STRUCTURE AND FUNCTION OF EDUCATION MANAGEMENT SET-UP IN KARNATAKA STATE

By :

A.S. Seetharamu
Professor of Education
Institute for Social & Economic Change
Bangalore.

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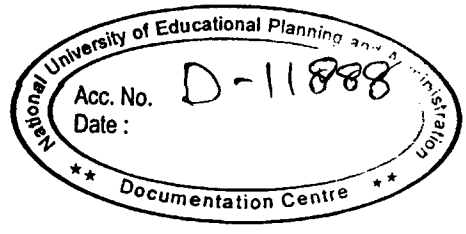
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I declare that I own all the views expressed in this study. Errors, if any, may be tolerated as completion of this study and writing of the report has been a race against time.

A.S. Seetharamu,
Professor Education
Institute for Social & Economic Change
Nagarabhavi P.O
Bangalore - 72.

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MANAGEMENT OF EDUCATION IN KARNATAKA STATE
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CHAPTER 1

PERSPECTIVE CHAPTER

CONTEXT

Structural changes and adjustments are being witnessed in the management of education across the world in the last two decades. Professionalism, accountability, transparency, decentralisation/democratisation, responsiveness, are the watchwords of the proposed structural adjustment policy. Simplification of procedures, quick yet information-based decisions, competence and efficiency in delivery of services, modernisation of office work including record-building, keeping and maintenance, lateral and vertical communication, networking and convergence of services so as to avoid laxity and duplicity, information sharing and management are the strategies for this policy. In essence, a new culture of public administration is emerging which facilitates fast, efficient, effective and quality delivery of services.

Elevating the school and the community which it is expected to serve to the visible, surface level is the highlight of structural adjustments. The school had got buried in the colonial milieu of bureaucratised, departmentalised, hierarchical and mechanised structures. Somewhere down the pipeline of time, the school had lost sight of the purposes and functions for which it had been initially set up by a community/society. The school is a social invention that serves a social need. While the efforts to make education/schooling child-centred is as old as 250 years since the time of Pestalozzi and down the line those of Froebel, Rousseau and Montessori, the efforts to make schooling community/society oriented is as old as 150 years since the time of Emile Durkheim and down the line those of John Dewey and George E.Payne. The ideas of child-centred and child-in-the-community centred schooling had successfully percolated pedagogy and training. A movement for decentralisation of educational management upto the community and classroom level began with these developments. This was incorporated in the Progressive Education Movement in the United States in the first half of the twentieth century. But there was a set back to decentralised management structures with the launching of the Sputnik by the then USSR in 1958. Educational management became more and more centralised within the decentralised structures like the Local Education Authority in England and County Educational Management in the U.S. These decentralised structures got highly bureaucratised again losing sight of the school and its basic functions. There was a reaction to this process in the 1980s from different parts of the advanced world such as the U.K., France, the U.S., Canada, Australia and New Zealand. Experiments with Locally Managed Schools (LMS), (School) Site-based Management and Self-Managing Schools began to be popular in these countries.

Public choice/Social choice theories gained momentum in the 1980s. They heralded a new era of movement from Planning (centralised) to the Market. Consumer (Parents/students/village communities) Choice, Consumer sovereignty, Competitiveness (across schools), accountability (by head teachers, teachers, supervisors, educational mangers), transparency (day-to-day management of schools), participation by stakeholders (parents, community leaders, funding

organisations) in planning and management, efficiency in delivery of services (the chief service being the promotion of learning in students) and related values got currency in moving towards market oriented structures. Liberalisation of controls, contextualised, pragmatic and site-specific decision-making processes, effective information and communication networking and management, opportunity for mobilisation of resources, exercise of discretion in allocation and utilisation of financial and other resources, time-management within the institution and similar processes gained significance. Popularity of social choice theory in the academic community and the larger society had its spread effects on the school system in the advanced countries by the last decade of the 20th century. Success achieved in grassroots democratisation of management of schools in the advanced countries served as beacon-lights on the problems, issues and concerns of management of schools in developing countries like India.

