	Do you have the freedom to interrupt the lesson to get your doubts clarified as and when they arise in your mind?	95	87	85	99	97	95
4.	Do you have to do a lot of homework every day?	56	84	79	96	88	76
5.	Do your teachers often use charts, maps, models, etc., while teaching?	89	91	96	92	79	81
6.	Does your science teacher show in the class some of the experiments mentioned in the textbook?	67	67	96	76	82	88
7.	Have you done any experiments independently or in groups?	47	67	17	73	42	62
8.	Do you take 'tuitions' from your teachers outside school hours by paying extra fees in any subject?	32	27	17	77	42	48
9.	Are you free to approach your teachers after class hours to clarify your doubts?	85	72	96	90	82	87

1	2	3	4	5	6	7	8
10.	Do your teachers take 'extra classes' or 'special classes' after school working hours?	23	54	43	92	61	74
11.	Do you get opportunities to exhibit your talents in areas other than school subjects, such as singing, painting, debating, etc.?	88	84	85	83	77	83
12.	Do you get guidance from your teachers in areas like music, games, sports, quiz competitions, etc.?	83	84	84	95	67	92
13.	Are you free to purchase uniforms, books, etc., from the shops of your choice?	83	94	57	99	86	72
14.	Are you free to use the school library whenever you need during your free time?	56	65	62	100	39	66
*15.	Does your teacher explain everything in Kannada and then dictate 'notes' in English?			34			40

*Intended for English Medium students only

[G – Government schools A – Aided schools U – Unaided schools]

[Total number of respondents in Udupi: 514; in Bijapur: 420]

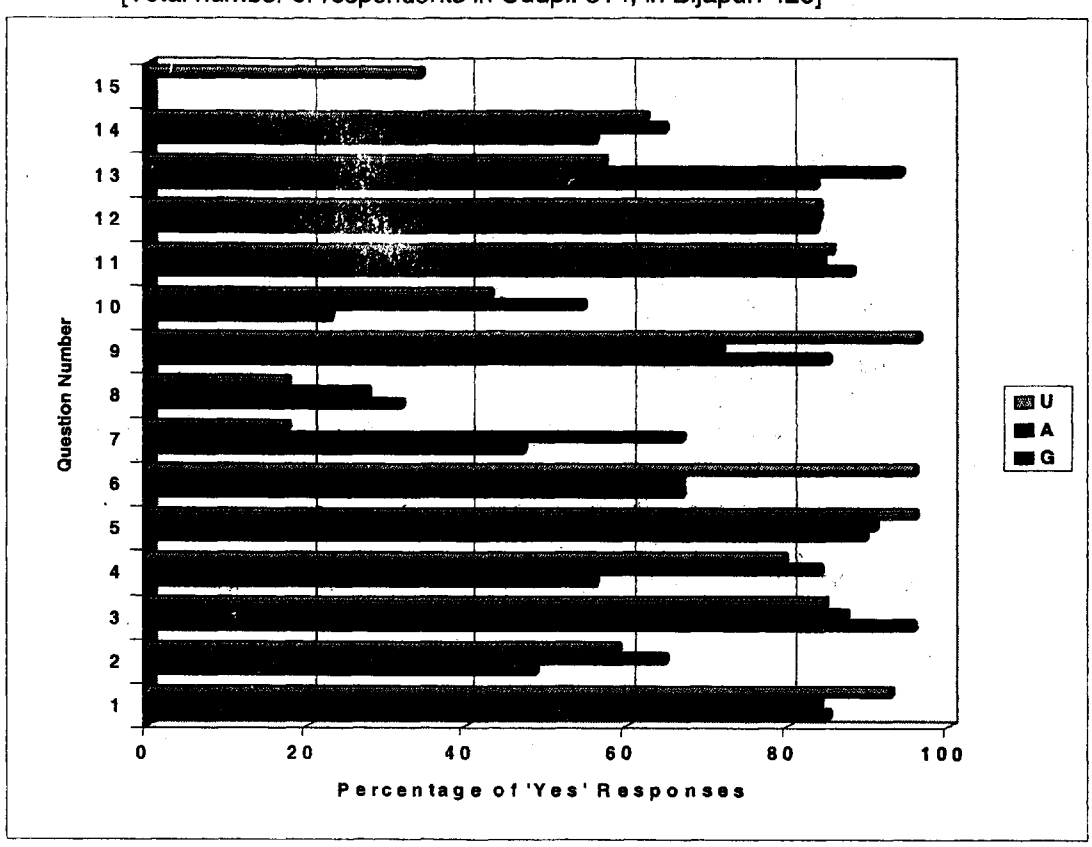


Fig. 4.6 Percentage of 'Yes' Responses in UDUPI to Students' Questionnaire by Type of School Management

[Total number of respondents: 514]

A graphical representation of data pertaining to Udupi from Table 4.1 is given in Fig. 4.6. A similar representation of data pertaining to Bijapur is given in Fig. 4.7.

As an integral part of the teaching learning process students expect teachers to 'dictate' answers to all the important questions that might appear in tests and examinations. Often they expect teachers help them to mark the answers in the concerned textbook itself to make it easy for them to identify the answers at the time of preparing for the examination. From the responses to the first two questions (Q1 and Q2) in the questionnaire it is clear that the students are highly satisfied with the first practice and not quite so highly with the second, with the significant exception of students in Bijapur government schools.

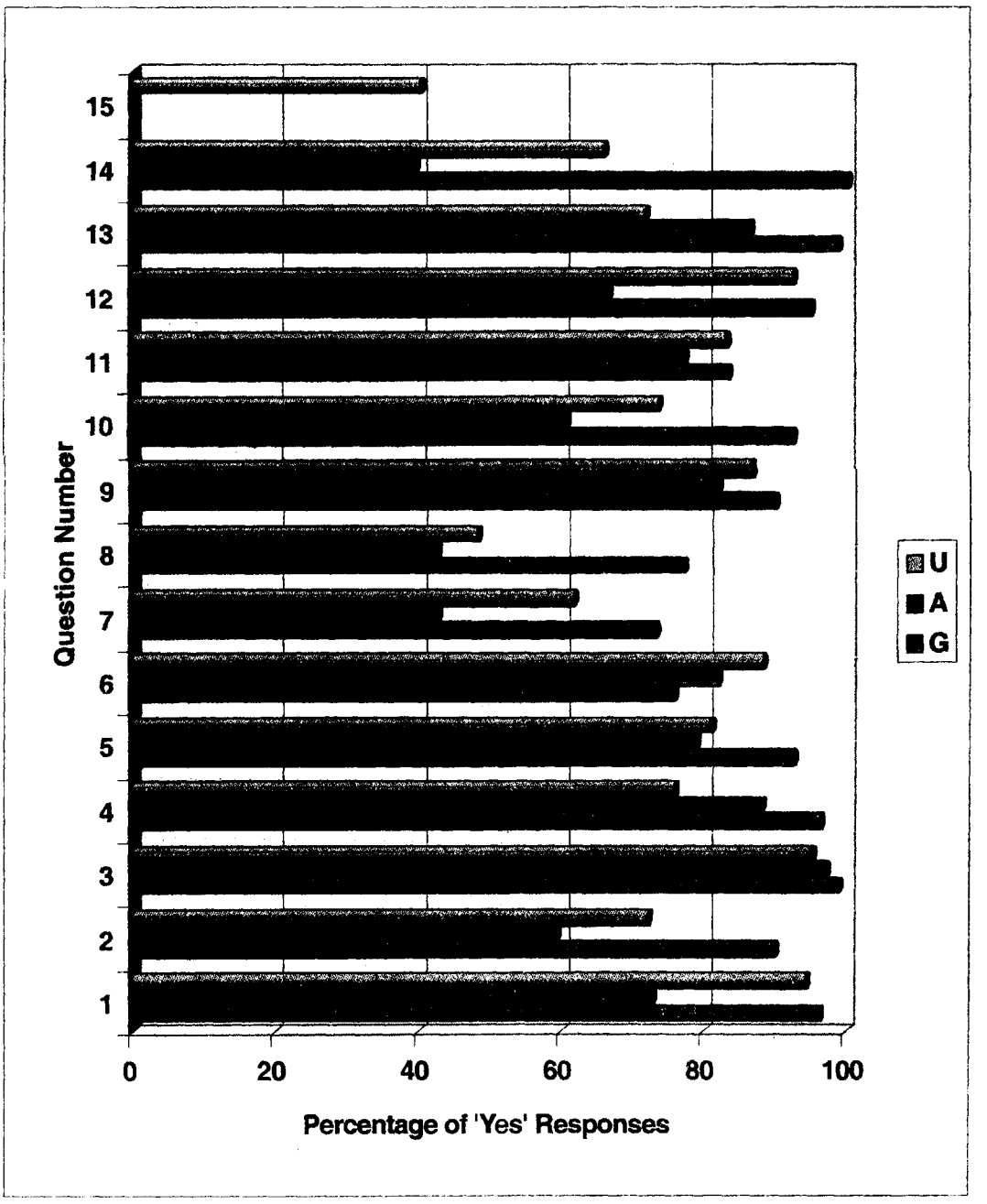


Fig. 4.7 Percentage of 'Yes' Responses in BIJAPUR to Students' Questionnaire by Type of School Management
[Total number of respondents: 480]

On the question (Q3) whether the teachers welcome interruptions by students to get their doubts cleared up during the class a very high percentage of students admit that teachers allow them this freedom. Regarding the quantum of daily homework (Q4) most private school students appear to be burdened with a lot of it. This is true of government school students in Bijapur as well. On the question (Q5) of use of teaching aids in the classroom, teachers appear to be doing very well, even in government schools. Science teachers in unaided schools are rated much higher than in other schools in the matter of classroom demonstration of experiments (Q6). On the question whether they had done any experiments individually or in groups (Q7) the response is mixed, but the question itself appears to have been interpreted as doing a 'project' or making an 'exhibit' for the school exhibition and other special occasions. On the question (Q9) whether they are free to approach teachers after class hours to seek any clarifications related to the subject students find the teachers highly responsive. But the practice of engaging extra classes after school hours is *not* very widespread, except in Bijapur government schools, as is apparent from the answers to question 10. It is least prevalent in Udupi government schools in contrast with Bijapur government schools where it is highly prevalent.

In the matter of institutional support and teachers' help on extra-curricular activities (Q11 and Q12) students appear to be highly satisfied. On the question (Q14) of freedom to use the school library during their free time, the students' response is divided and may not reflect the true picture, especially in Bijapur district. It is worthwhile remarking that such facilities are very scanty, and almost non-existent in government schools.

The last question (Q15) related to whether teachers in English medium schools first 'explain' the subject matter in Kannada and follow it up by dictating 'notes' in English. This question was intended for English medium students only, which also meant private unaided schools. This seems to be practiced in about only one-third of the schools surveyed.

4.2.1.2 Interview Responses

In-depth face-to-face interviews were conducted with randomly selected students, ten from each class in each of the institutions identified for field studies in the two districts, and their responses elicited on a number of questions/issues of concern to them as participants in the educative process. Some questions and issues are listed in the Appendix. However, the scope of the interviews went beyond them and included questions such as what they expected to get out of their teachers and schools, their views on what constituted effective teaching/learning and their hopes and aspirations for the future. Here we summarize their responses that focus on quality considerations.

Medium of Instruction

One of the burning issues confronting school education today is the medium of instruction. While most educationists advocate mother tongue as the medium of instruction, at least at the primary school stage, parents and others seem to differ strongly and prefer instruction through the English medium even in primary schools. Students were asked to give their views on this issue. In particular, they were asked

if the choice of medium of instruction, especially if it was English in private unaided schools, was of their own or under parental and other compulsions. The answers were varied, but parents seem to have a decisive say in the choice. Where English medium is concerned the most common reason given was the perceived opportunities for higher education, especially professional education, and consequent future employment prospects.

Even in classes 1-4 some English medium schools appear to adopt a bilingual approach with full support from parents. Some schools appear to make a show of teaching in Kannada medium, but conduct extra coaching classes in English medium

Load of Homework

While the load of regular homework was significantly more in unaided private schools than in other schools, students do not seem to consider the load as excessive. On an average the load of homework is 1-2 hours per day. In governments schools students feel that they are *not* given sufficient homework.

Extra Coaching /Tuition for Examinations

Some students go for extra coaching/tuition to prepare themselves for examinations. This is more common in higher classes, especially in the final year of high school education. Since this means a considerable financial load on the parents, affordability is the major factor influencing the choice. Most students see it as a means of improving their examination preparedness. A large percentage of unaided schoolteachers appear to take up such extra work to supplement their earnings.

Efficacy of Classroom Instruction

Most students consider effective teaching as synonymous with how well the teacher 'explains' the lessons in textbooks and follows it up with 'dictation of notes' geared to better performance in examinations. In view of this the question on whether the classroom processes were learner-centred and student-friendly was quite lost on them. Without clearly understanding what the question really meant most of them answered in the affirmative. Even teachers don't seem to understand this question clearly.

Extra-curricular Activities

Participation in extra-curricular activities is considered to be vital aspect of education. Students were asked to indicate the nature of activities and the extent to which they were encouraged and supported by their schools and teachers to indulge in them. They were also asked if they had sufficient scope for exhibiting their individual talents. Most students do appear to get opportunities for participating in such activities, but in a rather stereotyped and superficial way. Students in private

schools appear to have a distinct advantage over their government school counterparts in this matter.

Co-curricular Activities

The school system should provide for a variety of activities such as Sports and Physical Education, Socially Useful Productive Work (SUPW), Value/Moral Education, etc., in support of the formal curriculum. While the timetable provides for these dutifully, very little actually happens in the school setup. As non-examination subjects they get sidelined and neglected. Private schools have generally better infrastructure for such activities but their usage leaves much to be desired. Nevertheless, student responses indicate that private schools are doing better than government schools.

To sum up, academic inputs in private schools are seen by students to be better than those in government schools. Within the private system, unaided schools seem to be doing better than aided schools.

4.2.2 Teachers

Teachers employed in the selected schools were asked to respond in writing to a list of questions in a questionnaire most of which required 'Yes/No' responses. Some of them also asked the teachers to give reasons for their answer. The questions were designed to elicit responses on several practices and issues pertaining to the school and the schooling process, keeping in mind how heavily these are examination oriented. The teachers were also interviewed face-to-face and their responses to the questions/points raised in the interview schedule (See Appendix I, Section B1) noted. We first analyze the responses to questions requiring a 'Yes/No' answer in the questionnaire and then discuss those that are relevant to considerations of quality

4.2.2.1 Responses to Questionnaire

Table 4.2 lists all the questions requiring a simple 'Yes/No' response from the teachers. The *percentage* of 'Yes' responses is listed under each type of school management [Government (G), Private Aided (A), Private Unaided (U)] in each of the two districts.

A graphical representation of data pertaining to Udupi from Table 4.2 is given in Fig. 4.8. A similar representation of data pertaining to Bijapur is given in Fig. 4.9.

The majority of teachers in private schools say that their schools regard the results of public examinations as an indicator of the quality of their teaching (Q1). This feeling is much stronger in Bijapur than in Udupi. Teachers in Udupi government schools however differ from this view strongly. Except for unaided private schools in Bijapur the school managements do not reprimand, directly or indirectly, teachers who fail to produce good results (Q2). Teachers of government schools have very little concern about this. Private school teachers seem to have complete freedom in

designing their teaching-learning strategies (Q4). Their government school counterparts in Udupi seem to have less of such freedom.

Table 4.2 Teacher Responses to Questionnaire

Q. No.	Question	Percentage of 'Yes' Responses					
		Udupi			Bijapur		
		G	A	U	G	A	U
1	2	3	4	5	6	7	8
1.	Does your school consider results of Public Examinations as an indicator of the Quality of Teaching?	33	62	72	89	89	100
2.	Does the management of your school reprimand (directly or indirectly) those teachers who fail to produce 'good results' in their subjects?	17	15	44	22	56	100
4.	Do you have complete freedom in designing appropriate learning strategies for your students?	33	100	94	100	100	81
5.	Have you attended any in-service programmes? [If 'Yes', How many overall? How many in the last 5 years?]	83	92	67	89	89	24
6.	Are you satisfied with your job? [If 'No', why?]	100	85	94	100	100	71
7.	Do you find it difficult to adopt Child-centred Methods of Teaching? [If 'Yes', why?]	17	38	39	44	56	38
8.	Are you satisfied with your salary and service conditions? [If 'No', why?]	83	85	28	100	100	33
10	Do you think that your school is contributing to the 'all-round development' of the child? [If 'Yes', why?]	100	77	72	89	78	90

[G – Government schools A – Aided schools U – Unaided schools]
[Total number of respondents in Udupi: 38; in Bijapur: 42]

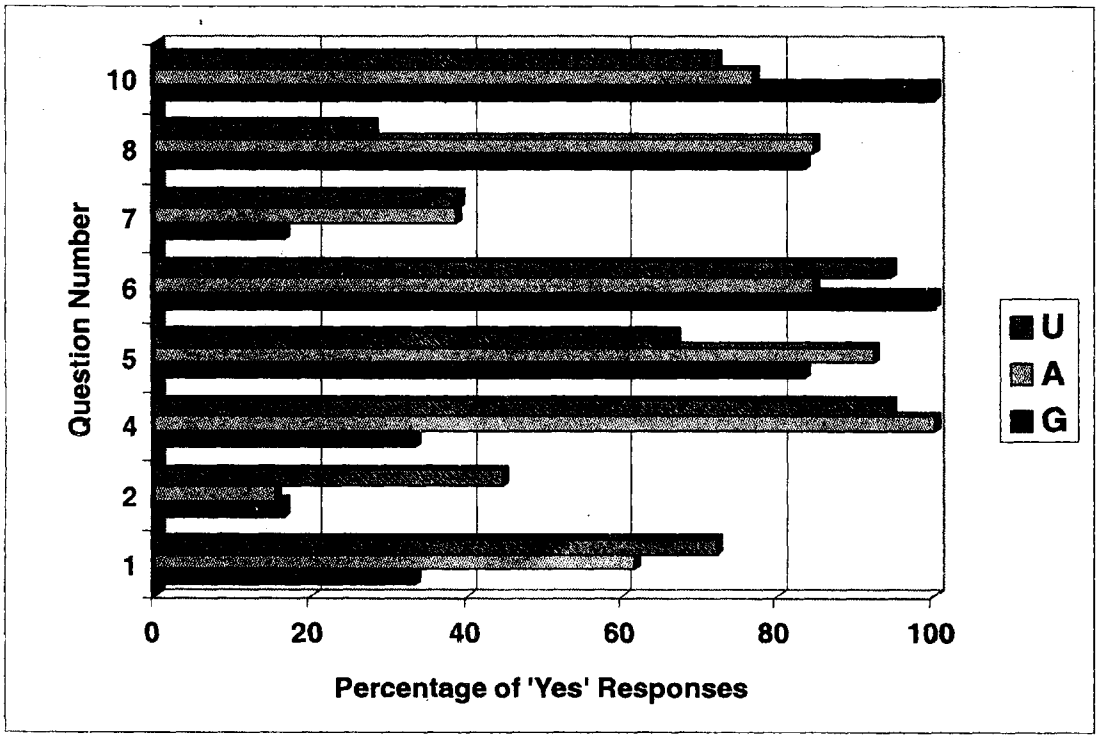


Fig. 4.8 Percentage of 'Yes' Responses in UDUPI to Teachers' Questionnaire by Type of School Management
[Total number of respondents: 37]

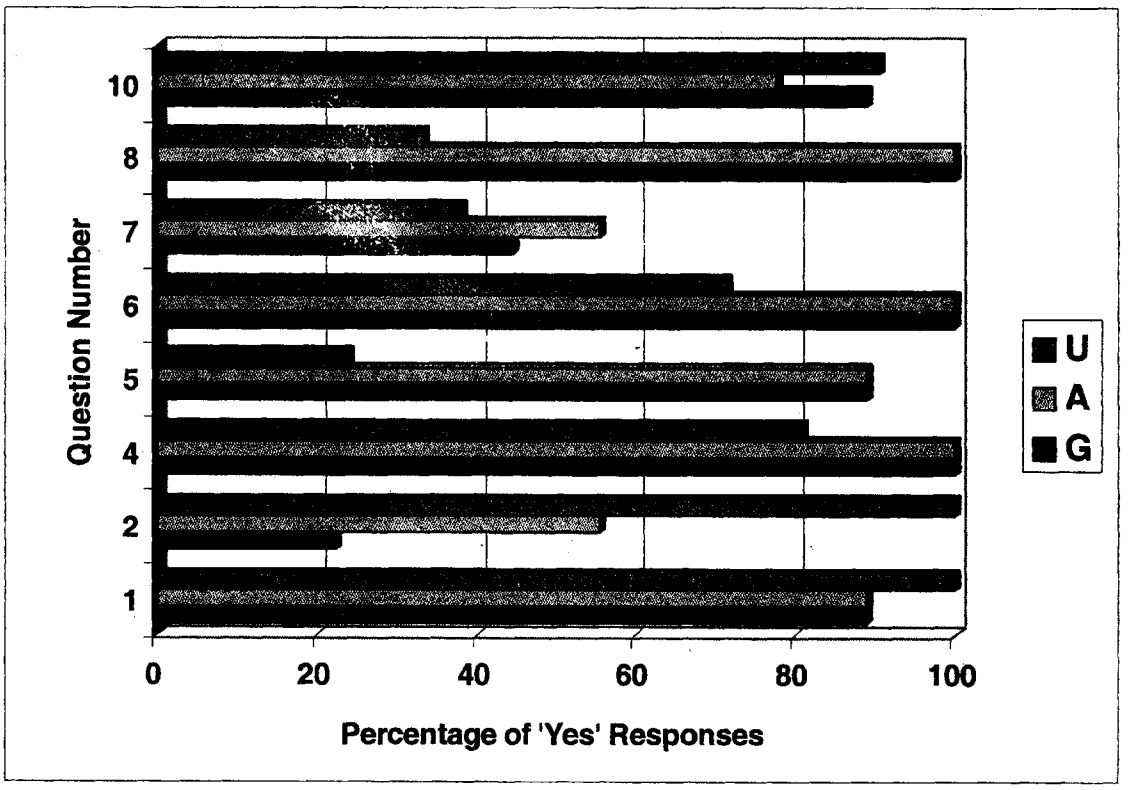


Fig. 4.9 Percentage of 'Yes' Responses in BIJAPUR to Teachers' Questionnaire by Type of School Management
[Total number of respondents: 39]

Most teachers in government and aided private schools have undergone some in-service training (Q5). Opportunities for such training are fewer for teachers in unaided schools, especially for those in Bijapur. Job satisfaction appears to be high among all teachers (Q6). However, practically all teachers in unaided schools are strongly dissatisfied with their salaries and service conditions (Q8).

Teachers were asked whether they found it difficult to adopt child-centred teaching methods (Q7). Not only do most teachers find it difficult to do so but also they did not seem to have a clear idea of what constituted child-centred strategies. This revelation came out in the interviews. The majority of teachers in all three types of schools think that their school is contributing to the ail round development of children (Q10), though they could not substantiate it with cogent reasons.

4.2.2.2 Interview Responses

In-depth face-to-face interviews were conducted with randomly selected teachers, three from each school, and their responses elicited on a number of questions/issues of concern to them as participants in the educative process. Some questions and issues are listed in Appendix I. However, the scope of the interviews went beyond them and included questions such as what they expected to get out of their students and schools, their views on what constituted effective teaching/learning, etc. Here we summarize their responses that focus on quality considerations.

Salary and Service Conditions

Teachers in government and aided private schools, who are paid their salaries directly by the government, are highly satisfied with their salaries and service conditions. However, the situation is exactly opposite in respect of teachers in unaided private schools. They are *highly dissatisfied on both counts.* We will examine this question in some detail in the next chapter.

Medium of Instruction

Most teachers advocate English as medium of instruction for reasons of better access to higher education and future employability. Most of them admit that teaching through the mother tongue is easier and also more effective. In practice an admixture of Kannada and English is employed for classroom communication in English medium schools. Almost all of them recognize the importance of English as an international language and the advantage the country already has because of the use of English medium in higher education.

Academic Freedom

Most teachers appear to have a high degree of academic freedom, *within the confines of the syllabus*, in their day-to-day teaching. Even in unaided private schools they enjoy adequate freedom.

Professional Growth

Teachers in unaided schools have a dim view of the opportunities available for their professional growth. Teachers in other schools are considerably more optimistic.

Academic Goals

When asked to spell out the academic goals of their school, most teachers said that better student performance in the examinations was the major and often the overriding priority for the school. A long-term educational goal directed at preparing students to play a meaningful role in society was often lost sight of.

Teaching Strategies

Teachers were asked about the extent to which they were able to adopt child-centred teaching-learning strategies. Surprisingly, as remarked earlier, they do not seem to have a clear idea of what constitutes child-centred strategies. In any case, very little of it was in evidence in practice. Large class size, heterogeneity of the class, inadequacy of resources and content load were cited as reasons/obstacles.

Job Satisfaction

Job satisfaction among teachers is quite high, except among those in unaided schools whose major reason for dissatisfaction is the poor salary and service conditions. We will revert to this issue in the next chapter.

4.2.3 Head Teachers

Head Teachers of all selected schools in Udupi and Bijapur were interviewed on a variety of issues of concern to them. They were asked to indicate the extent of freedom they enjoyed in various policy matters concerning the school, students and teachers. These included (a) admission of students, (b) recruitment of teachers, (c) setting academic goals for the institution, (d) designing strategies for achieving the goals, (e) purchase of materials and equipment, (f)designing the school plant, and (g) implementing government policies (with respect to medium of instruction, fee structure, staff service conditions, student work load, etc.). Their responses are summarized below.

Head teachers of government and aided private schools have very little freedom in these matters. The heads of private unaided schools enjoy some freedom in some of these matters. Student admissions in government and private aided schools are made according to departmental directives. Only in the unaided schools does the head teacher have some say. Recruitment of teachers in both government and aided schools is strictly according to set rules and procedures. The heads of schools do not come into the picture in any way. Depending on the management structure head teachers of unaided schools have some say in teacher recruitment. Head teachers in government and aided private schools generally feel that setting and achieving academic goals for the school is not within their purview. They feel their role is to merely carry out orders from above. However, heads of unaided schools seem to have a meaningful and responsible role here.

Head teachers generally do not have any freedom in the matter of purchase of materials and equipment for the school. However, in unaided schools, the head teacher generally decides what is required and expects the management to procure them. In the matter of implementing government policies head teachers see their role as purely administrative.

Head teachers were asked to identify what indicators they would use to assess the quality of education provided in their school. Performance of students in examinations topped their list followed by the 'discipline' maintained within school and participation in extra-curricular activities.

4.2.4 Parents

As part of the field study parents/guardians of students studying in the selected schools were interviewed face-to-face to ascertain their responses on a variety of issues affecting them. Unlike students their numbers were rather disappointingly small, especially in Bijapur where only 25 turned up. The response was however much better in Udupi where 93 could be interviewed. This is indicative of the poor parental concern in Bijapur as compared to Udupi.

Asked about what considerations influenced the choice of a particular school for their child/children they mentioned the following, in order of priority: proximity to their residence, reputation of school, influence of neighbours whose children were studying in the same school, availability of instruction in English medium (in the case of unaided private schools) and the affordable cost of schooling. Asked about what they considered as indicators of quality of a good school they mentioned, in order of importance, performance in examinations, 'discipline' within the school, instruction in English medium (in the case of unaided schools) and importance attached to extra-curricular activities. Asked whether their wards were getting good education in the school almost all of them answered in the affirmative citing a variety of reasons. Asked if the school administration and teachers were responsive to their problems and needs, the response was again in the affirmative. When asked to identify the major strengths and weaknesses of the school, most of them mentioned 'good results', 'good teaching', 'discipline' and 'learning good manners' as the main strengths. Inadequate infrastructure and physical facilities was cited as the main weakness.

4.2.5 Administrators

A representative of the management of the selected private schools, generally the correspondent or secretary, was also interviewed to elicit a variety of information, mostly of an administrative nature, concerning the school and its management. One of the questions pertained to the school background and the circumstances under which it was started. A number of reasons were forthcoming. Basically, the needs of the neighbourhood as assessed by the management and the demand for English medium schools were the major factors. However, in one school in Udupi district 'divine directive' was cited as the reason!

Asked if they thought there was too much interference by the government in the running of the schools, the answer was generally in the affirmative. The school administration desired much greater freedom on policy matters. Private aided school managements desire greater decentralization of the decision making process. Generally the managements of private schools do not interfere with the head teacher on purely academic matters, but they wield considerable authority in all administrative issues. They claimed to have cordial relationship with teachers, parents and departmental officials. They also stressed the service motive of their institution. In the case of unaided schools the management representatives strongly stressed the fact that their schools were rendering a significant service to the

neighbourhood by offering English as medium of instruction even when it meant that they had to raise institutional resources entirely on their own.

4.3 Student Motivation, Retention & Wastage

Student motivation for learning and staying in the institution till he/she completes the course of studies satisfactorily as determined by the result of an examination is a complex issue, dependent on a variety of inter-related factors such as the quality of education he/she is receiving, the support system, parental expectations and pressures, the learner's economic and social background, the entry level competencies and abilities, etc. The large dropout rate seen in primary education is an indicator of the poor levels of motivation and retention. We shall first look at some available data and see how private schools compare with their government counterparts in this regard.

Table 4.3 lists the *percentage fall in enrolment from one class to the next class* at all stages of school education in 2000 for government, private aided and private unaided schools. The figures applicable to all schools (T) are also given.

Table 4.3 Percentage Fall in Enrolment in School Education

	Percentage Fall in Enrolment			
	G	A	U	T
Class 1 to Class 2	1.5	-0.6	5.3	1.8
Class 2 to Class 3	4.5	-3.3	4.6	3.9
Class 3 to Class 4	7.6	1.9	5.2	6.8
Class 4 to Class 5	12.7	-11.6	5.9	9.5
Class 5 to Class 6	14.7	3.4	6.4	12.3
Class 6 to Class 7	10.9	7.3	8.4	10.1
Class 7 to Class 8	60.3	-154.0	-5.6	22.5
Class 8 to Class 9	21.9	11.1	9.7	14.8
Class 9 to Class 10	25.5	14.1	11.2	17.3

[G – Government A – Aided U – Unaided T – Total]

[*Note*: Negative figures signify a rise in enrolment]

The table shows a steadily increasing rate of decline in enrolment from class 1 to class 7 in government schools. Because of the huge percentage of government primary schools as a percentage of the total number of these schools the last column also indicates a somewhat similar trend. However, there is a dramatic change from class 7 to class 8, corresponding to the change in stage from primary to secondary. Aided private schools come prominently into the picture at this stage, accounting for at least a portion of the drop in government schools. Unaided schools also do so, though to a lower extent. There is no doubt that a substantial percentage of students drop out of school altogether after they finish primary school. The extent of this wastage is not reflected in the table, but is quite considerable.

It would be too simplistic to relate the dropout rate in government schools to the levels of student motivation and the inability of these schools to provide the right type of learning environment and support system. Nevertheless, the figures in the table are broadly indicative of a greater success on the part of private schools in motivating and retaining the student in the school system.

The wastage continues from the high school to the pre-university, the pass percentage in SSLC being around 55% at best, and from pre-university to higher education, the pre-university pass percentage being even lower at around 50%. Unfortunately, this does not stop in higher education either. We have earlier seen the extent of wastage existing even in a professional course like Engineering.

A complex set of circumstances contributes to the huge wastage seen in education in the state and in the rest of the country at every level and lack of student interest and motivation is certainly one of them.

4.4 Quality of Academic Staff

In this section we look at the general quality of the academic staff. Some of the tangible considerations having a bearing on the quality of the teaching staff are their qualifications, professional training and service conditions.

4.4.1 Qualifications

Minimum qualifications for the teaching staff have been laid down for every stage of education and generally enforced in recent years. For primary school teachers they include a teachers' certificate course. For the secondary school teachers a university degree followed by a degree in education are required. A master's degree in the concerned subject is the minimum qualification for a pre-university teacher. A degree in education is also expected of a teacher teaching at the higher secondary stage, but this is not mandatory. A master's degree in the concerned subject is the minimum qualification for teaching at higher levels. A doctoral degree is generally required for teaching at the post-graduate level.

4.4.2 Professional Training

Teaching is a profession and, as with any other profession, teachers need to be *trained* to carry out their jobs effectively and efficiently. This simple fact is often lost sight of, especially in higher education. The training may precede entry into the profession or can be imparted while the teachers are in service. For school teaching it has long been recognized that both forms of training are required. In contrast, for collegiate education neither form of training has been considered essential until recently!

4.4.2.1 Pre-service Training

For entry into the teaching profession at the primary school level the prospective teachers are required to have passed in a two-year training course (called TCH). For teaching in high schools the requirement is a post-graduate degree in Education (B Ed), which is at present a one-year course. The quality of these courses leaves much to be desired. There is a proliferation of teacher training institutions (as many as 69 B Ed colleges), most of them with inadequate infrastructure and training staff. The National Council for Teacher Education, a

statutory body established by the central government has initiated in recent years a number of noteworthy measures to improve the quality of teacher education in the country. One of them is the proposal for introduction of a two-year pre-service teacher training programme to prepare teachers for secondary and higher secondary stages. Most state governments, including Karnataka, are yet to accept and implement this. Judging by the responses obtained from students and teachers (see previous sections) pre-service teacher training programmes appear not to have developed the right type of competencies in teachers.

4.4.2.2 In-service Training

Once the teacher joins the profession he must be able to carry on competently and effectively for the rest of his career. This requires that he add to his skills, competencies and knowledge base on a continuing basis so as to stay abreast of developments in his chosen field, meet changing demands and measure up to new challenges. This requires in-service training at frequent intervals.

While some sort of in-service training programmes are available for schoolteachers this was not the case in higher education until recently. With the initiative of the UGC a number of academic staff training colleges have been started in a number of universities for the purpose of providing in-service education to college teachers. They are offering short-term programmes in selected areas, with elements of teacher education built into many of them.

Teachers in primary schools are being provided in-service training programmes on a massive scale, often at the initiative of the central government. An example is the teacher-training component of the nationwide Operation Blackboard. Such training is also being imparted in a systematic and sustained manner under the World Bank supported District Primary Education Programme (DPEP) being carried out in a large number of backward districts in the state.

Considering the huge number of teachers at all levels requiring periodic in-service training programmes, it is time to develop new strategies employing the tools of modern information and communication technologies. Also, an objective external evaluation of existing in-service programmes is warranted since the degree of improvement seen in the teaching-learning process does not seem to justify the cost of training being incurred.

4.4.2.3 Service Conditions

Service conditions and salaries in government and aided institutions are among the best in the country and the state government has spared no efforts in making them attractive at all stages of education. The government has adopted salary scales as recommended by UGC, AICTE and such other agencies wherever concerned. However, it is in the private unaided sector that the problem is very acute. The field studies show (see Questionnaire and Interview Schedule for Teachers in Appendix I) a very high degree of dissatisfaction among schoolteachers with regard to both salaries and other service conditions. Private managements are exploiting teachers in various ways and treating them very badly. The salaries of teachers in some of the *best* unaided schools in Udupi district are no more than two-thirds of what their counterparts in government and aided schools get. In most cases

it is hardly 50%. In some schools in Bijapur the condition of teachers in unaided schools is pathetic, the monthly salary being as low as Rs. 500! Even in some of the best schools what is being paid is still a far cry from what the government school teachers are getting.

In the matter of service conditions too the unaided schoolteachers are at a serious disadvantage. There is a big question mark about the security of their service. In only some schools is the contributory provident fund scheme in vogue. Other benefits are almost unheard of.

The situation is no better in colleges and other higher educational institutions run in the unaided private sector. While promoting private enterprise in education in a big way and at all levels the government should not be blind to the plight of the teachers in the unaided private sector. Some serious legislative and other measures are warranted.

4.5 Curriculum Design and Transaction

Strange as it may seem, most teachers, despite their professional training, understand the term 'curriculum' to mean an expanded version of the 'syllabus' and the textbook its embodiment. They even interpret the textbook itself as the syllabus. It is the guidepost for most of their academic inputs to students. Not only are classroom processes guided by it but also directed by it towards the all embracing need for preparing students for the 'final' examinations. A major reason for this is that curriculum design and development does not take place at the institutional level but at a 'higher', more centralized level without much regard to the learner's needs, local circumstances, etc. The teacher is a passive user, not the active co-originator of the curriculum.

Curriculum transaction is often synonymous with teacher explanations of the contents of textbooks to make the student 'understand' what is printed therein and 'dictating' notes to students so that they can memorize as much of it as possible and reproduce it, often verbatim, in the tests and examinations. These remarks may sound very cynical but they are based on extensive observations of classroom processes in schools. Teachers who try to depart from this mode of transaction risk unpopularity with students as well as with the administration.

For academic bodies entrusted with curriculum design the task implies tinkering with existing syllabi and textbook, making superficial changes and coming out with the revised version. At the school level such textbooks are written by a committee and published and prescribed by the concerned government department. The quality of these books leaves much to be desired, both in content and appearance. In their anxiety to keep the size and the retail price as low as possible so as to make it affordable to economically weak students the writers compromise on the quality of the content and printers compromise on the quality of paper, illustrations, binding, etc. At the collegiate level the situation is a little better because not all courses have prescribed textbooks and teachers have the freedom to recommend privately published books as reference material for their course.

Private sector institutions are hardly involved in curriculum design and appear to be no better than their government counterparts in the matter of curriculum transaction. If anything, they are more wedded to the syllabi and textbooks than their government counterparts. One way out of this imbroglio is institutional autonomy that

includes institutional level design of the curriculum and greater liberty for teachers to transact it, unburdened by the fear of examinations and their consequences. Incidentally, in the school system such fears are often nurtured by a system of 'common periodical examinations' and 'common programme of work' prepared by associations of teachers at the district level with the blessings of the department.

Though the prevailing scenario does not allow much scope for innovative practices in teaching, determined and committed individual teachers find their own way to go off the beaten track and even transcend the system. The National Council of Educational Research and Training (NCERT) has a long-standing programme of encouraging such teachers to report their innovative educational studies and teaching practices in seminar readings and rewarding the best few of these efforts from each state at the national level after initial screening at the state level.

4.6 Infrastructure and Institutional Facilities

For imparting good education the institution requires, apart from human resources by way of competent and trained academic staff, adequate infrastructure and physical facilities as well. In the case of schools these facilities ought to include a *pucca* building with adequate number of ventilated classrooms each equipped with a good blackboard, a library, staff room, office space, toilets for boys, separate toilet for girls, enclosed playground and science laboratory. Primary schools in rural areas suffer the most on this account. One of the known reasons for poor enrolment in rural schools is the lack of such facilities. In view of the enormous number of rural primary schools and the consequent financial resources required government seems to be quite helpless about improving the condition of rural primary schools except through special projects like the DPEP where certain minimum additional facilities are being provided in schools coming under the project in selected districts.

The condition of primary schools in urban areas is better only in comparison with their rural counterparts. So are high schools in relation to primary schools. A huge number of these schools are in dilapidated condition with very poor facilities. Private schools are relatively much better since the school management has the responsibility for maintenance. Unaided private schools, except elite urban schools, also lack adequate infrastructure and facilities, but they are generally better than government and aided schools. Toilets (including separate toilets for girls) and drinking water are great rarities and virtually unheard of in most rural schools.

Colleges, most of which exist in urban areas, are relatively better off in terms of infrastructure and physical facilities. Barring some in district headquarters, government colleges do not compare well with their private counterparts. The rapid growth in demand for admission to certain courses, especially in technical and medical education, have meant a large number of new institutions coming up under the private unaided sector without adequate infrastructure and facilities, many in temporary structures lacking in basic minimum facilities. This trend is likely to continue into the future.

The recently acquired popularity of computer education courses in non-professional institutions, including high schools and colleges, is placing additional pressure on facilities that are already inadequate. In many high schools, both in the private and government sectors, a room is being equipped exclusively for computer classes. In private schools this has become a source of substantial additional

income for the management since parents appear to be convinced that the additional expenditure is in the future interests of their wards. It is a moot question how the facilities can be used adequately when the supply of electricity in most places is highly erratic and infrequent, with wide voltage fluctuations and subject to frequent and unscheduled 'load shedding'.

4.7 Quality Issues – Government Sector *vs.* Private Sector

it is clear that private institutions outscore government institutions quite significantly on most quality indicators. While there is a general admission and acceptance of this among policy makers and administrators in the government sector very little is being done about bridging the gap by raising the quality of education imparted in government institutions. The competitive spirit seen in the private sector needs to be emulated by the government sector too. In other words, government institutions should start *competing* with their private sector counterparts in providing quality education at all levels and justify the huge expenditure incurred on them by the government. Among other measures this calls for a detailed action plan incorporating performance criteria and minimum levels of achievement at various levels – institutions, teachers and educational administrators.

Chapter 5

Equity Issues

In a society with a long history of discrimination against various groups of people based on caste, creed, community, race, gender, religion, language, etc., much of it persisting even after half a century of independence from foreign rule, social justice demands that access to education for such groups is available on a priority basis to narrow the gap between the haves and the have-nots. Since independence a number of measures, both legislative and otherwise, have been introduced to provide educational and employment opportunities for the downtrodden. They include reservation for Scheduled Castes (SC), Scheduled Tribes (ST) and Other Backward Classes (OBC) totaling up to 50% in all. Karnataka has an outstanding record of implementing these provisions and striving for achieving social justice in various other ways.

In this chapter we take a look at the opportunities availed of in educational institutions by special groups such as SC, ST, OBC as well as the extent to which the gender gap persists. In particular, we look at how the private sector compares with the government sector in providing access to these special groups.

5.1 SC/ST Students

5.1.1 School Education

Fig 5.1 shows the data on SC/ST enrollment in Lower Primary, Primary and High schools respectively under government, aided and unaided managements as found in the Sixth All India Educational Survey [SAIES] in 1993. It is gratifying to note that the SC/ST groups are adequately represented in all categories of schools at least to the extent envisaged under the reservation policy. The credit should go in no small measure to government initiatives towards achieving equity. The fact that the representation is good even in unaided private schools where the ability to pay is the major consideration for admission is indicative of the improved economic situation of these groups.