Educational administration in India has been a legacy of British Colonialism. It has developed into a highly centralised system of structures and functions. In the process, very little attention could be given to the chief service of the Education Department which is the facilitation of the "attainment of specified standards and quality of learning" in schools. There is lot of wastage of resources as the chief purpose for which the Department of Education has been set up is not being realised to optimum levels. 23 pre cent of children in the 6 to 14 age-group population are still out of school. Attainment level of children is very poor as revealed by Base-line Surveys of the DPEP. Even after granting a margin for leakage of question papers, copying, mass copying and other kinds of malpractices, indiscriminate valuation of answer scripts etc; the failure rate at the X standard public examination is nearly 50 per cent which is an average for the whole State. A large proportion of those who are successful will not know 50 to 60 per cent of the prescribed syllabus [Minimum required for pass is 35 per cent in aggregate and 30 per cent in individual subjects and for second class is 50 per cent]. Parents blame the poor quality of schooling, the educational officers and teachers representing the school system blame the parents and their apathy towards education, the officers blame the panchayats for politicising the teaching committee, the politicians blame the teachers for absenteeism, the Media blame the ruling class and like this the game of passing the buck takes place in regard to accountability of the system. Management is alleged to be routinised, mechanised stylised and stereotyped. A large volume of concern is expressed by the people's representatives as well as educational officers at District and Sub-district levels only in regard to shortage of teachers and buildings. Teaching-Learning Process which constitutes the heart of the system of education/schooling process takes a backseat. The thrust of all educational development will be in the direction of supply-side interventions. The strategic interventions such as supply of teachers, construction of classrooms, provision of toilets for girls, school uniforms, textbooks, mid-day meals are all intended to promote enrolments, attendance and attainments. It is a mystery whether the interventions are directly, positively and adequately influencing the intentions with which they are planned and implemented. This concern is over and above the complaints regarding dysfunctionalities in the delivery of services. In this whole exercise, standards and quality of education has become a casualty. It is in this dismal, disappointing and pathetic educational scenario in Karnataka State that there has been a proposal to pump in more money to the system of education. Certain questions assume significance before decisions are made for re-dressing/expanding/strengthening of the system of education and educational administration in the State.

What are the ways in which 'Value for Money' can be ensured? How to prune and fine-tune the administration in order to improve efficiency of the system? How to fix accountability for personnel working at different levels in the administration? How can the goals of the system of education be concretised, monitored and realised? How to involve the community, the stakeholders in the management of education? How can the pressures on management be responded towards quality schooling with minimum external supervision? These are the questions of significance for the future directions of planning and management. It is with these perspectives that a study has been visualised on the management set-up of education in Karnataka State.

SOCIO-ECONOMIC, POLITICAL and CULTURAL CONTEXT of STRUCTURAL CHANGES and ADJUSTMENTS in MANAGEMENT of EDUCATION*

The desire for decentralised educational management structures in the State is quite old. For the first time, Dewan Sheshadri Ayer, the then Chief Secretary of the erstwhile princely Mysore State submitted in his very first annual administrative report in 1882 that the State should move towards Local-Self Government (LSG) Administration for development. Since then there have been experiments in LSG management of education with chequered results. Finally since 1941, educational administration in the State has been in the jurisdiction of the State Government [for a detailed account see A S Seetharamu: "State and Education", a history of educational administration in Karnataka State from 1850 AD to 2000 AD in "Landmarks in Karnataka Administration" (Ed.) S Ramanathan, IIPA, Bangalore, 2000 AD].

With two post-independent efforts for decentralisation of development management through follow-up actions on BR Mehta and Ashok Mehta Committee reports the desire to revive LSG management of development including education got a fillip. The 73rd and 74th Constitutional Amendments of 1993 made it mandatory for the State to transfer powers and responsibilities to LSG bodies for management of development. Karnataka government which began in all earnestness the LSG experiment in 1983 did not find it too hard to reconcile with the 1993 mandate. As such, the management of education has been entrusted to the care and custody of the Zilla Panchayaths and municipal bodies. The government has adopted a facilitative, supportive and catalytic role. Structural changes and adjustments for district-specific policies, planning, regulation, guidance, advise, monitoring and evaluation is with the LSG bodies. The government department of education has retained the executive, administrative, implementation responsibilities and duties. Technical support systems are provided by the Department.

There have been very little reviews of the functioning, the efficiency and effectiveness of changes in management structures in relation to objectives of school education. One such review [K.S.Krishna Swamy: "Panchayathi Raj in Karnataka State" 1988, GOK] discovered that attendance of both children and teachers had improved under LSG management of education. Proximity of the power and authority centres to the institutions to be monitored, the schools, is a highly significant feature of this structural change. LSG can lend a higher level of efficiency to management of education. But there are several hidden tensions which underlie this process. Persons who are empowered to regulate and control the head teachers and teachers

* This section has been included following discussant's comments.

are many a times less qualified than those whom they control. This was not the case when control was self-contained within the education department. There are instances of Village/Taluk/Zilla Panchayath members being either illiterate or only lower primary educated. But they wield power and authority, as they happen to be people's representatives. Government of Karnataka proposed a sharper focus to this power/authority through the formation of Village Education Committees. In 1997, the Government issued a circular to all the primary schools in the State to form Village Education Committees (VEC). This was an attempt to focus the efforts at decentralisation of educational management. The VEC was conceived to be an off-shoot and an extension of the Village Panchayath. Formation of the VEC followed the recommendation of the Central Advisory Board of Education in its report on the subject in 1995. A review of the functioning of the VECs revealed that with regional variations, 20 per cent of the VEC members were illiterate [M D Ushadevi : "A Study of Capacity Building Programmes for VEC Members in Karnataka State" sponsored by DSERT/GOK, ISEC (Mimeo), 2001]. VEC meetings were convened in a irregular way across the State. Attendance and participation was very poor.

Location of schools in habitations, appointment and deployment of teachers, payment of salaries to teachers, tendering the construction of buildings, purchase of furniture and equipment for schools and transfers of personnel in education are significant tension areas in management of schools between the LSG bodies and the department of education, especially at the District and block levels.