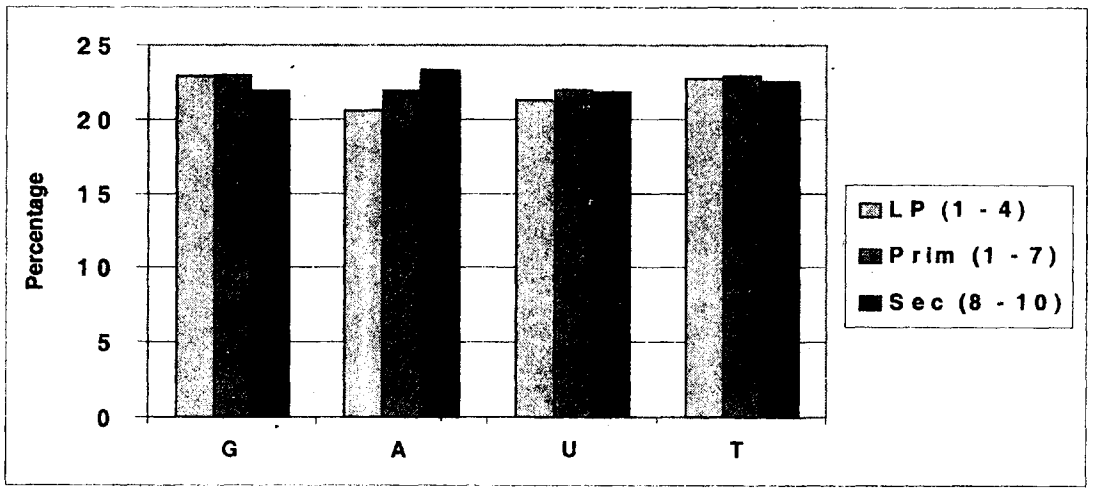


Fig. 5.1 SC/ST Enrolment as a Percentage of Total Enrolment by Type of School Management – based on SAIES [1993] data
[G – Government A – Aided U – Unaided T – Total]

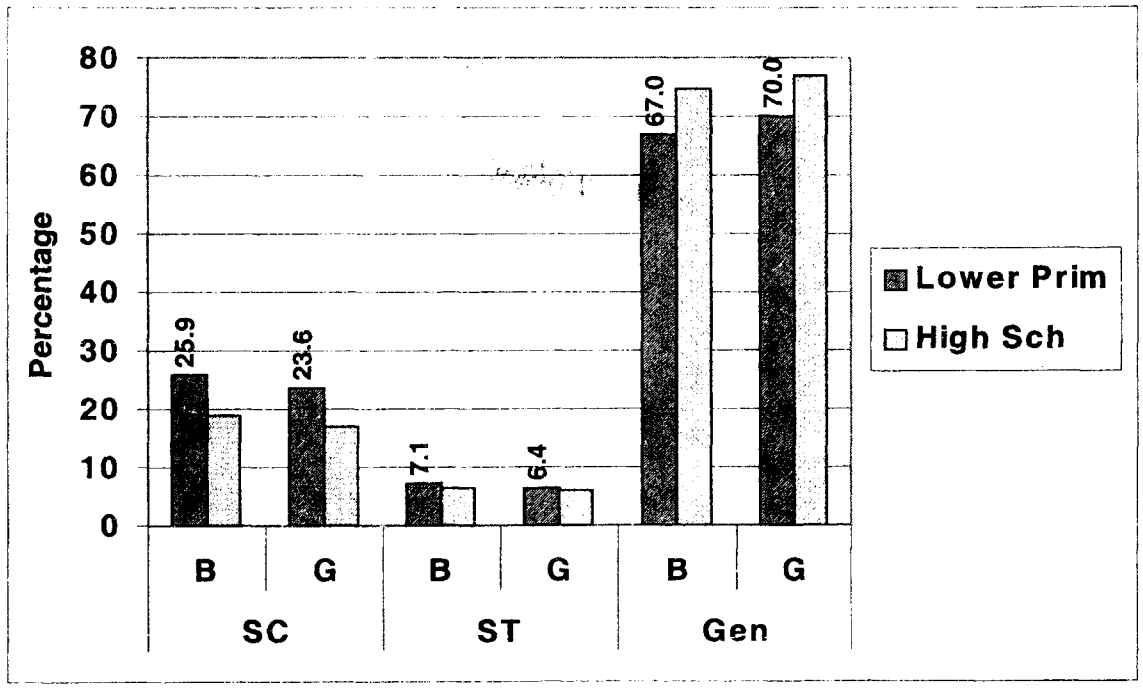


Fig. 5.2 SC, ST & General Enrolment in 1999 as a Percentage of Total Enrolment of Boys and Girls taken separately in Lower Primary and High schools

Fig 5.2 shows the enrolment of SC, ST and General categories by gender in Lower Primary and High schools. For calculating the percentages boys and girls have been considered *separately*. It is seen that the share of SC girls as a percentage of all girls is smaller than the share of SC boys as a percentage of all boys.

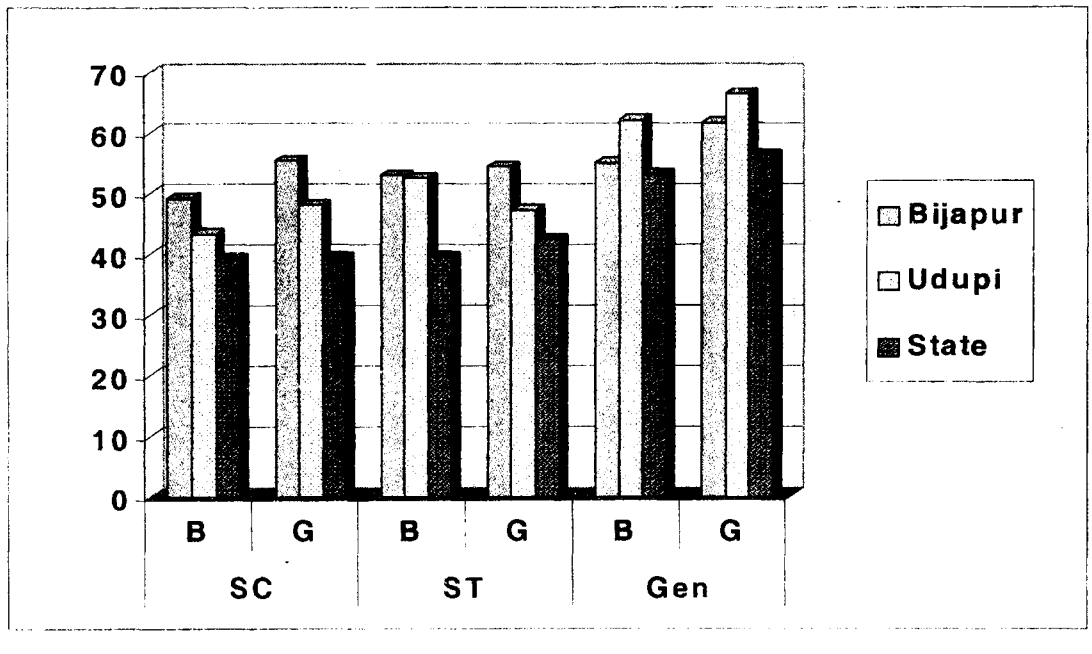


Fig. 5.3 Performance of SC, ST & General candidates in the SSLC Examination of April 2000 in Bijapur, Udupi and the State

Fig. 5.3 shows the performance of SC, ST and General candidates in the SSLC examination of April 2000. Data are plotted for Bijapur, Udupi and the state as a whole. It may be recalled that intensive field studies were conducted in Bijapur and Udupi districts. It is seen that for the state as a whole the performance of SC and ST candidates as compared to the General candidates is lower by 12 to 15 percentage points. The picture is quite different and much better if we take the two districts alone, especially Bijapur. However the Bijapur data needs to be viewed with caution in the light of the remarks in Section 4.1.1.1 of the previous chapter.

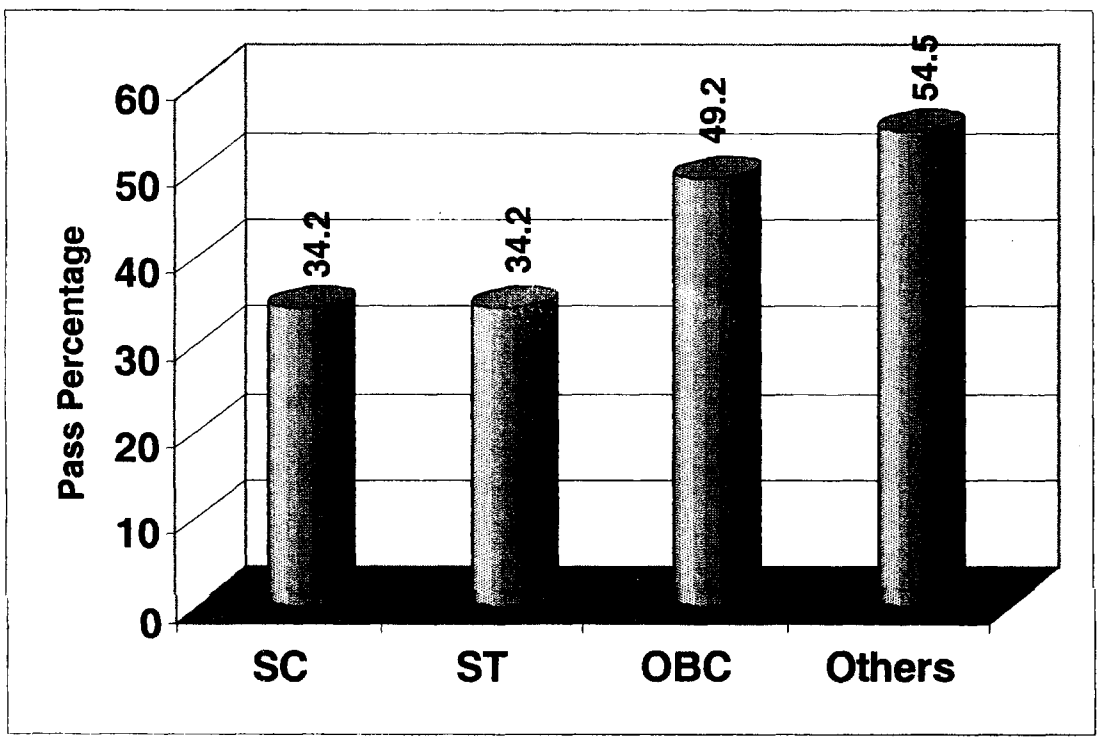


Fig 5.4 Performance of SC, ST, OBC and General candidates in the Pre-University Examination of April 1900

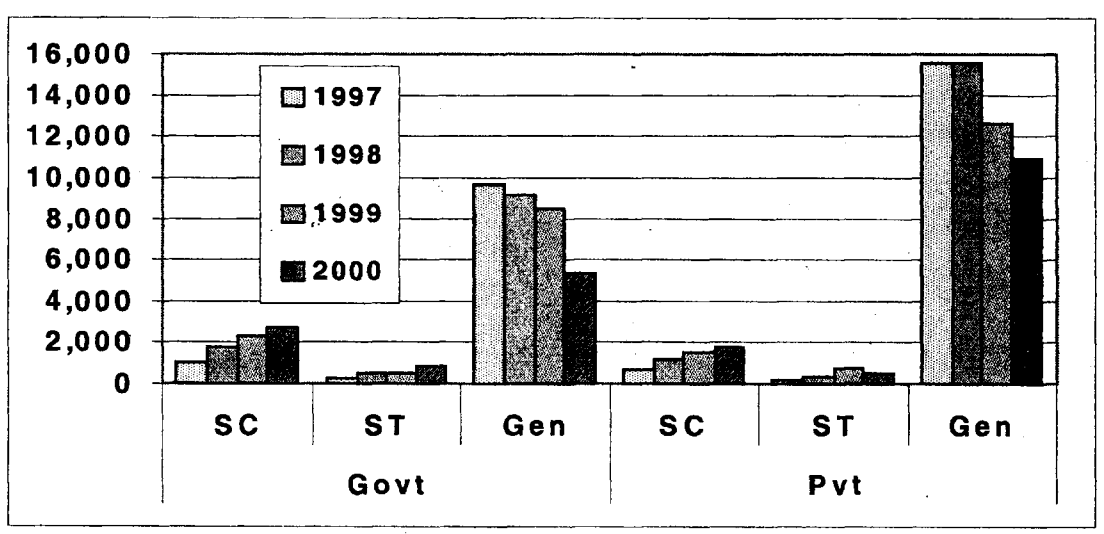


Fig 5.5 Growth in Enrolment of SC, ST and General candidates in Vocational Courses run by Government and Private Institutions

5.1.2 Pre-University Education

Fig. 5.4 shows the performance of SC, ST and OBC candidates in relation to that of other (general) candidates in the pre-university examination of April 1999. While there is no difference between SC and ST groups both are significantly below the general candidates – by about 20 percentage points.

5.1.3 Vocational Education

Fig. 5.5 shows the growth in enrolment over the last four years of SC, ST and General candidates in Vocational courses run by both government and private sector institutions. It is interesting to observe that while the enrollment of general candidates has been falling that of SC candidates has been rising, with no clear trend in respect of ST candidates. But the overall percentage of SC and ST students is still very small.

5.1.4 Technical Education

Fig. 5.6 shows the enrolment SC and ST candidates in Engineering colleges and Polytechnics during 1998. The actual enrolment figures are given at the top of each bar. The bar for general (ALL) category boys (59,018) is well out of scale. The figure clearly shows how poorly the SC and ST groups are represented in technical education courses. The reason is that the number of students from these groups seeking admission with the required minimum percentage of marks in the qualifying examinations is quite small.

5.1.5 Medical Education

Fig. 5.7 shows the enrolment of SC, ST and 'Other' students in Government and Private sector Medical institutions of all types during 1998 – 2000. The bars for 'other' (general) category in the private sector are hopelessly out of scale! The actual figures are given at the top of each bar.

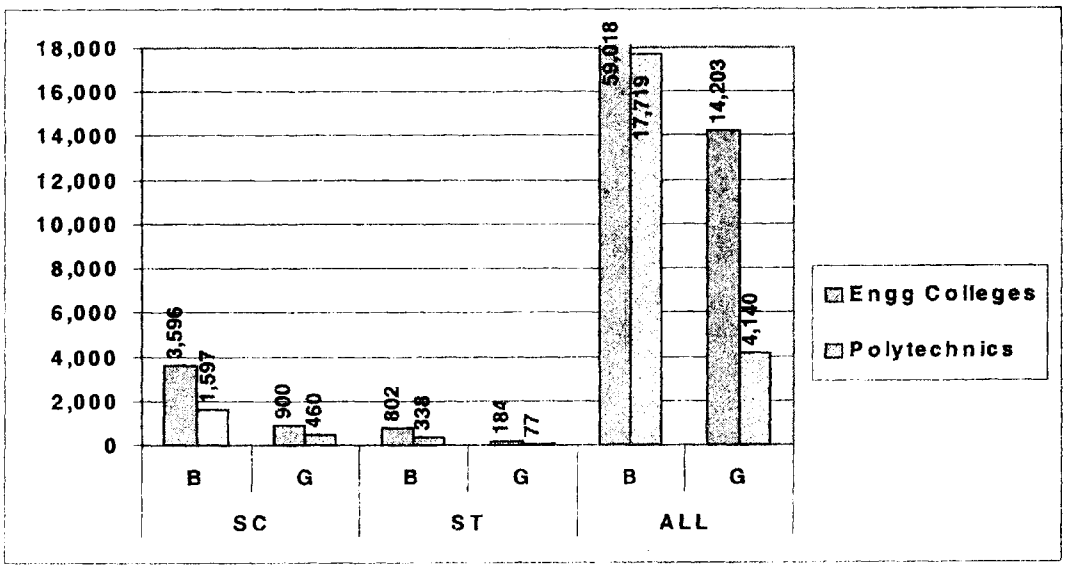


Fig 5.6 Enrolment of SC and ST candidates in Engineering Colleges and Polytechnics in 1998

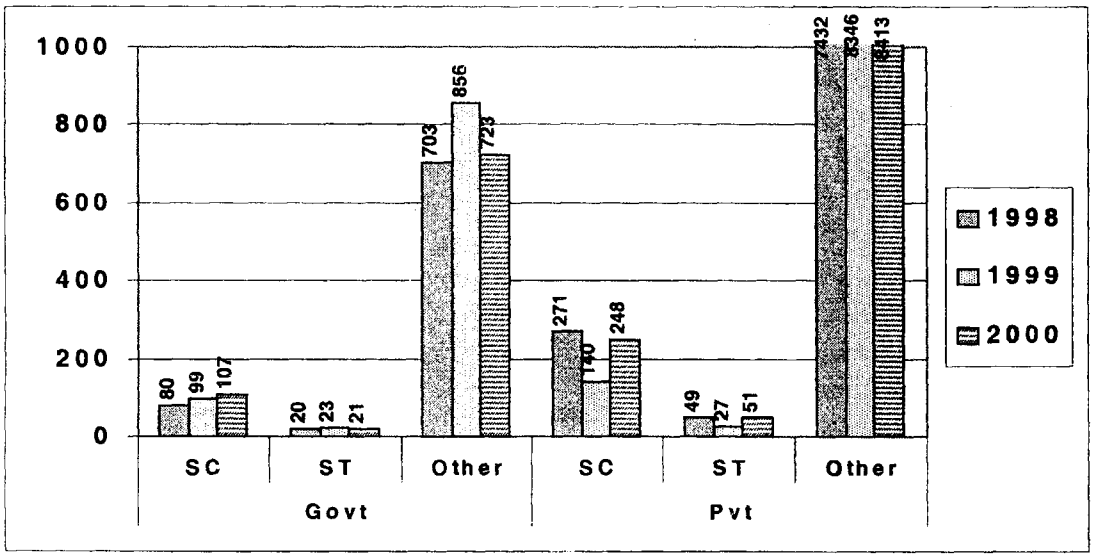


Fig 5.7 Enrolment of SC, ST and Other candidates in Medical Institutions by Type of Management in 1998,1999 and 2000

The figures for Medical Education clearly show how poorly the SC and ST groups are represented in these courses, especially in private sector institutions. The reason, as with technical education, is that the number of students from these groups seeking admission with the required minimum percentage of marks in the qualifying examinations is very small.

5.2 SC/ST Teachers

5.2.1 School Education – Primary

Fig 5.8 shows the employment of SC and ST teachers in Primary schools in the state under the three different types of managements – government (G), aided (A) and unaided (U). The numbers are percentages of the total of all teachers, male and female being taken separately. For example, among all male teachers 15.2% belong to the SC group. It is seen that with the exception of SC males the representation is well below the figures envisaged in the reservation policy.

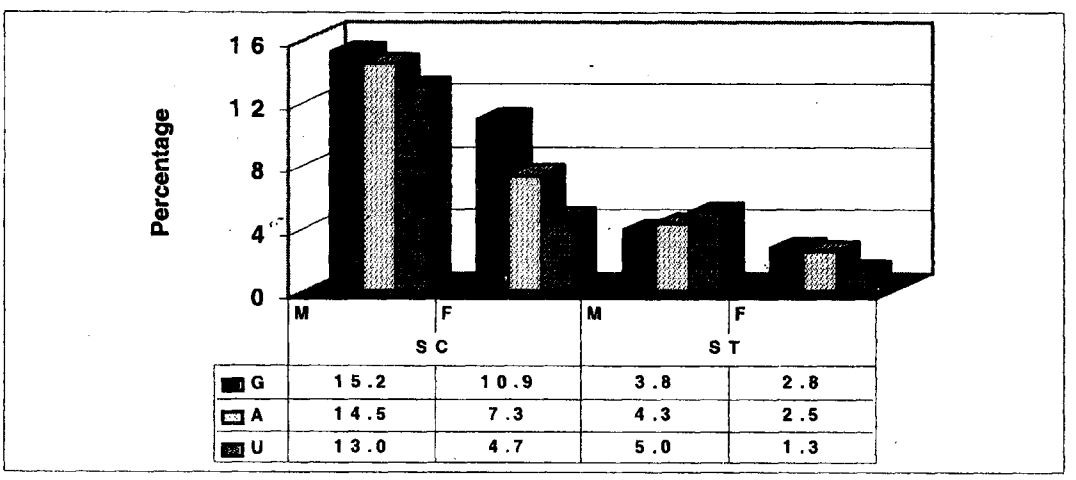


Fig. 5.8 SC and ST Teachers in employed in Primary Schools by Type of Management and Gender – based on SAIES (1993)

5.2.2 School Education - Secondary

Fig. 5.9 shows the percentage of SC, ST and General category teachers, male and female, employed in *high schools* under different types of managements – government, and unaided. Even in government schools the percentage of SC and ST teachers is considerably lower than that provided under the reservation policy. Apparently this is because the minimum qualification for high school teaching is a basic degree followed by a degree in teacher education. Not many SC/ST candidates are either available or interested in a teaching career.

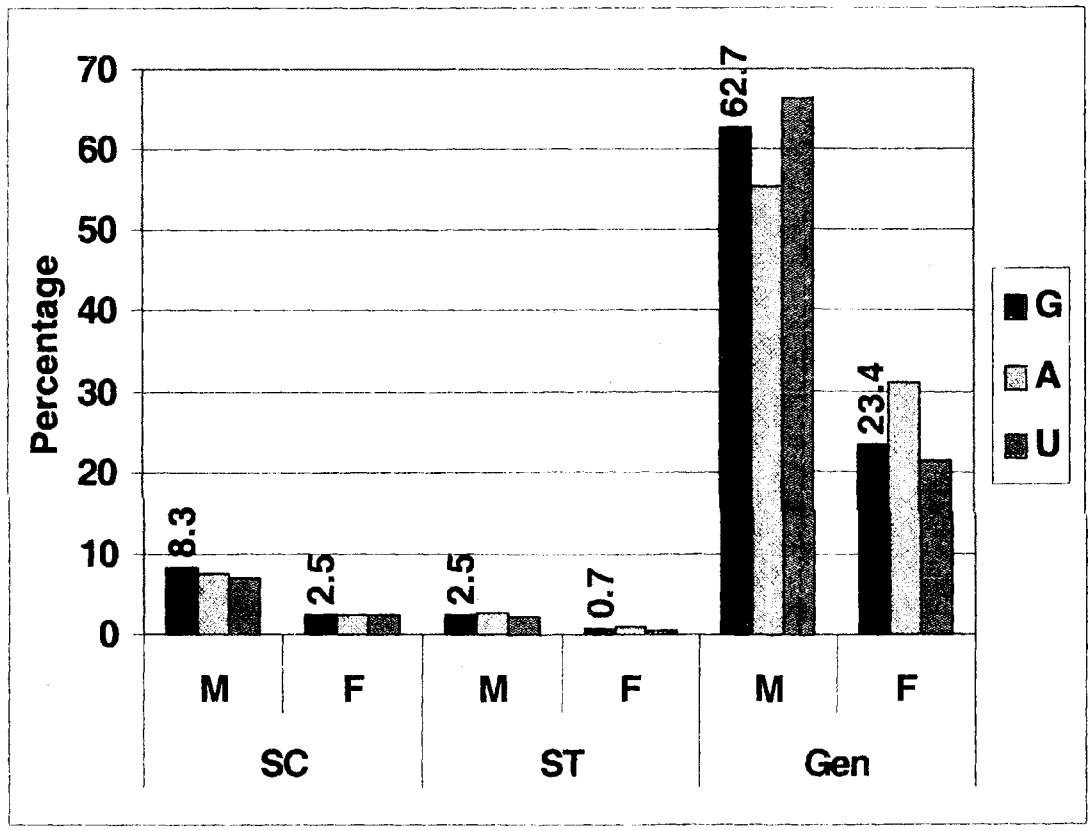


Fig 5.9 **Percentage of SC, ST and General Category Teachers employed in High Schools by Type of Management and Gender [G – Government A – Aided U – Unaided]**

5.2.3 Collegiate Education

Fig. 5.10 shows the employment of SC, ST and General category teaching staff in colleges of general education, government and private aided. While the proportion of male SC staff to the male general category staff in government colleges is reasonable, the same is not the case with SC/ST staff in private aided colleges as also of ST staff even in government colleges. This is again due mainly to the scarcity of people with postgraduate degrees in specific subject areas from among the SC/ST groups.

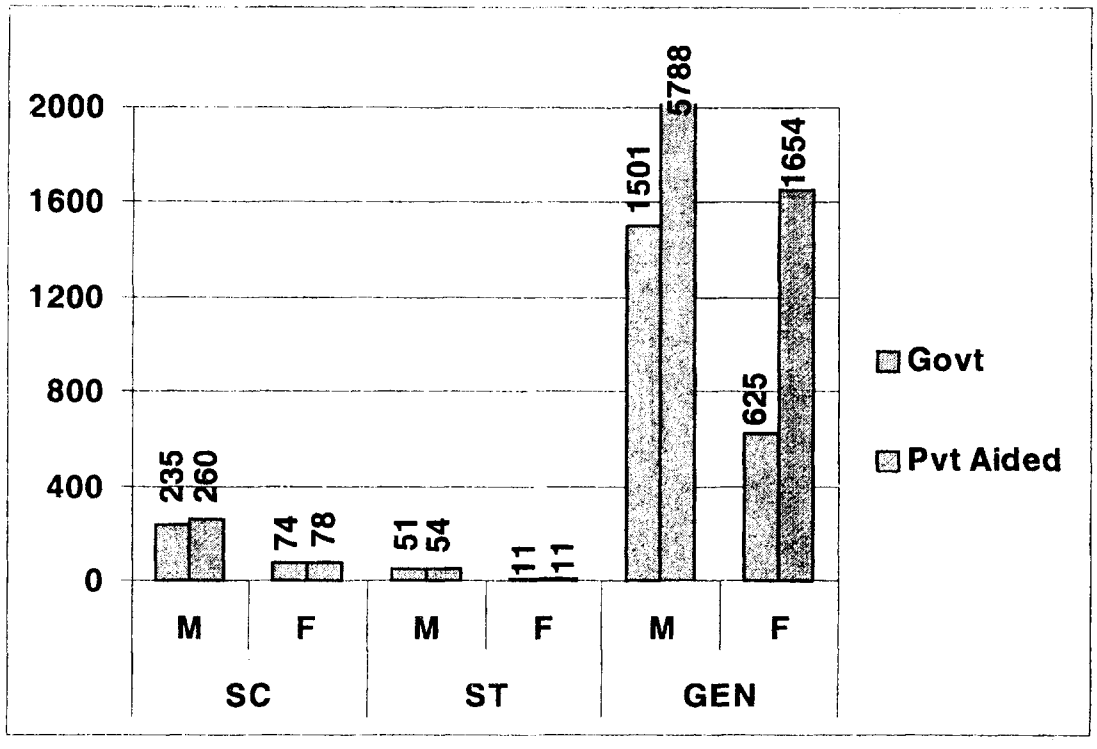


Fig. 5.10 SC, ST and General Category staff in Government and Private Aided Degree Colleges

5.3 The Gender Gap

In many ways, just like the special groups, women have been discriminated against in various ways in Indian society since time immemorial. They have been denied equal rights with their male counterparts in most spheres of human activity for reasons of being the 'weaker sex'. It is only since the country gained independence that the problem has been recognized as a really serious one and special measures initiated to correct the imbalance in all spheres, particularly in providing educational opportunities to women. In this section we look at the extent to which women avail of educational opportunities, focusing wherever possible on the role of the private sector. We also look at their representation in the teaching profession.

5.3.1 Educational Opportunities for Girls

5.3.1.1 School Education

Fig. 5.11 shows the narrowing down of the gender gap in primary school enrolment since 1967. From about 18% in that year it has come down to a little over 5% in 1998. This is a major achievement for which the government deserves praise for it has been possible through various special measures directed at accelerated enrolment and retention of girls in primary schools.

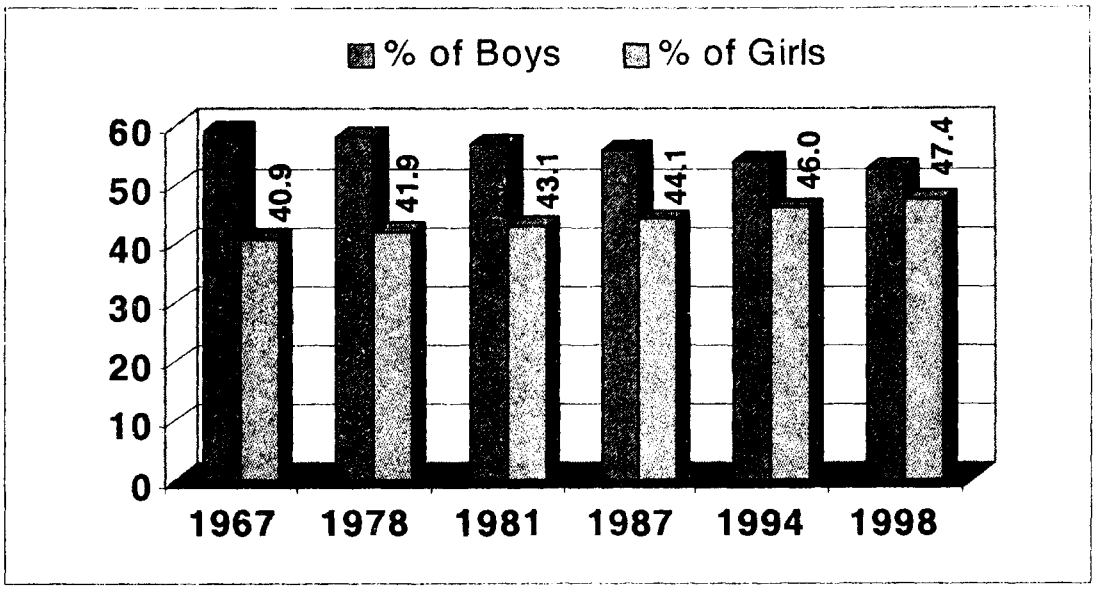


Fig. 5.11 Narrowing of the Gender Gap in Primary School Enrolment during 1967 – 1998

[Data from 'Human Development Report 1999', a GOK Publication]

Remarkable as the success of governmental efforts is in reducing the gender gap in primary school enrolment, it is even more so in secondary school enrolment as figure 5.12 testifies. The gap has come down from a huge figure of around 48% to just about 14% during the period 1967 - 98. Urban pockets of the state appear to have contributed in good measure to this healthy trend. The enrolment of girls in Bangalore Urban district was actually higher than that of boys in 1998!

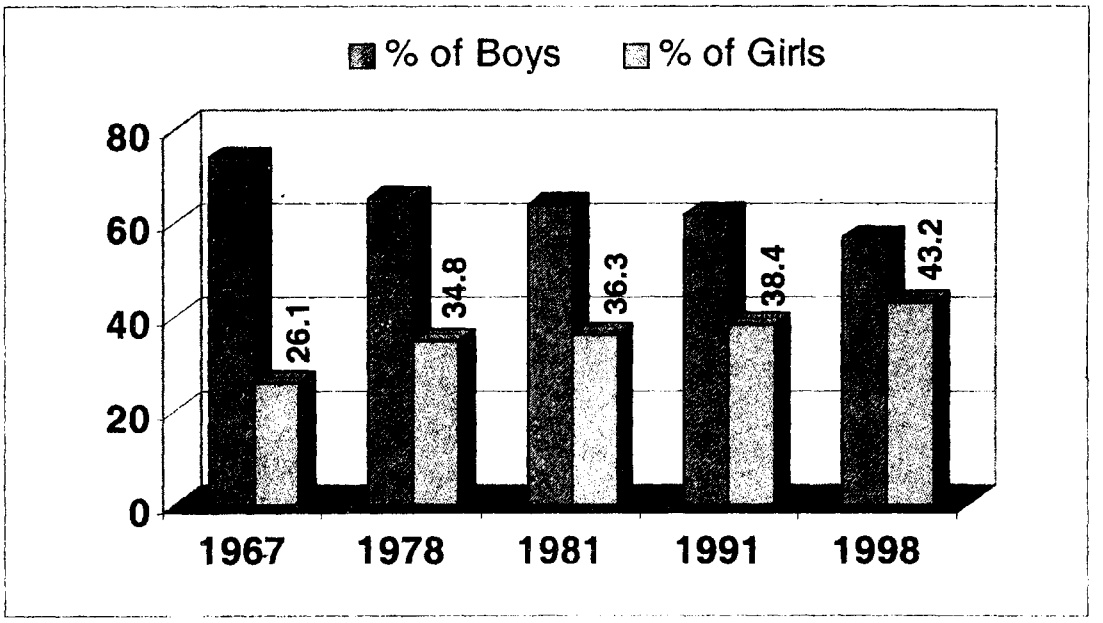


Fig. 5.12 Narrowing of the Gender Gap in Secondary School Enrolment during 1967 – 1998

[Data from 'Human Development Report 1999', a GOK Publication]

Let us examine the status of the SC/ST groups in relation to all with regard to enrolment in schools, both primary and secondary. Fig. 5.13 shows the extent of the gender gap in enrolment of SC and ST groups as well as others in both rural and urban areas by type of school management, aided (A) and unaided (U). It is based on the SAIES (1993) data. The gender gap exists in all cases and in a somewhat similar fashion. Also, the representation for the SC/ST group is uniformly lower than the minimum that is envisaged in the reservation policy. The presence of the unaided sector is only marginally lower than that of the aided sector in all cases. The representation of SC/ST groups in unaided schools is also only marginally lower than that in aided schools.

5.3.1.2 Technical Education

Fig. 5.14 shows the growth in the enrolment of girls as a percentage of total enrolments in engineering colleges and polytechnics. While the figures are disappointingly low even for a male dominated field, the increasing trend in the enrolment is a heartening feature.

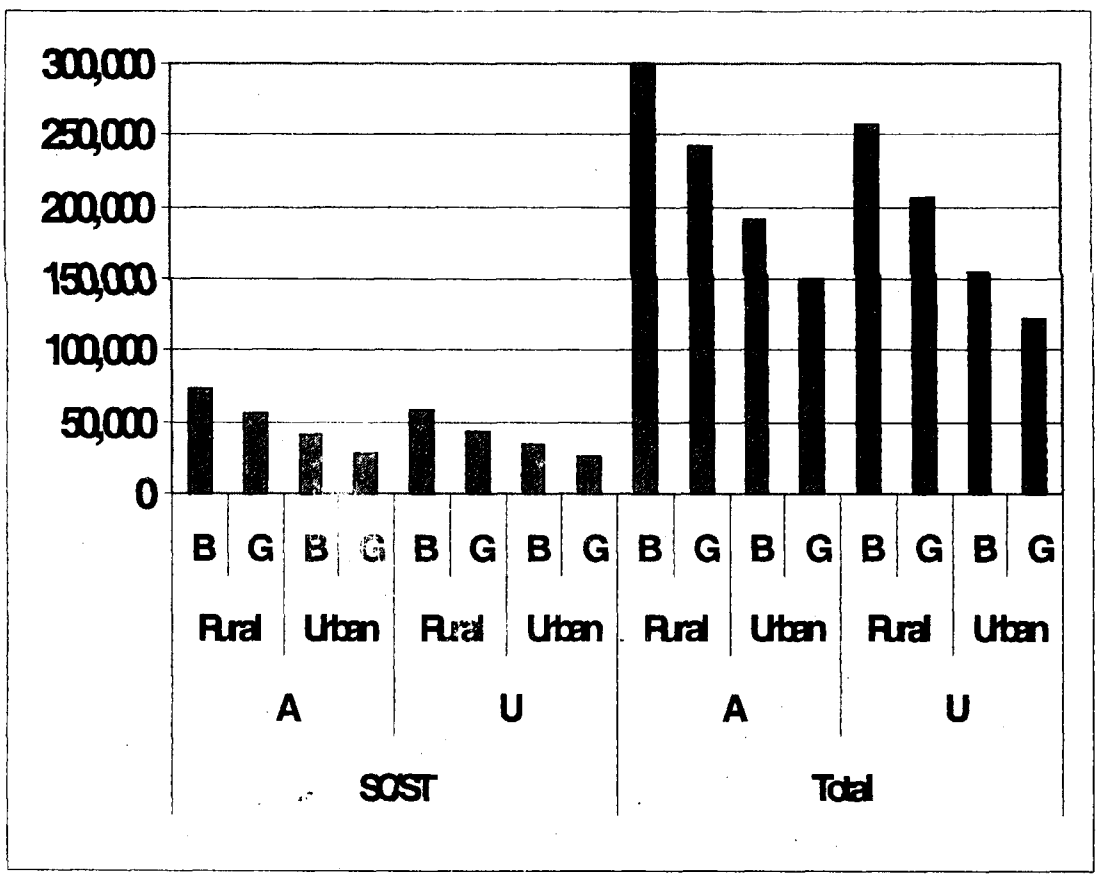


Fig. 5.13 School Enrolment (Classes 1 - 10) by Type of Management, Location, Gender and Groups – SAIES (93) Data

[A – Aided U – Unaided B – Boys G – Girls]

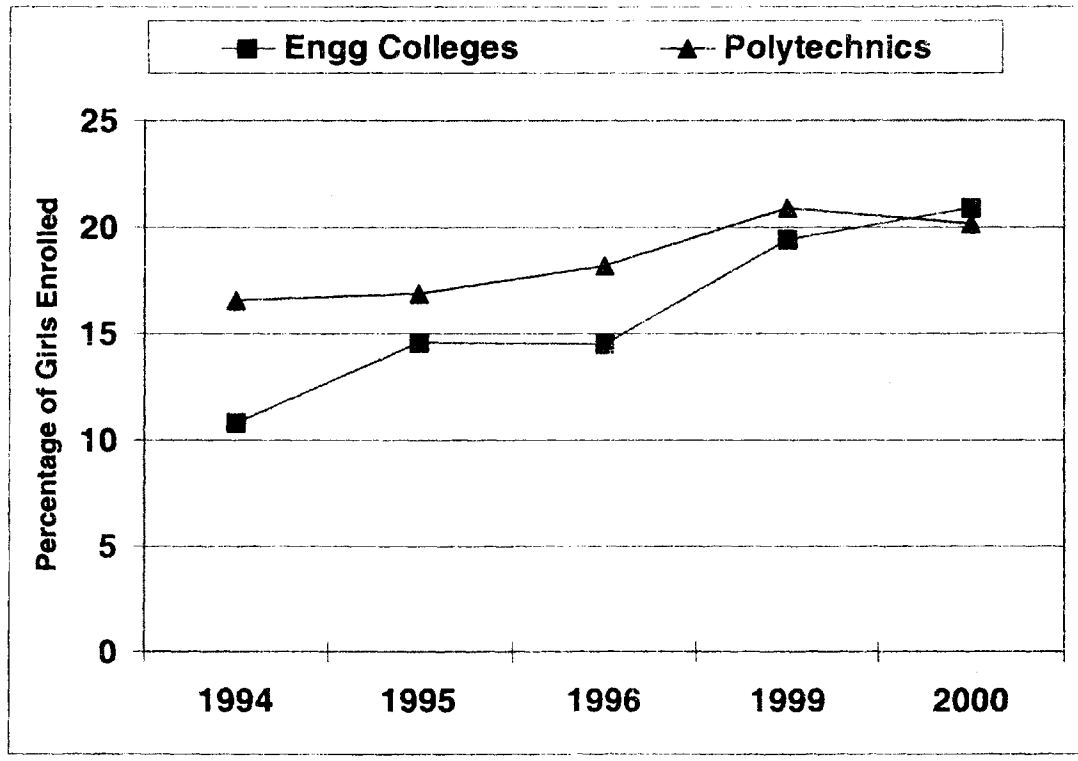


Fig. 5.14 Growth in Enrolment of Girls in Engineering Colleges and Polytechnics

5.3.1.3 Vocational Education

Fig. 5.15 shows the changes in enrolment of girls as a percentage of total enrolments in vocational courses over the last four years in institutions under both government and private sectors. The gender gap is quite narrow compared to other fields of education, attesting to some degree of popularity of these programmes among girls. However, the popularity of vocational courses as a whole is waning among both boys and girls for a variety of reasons.

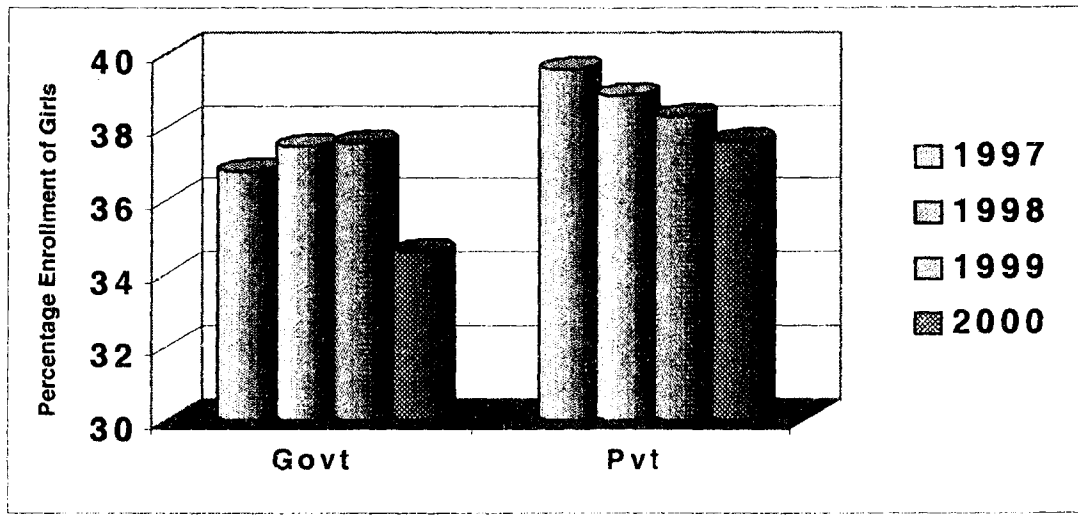


Fig. 5.15 Enrolment of Girls in Vocational Education Courses by Type of Management during 1997-2000

5.3.1.4 Medical Education

While no precise enrolment figures are available, estimates based on the number of students taking first year examinations during the last three years place the average enrolment of girls as a percentage of total enrollment to be around 37%. The resultant gender gap is perhaps the lowest in any major area of higher education, testifying to the high popularity of health science courses among girls. B Sc (Nursing) courses have a very large percentage of enrolments contributed by girls. Also, BDS courses seem to attract more girls than boys. These two courses seem to swell the overall percentage of girls in health sciences courses to a healthy figure!

In summary, while the gender gap in all areas of education is still unacceptably high, the recent trend towards an accelerated reduction in the gap bodes well for the future.

5.3.2 Women in the Teaching Profession

5.3.2.1 School Education

Fig 5.16 shows the falling gender gap in respect of primary school teachers during the period 1967 – 1998. The *ratio* of male teachers to female teachers that was as high as 3.5 in 1967 has come down dramatically to about 1.3 in 1998. This is another remarkable achievement on the part of the government, most of the teachers being employed in government or private aided schools and being paid directly by the government. If the present trend continues it will not be long before the gap becomes negative. Since women are considered to be better suited for teaching at the primary level than their male counterparts, such a situation would be academically highly desirable.

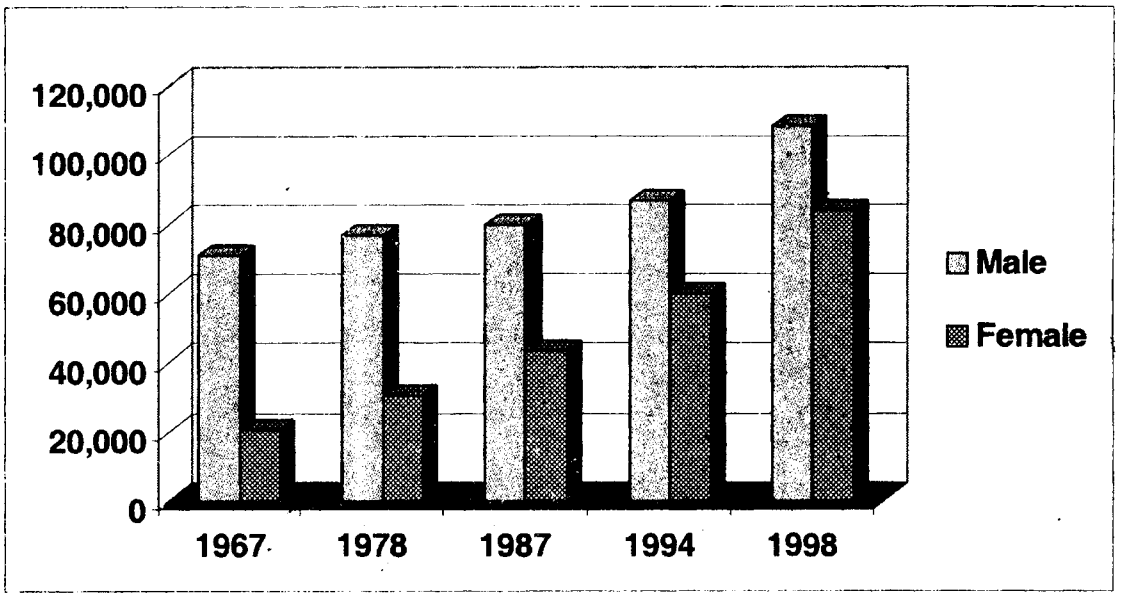


Fig. 5.16 Narrowing Gender Gap for Primary School Teachers

[Data from 'Human Development Report 1999', a GOK Publication]

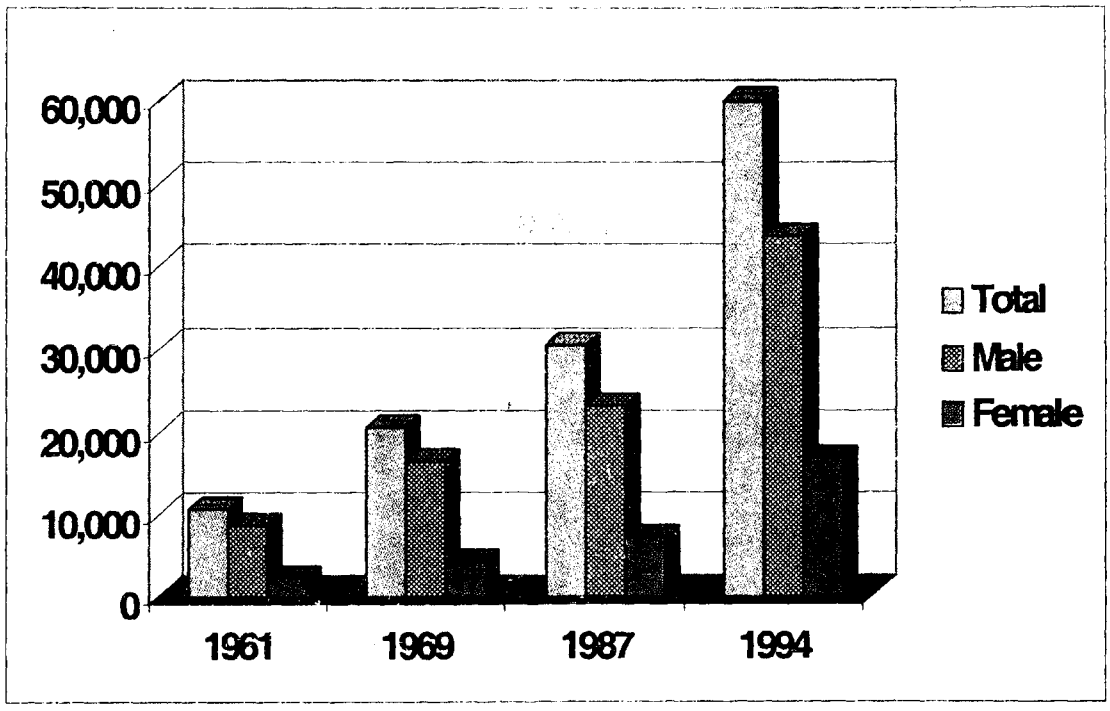


Fig. 5.17 Gender Gap for High School Teachers
[Data from 'Human Development Report 1999', a GOK Publication]

Fig. 5.17 shows the falling gender gap in respect of high school teachers during 1961 – 1994. While not as dramatic as in the case of primary school teachers, the narrowing gap is quite noticeable. While the number of both male and female teachers has risen rapidly, the rise is *faster* in the case of female teachers. The male to female ratio has come down from 4.1 to 2.6 during the period under consideration.