There is an additional limitation in decentralised management of education. There has been a change in structure of educational management from the State to the LSG institutions. In the interests of democratisation of this structural change, representation has also been given to Scheduled Castes, Scheduled Tribes, Backward Castes and women. Though the new structures have given space for women and disadvantaged groups for participation in the decision-making processes, in actual functioning of these institutions it is revealed that the participation is exhibited by the economically, socially dominant groups. Changes proposed through Constitutional Amendments have figured out to be cosmetic as cultural inhibitions still operate in full and effective participation of all cross-sections of society in educational management.

The Zilla Panchayath or its subordinate wings within the District are not held accountable for the performance of the schools in general and in regard to attainment of children. Of course, this is true of departmental officers also. Hence accountability is not built into the structure and management processes of education in the State.

The shift from governmental structures to LSG management of education has created divided loyalties among the teaching force. Their salaries are paid by the ZP/TPS while they are supervised for their work by the education department. There are complaints that in certain districts, the ZP/TPS have not been paying the salaries of teachers regularly. In districts where the ZP leaders are politically powerful and interfering in nature in district educational administration, the teachers find it profitable to move with the ZP leaders, serve their interests and get small mercies. There are complaints that teachers are used by the local politicians for campaigning during elections. Teachers' unions are used to promote party politics. This has led to politicisation of the teaching force. In a politicised atmosphere, the scope for educational officers in charge of inspecting/supervising/monitoring and disciplining teachers in regard to punctuality, regularity, work-efficiency etc; may get curbed. One

may be left wondering whether such a phenomenon is and should be integral to the process of democratisation of educational management.

The new political structures have got themselves integrated with the caste structures of Indian society even though the reservation policy for lower strata of society in representative governance is intended to play down the role of caste structures.

Following the new economic policy of June 1991, several structural changes have been effected in the Indian economy which have a spillover effect on educational management. One of these structural shifts is towards privatisation of economic enterprises. The major shift is in the thinking, the world-view, the attitude that privatisation of public service will be more efficient and effective. Such a shift in thinking has implications for management of education. There has been observed a growth in the number of private schools. Private enterprise in education is not a new phenomenon in the State. What is noteworthy is the quickened pace of growth of private primary schools and that too in rural areas. Growth of private primary schools also is symbolic of the shift towards English medium schools. This change is borne out of the belief that a globalising economy like India may tend to favour such outputs of the educational system who are articulate and skilled in English language. Parental preferences to English medium schools is growing. The net effect on the system at present is that the strength in rural government primary schools in certain areas is dwindling making them economically unviable. Management of economically unviable schools, that is schools with teacher-pupil ratios of less than twenty students has posed several irritations. There is a pressure to close down schools which have strength lower than 20 students. These schools had adequate strengths a few years earlier. It is possible that the rural habitations are stratified in regard to their effective demand for English medium private schooling. In passing it is noted that the government shall not open or give aid to schools which adopt English as the medium of instruction. There will be a cross - section of society, the poor people, who may not have the purchasing capacity for private education. It is also possible that they may be non-literate and are not able to appreciate the need and importance of English medium instruction for preparing children to a competitive, global economy which (referring to the opining that mastery over English is essential for a globalising, competitive world) is an opinion shared by those who send their children to private schools in rural areas. In the process, there arises a problem of management of economically unviable schools. Management becomes a trade-off, a balancing act between the demands of efficiency and obligations of equity.

Another significant trend associated with structural adjustment programme of the economy in India is the openly expressed concerns for merit, efficiency, transparency, participation and accountability. While no one in his/her senses would ever express reservations in regard to the significance of these values for Indian society/economy, there is a suspicion in regard to the hidden agenda behind the demand for 'merit' in appointments, nominations and promotions in public service. There is a demand for considerations of 'merit' in appointment of teachers, appointment/selection/nomination of educational officers, faculty of DIET, faculty for DSERT and personnel on short-term projects. There is also an opinion that is contrary to the pursuit of merit. Merit is a 'social construct'. There have been cross-sections of population who have had the benefit of privileges and preferential treatments for centuries. Naturally they stand out as the merited while others lose out in competition. There is a counter argument that reservation policy will take care of others. In

appointments/promotions to DSERT/DIETs reservation policy may not hold water. Even otherwise, there has been a criticism that this policy has benefited the populations from these sections who are on the margin. The poorest of the poor, the first generation learners are still out of the competition. 'Creamy layers' have benefited from reservations. They also have gained generational advantages in the last five decades. Hence, the concern for merit may lead to sacrifice of justice and equity. Reconciliation of the demands of quality with equity is a real challenge in educational management. The problem of equity is not at all an issue for those who are thick-skinned.

Objectives of the Study

The Structure of Educational Management in the State is spread across four levels: the State, the District, the Block and the School (Village) levels. Six functional areas have been identified which are managed concurrently across these four levels. They are: Hiring and management of Personnel; Supply and utilisation of inputs; Monitoring and facilitation of learner attainments; promotion of non-governmental (private) initiatives; resource-mobilisation and utilisation for infrastructure development; and finally promotion of standards and quality across all levels, in all areas and pressures of management. The identified/specified functions of the system of school management is performed by the given structures through certain regular processes. These processes include: Communication patterns - vertical, horizontal and lateral dimensions; decision-making - in regard to specified functions; ensuring accountability for the functions performed at various levels of management. The objectives of the study keep in mind the triangular and organic relationships between structures, functions and processes. There are four objectives and they are stated here:

- To examine whether the existing management structures, functions and processes at the State, District, Block and School levels capture the vision of the Department of Education to provide quality education to all children.

  In case, the existing structures, functions and processes are not adequate, efficient and effective for the purpose, then correctives need to be suggested. For this purpose, a second objective would be:

- To study recent international experiences in efficient and effective management of education as well as changes within the country and across the States of India. Countries, which will be in special foci, are USA, UK, Canada, China, Australia and Korea. States within the country, which will be in foci, are Maharashtra, Madhya Pradesh, Rajasthan, Himachal Pradesh and Kerala.

  The lessons that can be drawn for needed reorganisation of educational structures, functions, processes and management in Karnataka State will be in foci herein.

- To study the relative roles and relationships between elected bodies at various levels and especially the school level. The purpose herein is to enhance the accountability of functionaries to the stake-holders at various levels and to examine the facilitative potential of existing administrative structure for

enhancing accountability and making decentralisation of administration transparent, participative and more meaningful.

Insights will be gathered from (i) examination of existing structures, study of roles, relationships, functions and processes, (ii) international and national experiences to arrive at changes within the system of educational management. The next objective will be

- To examine the prospects and constraints for changes suggested in the reorganisation of educational management set-up in the State. For this a strengths, weaknesses, opportunities and threats analysis is proposed. Measures to overcome constraints and build upon strengths will also be examined.

Methodology of the Study

Documentary and Descriptive techniques will be adopted for the study. Management structures, ascribed roles for the functionaries, functions specified to them at all levels and across levels will be studied through documentary analysis. The State, District, Block and School levels will be covered here. Elementary and Secondary education will be covered at each level. Six critical functional areas and the processes identified under the Perspective section and at the four levels will be studied using a three-way analysis. Data will be collected using available documents such as Acts, gazette notifications, government orders, circulars, files, administration reports and on-the-spot inspection.

Survey, observation and interview techniques will be used under descriptive method. Interactions between local-self government bodies and executive bodies will be studied through a questionnaire survey. This will be followed by in-depth interviews of officials and elected representatives in three districts of the state. Decision-making processes, communication patterns, networking of local stakeholders will be the subject of study herein. Elementary and secondary schools which are the final delivery points of the megalithic management structures will also be visited to understand the net effects of management on quality of education.

Persons to be interviewed include Heads of Departments in the Commissionerate, Divisional and District Heads in charge of education, Block Education Officers, Heads of lower primary, higher primary, secondary and higher secondary Schools, a few Village Education Committee members, Taluk Panchayat Samiti Presidents, Zilla Panchayat Presidents, Members of the Standing Committee on Education and Health. Interviews may also imply group-interviews at District and sub-district levels.

For international and national level studies a study of country and State documents, books, journal articles will be the sources of data.

Sampling

There is no sampling for collection of data for documentary analysis. Intensive in-depth study will be done of all the blocks in three districts of the State: an

educationally advanced district (Mangalore), a district whose performance is around the State average (Mysore) and a district with poor performance (Raichur). Zilla Panchayats, District and Block Educational Offices, DIETs, Block and Cluster Resource Centres, urban ranges will be included in the study. School visits of selected schools which are the ultimate points of the whole delivery system, will be made. Schools include LPS, HPS, High Schools and Composite Junior Colleges. The first level of collection of data will be the schools, which are the entry points for the study and exit points of the delivery system.

Size of the sample adopted for the study in the three districts is at the end of this chapter.

Techniques of Analysis

Analysis of data will be both qualitative and quantitative. While analysis of survey data will be quantitative, data from documents, observation, field visits and interviews will be qualitative. A study of the processes of management will be qualitative. Quantification may also be very simple and not go beyond Measures of Central Tendency, Variability and percentages. Development of organograms, use of graphics, mapping of powers and functions will also be integral to the analysis.