Fig. 5.9 in the previous section also clearly brings out the gender gap in SC, ST and General category high school teachers employed in government, private aided and private unaided sectors. Large gaps exist in all three sectors.

5.3.2.2 Collegiate Education

Fig. 5.10 in the previous section also clearly brings out the gender differences in SC, ST and General category teachers employed in government and private aided colleges. Large gaps exist here as well and women do not appear to be getting their due share of opportunities.

5.3.2.3 Technical Education

Fig. 5.18 shows the growth in the percentage of women occupying teaching positions in Engineering colleges and Polytechnics in the state. They find a much better representation in polytechnics than in the colleges, the latter being very poor. However, the increasing trend seen in their employment augurs well for the future.

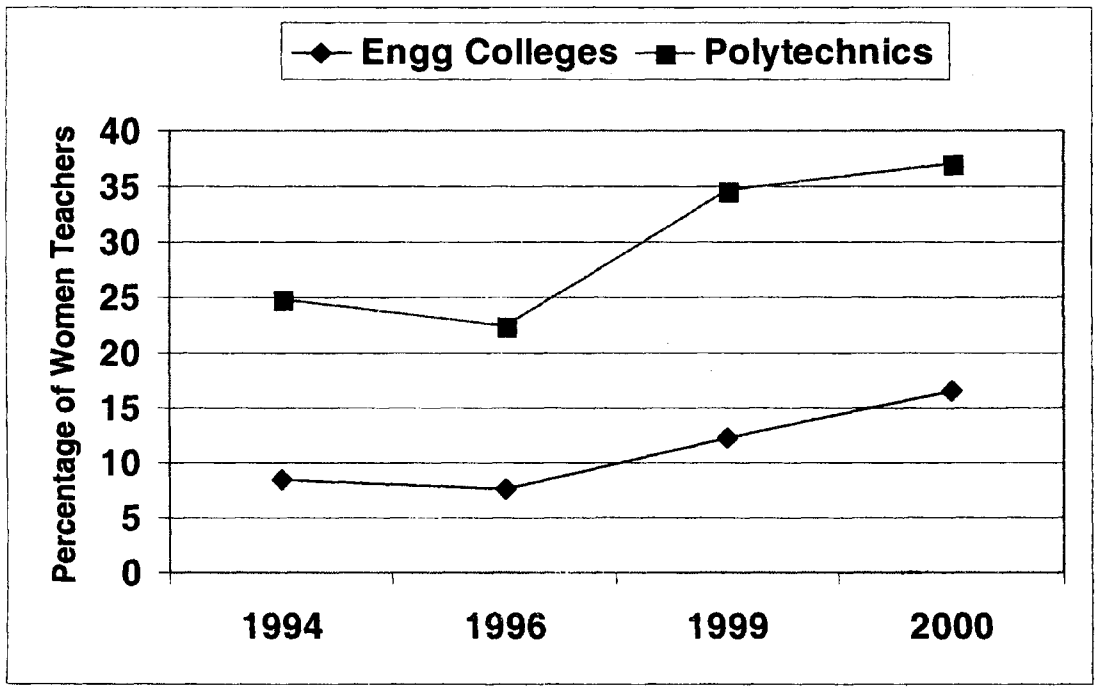


Fig. 5.18 Growth in Percentage of Women Teachers employed in Engineering Colleges and Polytechnics

In summary, women are not getting their due share of employment opportunities in the educational sector, either government or private. The problem is acute in higher education, but a trend towards increasing opportunities is discernible in the last few years. In school education the situation is much better, the trend being particularly encouraging in primary schools.

5.4 Minorities

Muslims and Christians constitute the two principal religious minority groups in the state. Government policy promotes the growth of organizations and institutions, large and small, dedicated mainly to providing educational opportunities for the members of these groups. A large number of such institutions are to be found all over the state at almost all levels of education both in the aided and unaided private sectors. Aided private institutions enjoy certain special privileges not available to institutions in the general category. These include some degree of preferential freedom in the admission of students and recruitment of teaching staff belonging to their respective groups. They are also allowed to offer English as the medium of instruction in primary schools. This has become a contentious issue since other aided institutions do not enjoy such freedom.

Muslims come under the OBC (other backward classes) category that qualifies them for consideration under a small reservation quota for admissions to educational institutions and employment in the government sector. This is also available to some categories of converted Christians.

Many schools run by Christian missionary organizations, popularly known as 'convent schools', are indeed very popular in urban areas and the demand for admissions to such schools is tremendous.

Konakani speaking people found mostly in the coastal districts of Karnataka are treated as a linguistic minority group by the central government. This has enabled the Manipal Academy of Higher Education (MAHE) in Manipal to attain the status of a deemed university with an international reputation, the only such privately managed university in the state. A case study of this institution is presented in Appendix III at the end of this study. Incidentally, these people are among the most enterprising and progressive people in the country, both educationally and economically.

5.5 The Handicapped

In any society the handicapped need special consideration because of their incapacity or difficulty to perform certain functions. In the educational sphere, depending on the nature and extent of disability, they can be accommodated in regular institutions to go through a regular course of studies and evaluation. Many physically handicapped individuals can perform as well in formal studies as their non-handicapped counterparts if given a fair chance and due recognition.

The government has set aside a certain percentage of seats in almost all educational institutions for the handicapped. However, no specific details are available about the enrolment of the handicapped in educational institutions.

5.6 Rural Students

Students in rural areas do not have access to the same quality or level of educational opportunities that are available to their urban counterparts. Most higher education institutions are concentrated in urban areas where many of them cannot afford to seek education. Those who can afford it find themselves competing against students who would have received better education at the lower stages. Although the government has created special support facilities for such students by way of hostels, scholarships, etc., there is a feeling that other supplementary measures are needed. A relaxation in minimum qualifications for admission to educational institutions and preferential employment opportunities are being considered for such students. Similar measures are being considered for students who have studied exclusively through Kannada medium of instruction.

5.7 Financial Support to Needy Students

Education even at higher levels in government managed or government-aided institutions has been inexpensive and affordable to most students since the government itself subsidizes it heavily. Those who cannot afford to spend even these very low amounts can look to various avenues for financial support. The government itself is the major benefactor through various schemes, including scholarship, free studentships, free hostel accommodation, etc., for needy students, especially the SC and ST students. Almost all SC/ST students and a fair percentage of OBC students are beneficiaries of such schemes. Besides, financial support is also available from the private sector to certain category of students, especially minority students, although not on the scale provided by the government.

In recent years the scenario has been changing considerably. Burdened as it is by a huge salary bill incurred on teachers in government and government-aided institutions, the government finds itself unable to continue to subsidize education on the present scale. A variety of economy measures are being conceived and implemented. This includes an embargo on providing financial aid to new institutions, freezing of teachers' posts and a reduction in expenditure on higher education expecting the private sector to make good the shortfall.

Chapter 6

Costs and Financing

In a country with a population of over a billion people, providing access to education to all those who seek it is a very costly enterprise. The government has long been not only the main provider of education but also by far its major financier. The share of the (unaided) private sector is very small and confined mostly to secondary and higher professional education in urban pockets. The costs of the aided private sector are being borne mostly by the government since it pays the salaries of practically all the teachers in aided institutions at par with its own employees, and salaries constitute over ninety percent of the expenditure on education in most institutions. In operational terms there is very little difference between government run and government aided institutions.

No specific details are available about the expenditure incurred by the private sector in unaided institutions. They are very reluctant to part with such information. They are even more reluctant to reveal details of the sources and extent of their income. No published studies are available about the financial management of individual institutions or organizations in the private sector. During the field studies undertaken in two districts the managements of unaided institutions were unwilling to provide specific answers to questions on financial matters whereas they cooperated fully on all academic issues. For these reasons the contents of this chapter relate mainly, as also broadly, to the government sector, with inferential references to the private sector.

6.1 Government Expenditure on Education

The Karnataka government spends about 16% of its total annual budget on educational services. This amounts to about 3.2% of its SDP, which is less than the country average of 3.8% of GNP. Fig 6.1 gives data on government's annual budgeted expenditure on education in relation to its total budget for the decade of the nineties. The amounts are in crores of rupees.

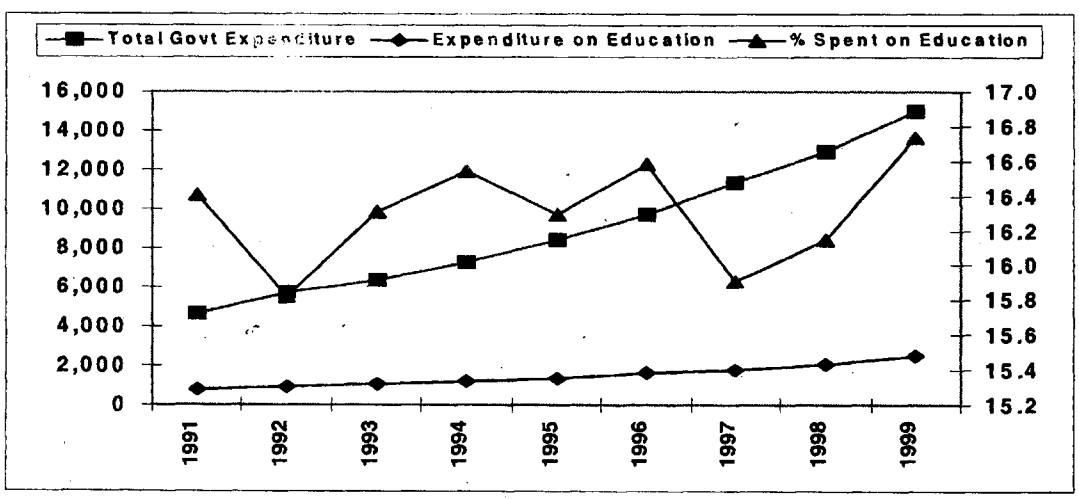


Fig. 6.1 Government's Annual Expenditure on Education during 1991 – 1999

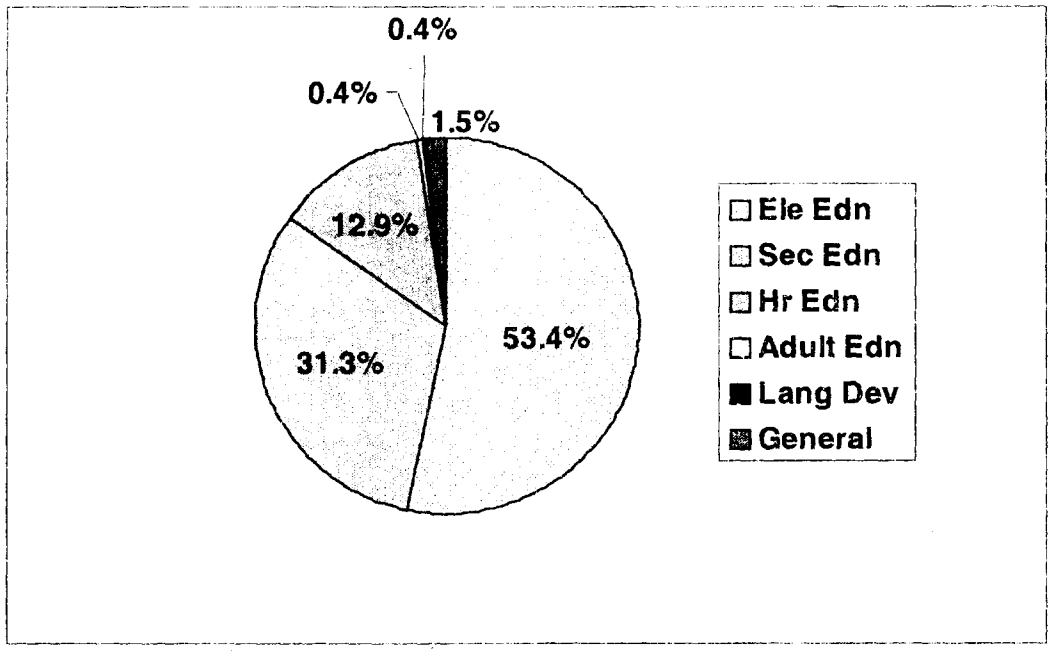


Fig. 6.2 Percentage Budget Outlay on different segments of Education in 1998-1999

Fig. 6.2 gives the percentage outlay on different segments of Education in the annual budget for 1998 - 99. The percentage allocation has remained approximately the same over the decade. The lion's share of about 54% of the budget is earmarked for the Primary Education segment and about 32% for the Secondary Education segment. Thus, school education alone accounts for over 85% of the expenditure, leaving less than 15% for other segments, higher education accounting for most of the remainder.

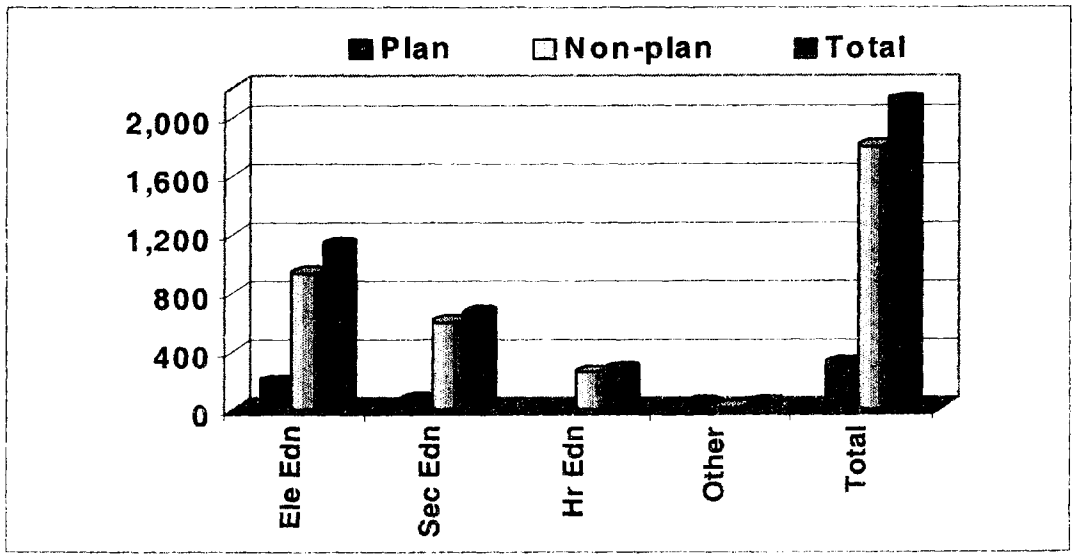


Fig. 6.3 Plan and Non-plan allocations for General Education in the 1998-99 Budget

Fig. 6.3 indicates the allocations for different segments in General Education under Plan and Non-plan in the 1998-99 budget. The amounts are in crores of rupees. Allocations under plan are only a small fraction of the figures under non-plan showing that very little money is available for developmental activities.

Most of the expenditure incurred by the government goes towards payment of salaries to teaching and support staff in government and government-aided institutions. The present figure is about 88%. This leaves very little for quality improvement programmes, maintenance of infrastructure, capacity building and such other important activities.

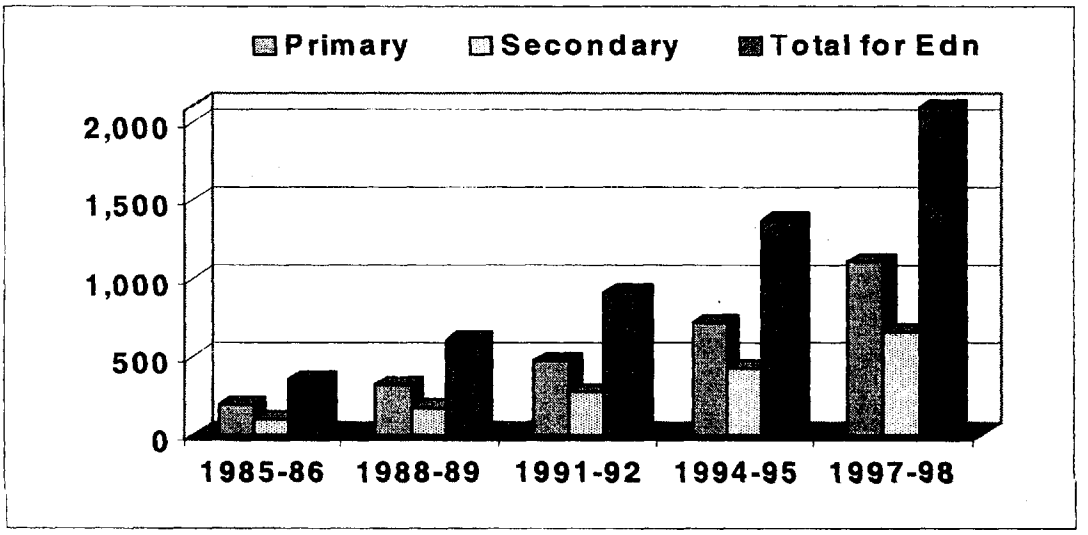


Fig. 6.4 Growth in Government Expenditure on Primary and Secondary Education during 1986 – 98

Fig. 6.4 shows the growth in government expenditure on Primary and Secondary education during the period 1985 - 98 in relation to the growth in total expenditure on education. The amounts are in crores of rupees.

6.2 Private Sector Expenditure

As stated earlier, no reliable figures are available on the expenditure incurred by the private sector on education. In any case, this can only be a negligibly small fraction of the overall expenditure incurred by the government, except in the area of professional education where the unaided private sector's presence is very significant. The expenditure incurred by the aided private sector in any field of education is also negligibly small since staff salaries which constitute the lion's share of the expenditure even in these institutions is borne almost entirely by the government through its grants-in-aid scheme.

6.3 Sources of Finance

In a free market economy where the consumer ought to pay a fair price for the services he/she is provided with it would not be difficult to raise the required finances to pay for educational services. In the education sector at least the country has a long way to go before reaching such a stage. Till then the government may have to continue subsidizing most of the expenditure on education. It has been argued that the

expenditure on elementary education is not a subsidy but a constitutionally mandated obligation on the part of the government. Even then it is clear that the government is subsidizing a huge part of the expenditure on education, especially at the higher levels - something it cannot afford to continue indefinitely.

6.3.1 Student Fees

6.3.1.1 School Education

Far from being a major source of income the fees charged to students in most courses of study can at best be treated as notional and just 'pocket money' for the concerned institutions. Primary education is free for all in government and aided schools. This means that the government is getting no financial return at all for over 53% of its investment on education. There is no reason why relatively affluent sections of society, especially in urban areas, should not be charged some reasonable fees.

A nominal tuition fee is levied in government and aided high schools. While government schools seem to adhere to this strictly many aided schools charge the students very small additional amounts under different heads.

Although schools under the unaided private sector are governed by certain norms prescribed by the government they overcome the restrictions in various ingenious ways. The biggest source of income for them is through 'donations' that are supposed to be voluntary wherever accounted for. However, most of these payments are unaccounted for and never openly admitted by the giver or the receiver. In 'elite' and 'prestigious' urban schools such donations are exorbitantly large, yet affluent parents are willing to pay since they consider this as an investment in the long-term future of their children. Market forces seem to be truly at work here! Apart from these donations a hefty monthly fee is also charged in such schools. The data obtained from field studies shows that this can be as high as Rs. 500 per month in some 'elite' schools.

The demand for computer education in schools has come in handy for many unaided schools. In the guise of providing quality computer education they charge a substantial additional monthly fee and even make it compulsory for all students! The infrastructure and human resources for imparting such education was found to be woefully inadequate and primitive.

6.3.1.2 Pre-university Education

Table 6.1 gives the fee structure prescribed by the Pre-university Education board for the academic year 2000 - 01. Complete details are given here to illustrate the thoroughness with which the fee structure is designed and implemented. Other government departments appear to be equally thorough in this respect.

According to the prescribed fee structure for pre-university courses the only difference between government and private institutions is in the matter of tuition fee. Private institutions can charge twice the fee prescribed for government institutions, but this is a difference of Rs. 200 only!

Considering the liberal salaries pre-university teachers are paid and the total institutional expenditure on salaries alone the fee structure is unrealistically low and substantial increases are both necessary and justified to reduce government subsidies.

Table 6.1 Details of fee structure in Pre-university Courses

	Type of fee/s	Amount Prescribed	
		I Year	II Year
1	2	3	4
1	Tuition (in Govt. Institutions)	200	200
2	Tuition (in Pvt. Institutions)	400	400
3	Laboratory (for Sc. subjects)	100	100
4	Application	10	
5	Registration	10	
6	Admission	10	
7	Late Admission	200	
8	Sports	40	40
9	Literary and Cultural activities	30	30
10	Library	40	40
11	Teachers' welfare	10	10
12	Students' welfare	10	10
13	Examination (internal)	50	50
14	Examination (external)		
15	Lab examination (for Sc, subjects)	20	30
16	Change of language/subject	200	
17	Pvt. Study (Indian Language)	200	200
18	Pvt. Study (Foreign Language)	1,000	1,000
19	Sports fund	10	10
20	College transfer	100	100

6.3.1.3 Collegiate Education

The existing fee structure for traditional degree courses (BA, BSc, BCom and LLB) is even more unrealistically low when compared to the structure in Pre-university courses. As far back as 1997 the government had thought of very modest increases that are yet to be implemented because of opposition from student bodies and others. Table 6.2 gives the existing and proposed structures. Even the proposed fee structure is incredibly low considering the expenditures involved on higher education. Besides, a large number of students, including all SC/ST candidates, are exempt from tuition fees. Such fees are reimbursed to the concerned private institutions by the government, which amounts to additional subsidy.

Only 8% – 10% of the government's expenditure on higher/university education appears to be recovered through student fees. In view of this, government's foot dragging in the matter of evolving and implementing a realistic fee structure is surprising.

It has been argued that even hefty increases in fees result in only small net savings to the government and it may not be worth taking recourse to such measures in view of the strong adverse reactions likely to follow from students and parents. While there is some merit in this argument a strong message needs to be communicated to all concerned that in the new era of market driven economy heavy subsidies to the education sector is anachronistic and cannot continue to drain the economy indefinitely. Moreover, sooner or later it should be realized that the importance and the value of any services (as well as goods) would be lost on the receiver if it comes very cheaply or free of cost. In the long run this principle should also dictate the policies of the government in the education sector as much as in any other sector of the nation's economy.

Table 6.2 Details of fee structure in Degree Courses

	Type of fee/s	Amount Prescribed	
		Existing	Proposed
1	Tuition	180	600
2	Application	5	10
3	Admission	10	100
4	Sports	30	100
5	Reading Room	30	100
6	Library	5	100
7	Teachers' welfare	5	10
8	Students' welfare	5	10
9	Examination (internal)	5	100
10	Laboratory (in Science courses)	80	400

6.3.1.4 Technical Education

From the current academic year the annual fees chargeable to students in engineering colleges has been raised to realistic levels as shown in Table 6.3. Admissions are allowed under three categories – 'free' seats, 'payment' seats and NRI seats. The fees chargeable, the actual number of seats in each institution, the relative percentage of seats and the mode of selection of students for admission have all been spelt out in detail. The 'free' seats are determined and allocated by the government according to fixed criteria.

Table 6.3 Details of fee structure in Engineering Colleges

	Type of Seats	Category	Tuition Fee	Development Fee	Total Fee
1	'Free' Seats	Government/University/ Regional Engg Colleges	6,000		6,000
		Private & Aided Engineering Colleges	6,000	3,000	9,000
2	'Payment' Seats	Private, Aided & Unaided Engineering Colleges	36,000	8,000	44,000
3	NRI Seats	Private and Aided Engineering Colleges	US $ 4,000	US $ 1,000	US$ 5,000

[*Note*: Unaided colleges can admit NRI students up to 15% of the seats allowed for them. The remaining seats are to be divided 50-50 under 'free' and 'payment' categories]

Table 6.4 Details of fee structure in Polytechnics

	Type of Institution	Category of Students	Tuition Fees
1	Government	General	1,600
		SC/ST	400
2	Aided Private	General	3,000
		SC/ST	800
3	Unaided Private	Karnataka Students	6,500
		Non-Karnataka or under Management quota	10,500

[*Note* : In addition to tuition fees other fees are chargeable up to Rs. 500 per year under each category]

Table 6.4 shows the annual fees currently chargeable to students in Polytechnics under each of three sectors – government, aided private and unaided private.

6.3.1.5 Teacher Training Colleges

The demand for admission to teacher training institutions offering the postgraduate B Ed degree course continues to be high and there are a large number of institutions under the private unaided sector. Table 6.5 shows the fee structure for the B Ed course.

Table 6.5 Details of fee structure in B Ed Colleges

	Type of College	Category of Seats	Tuition Fees	Develop-ment Fees	Total Fees
1	Government	Government	3,000		3,000
2	Aided Private	Government	3,000	1,000	4,000
		Management	8,000	5,000	13,000
3	Unaided Private	Government	6.000	2,000	8,000
		Management	30,000	5,000	35,000

Note: In addition to tuition fees other fees are chargeable up to Rs. 2,125 per year under each category]

In summary, fees charged to students for educational services is unrealistically, and even incredibly, low in most non-professional courses and there is a crying need for massive increases, but in a phased manner spread over a period of time neither too long nor too short, to reduce government subsidies and provide adequate resources to the private sector. It is only in professional courses in higher education that the fee structure is approaching realistic levels. Still, the unaided private sector seems to find it difficult to manage and expects greater freedom in the matter.

6.3.2 Other Sources of Finance

While student fees constitute a major source of income, private institutions depend on other sources, especially 'donations' from parents in consideration for providing admission to their wards. Since in most cases these donations are neither accounted for nor officially admitted, it is almost impossible to estimate their contribution to the overall income of these institutions. However, the menace of 'donations' is largely confined to 'elite' and 'prestigious' urban institutions. The field studies indicate that private schools do charge donations the quantum of which depends on the reputation and 'market value' of the school, but these are by no means exorbitant. If they are allowed to increase their tuition and other types of fees to more realistic levels the menace of donations can be contained if not altogether eliminated in most schools.

Besides student fees, many private institutions depend on donations from philanthropic individuals and organizations, returns on investments in commercial enterprises, contributions from charitable institutions, especially religious organizations, endowments, etc. Unaided private institutions also raise additional resources by

organizing special coaching programmes for students outside normal working hours. Teachers receive a share of these to supplement their meager salaries.

The neo-rich corporate sector is a potential source of educational finance, especially in the areas of technical and vocational education. It is time to rope in corporate establishments to contribute in a big way. It is gratifying to note that this has been achieved to a substantial extent in a collaborative venture for providing Information Technology education in a large number of schools, both government and private, in Karnataka.

6.4 Staff Salaries

Human resources are by far the most important ingredients of a successful educational enterprise. While the quality of teachers among other things decides the quality of the products, teacher motivation and competencies depend strongly on the financial returns and service conditions available in the profession. The government has been a generous paymaster and teacher salaries have improved greatly in the last 2-3 decades. They are now comparable to the best in other professions.

Table 6.6 gives typical existing scales of basic pay for teachers in government and government-aided schools and colleges. College and University staff is paid salaries as recommended by the University Grants Commission (UGC). Engineering college staff is paid salaries as recommended by the All India Council for Technical Education (AICTE). Similarly, salaries in Medical/Health Science institutions are as recommended by the respective statutory bodies.

Table 6.6 Typical Scales of Pay for Teachers in Schools and Colleges

	Level	Designation	Scale of Pay (Basic)
1	Primary	Head Teacher (Hr. Grade) Head Teacher Asst Teacher	4575 – 8400 4150 – 7800 3850 – 7050 3300 – 6300
2	Secondary	Head Teacher Graduate Asst. Teacher (Grade I)* Graduate Asst. Teacher (Grade II)* Graduate Asst. Teacher Physical Education Teacher	6100 – 11200 5575 – 10620 5200 – 9580 4575 – 8400 4150 – 7800
3	Pre-University	Lecturer Lecturer (Senior Scale) Lecturer (Selection Grade)	6000 – 11200 6300 – 11840 6450 – 15160
4	Higher Education [Colleges/ University]	Lecturer Lecturer (Senior Scale) Lecturer (Selection Grade) Reader/Assistant Professor Professor Principal	8000 – 13500 10000 – 15200 12000 – 18300 12000 – 18300 16400 – 22400 18400 – 22400

*Teachers in these grades are allowed to teach pre-university classes in schools offering the PU course if they are otherwise qualified.

[*Note*: Besides basic pay there are other allowances such as DA (depending on cost of living), House rent allowance, etc. These add up to a substantial amount.]

As already mentioned in chapter 4, the salaries and service conditions in the unaided private sector institutions are substantially inferior to those in the government and government-aided sectors. The benefits vary from institution to institution and very few come close to the benefits conferred in the government sector. In the field studies school management representatives indicated that they were unable to pay their teachers adequately because of the unrealistically low student fees they were allowed to charge. This argument has considerable merit since teacher salaries appear to account for over 85% of their expenditure.

6.5 Financing Education in the Private Sector

In view of the significant proportion of government-aided institutions in the private sector most of whose financial needs are met by government grants the private sector cannot be said to be contributing its might to the cause of education in the state. The exception is of course professional education, but commercial motives come to the fore here.

The question can be asked as to what is so 'private' about any institution if over 90% of its expenditure is met by government grants. In view of the financial crunch faced by the government and the necessity to concentrate more on the need for achieving universalization of elementary education up to the age of fourteen as demanded by the Constitution, it is time for the government to evolve and implement an '*exit mechanism*' that will reduce its subsidy to private institutions substantially over a period of time and in a phased manner. This would automatically require the private sector to assume increasingly greater financial responsibility to manage its institutions. It will be forced to enlarge its resource base and look for new sources. The corporate sector whose visibility and financial clout is rapidly increasing in a free market driven economy should be expected to fill the gap left by the government sector. When this happens the private sector will have truly come of age. But the transition, if it comes through, will be a long and painful one.

Unaided private sector institutions will have to look for substantial amounts of trust funds and philanthropic contributions from private individuals/establishments to meet their financial needs and to augment their resources. There should only be a limited dependence on student fees as sources of finance. It is highly unrealistic to expect new institutions started under self-financing schemes to sustain their operations solely on the basis of student fees charged.

Chapter 7

Regulatory Framework for Private Agencies

In this chapter we look at various regulatory policies, mechanisms and framework set up by the government in respect of private agencies/organizations in the educational sector. These have evolved and kept pace with changing times over the last few decades. The issues covered are: norms for opening new institutions, norms for appointment of academic staff, norms and eligibility criteria under the grants-in-aid (GIA) code, the effect of regulatory policies and the question of institutional autonomy.

7.1 Norms for Opening New Institutions

No new educational institutions can be opened without formal clearance from the concerned government departments/universities/statutory bodies. Clear procedures have been laid down for the purpose.

7.1.1 Schools and Primary Teacher Training Institutions

The following statements summarize some of the more important conditions, rules and regulations applicable for starting new primary/secondary schools and primary/secondary teacher training institutions by private sector agencies:

1 Application for starting a new institution under private management has to be made to the concerned authority of the Department of Education about six months in advance.

2 Information regarding the need for the school, accommodation, furniture, equipment, staff to be appointed, proposed fee structure (in the case of unaided institutions) and the financial resources of the Management should accompany the applications.

3 Such an application will be considered in due course and the decision of the authority communicated to the applicant.

4 Institutions that are started without permission from the competent authorities will not be recognized.

5 While granting permission to start a new institution it is to be ensured that the institution is open to all communities without any distinction of caste, creed, race or religion and that there is a need for such an institution in the locality without any unhealthy competition with an existing institution of the same category in the neighbourhood.

6 The educational needs of the locality form the main consideration for starting a new institution. Detailed norms have been laid down for the building and infrastructure facilities for the school.

7 In all primary schools, the medium of instruction should ordinarily be the regional language (Kannada) or the mother tongue of the child. However, English medium schools or English medium sections in existing primary schools may be permitted under certain special circumstances.

8 Recognition to an institution requires a number of conditions to be fulfilled, including adequate physical facilities and teaching staff. Detailed norms have been laid down.

9 A duly constituted and registered management committee is required to look after the administration of any school under a private organization or association.

10 The management has the responsibility for the maintenance of the institution.

11 For official dealings with the department the management committee is required to have a Secretary or Correspondent.

12 In addition to the management committee, each private school is required to form a School Betterment Committee to promote academic and welfare activities in the school.

13 Minimum and maximum strengths are prescribed for each class in the institution to be started.

14 Recognition of a new institution does not automatically confer any right on the institution to claim grant-in-aid.

15 Initially only temporary recognition is granted for a period of one year renewable on an annual basis.

16 If an institution already accorded temporary recognition continues to fulfill all conditions for a continuous period of five years it may be considered for recognition on a permanent basis.

17 The head of the institution and at least one member of the teaching staff should be included in the management committee.

18 No proprietary or single manager schools can be accorded recognition.

19 In the case of a primary teacher training institution a stability fund of Rs. 5,000 is required to be deposited before permission for starting the institution is sought. A deposit of double this amount is required before permanent recognition is sought.

20 Every recognized institution should subject itself to inspection at any time by a competent authority and abide by the instructions issued by the inspecting officer from time to time.

21 The recognized society or association running the institution should get its accounts audited annually by departmental auditors or those approved by the department.

22 All institutions are required to be secular in character. Attendance at religious instruction, if any, should be voluntary. Such classes should not be conducted during regular school hours.

7.1.2 Colleges of Teacher Education

The National Council for Teacher Education (NCTE), a statutory body under the government of India entrusted with regulatory powers on all aspects of teacher

education in the country, has prescribed very detailed norms and conditions for starting of new teacher education institutions and courses. A set of essential as well as desirable conditions have been spelt out in great detail and made available to prospective applicants. No new colleges of teacher education can be started without recognition from the NCTE. The requirements are very stiff - much stiffer than state government prescribed norms for general colleges, particularly in the matter of staff requirements. Existing institutions are also required to conform to these norms. They are finding it very difficult to do so and hope that the norms will be relaxed sufficiently for them to comply.

7.1.3 Colleges of Higher Education

There do not appear to be any specific government orders relating to the establishment of general degree colleges, engineering colleges, law colleges and fine arts colleges. The establishment and functioning of such colleges are regulated by the statutes/regulations/ordinances of the concerned universities under whose jurisdiction the colleges come. Statutory bodies such as the AICTE, UGC, NCTE and BCI have prescribed norms for establishing and running them. Conditions for grant of recognition to colleges and courses of study in these colleges are set out in detail by the universities. The concerned universities grant affiliation to such institutions under the Karnataka State Universities Act 1976.

Every affiliated college is liable for inspection from time to time and the inspection reports are considered by the concerned universities, which may call upon the college to implement any corrective action.

7.2 Norms for Appointment of Academic Staff

The government has evolved clear-cut norms and criteria for the selection and appointment of academic staff in private as well as government institutions at different levels. The relevant procedures are spelt out in meticulous detail at all levels. All institutions are required to reserve 15%, 3%, 3%, and 28% of all direct recruitment vacancies in both teaching and non-teaching cadres in favour of SC, ST, backward tribes and OBC candidates respectively. The minimum requirements by way of qualification and experience are the same for both government and private sectors.

7.2.1 Primary Schools

The minimum qualification for a primary school teacher is the TCH (Teacher Certificate Higher) course conducted by primary teacher training institutions. The head teacher is required to have a SSLC with a minimum teaching experience of five years. Wherever trained SC/ST/OBC candidates are not available for appointment within the reserved quota for these categories, untrained candidates can be appointed. The school management has to obtain approval of the concerned inspecting officer of the department for all appointments and changes in the staff of the institutions.

7.2.2 Primary Teacher Training Institutions

The Principal or Superintendent of these institutions should be a trained graduate conversant with Kannada. Preference is given to teachers who have undergone training in Basic Education. He/she should have a minimum teaching experience of five years in recognized primary teacher training institutions.

There should be at least one full time trained graduate teacher for each section or class, with at least six years of service in any of the recognized secondary institutions as graduate teacher. One full time Crafts teacher for each craft having a minimum of five years of experience in a particular craft in any recognized high school or teacher training institution will have to be appointed. Part-time teachers have to be appointed for each special subject such as Drawing, Music, Physical Education, etc., with prescribed qualifications. The management has to obtain approval of the concerned inspecting officer of the department for all appointments and changes in the staff of the institution.

7.2.3 Secondary Schools

The Head Teacher should be a trained graduate with a minimum teaching experience of five years. All Assistant Teachers should be trained graduates except in certain special subjects. The requirement of teaching staff in secondary schools (excluding the head teacher) should be regulated in proportion to a pupil-teacher ratio of 55:1.

7.2.4 Colleges of Teacher Education

NCTE has prescribed the minimum qualification for the staff in secondary school teacher education institutions to be a master's degree in a cognate subject followed by a M Ed degree. The prescribed pupil-teacher ratio is 12:1.

7.2.5 Universities and Colleges

The minimum qualifications for different categories of academic staff in universities and colleges are as prescribed by the UGC. These are:

Lecturer: Good academic record with at least 55% of marks or equivalent grade at the Master's degree level in the relevant subject from a recognized university. Besides fulfilling this, candidates should also have cleared the eligibility test (NET) for lecturers conducted by the UGC, CSIR or similar test accredited by the UGC. This is presently compulsory for appointment as Lecturer even for candidates having the Ph D degree.

A Lecturer is eligible for placement in the *Senior Scale* through a procedure of selection if he/she has completed (i) six years of service, (ii) participated in one orientation course and one refresher course of approved duration, or engaged in other appropriate continuing education programmes.

A Lecturer can also be promoted and placed in the *Selection Grade* if certain specified requirements are satisfied.

Reader: Good academic record with a doctoral degree or equivalent published work. In addition, candidates should have had a master's degree in the concerned subject with at least 55% of marks or equivalent grade. Additionally, five years of experience of teaching and/or research excluding the period spent for obtaining the research degree/s is required. The candidate should also have made some mark in the areas of scholarship as evidenced by quality of publications, contribution to educational innovation and design of new courses and curricula.

Professor: An eminent scholar with published work of high quality, actively engaged in research, with 10 years of experience in post-graduate

teaching, and/or experience in research at at the University/National level institutions, including experience of guiding research at doctoral level. Alternately, the candidate has to be an outstanding scholar with established reputation who has made significant contribution to knowledge.

7.2.6 Colleges of Engineering/Technology

The minimum qualifications for different categories of academic staff in engineering colleges are as prescribed by the AICTE. These are:

Lecturer: First class Bachelor's degree or First class Master's degree in the appropriate branch of Engineering/Technology.

Assistant Professor:

Ph D degree with a first class degree at the Bachelor's or Master's level in the appropriate branch of Engineering/Tech-nology. Also, three years experience in teaching/industry/re-search at the level of lecturer or equivalent.

Professor: Ph D degree with a first class degree at the Bachelor's or Master's level in the appropriate branch of Engineering/Tech-nology. Also, ten years experience in teaching/industry/re-search out of which five years must be at the level of Assistant Professor and/or equivalent.

7.3 Norms and Eligibility Criteria under Grants-in-Aid Code

The major objectives of the Grants-in-Aid (GIA) policy of the state government are:

(i) Encourage the private sector in such a way that both public and private financing of education is ensured.

(ii) Reduce the total cost of providing education for the government while encouraging greater private participation.

(iii) Use the GIA policy to regulate the activities of private institutions, such as student enrolment, staff selection, fixation of student fee structure, etc. to ensure equity among different sections of society.

(iv) Ensure that salaries and service conditions of staff in private institutions are on par with those in government institutions so as to attract the best available people for these institutions.

(v) Effectively to reduce the cost of educational services to the students.

All these would be laudable objectives if only the private sector's financial contributions matched those of the government. However, in actual practice today there is only a marginal difference between government's expenditure on private aided institutions to what it would have been if the government had run these institutions on its own.

Let us now look at the norms and eligibility criteria for GIA to private institutions at different levels:

7.3.1 School Education

The following statements summarize some of the more important provisions, conditions, rules and regulations applicable for GIA to primary/secondary schools and primary/secondary teacher training institutions managed by private sector agencies:

1 Institutions are eligible for two types of grant – Maintenance grant (salary grant plus contingent grant) and Building grant. Teacher Training Institutions and high schools are also eligible for an Equipment Grant for certain specified items of equipment and furniture subject to availability of funds.

2 Grants may be paid subject to the availability of funds, due consideration being given to the needs of each institution.

3 With some specific exceptions, especially where sizeable SC/ST student populations are involved, no new institution will be eligible for GIA during the first five years of its existence.

4 A security deposit is required from the institution at the time of applying for GIA.

5 The annual accounts of the institution should be submitted for the approval of an inspecting officer from the department.

6 Institutions recognized permanently are eligible for GIA so long as the recognition continues from year to year provided they fulfill the conditions of recognition/GIA and observe other rules and instructions issued by the department from time to time.

7 Payment of GIA is subject to (i) a minimum number of students enrolled in the institution, (ii) a minimum number of working days per year, (iii) adoption of scales of pay and allowances as fixed by the government for its own employees, (iv) qualifications of teaching staff being the same as prescribed for their government counterparts, and (v) adhering to a prescribed staff pattern with a specified pupil-teacher ratio,

8 The maintenance grant for a year is calculated on the 'authorized cost of maintenance' of the previous year as approved by the inspecting authority. Authorized cost of maintenance includes full teaching grant plus contingent grant to the extent of 5% teaching grant.

9 The salary grant is equivalent to one hundred percent of the teachers' salaries and the salaries of existing class IV employees, including dearness and other allowances at the scales approved by the government.

10 Government arranges for payment of salaries directly to all the staff coming under GIA every month.

11 Building grants up to a specific limit may be sanctioned to an institution for purchase or construction of a building for bonafide use. The management should own a site for the construction of the building before the grant is applied for.

12 The GIA payable by the government are entirely discretionary and cannot be claimed as a matter of right.

13 Provisions exist for penal cuts in GIA to institutions having very poor SSLC examination results in both rural and urban areas.

Because of severe paucity of funds government has been restricting GIA to teaching/maintenance grants, very little being available under other heads.

7.3.2 Collegiate/Higher Education

The following statements summarize some of the more important provisions, conditions, rules and regulations applicable for GIA to private colleges running traditional degree (BA, B Sc and B Com) and law courses affiliated to different universities in the state:

1 The following are the different types of grants payable to colleges subject to certain conditions and according to certain specified procedures:

   (i) Teaching (Maintenance) grant in the form of 100% direct reimbursement of salary for the staff.