The proposal herein may be presented in a tabular form as follows:

Sl. No.	QUESTIONS	DATA SOURCE	TYPE OF ANALYSIS
1	Are the existing structures in Education Department adequate, efficient, focussed, flexible and facilitative of the functions essential for effective management of education?	CPI, Directorates of Public Instruction, District /Block Units of Administration. Schools at various levels.	Documentary Analysis of Data, Survey techniques Questionnaire study, Quantitative.
2	How appropriate are the given structures to manage emerging functions in regard to centrally sponsored schemes, DPEP, MLL, MIS, Field research, Mid-day Meals & Other expectations.	Qualitative, Interviews, Group Interviews, Observation and available documentary analysis.	**Qualitative**
3	Who is doing what and where? How well are they doing what they are doing?	State, District, Block, Village & selected schools.	Documentary, Field Study Techniques, Qualitative analysis.
4	What is the quality of existing processes, relationships, interactions for decision-making, communication and control mechanisms and institutional linkages (horizontal, vertical, lateral)	Observation, Interviews of officials at District and sub-district levels as well as LSG bodies and schools	Qualitative

5	What are the processes, functions and management structure in other countries and in other States of India? What lessons can we draw from such understandings? What changes can be proposed in Karnataka State from these lessons? What obstacles do we foresee in bringing about changes and how can we overcome them?	Documents, Books, Journals, Research Studies	Qualitative
6	How to enhance the accountability of the system at all levels and specifically at the school level for the respective stake-holders.	Schools, Offices at various levels	Qualitative

District	Mangalore	Mysore	Raichur	Total
Schedules (No. in brackets) Sl. No.				
1 School Information Schedule	43	112	189	344
2 Schedules for VP functionaries	21	17	49	87
3 Schedules for SBC/VEC functionaries	39	70	49	158
4 Schedules for CRC/SC Personnel	16	85	17	118
5 Schedules for BRC	6	8	5	18
6 Schedules for BEO	6	8	4	18
7Schedules for ZP	1	1	1	3

Note: The empirical data is in addition to individual interviews, focussed group discussions, school and classroom visits, visits to training centres at the time of training, CRCs, BRCs, Offices of BEO, DDPI, State-level agencies etc;.

A time-use chart was canvassed for DDPIs and BEOs seeking to know their time-use during a typical month (middle of the academic year). The information schedule/time-use chart was canvassed through the CPI's Office. Response is not as expected. Hence, they could not be subjected to quantified analysis.

CHAPTER II

EDUCATION IN KARNATAKA STATE

State-level Structures

There are 4 Ministers, three of them of Cabinet rank and one Minister of State, who look after Education in the State. They are Minister for Higher Education, Minister for Primary and Secondary Education, Minister for Medical Education and Minister for Adult Education and Public Libraries. Some of the facilitative functions are also managed by other ministries: the Ministry for Backward Classes and Minorities (eg: Hostels for students); Ministry of Social Welfare (Eg: Pre-Metric Scholarships for Scheduled Caste and Scheduled Tribe students, Hostels, Ashram schools for Tribal children); Ministry of Women and Child Welfare (Eg: Anganwadis/pre-school centres for 3 to 6 years old children under the Integrated Child Development Services Project); Ministry of Rural Development and Panchayathi Raj (Eg: Supply of wage-labour under Employment Generation Schemes for construction of School Buildings). The foregoing account of the ministry-level organisation of Education in the State does not include capacity building exercises, staff development programmes, and enterprenuership development programmes, extension education programmes of various other ministries such as those of ministries of Agriculture, Industries and Commerce, Animal Husbandry and Veterinary Services, Irrigation etc;. This study will be confined to the structures within the Ministry of Education and specifically the Ministry for Primary and Secondary Education.

The Commissioner and Secretary, a senior IAS officer at the State level, looks after the Ministries of Education. He is supported by Secretary II who will look after Primary, Secondary and Adult Education. The two Secretaries are assisted by four Deputy Secretaries, all in the IAS services.

The Education secretariat is responsible for: support services for policy-making; for planning and budgetting: for the Education sector; co-ordination with Planning, Finance and other related ministries; assisting the cabinet meetings, legislature functioning in regard to education; release of grants to the supporting departments; liaison with the Union Ministry of Human Resources Development, foreign/ other funding agencies; fixing norms and providing broad guidelines for growth, expansion consolidation and qualitative improvement of education; initiating research; monitoring and evaluation of the work of the various departments and programmes. It has no executive responsibilities.

There is a Commissionerate of Public Instruction headed by an IAS Commissioner. He has administrative responsibility for school education right from pre-primary (not Anganwadi) to composite Junior College/+ 2 higher secondary levels. He is also in overall charge of Teachers Training Institutes, Colleges of Education, Special Education, Physical Education, Music Education and Minority Education.

The CPI co-ordinates, guides and supervises the activities of all departments which have executive responsibility for school education.

Eight State-level officers assist the CPI in his work. They are: Director (Primary Education), Director (Secondary Education), Director (Examinations and Chairperson, Karnataka Secondary Education Examination Board), Director (Pre-university Education), Director (Vocational Education), Director (Urdu and Minority Language Schools), Director (Mass Education) and Director (Research and Training). The State level Directors are assisted at the State level with a number of Joint, Deputy and Assistant Directors. There are 4 other Directors of Public Instruction who are in charge of additional responsibilities of the CPI such as Additional Project Director of District Primary Education Project; Director, Joint UN System for Primary Education; Director, Examination Board, for examinations other than Secondary Education.

Karnataka State comprises of 27 educational districts and 196 taluks/educational ranges. The 27 districts are classified under 4 divisions. There is a Joint Director of Public Instruction in each of these 4 divisions who has limited controls over the district educational activities. But he is concerned with the guidance, supervision coordination and monitoring of educational activities of his division. He is treated of late as a liaison officer for the Division with the KSSEEB, and paid salary from the Board. He is under the immediate jurisdiction of the Divisional Commissioner who is a senior IAS Officer, much above the rank of the Deputy Commissioner/District Collector and the Chief Executive Officers of the Districts. [Note: The office of the Divisional Commissioner has been abolished since March 2000, vide Budget Speech of the Chief/Finance Minister, GOK, for 2001-2002]. There are 27 DDPIs/District or Deputy Directors of Public Instruction who are in charge of school education in the districts.

The DDPI is assisted by Block Education Officers in the taluks. The BEO is in charge of Primary and Secondary Education in the taluks. The JDPI's, the DDPIs and the BEOs are under the administrative control of the CPI in a hierarchical set-up.

STRUCTURE OF EDUCATION

Karnataka has adopted the 10+2+3 pattern of education just as it is in other regions of the country. However, the break-up of first ten years of schooling is distinctive to the State. The first four years of schooling constitute the lower primary level of education and the next three years constitute higher primary education. This is followed by three years of high school education. In effect the first ten years of education follows the 4+3+3 pattern. However, of late there has been an effort to tag on the fifth standard to the existing LPS. As of now nearly two-thirds of LPS schools carry the fifth standard. There is a district level examination at the conclusion of the seventh standard and a State level public examination at the termination of the tenth standard. A pass in the tenth standard examination is by and large the minimum, essential qualification for employment in the organised sector.

GROWTH OF EDUCATION IN THE STATE

Several indicators reflect the growth of education in Karnataka State. Some of the significant indicators are discussed herein. Literacy rates, number of schools, enrolment in schools, retention of children, number of teachers, teacher-pupil ratios are some variables/indicators which give a picture of the growth of education over the years in the State.

LITERACY RATES

TABLE 1 Literacy Rates 1961 to 1996

	1961	1971	1981	1991	1996
Male	42.29	48.51	58.73	67.26	73.75
Female	16.70	24.56	33.17	44.34	52.65
Total	29.80	36.83	46.21	56.04	63.42

Source: `Human Development in Karnataka 1999', GOK, 1999.

Literacy has moved up from 30 per cent in 1961 to 63.42 per cent by 1996. Male-Female differentials are narrowing though they are higher than 21 per cent for the State. Regional disparities are also quite high wherein Raichur District has recorded 36 per cent while Bangalore District displays 76.3 per cent literacy.

Primary education has by and large remained as a responsibility of the State, though the proportion of private primary schools has increased from 3.91 per cent in 1969 to 14.16 per cent by 1998.

PRIMARY EDUCATION

Primary Schools

TABLE 2 Primary Schools (I TO IV, I TO V AND I TO VII)

	1969	1981	1987	1994	1997	1998	2000
Govt.	30991	33205	35304	35559	38866	40259	-
Private	1228	1911	3629	4681	6201	6641	-
Total	32219	35116	38933	40240	45067	46900	48716
% Govt.	96.19	94.56	90.68	88.37	86.24	85.84	-

Source: Commissionerate of Public Instruction, GOK.

Table 2A Break-up of 6641 Private Schools, 1998

	Aided	Unaided	Total
LPS	378	1510	1888
HPS	2058	2695	4753
Total	2436	4205	6641

Source: Commissionerate of Public Instruction, GOK.

The State Government adopted a policy of providing a primary school for a population of 200 persons as against the Government of India norm of 300 persons. The Sixth All India Educational Survey of 1993 update for Karnataka State indicated that 91 per cent of the population within the State are served by a primary school within the habitation itself while another 5 per cent had to walk a distance of only 1 kilometer for a school. Over 60 per cent of the population are served by a higher

primary school within the habitation itself while another 25 per cent had this facility within a walking distance of 3 kilometers. Government schools absorbed 90 per cent of children at the lower primary stage in rural areas while the private schools attracted 50 per cent children in urban areas. Corresponding figures for higher primary stage are 90 per cent for government schools and 55 per cent for private schools. The Government runs 85 per cent of the lower primary schools in the State while the rest are private aided and self-financing (unaided) schools.

With the demand for schooling catching up, there has been a conversion of lower primary schools into higher primary schools in recent years. As such number of higher primary schools have gone up relative to the decline of lower primary schools. The decline of primary schools may also be a result of declining growth rates in population in the State. The following table indicates the rise of higher primary schools relative to the decline of lower primary schools.

TABLE 3 Growth of Primary Schools

	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-2000
No.of LPS	23383	22678	22768	23447	24671	23116	23226	22342
No.of HPS	17157	18916	18916	19032	20345	23859	24909	26374
Total P.S	40540	41594	41684	42479	45016	46975	48135	48716

Source: Commissionerate of Public Instruction, GOK.

Slight variation between Table 2 and Table 3 in figures may be tolerated as data have been collected at two different points of time during the same year.

40 per cent of the lower primary schools are again provided with a fifth standard in order to gradually move towards 5+3+2 pattern of school education.