   (ii) Grants towards loss of fee income.

   (iii) Building grants.

   (iv) Equipment grants.

2 Payment of GIA is subject to (i) a minimum number of students enroled in the institution, (ii) a minimum number of working days per year, (iii) adoption of scales of pay and allowances as fixed by the government for its own employees, (iv) qualifications of teaching staff being the same as prescribed for their government counterparts, and (v) adhering to a prescribed staff pattern with a specified pupil-teacher ratio.

3 No new college will be eligible for GIA during the first five years of its existence.

4 The Teaching or Maintenance grant for a year will be calculated on the 'Approved Maintenance Expenditure' of that year as certified by the approved auditors and accepted by the department.

5 A grant equal to its loss in fee-income at management rates or government rates whichever is less may be paid to a college on account of award of fee concessions, scholarships carrying freeships or half-freeships including refund of fees.

6 Subject to specified ceiling limits a college may apply for building grants to (i) acquire lands or buildings or playgrounds, and (ii) to construct a new building or extend or improve the existing building, staff quarters, etc.

7 Grants may be sanctioned for the purchase of specified equipment required for the bona fide use of the college up to 50% of their value. Such grants are subject to specified annual ceiling limits. These limits are subject to revision from time to time at the discretion of the government and depend on the availability of funds.

8 The GIA payable by the government are entirely discretionary and cannot be claimed as a matter of right.

Because of severe paucity of funds and consequent expenditure reduction measures, the present GIA for colleges is limited to teaching/maintenance grant only. No new colleges are being considered for GIA since 1987-88. However, new

colleges have been permitted to be opened on permanently non-GIA basis, with the concerned institutions having to raise the required resources entirely on their own. Since 1991-92 no new grants (in the form of sanctioning additional teaching staff) are being given to either existing courses or for new courses. The fact that over three hundred private degree colleges (most of them offering courses in great demand) have been started since 1987-88 on a self-financing non-GIA basis is a pointer to the future and possibly a justification for evolving a policy of a phased exit from the existing GIA mechanism.

7.4 Effect of Regulatory Policies on the Private Sector

While existing regulatory policies and implementation mechanisms are considered generally encouraging to the private sector, especially in the field of higher professional education, there are many issues that deserve government's special attention. Some of these are:

1 Unrealistically low student fee structure that is causing serious financial problems and affecting the quality of services in unaided institutions.

2 Restrictions placed on student admissions and staff selection

3 Inadequate representation in policy-making bodies and decision-making processes.

4 Lack of opportunities for academic staff of unaided institutions in in-service training programmes organized by government agencies.

5 Insensitivity of government departments to their problems

6 Unnecessary interference and pinpricks in the functioning of private institutions.

7 Harassment by some government officials.

For their part government departmental officials have reasons to complain against the managements of private institutions on various matters, especially the collection of unauthorized donations and fees, discriminatory admission practices, disregard for rules and norms, unsatisfactory maintenance of records, etc.

A serious dialogue between representatives of private and government sectors at the highest level is necessary to understand each other's problems and find mutually satisfactory solutions.

7.5 Institutional Autonomy

In the last 10 – 15 years the country has undergone a remarkable transformation in the economic sphere thanks largely to a process of liberalization and promotion of the private sector. Freed to a considerable extent from stifling government regulations and controls, private enterprise has been flourishing like never before and taking the country along a path of unprecedented growth and prosperity despite major natural disasters and political turmoil. A similar transformation in the education sector is possible and in some ways already happening. The country's dominance in Information Technology and the worldwide impact it has been making is a prime example of such transformation. The message is quite clear. Deregulation, decentralization and dismantling of artificially erected barriers will create the right atmosphere for the private sector to play an expanded

role in education. This implies a great deal of functional autonomy to educational institutions in the private sector. The government should play the role of a facilitator and a catalyst. Towards this end the government should seriously consider implementing some bold measures such as the following:

1 Open up the education sector to private enterprise, especially in urban areas and in the field of higher education. Focus attention mainly on rural primary education for which the government has a much greater responsibility and in which the private sector is unlikely to be interested.

2 Let statutory bodies and universities take responsibility for all academic matters and let the government perform regulatory functions only where equity issues are involved.

3 Decentralize administrative machinery as much as possible.

4 Confer autonomy on those institutions that have already established reputations for academic excellence. Let them assume independent responsibility for curriculum design and evaluation procedures at the institutional level.

5 Support deemed university status for private institutions that are capable of assuming such a role.

Chapter 8

Strategies for Improvement of Private Sector Services

The private sector has established its presence in the educational scenario of the state in a big way and, given a level playing field, can play an even greater role in the future. In this chapter we examine very briefly how the services in the private sector can be expanded as well as improved in an orderly and planned manner.

8.1 Setting out Objectives

The success of any endeavour depends on, among other things, how well it is conceived and planned. In turn this requires that the objectives of the endeavour be clearly spelt out. This exercise needs to be done within each organization/agency involved in the educational enterprise. A vision statement and a detailed perspective plan needs to be drawn up for the next 15 – 20 years based on the objectives and action initiated towards achieving the goals set out. The plan should be based on a scientific assessment of the educational needs of the locality/region/district/state in the areas of expertise already developed by the organization, the existing capacity of the organization to meet these needs and how the existing infrastructure can be expanded both qualitatively and quantitatively to meet the expected future needs.

8.2 Expansion of Infrastructure

Expanding needs and expectations require a corresponding expansion in institutional infrastructure. Plans should be set in motion to augment the existing infrastructure facilities or to establish new ones in a carefully phased manner and in tandem with the additional financial resources that can be committed or raised. Professional help may be necessary in planning, designing, procuring and building activities. The needs may vary widely, from something as simple and inexpensive as a blackboard in a school classroom to something as complex and expensive as a hospital facility attached to a medical institution or a laboratory equipped with highly specialized equipment in a scientific/engineering institution.

8.3 Improvement of Quality

Concern for quality is one of the hallmarks of the private sector in any enterprise, in both goods and services. In the long run under the impact of free market forces the salability of a product or service depends on its quality. This is as true in the educational sector as in any other sector. Students, parents and the general public have strong perceptions of quality based on which they rate an educational institution and the reputation of the institution is in turn dependent on the market image it is able to attain or project.

The quality of the product (students) coming out of an educational institution decides its marketability in a free market environment. For this reason private institutions need to compete with each other and with well-established government institutions and universities of repute.

In the educational sector where the human element is easily the most important factor the quality of services depends on the quality of the teaching and instructional staff. The private sector needs to attract the best available talent at the entry level and, through a programme of continuing in-service education, enhance the quality of the staff. At present this is not happening because of the expressed

inability of the private sector to pay attractive salaries and provide secure service conditions to the academic staff. Until this is redressed the private sector will not be able to provide services of a sufficiently high quality. While the government sector is far superior to the private sector in the matter of salaries and service conditions to its teaching staff it is not deriving as much return out of this as the private sector might have done in a similar situation.

In summary, the private sector institutions should seek to improve the quality of their services through measures such as the following :

(i) Attracting the best talent to its academic staff.

(ii) Paying attractive salaries and providing good service conditions to the academic staff, at least on par with the government sector if not better.

(iii) Catering to the professional growth of the academic staff through a continuing programme of in-service education and providing opportunities for higher education/research.

(iv) Creating high-grade infrastructure and physical facilities for its academic programmes.

(v) Competing with other institutions in both private and government sectors to continually improve the quality of services.

(vi) Campaigning for functional autonomy for its academic programmes so as to be free as much as possible from centralized external controls and impediments.

(vii) Setting up minimum performance benchmarks for its students and academic staff and trying to ensure that the actual performance is well above them.

(viii) Becoming part of a network of institutions all having similar ideals, goals and programmes so as to enrich each other through sharing ideas, resources, infrastructure facilities and staff.

(ix) Seeking and obtaining institutional accreditation of the highest grade from academic bodies such as the National Assessment and Accreditation Council to give greater credibility and publicity to the academic programmes.

8.4 Efficiency in Management

The private sector has one significant advantage over the government sector and that is in the area of management. Policy and decision making processes in the government sector suffer from a high degree of inertia, lethargy, excessive centralization and delay none of which should be a major problem in the private sector. This should translate to a much higher degree of efficiency in management and therefore a higher degree of productivity. The private sector should make the most of this advantage and, at the same time, strive for even greater efficiency.

8.5 Use of Information Technology

Thanks to Karnataka government's farsighted, liberal, pro free-market policies in recent years Bangalore has earned the sobriquet of 'Silicon Valley' of India for its dominance in Information Technology services. Among the reasons for this are the

importance given to Information Technology (IT) related courses and studies in higher Technical Education in the state and the opportunities opened up for creative entrepreneurship in the private sector to flourish.

While the country has attained a pre-eminent position in exporting IT services to most advanced countries in the world, the use of IT within the country leaves a great deal to be desired. Ironically, this is particularly true in the education sector. Only very recently the potential of IT in the education sector has come to be recognized and new policies and programmes initiated. We need to demonstrate to the rest of the world that we are not only good at producing good IT professionals through our education system but also in using IT for enhancing the effectiveness of the teaching-learning process in all segments of education. Here is a golden opportunity for the private sector to demonstrate that this can be done.

The private sector has come forward to assist the government in introducing IT awareness and education programmes in selected schools and colleges in the state. But what is needed is not so much learning *about* computers and communication technology but learning traditional subjects *with* them – in other words, to use IT as a tool for enhancing learning. This can be done in a variety of ways. The most productive one, already being exploited by some private commercial IT Education enterprises and government agencies such as IGNOU (Indira Gandhi National Open University), is to offer full fledged courses in various subject areas through the Internet using their websites. The implications for this method of distance learning are enormous and revolutionary developments in the mode of curriculum transaction are on the horizon. Even as these sentences are being typed comes the exciting news that the world famous Massachusetts Institute of Technology (MIT) in USA is planning to provide *free* access to its entire course content in over 500 of its courses through the Internet (see *The Hindu*, 7th April, page 11).

Another dimension of IT in education, very inadequately exploited so far, is its use in enhancing administrative productivity. Administrative machinery in the education sector, especially in government departments and institutions hardly make any use of IT in their day-to-day work. Even E-mail is a novelty. Computerized databases for information access are confined mostly to managing examination related data if only because it has been discovered that this cannot be done anymore in the conventional style!

The networking of private educational institutions suggested in the previous section can benefit vastly by establishing communication channels with each other using the Internet itself as the link. This will enable them to cut across all geographical barriers.

8.6 Promoting Equality of Opportunities in Private Sector

While the private sector has the freedom of choice in the matter of human resources in other sectors of the economy, government policies may not allow any such unfettered liberty in the education sector. Equity considerations and constitutional obligations to socially deprived classes of society will require continuance of a policy of reservation in private institutions, aided or unaided. Such a policy is already in effect and unlikely to be relaxed in favour of the private sector. The classification of 'free' and 'payment' seats with specific quotas for the management and the government is a good compromise between government's concerns/obligations for achieving social justice and the private sector's wish for unfettered freedom. The private sector will have to accept the basic features of this policy while trying to negotiate with the government for more favourable terms. In its

policy while trying to negotiate with the government for more favourable terms. In its own interest it will also have to come up with special financial support packages for the exceptionally merited and needy students as an investment in the future of the country and as an additional social obligation. It will also have to evolve a policy that reduces the gender gap and provide special opportunities for the physically handicapped.

APPENDIX I

Tools used in Field Studies

A Guidelines for Field Studies

1 Selection of Sample Schools

Schools* with Classes	No. of Govt. Schools	No. of Private Schools		Total No. of Schools
		Aided	Unaided	
1 to 7	2	3	4	9
1 to 10 or 8 to 10	1	1	2	4

Grand Total: 13 (Min)

[* A composite school having classes 1 to 10 which is run by a single management or is located in one building/campus can be considered as *two* schools (i.e., one Primary, 1-7 and one Secondary, 8-10)]

2 Criteria for Selection of Schools

a. All the schools should preferably be within 100 km of the District Headquarters.

b. Private schools should be selected such that *at least one government school is located in the same locality* (within about 3 km)

c. About half the number of private schools selected should be those that are *highly sought after by parents and students* (i.e., elite schools).

d. All private schools should have *English medium* classes

e. Government schools should have both English and Kannada medium classes *if such schools are available.*

f. Private schools selected should include, as far as possible, *different types of management* (religious groups, minority communities, SC/ST and OBCs, etc.)

3 Selection of Sample Students in each School (for answering simple written questionnaire)

Class (if available)	No. of Students
4	20 to 25
7	20 to 25
10	About 20

4 Criteria for Choice of Students in each Class

a. Adequate *representation to be ensured for all groups of students* - girls, SC/ST, OBC, minority communities, etc.

b. Subject to the above requirement, students should be selected *randomly* from each class.

c. Where more than one section exists in each class, a fair representation to each class may be ensured.

5 Selection of Sample for face-to-face Interviews in each school

Category	Number to be Interviewed (Minimum)	Place of Interview
School Secretary/Correspondent	1*	Administrator's Office
Head of School	1	HM's Office
Teachers	3	Individually in School Staff Room
Students	10	Individually in a Class Room
Parents	10	Individually in a Class Room or Parent's Home

(* Not applicable to government schools)

6 Criteria for Selection for Interviews

a. In the case of Government schools only the head of school need be interviewed.

b. In the case of Private schools *both* the head of school and the most important administrative functionary to be interviewed.

c. Of the three teachers to be interviewed *at least one should be female*. Otherwise the choice should be random.

d. Of the ten students to be interviewed *at least three should be girls. Adequate representation to students from classes 4, 7 and 10* to be provided. Otherwise the choice may be random.

e. The parents selected (either father or mother) should be, as far as possible, the *parents of the students selected* for the interview. In any case, at least one of their wards must be studying in the school concerned.

B Questionnaires

Questionnaire for Head of the School

I General Information about the School

1. Name and Address of School:

2. Geographic Location: Dist HQ/Taluk HQ/Hobli HQ/Other (Specify)

3. Population (approx.):

4. Distance from nearest
   LPS
   UPS
   SS
   HSS
   College

5. Level up to which education is provided: LP/UP/Sec/Hr Sec

6. School caters to: Boys only/Girls only/Co-Ed

7. School neighborhood predominantly
   Low Income class
   Lower-middle class
   Upper-middle class
   High Income class

8. School Management: Govt./Pvt. Trust/Pvt. Society

9. If privately managed:
   (i) Aided
   Unaided – Recognized
   Unaided – To be recognized

   (ii) SC Management
   ST Management
   OBC Management
   General Management
   Religious Minorities
   Linguistic Minorities

   (iii) Profile of the Governing Council of the Present Management:

Name	Designation	Educational Level	Profession	Category (SC/ST, etc.)

10. Medium of Instruction: Classes I – IV
    Class V and above

II Physical Infrastructure

11. Property Own/Leased

12. Total built-up Area: Pucca -
Kuchcha -

13. Area of Playground:

14. Total number of Rooms/Halls:

15. Total number of Class Rooms:

16. If extra rooms are available, the purpose for which they are being used (such as Lab, Library, etc.)

17. Security of school property:
Nil
Compound
Fence
Watch & Ward staff
Others (specify)

18. Toilet facilities:
Boys
Girls
Staff

19. Safe Drinking Water (indicate source):

20. Student Support Facilities (Please tick and indicate source of finance):

Facility Available	Source of Finance [Fees/Endowment/Others (specify)]
(i) Transportation	☐
(ii) Hostel	☐
(iii) Scholarship	☐
(iv) Free Studentship	☐
(v) Book Bank	☐
(vi) Health Care	☐
(vii) Mid-day Meal	☐
(viii) Canteen	☐
(ix) Counseling	☐
(x) Special Coaching	☐
(xi) Free Textbooks	☐
(xii) Free Uniforms	☐

III Students

21. Composition of Student Population for Current Academic Year:

Class	No. of Sections	No. of Boys				No. of Girls				Total
		SC	ST	OBC	Gen	SC	ST	OBC	Gen	

22. Growth in Enrolment:

Academic Year	Total Number of Students at	
	Entry Class (I/V/VII/XI)	Exit Class (IV/VII/X/XII)
1996-1997		
1997-1998		
1998-1999		
1999-2000		
2000-2001		

23. Public Examination Results:

Academic Year	Percentage of Passes								
	Class VII			Class X			Class XII		
	I Class	II Class	III Class	I Class	II Class	III Class	I Class	II Class	III Class
1995-1996									
1996-1997									
1997-1998									
1998-1999									
1999-2000									

24. Student Admission Policies (Give details):

25. Student Promotion Policies (Give details):

26. Staff Details:

Sl No.	Name & Designation	Qualifications	Gender (M/F)	Category (SC/ST/OBC/ Gen)	Nature of Appointment (Temp/Perm)	Service (Present Institution)	Service - Toatal	No. of In-service Programmes attended	Gross Present Pay	Place of Residence

27. Staff Recruitment Policies (Please give details):

28. Scales of Pay of Staff:

Category	Pay Scale

28. Service Benefits, if any:
(E.g. Leave, Medical Reimbursement, Career Advancement, Residential Accommodation, etc,)

29. Retirement Benefits:
(E.g. Pension, PF, Gratuity, etc. Give policy details)

30. Faculty Improvement Programmes, if any:

IV Academic Status

31. Curriculum Transaction Strategies:
(Indicate goals and methods adopted)

E.g. Goal - Improving result
Strategies - Conventional teaching
Drill through homework
Tests
Additional workbooks

32. Programme of Co-curricular and Extra-curricular activities:
(Indicate nature and frequency)

33. Provision for teaching non-examination subjects such as Physical Edn., Computer Edn., Value Edn., Arts & Crafts, Music, Work Experience, etc.

34. Time-Table (Please provide a copy)

V Academic Facilities

35. Indicate whether the following facilities are adequate/inadequate/non-existent and what needs to be done to improve the situation:

Facility	Adequacy	Suggestions for improvement
(i)	Library	
(ii)	Laboratories	
(iii)	AV Equipment	
(iv)	Teaching Aids	
(v)	Computers	
(vi)	Equipment for non-exam subjects	

VI Sources of Finance

36. Source of funding recurring expenses
[Please tick (more than one if appropriate) indicating approximate percentage]

Source		Approx %
State Government Aid/Grant	☐	
Fees from Students	☐	
Donations	☐	
Endowments	☐	
Others (specify)	☐	

[Please provide details of fee structure and a balance sheet, if available]

Signature of Head of Institution with Seal

Questionnaire for Teachers

1 Does your school consider results of Public Examinations as an indicator of the Quality of Teaching?

Yes/No

2 Does the management of your school reprimand (directly or indirectly) those teachers who fail to produce 'good results' in their subjects?

Yes/No

3 How many periods per week do you teach?

.....

4 Do you have complete freedom in designing appropriate learning strategies for your students?

Yes/No

5 Have you attended any in-service programmes?

Yes/No

If 'Yes', How many overall?

How many in the last 5 years?

6 Are you satisfied with your job?

Yes/No

If 'No', why?

7 Do you find it difficult to adopt Child-centred Methods of Teaching?

Yes/No

If 'Yes', why?

8 Are you satisfied with your salary and service conditions?

Yes/No

If 'No', why?

9 Why do parents generally prefer to send their children to

(a) Private Schools?

(b) English Medium Schools?

10. Do you think that your school is contributing to the 'all-round development' of the child?

Yes/No

If 'Yes', why?

Questionnaire for Students

School: **Place:**
Class: **Medium:**

I **Please answer the following questions, Yes or No. Indicate your answer by placing a '✓' mark in the appropriate box against each question.**

		Yes	No
(i)	Do your teachers help you by dictating answers to all Important questions relating to a lesson?		
(ii)	Do your teachers help you to mark the answers to all important questions in the textbook itself?		
(iii)	Do you have the freedom to interrupt the lesson to get your doubts clarified as and when they arise in your mind?		
(iv)	Do you have to do a lot of homework every day?		
(v)	Do your teachers often use charts, maps, models, etc., while teaching?		
(vi)	Does your science teacher show in the class some of the experiments mentioned in the textbook?		
(vii)	Have you done any experiments independently or in groups?		
(viii)	Do you take 'tuitions' from your teachers outside school hours by paying extra fees in any subject?		
(ix)	Are you free to approach your teachers after class hours to clarify your doubts?		
(x)	Do your teachers take 'extra classes' or 'special classes' after school working hours?		
(xi)	Do you get opportunities to exhibit your talents in areas other than school subjects, such as singing, painting, debating, etc.?		
(xii)	Do you get guidance from your teachers in areas like music, games, sports, quiz competitions, etc.?		
(xiii)	Are you free to purchase uniforms, books, etc., from the shops of your choice?		
(xiv)	Are you free to use the school library whenever you need during your free time?		
(xv)	Does your teacher explain everything in Kannada and then dictate 'notes' in English?		

II Answer the following questions as briefly as possible:

(i) How much school fees are you paying per month/year?

(ii) Apart from regular fees do you have to pay extra fees for any event such as School Day, Independence Day, etc.? If yes, how much?

(iii) How many class tests are conducted each month?

(iv) What do you think should be done to improve your school?

Questionnaire for Students
[Kannada Version]
ವಿದ್ಯಾರ್ಥಿ ಪ್ರಶ್ನಾವಳಿ

ಶಾಲೆ : **ಊರು, ಜಿಲ್ಲೆ:**
ತರಗತಿ : **ಬೋಧನ ಮಾಧ್ಯಮ:**

I ಈ ಕೆಳಗಿನ ಪ್ರಶ್ನೆಗಳಿಗ "ಹೌದು" ಅಥವಾ "ಇಲ್ಲ" ಎಂದು ಉತ್ತರಿಸಿ ಪ್ರತೀ ಪ್ರಶ್ನೆಯ ಎದುರು ಮುದ್ರಿಸಿರುವ ಚೌಕಾಕೃತಿಗಳಲ್ಲಿ ಯುಕ್ತವಾದದ್ದರ ಮೇಲೆ " ✓ " ಗುರುತು ಹಾಕಿ ನಿಮ್ಮ ಉತ್ತರ ಸೂಚಿಸಿ.