Incidentally, 2885 Head Teachers working at the lower primary level, nearly 13 per cent, are also teachers cum peons, cum physical education masters cum music teachers cum clerks as they are heads of Single Teacher Schools.

TABLE 4 Growth of Primary Teachers in the State

	1967	1978	1987	1994	1998	2000
Male	70924	76558	79439	86620	108239	-
Female	20320	30250	43303	59904	83690	-
Total	91244	106808	122743	1465824	191929	2,10000
% Female	22.27	28.32	35.28	40.86	43.60	-

Source: Commissionerate of Public Instruction, GOK.

There has been a steady growth of teachers. The average annual growth of teachers between 1966 to 1998 has been 3.56 per cent, wherein the growth of male and female teachers is 1.70 per cent and 10.06 per cent respectively. Table 5 shows that the number of teachers recruited has been quite high during the decade following 1990.

I to VII Stds. **TABLE 5 Growth of Teachers 1992 to 2000**

	1992-93	93-94	94-95	95-96	96-97	97-98	98-99	99-2K
Teachers in position	143000	143000	148000	164000	176000	191000	204000	210000
Teachers recruited	6811	6812	16863	8527	17997	31010	-	10334

Source: Commissionerate of Public Instruction, GOK.

A total of 98354 teachers have been recruited after 1992-93. Total attrition of teachers during this period has been 31354 giving a net strength of 210000 teachers.

TABLE 6 Enrolment in Primary Schools: (in millions)

	66-67	77-78	80-81	86-87	93-94	97-98	99-2k
Boys	2.08	2.78	2.84	3.30	4.09	4.32	-
Girls	1.43	2.00	2.15	2.60	3.49	3.90	-
Total	3.51	4.78	4.99	5.90	7.58	8.22	8.67

Source: Commissionerate of Public Instruction, GOK.

8.67 million children are in school by the turn of the century. Disparities between boys and girls have been reducing over the years. Enrolment has grown at a crude annual average rate of 4.33 per cent, 3.51 per cent and 5.47 per cent respectively for total, boys and girls.

Though 8.67 million children are enrolled in schools, it is noted that around 2.61 million children are estimated to be out-of-school of who 1.53 million are girls. The figure of 2.61 million comprises 1.29 million drop-outs and 1.32 million never enrolled children. Gross enrolment ratio in I to VIII standards is estimated to be around 92 per cent, by 1996-97. However, net enrolment ratios are 65.3 per cent for rural areas and 82.4 per cent for urban areas in I to VIII standards. Overall ratio is 72.28 per cent.

TABLE 7 Drop-out Rates in Primary Schools

	1992-93	1994-95	1996-97	1998-99	1999-2000
I to IV					
Boys	24.89	23.39	16.54	14.24	14.24
Girls	29.44	30.31	23.16	12.32	11.55
Total	27.03	26.69	19.69	13.34	12.93
I to VII					
Boys	43.84	47.14	45.65	38.68	34.59
Girls	54.22	51.13	48.00	43.27	37.54
Total	48.71	49.05	46.81	40.83	35.99

Source: Commissionerate of Public Instruction, GOK.

One out of four children were dropping out from schools by the time they completed the IV standard even as recently as in 1992-93. Girls dropping out were higher than that of boys. By 2000 AD the figure came down to less than one out of eight children. While, the dropout behaviour of boys is steady in the last two years, there has been a steady and continuous decline in dropout behaviour of girls.

Every alternate student dropped out by the time s/he reached the seventh standard. This has come down to one out of every three students at present. Assuming a steady rate of 36 per cent dropouts in primary education (I to VII) standards, it may be estimated that out of 8.67 million enrolments 3.12 million dropout of schools. If we add to this figure, 1.32 million never enrolled school children then the total out of school children would have been an additional 4.44 million children. The facilities created and the teachers supplied (teacher-pupil ratios) are felt to be inadequate for the existing effective enrolments of children which is 5.55 million. It is difficult to imagine the additional demand for school facilities and teachers if even these 4.44 million children were in schools and if the dream of universalisation of primary education became a visible reality.

Attainments of Children in Primary Education

Achievement levels of children in primary schools of the State in Language and Mathematics are highly unsatisfactory as shown by base-line achievement level studies. The average number of correct responses for class II is 50 per cent and that for class IV is 35 per cent. Base-line studies were done in 1994-95 and 1997-98.

TABLE 8 Teacher -Pupil Ratios in Primary Education

1980-81	1990-91	1997-98
44	50	43

Source: Commissionerate of Public Instruction, GOK.

Teacher pupil ratios during 1980-81 were lower than that in 1990-91 because enrolments were low and well within 5 million children. But enrolments picked up after 1986, the year of the National Policy on Education while recruitment of teachers did not keep pace even with the implementation of Operation Black Board strategy. However, by 1997-98, the momentum for recruitment of teachers had picked up and ratios came down. Inspite of reinforced recruitment of teachers in the last few years the ratio remains at 43 students for every teacher in the primary schools.