	ಹೌದು	ಇಲ್ಲ
(i) ಪಾಠದ ಎಲ್ಲ ಮುಖ್ಯ ಪ್ರಶ್ನೆಗಳಿಗೆ ಉತ್ತರ ಅವರೇ ಬರೆಸಿ ನಿಮ್ಮ ಶಿಕ್ಷಕರು ನಿಮಗೆ ಸಹಾಯ ಮಾಡುತ್ತಾರೆಯೇ?	[ ]	[ ]
(ii) ಎಲ್ಲ ಮುಖ್ಯ ಪ್ರಶ್ನೆಗಳಿಗೆ ಪಠ್ಯ ಪುಸ್ತಕದಲ್ಲಿಯೇ ಉತ್ತರ ಗುರುತು ಮಾಡಲು ನಿಮ್ಮ ಶಿಕ್ಷಕರು ಸಹಾಯ ಮಾಡುತ್ತಾರೆಯೇ?	[ ]	[ ]
(iii) ನಿಮ್ಮ ಮನಸ್ಸಿನಲ್ಲಿ ಸಂಶಯಗೆಳು ಉದ್ಭವಿಸಿದಾಗಲೆಲ್ಲ ಪಾಠವ ಮಧ್ಯದಲ್ಲಿಯೇ ಶಿಕ್ಷಕರನ್ನು ಕೇಳಿ ಪರಿಹರಿಸಿಕೊಳ್ಳುವ ಸ್ವಾತಂತ್ರ್ಯ ನಿಮಗೆ ಇದೆಯೇ?	[ ]	[ ]
(iv) ಪ್ರತೀ ದಿನ ನೀವು ತುಂಬಾ ಹೋಂವರ್ಕ್ ಮಾಡಬೇಕೇ?	[ ]	[ ]
(v) ನಿಮ್ಮ ಶಿಕ್ಷಕರು ಬೋಧಿಸುವಾಗ ಆಗಾಗ್ಗೆ ಚಿತ್ರ, ಭೂಪಟ, ಮಾದರಿ ಇವೇ ಮೊದಲಾದವನ್ನು ಉಪಯೋಗಿಸುತ್ತಾರೆಯೇ?	[ ]	[ ]
(vi) ಪಠ್ಯಪುಸ್ತಕದಲ್ಲಿ ನಮೂದಿಸಿರುವ ಪ್ರಯೋಗಗಳಲ್ಲಿ ಕೆಲವನ್ನು ನಿಮ್ಮ ವಿಜ್ಞಾನ ಶಿಕ್ಷಕರು ತರಗತಿಯಲ್ಲಿ ಮಾಡಿ ತೋರಿಸುತ್ತಾರಯೇ?	[ ]	[ ]
(vii) ವೈಯುಕ್ತಿಕೆವಾಗಿ ಅಥವಾ ಗುಂಪುಗಳಲ್ಲಿ ನೀವು ಯಾವುದಾದರೂ ಪ್ರಯೋಗಗಳನ್ನು ಮಾಡಿದ್ದೀರಾ?	[ ]	[ ]
(viii) ಪ್ರತ್ಯೇಕ ಶುಲ್ಕ ಕೊಟ್ಟು ಶಾಲಾವಧಿ ಮುಗಿವ ಬಳಿಕ ಯಾವುದಾದರೂ ವಿಷಯದಲ್ಲಿ ನಿಮ್ಮ ಶಿಕ್ಷಕರಿಂದ "ಟ್ಯೂಶನ್" ಪಡೆಯುತ್ತೀರಾ?	[ ]	[ ]
(ix) ತರಗತಿ ಮುಗಿದ ಬಳಿಕ ಸಂಶಯಗಳನ್ನು ಪರಿಹರಿಸಿಕೊಳ್ಳಲು ನಿಮ್ಮ ಶಿಕ್ಷಕರನ್ನು ನೀವು ಭೇಟಿ ಮಾಡಬಹುದೇ?	[ ]	[ ]
(x) ಶಾಲಾವಧಿ ಮುಗಿದ ಬಳಿಕ ನಿಮ್ಮ ಶಿಕ್ಷಕರು 'ವಿಶೇಷ ತರಗತಿ' ಅಥವಾ 'ಹೆಚ್ಚುವರಿ ತರಗತಿ' ತೆಗೆದುಕೊಳ್ಳುತ್ತಾರಯೇ?	[ ]	[ ]
(xi) ಹಾಡುಗಾರಿಕೆ, ಚಿತ್ರಕಲೆ, ಚರ್ಚಿಸುವಿಕೆ, ಇವೇ ಮೊದಲಾದ ಪಠ್ಯ ವಿಷಯಗಳಲ್ಲದ ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ನಿಮ್ಮ ಪ್ರತಿಭೆ ಪ್ರದರ್ಶಿಸಲು ನಿಮಗೆ ಅವಕಾಶ ಸಿಕ್ಕುತ್ತದೆಯೇ?	[ ]	[ ]

(xii) ಸಂಗೀತ, ಆಟೋಟಗಳು, ರಸಪ್ರಶ್ನೆ ಸ್ಪರ್ಧೆಗಳು ಇವೇ ಮೊದಲಾದ ಕ್ಷೇತ್ರಗಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ನಿಮ್ಮ ಶಿಕ್ಷಕರು ಮಾರ್ಗದರ್ಶನ ಮಾಡುತ್ತಾರೆಯೇ? [ ] [ ]

(xiii) ನಿಮಗೆ ಇಷ್ಟವಾದ ಅಂಗಡಿಗಳಿಂದ ಪುಸ್ತಕಗಳು, ಸಮವಸ್ತ್ರ ಇವೇ ಮೊದಲಾದವನ್ನು ಖರೀದಿಸುವ ಸ್ವಾತಂತ್ರ್ಯ ನಿಮಗಿದೆಯೇ? [ ] [ ]

(xiv) ನಿಮ್ಮ ವಿರಾಮವೇಳೆಯಲ್ಲಿ ಶಾಲಾಗ್ರಂಥಾಲಯವನ್ನು ಉಪಯೋಗಿಸುವ ಸ್ವಾತಂತ್ರ್ಯ ನಿಮಗೆ ಇದೆಯೇ? [ ] [ ]

(xv) ನಿಮ್ಮ ಶಿಕ್ಷಕರು ಮೊದಲು ಎಲ್ಲವನ್ನು ಕನ್ನಡದಲ್ಲಿ ವಿವರಿಸಿ ಬಳಿಕ ಇಂಗ್ಲೀಷನಲ್ಲಿ 'ನೋಟ್ಸ್' ಬರೆಸುತ್ತಾರೆಯೇ? [ ] [ ]

II ಕೆಳಗಿನ ಪ್ರಶ್ನೆಗಳಿಗೆ ಸಾಧ್ಯ ಇರುವಷ್ಟು ಸಂಕ್ಷಿಪ್ತವಾಗಿ ಉತ್ತರಿಸಿ:

(i) ನೀವು ತಿಂಗಳಿಗೆ/ವರ್ಷಕ್ಕೆ ಎಷ್ಟು ಶಾಲಾ ಶುಲ್ಕ ಕೊಡುತ್ತಿದ್ದೀರಿ?

(ii) ಶಾಲಾದಿನಾಚರಣೆ, ಸ್ವಾತಂತ್ರ್ಯ ದಿನಾಚರಣೆ ಇವೇ ಮೊದಲಾದವಕ್ಕೆ ಶಾಲಾ ಶುಲ್ಕವಲ್ಲದೆ ಹೆಚ್ಚುವರಿ ಶುಲ್ಕಕೊಡುತ್ತಿದ್ದೀರಾ? 'ಹೌದು' ಎಂದಾದರೆ ಎಷ್ಟು?

(iii) ಪ್ರತಿ ತಿಂಗಳು ಎಷ್ಟು ಕಿರುಪರೀಕ್ಷೆಗಳನ್ನು ಮಾಡಲಾಗುತ್ತಿದೆ?

(iv) ನಿಮ್ಮ ಶಾಲೆಯನ್ನು ಇನ್ನೂ ಸುಧಾರಿಸಲು ಏನು ಮಾಡಬೇಕೆಂದು ನಿಮ್ಮ ಅಭಿಪ್ರಾಯ?

C Interview Schedules

INTERVIEW SCHEDULE
for
Head Teacher

Responses to be elicited

1. Degree of freedom enjoyed in decision making with respect to:

   (a) Admission of Students

   (b) Recruitment of Teachers

   (c) Setting Academic Goals

   (d) Designing Strategies for achieving the goals

   (e) Purchase of Materials and Equipment

   (f) Designing the School Plant

   (g) Implementing Government Policies (w.r.t. Medium of Instruction, Fee Structure, Staff service conditions, Student Work Load, etc.)

2. Is your school popular and preferred by parents and students? If so, why? How does your school compare with neighbouring schools in this respect?

3. What indicators do you use to assess the quality of education provided in your school?

INTERVIEW SCHEDULE
for
Teachers

Responses to be elicited:

(a) Salary and Service Conditions

(b) Views on Medium of Instruction

(c) Degree of Academic Freedom enjoyed by them

(d) Scope and Opportunities for Professional Growth

(e) Academic Goals of the School

(f) Extent to which child-friendly strategies are being adopted

(g) Job Satisfaction

INTERVIEW SCHEDULE
for
Students

Responses to be elicited:

(a) Fees (of different types) being paid

(b) Medium of Instruction – Whether it is their own choice or under parental and other compulsions

(c) Load of Home Work

(d) Extra coaching/tuitions for examinations

(e) Regular class work – How child-friendly they are

(f) Issues of Gender Equity and Social Justice

(g) Scope for exhibiting individual talents in areas like Music, Arts, Sports and Games, etc.

(h) Issues of Discipline, Punishment, etc.

(i) Provision for Physical Education, SUPW, Value Education, etc.

INTERVIEW SCHEDULE
for
Parents

Responses to be elicited:

(a) No. of children – boys, girls. Where (Govt or Pvt School) and up to what level the children are being or were educated? What considerations determined the choice of the school in each case?

(b) What do they perceive as quality indicators of a school?

(c) Do they think that their child/children are getting good education in this school? Why?

(d) What expenditure, including fees, do they incur towards the education of their child/children in the school?

(e) Is the school administration and staff responsive to their problems?

(f) Is the child being given extra tuition? Why? By whom? (teacher of the same school or others)

(g) What according to them are the strengths and weaknesses of this school?

(h) Information on their socio-economic status, level of education, occupation, approximate annual income, etc.

INTERVIEW SCHEDULE
for
Management Representative

Responses to be elicited:

(i) Why did they establish this school in this particular locality?

(ii) How do they generate funds for

(a) Meeting recurring expenses?

(b) Developing infrastructure and other facilities?

(iii) Do they think there is too much government control in the school affairs? If yes, why? What in their opinion should the government do to help them run the school better?

(iv) Do they think that the government should have no say in matters pertaining to students' fee structure, teacher recruitment, their service conditions, medium of instruction and financial management?

(v) What according to them should be the role of the government?

APPENDIX II

Interview Response Summaries

INTERVIEW SCHEDULE
for
Head Teacher

Responses elicited:

1. Degree of freedom enjoyed in decision making with respect to:

   (a) Admission of Students

   Some voice in unaided schools

   (b) Recruitment of Teachers

   HM generally a member of selection committee

   (c) Setting Academic Goals

   High degree of freedom

   (d) Designing Strategies for achieving the goals

   High Degree of freedom

   (e) Purchase of Materials and Equipment

   Very little freedom

   (f) Designing the School Plant

   HM Associated with management decisions

   (g) Implementing Government Policies (w.r.t. Medium of Instruction, Fee Structure, Staff service conditions, Student Work Load, etc.)

   Very little freedom

2. Is your school popular and preferred by parents and students? If so, why? How does your school compare with neighbouring schools in this respect?

   Varied responses

3. What indicators do you use to assess the quality of education provided in your school?

   Performance of students in exams
   'Discipline' maintained within school
   Participation in extra-curricular activities

INTERVIEW SCHEDULE
for
Teachers

Responses elicited:

(a) Salary and Service Conditions

Govt. and aided schoolteachers highly satisfied. Unaided school teachers highly dissatisfied

(b) Views on Medium of Instruction

Most teachers advocate English medium for reasons of access to higher education and future employability

(c) Degree of Academic Freedom enjoyed by them

Good to Very Good

(d) Scope and Opportunities for Professional Growth

Unaided school teachers have a dim view

(e) Academic Goals of the School

Heavily oriented towards examination results

(f) Extent to which child-friendly strategies are being adopted

Not much

(g) Job Satisfaction

High, except among teachers in unaided schools whose major reason for dissatisfaction is the poor salary and service conditions

INTERVIEW SCHEDULE
for
Students

Responses elicited:

(a) Fees (of different types) being paid

Depends on the school – varies from as little as about Rs. 30/- pa in Government LP schools to as high as Rs. 300/- per month plus hefty donation in elite private high schools

(b) Medium of Instruction – Whether it is their own choice or under parental and other compulsions

Varied reasons. Where English Medium is concerned the most common reason relates to educational and employment opportunities in the future – parents have a decisive say in the choice

(c) Load of Home Work

Not excessive

(d) Extra coaching/tuitions for examinations

Many do, especially in higher classes

(e) Regular class work – How child-friendly they are

Not clear about concept of child-centred learning – rarely practiced by teachers – often mistaken for good teacher explanations in the class

(f) Issues of Gender Equity and Social Justice

No special problems encountered in classes on these issues

(g) Scope for exhibiting individual talents in areas like Music, Arts, Sports and Games, etc.

Good in private schools

(h) Issues of Discipline, Punishment, etc.

Mild forms of punishments widespread

(i) Provision for Physical Education, SUPW, Value Education, etc.

Only in some private schools – value education 'taught' in some Christian management schools

INTERVIEW SCHEDULE
for
Parents

Responses telicited:

(a) No. of children – boys, girls. Where (Govt or Pvt School) and up to what level the children are being or were educated? **What considerations determined the choice of the school in each case?**

Proximity to Residence
Reputation of school
Influence of neighbours
Availability of instruction in English medium
Cost of schooling

(b) What do they perceive as quality indicators of a school?

Performance in Examinations
'Discipline' within school
Instruction in English medium
Importance to extra-curricular activities

(c) Do they think that their child/children are getting good education in this school? Why?

Mostly, yes - a variety of reasons given

(d) What expenditure, including fees, do they incur towards the education of their child/children in the school?

Varies widely from as little as about Rs. 30 pa in govt. schools to as much as Rs. 300 per month in elite Eng medium private high schools (in addition to a hefty initial 'donation' that may be as high as Rs. 10,000)

(e) Is the school administration and staff responsive to their problems?

Generally, yes

(f) Is the child being given extra tuition? Why? By whom? (teacher of the same school or others)

Yes in some cases, especially in higher classes.

(g) What according to them are the strengths and weaknesses of this school?

'Good results', 'Good teaching' and 'discipline' are the major strengths

(h) Information on their socio-economic status, level of education, occupation, approximate annual income, etc.

Varied responses

INTERVIEW SCHEDULE
for
Management Representative

Responses elicited:

(i) Why did they establish this school in this particular locality?

Mostly because of felt needs, requests from parents, etc.
In one case (an unaided school in Kundapur, Udupi) through 'Divine Directive'!

(ii) How do they generate funds for

(a) Meeting recurring expenses?

Mostly through fees and donations

(b) Developing infrastructure and other facilities?

Mostly through donations, charities, philanthropy, etc.

(iii) Do they think there is too much government control in the school affairs? If yes, why? What in their opinion should the government do to help them run the school better?

Generally, yes. Give greater freedom to school authorities

(iv) Do they think that the government should have no say in matters pertaining to students' fee structure, teacher recruitment, their service conditions, medium of instruction and financial management?

Unaided schools want near-total freedom.
Aided schools expect greater freedom and decentralization

(v) What according them should be the role of the government?

Unaided schools expect government to create the right conditions and atmosphere for them to function effectively. They also expect less interference and regulatory impediments from the government.

Appendix III

Case Studies

A number of private educational organizations/enterprises have a significant presence in different parts of the state, running a large number of institutions catering to educational needs at different levels. Many of these are religious or minority organizations started originally to cater largely to specific sections of society, but now transcending such narrow motives. A few of them are huge enterprises with far-reaching impact on the educational scenario of the state. Very brief case studies of two of these enterprises are presented here based on visits to some of the concerned institutions, personal interactions and information made available. One of them is MAHE, Manipal Academy of Higher Education near Udupi, which is the only privately managed enterprise in the state to be accorded the status of a deemed university. The other is the BLDE (Bijapur Liberal District Education) Association in Bijapur that runs a number of schools and colleges encompassing most levels of education. Since the field studies involving a sample of schools were conducted in Udupi and Bijapur districts these two large organizations were logical choices for the case studies as well.

I MAHE (Manipal Academy of Higher Education)

MAHE at Manipal is the nerve centre of the Manipal Group of Institutions comprising of a large number of institutions for higher education most of which are located in the coastal districts of Karnataka. Some institutions are also located in far off Nepal, Sikkim and Bangalore. Besides, collaborative associations have been established with other educational institutions in a number of countries including USA, UK, Australia, Finland and Malaysia. The group also consists of a number of high schools and primary schools. Major focus is on medical education, with a large number of medical institutions supported by some outstanding multi and super specialty hospitals. Technical and Management Education have also come to the fore in a big way in recent years.

Some of the major institutions forming part of the Manipal group and MAHE are:

(i) Kasturba Medical College at Manipal and Mangalore,

(ii) College of Dental Surgery at Manipal and Mangalore,

(iii) Manipal Institute of Technology (MIT) at Manipal,

(iv) T A Pai Management Institute at Manipal,

(v) International Centre for Health Sciences at Manipal,

(vi) College of Pharmaceutical Sciences at Manipal,

(vii) College of Nursing,

(viii) College of Allied Health Sciences,

(ix) Welcome group Graduate School of Hotel Administration,

(x) T M A Pai College of Education,

(xi) Sharada Residential School, and

(xii) Seven Arts and Science colleges, including the M G M College at Udupi.

Among collaborative programmes/institutions in other states/countries are:

(i) Manipal College of Medical Sciences in Pokhara, Nepal,

(ii) Manipal Institute of Technology in Sikkim,

(iii) Ohio-Manipal MBA Programme, and

(iv) Melaka (Malaysia)-Manipal MBBS Twinning Programme.

MAHE and other institutions belonging to the Manipal group trace their roots to the extraordinary zeal, enterprise, dedication, vision and endeavour of their founder Dr T M A Pai (1898 – 1979), a physician with a modest middle class background. He started the Academy of General Education in 1942 in a modest way and in a relatively short period of time transformed the unknown barren, rocky village of Manipal into a sprawling and beautiful campus dotted with numerous educational institutions of outstanding quality and international standing. His vast 'empire' extended beyond education and included banking, business, industry and many other enterprises of significant benefit to the coastal districts. MAHE was bestowed the deemed university status in 1993, the first purely private sector enterprise in the country to get the distinction. The Manipal group of institutions caters to over forty thousand students, over a thousand of them hailing from as many as thirty countries. Most of them are residential in nature, with excellent infrastructure and campus facilities.

Admissions to MAHE and other institutions of the Manipal group is based only on merit, in most cases through national level entrance examinations. There is no reservation policy, not even for SC/ST candidates. However, upto 15% of the available seats can be alloted to NRI and foreign students. The state government has no say in the matter of selections in the institutions most of which do not come under the state's grant-in-aid scheme. Since they are generally run on a self-financing basis student fees are very high, much higher than in other similar unaided institutions in the state. Mostly the rich and upper middle class students seem to be able to afford education in these institutions. No special schemes appear to exist for merited students who are unable to afford the hefty fees. The fees charged for NRI and foreign students are on a much higher scale than for Indian students.

MAHE and its sister instituitions stand out as a shining example of the success of private enterprise in the educational field, something that others could emulate and the state government encourage.

II BLDE Association, Bijapur

The Bijapur Liberal District Education Association has long been catering to the educational needs of Bijapur, a relatively backward district in north Karnataka. Established in 1910, the affairs of the Association are administered by a governing body that consists of patrons (who donate Rs. 10,000 or more), life members (who donate Rs. 2,500 or more) and co-opted members. The governing body has powers to constitute sub-committees to look after specific affairs.

As stated in the byelaws of the Association, its objectives are:

(i) Advancement of education in General, Technical, Commercial, Agricultural and such other subjects by establishing scholarships, lodging and boarding houses, schools and colleges, workshops or by such other means as may be resolved from time to time by the Association.

(ii) Promotion of religious, social, sanitary, agricultural or other, scientific or general literature by awarding prizes or scholarships or by founding libraries, magazines or newspapers or by organizing lectures or by such other means as may be resolved upon by the Association from time to time.

The BLDE Association has the follwing different types of educational institutions running under its administration:

(i)	Aided Degree colleges	8
(ii)	Aided Junior colleges	3
(iii)	Aided vocational training instituions [Horticulture, Clothing & Embroidery, Sericulture and Nursery]	3
(iv)	Aided High schools	11
(v)	Unaided colleges [Medical, Engineering, Education, Pharmacy, Polytechnic, Physical Education, Nursing, Physiotherapy and Business Administration] Some of these are offering PG courses also.	12

The Association has developed the following support facilities for the students and staff of the various instituions under its aegis:

(i) Four buses catering to Medical and Engineering colleges.

(ii) Ten hostels catering to Medical, Engineering, Education, Physcial Education, Nursing and Degree college students.

(iii) An NRI Guest House.

(iv) A central library at the Association headquarters.

(v) A hospital.

(vi) Seven cooperative societies for academic staff and other employees.

(vii) Thirty quarters for staff of Medical, Engineering and Degree colleges.

(viii) A large number of scholarships for students at the secondary and degree levels.

(ix) Well equipped playgrounds.

While the aided institutions follow the rules and regulations of the state government strictly there is considerable latitude in the management of the unaided instituions.

The Association appears to be in a very sound financial position, with assets worth over 48 crore rupees. Donations from philanthropists and aid from government/governamental agencies are the major sources of funding for infrastructure development. Student fees and grants-in-aid from the state government are the major sources of funding for recurring expenses. The resources are managed centrally as well as at the individual instituion level.

While the Association conforms to government rules and regulations it expects greater freedom and liberty in the management of the unaided institutions under it. This includes more realistic student fee structure, larger percentage of management seats and selection of staff only on the basis of merit.

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