Teacher-Pupil ratios will not adequately capture the quality of transactional processes in the classroom. Another indicator of value would be teacher-standards ratios. How many standards do teachers have to teach at a given point of time? In single teacher schools, whose figure is 2885 in the state, one teacher has to manage four standards.

Karnataka has set a goal/norm of one teacher per standard of instruction. It has a long way to go to reach this goal.

TABLE 9 Training status of Teachers

	LPS		HPS		Total	
	No. of Teachers	% Trained	No. of Teachers	% Trained	No. of Teachers	% Trained
1986	-	91	-	94	122743	-
1999	60540	100	142580	100	203220	100

Source: Commissionerate of Public Instruction, GOK.

Karnataka has been a well performing state in so far as the status of teachers in regard to training. It had crossed the 90 per cent mark even by 1986, the year of adoption of the National Policy on Education. By the turn of the century, there are no untrained teachers teaching at elementary level. This is true of secondary schools also.

Secondary Education

Standards VIII, IX and X constitute secondary education in the State. But most of the secondary schools carry the higher primary and lower primary stages along with them.

SECONDARY SCHOOLS

TABLE 10 Growth in the No. of Secondary Schools

	1968-69	1980-81	1993-94	1996-97	1997-98
Govt.	611	1615	2081	2397	2637
Private	1219	3239	4065	5049	5531
Total	1830	4854	6146	7446	8168

Source: Commissionerate of Public Instruction, GOK.

It may be noted that participation of the private sector in secondary education is quite high. It is more than double the number of government schools. Overall annual growth rate of secondary schools during 1968-69 to 1997-98 has been 11.17 per cent wherein the rates for government and private schools are 10.70 per cent and 11.41 per cent respectively.

TEACHERS IN SECONDARY SCHOOLS

TABLE 11 Growth in Secondary School Teachers

	1960-61	1968-69	1986-87	1993-94	1999-2000
Male	8544	16398	23222	42455	60000
Female	2090	4200	7172	16816	30000
Total	10634	20598	30394	60271	90000
% Female	19.65	20.39	23.60	27.90	33.00

Source: Commissionerate of Public Instruction, GOK.

90,000 teachers are serving in the 8168 secondary schools of the state of which 30,000 are women. The annual growth rate of high school teachers during the period 1960-61 to 1993-94 has been 14.14 per cent. With a weak base, the growth rate of women teachers during the reference period has been steadily improving with an annual rate of 21.35 per cent.

The number of secondary school teachers has grown from 10634 to 90,000 in a period of 40 years. The inadequate success of elementary education has been one of the reasons for a slow growth of secondary education.

TABLE 12 Enrolment in Secondary Schools

	1966-67	1977-78	1980-81	1990-91	1997-98
Boys	324119	413856	503482	849696	885571
Girls	114268	220721	286378	511070	672164
Total	438387	634577	789860	1330766	1557735
% Girls	26.07	34.78	36.00	38.40	43.1

Source: Commissionerate of Public Instruction, GOK.

Enrolment of students has grown by 3.55 times in a period of 31 years. Proportion of girls has been steadily rising from 26.07 per cent in 1966-67 to 43.1 per cent in 1997-98. As of 1998, there are 1.56 million students in 3 standards of secondary education. This enrolment is against an enrolment of 8.67 million students in I to VII standards of elementary education in the state. Flow of students from elementary education to the secondary level is hardly around 20 per cent. Average annual growth rate in enrolments during 1966-67 to 1997-98 has been 8.24 per cent while the figures for boys and girls are 5.59 and 15.75 per cent respectively.

TABLE 13 Teacher-Pupil Ratios in Secondary Education

1980-81	1990-91	1997-98
26	35	23

Source: Commissionerate of Public Instruction, GOK.

Teacher – pupil ratios in secondary education has improved after 1986, the year of adoption of the National Policy on Education. If the decade of the eighties is a decade of expansion of secondary education, the decade of the nineties has been one of consolidation of gains.

Attainments of Students in Secondary Education

There is a State-level public examination at the termination of tenth standard of schooling, known as Secondary School Leaving Certificate Examination, SSLC. A pass in SSLC is the minimum qualification prescribed for organised sector employment. The Secondary Education Examination Board, a quasi-government organisation, conducts this examination. Percentage of results obtained by a school at the SSLC examination and the distinction obtained therein is treated by the general public as a reflection on the quality of the school.

It may be observed from table 12 that, except for one year, the state has recorded less than 50 per cent results at the SSLC examination. Analysis of data has revealed that there are variations across the districts, between the sexes and caste groups and across subjects. Mathematics and English record high failures. The management of the schools has been a significant variable in SSLC results. In a declining order of performance, Private self financing schools, private aided schools, Government Urban schools, Government Rural Schools and Corporation Schools, show up SSLC results. Children residing in slum areas mainly attend Corporation schools. [Details of results/data not provided here].

TABLE 14* Results of SSLC Examination 1996 to 2000

Type of Information		1996	1997	1998	1999	2000
Overall Results		43.46	45.33	44.55	56.72	51.85
Districtwise results -						
	} Good	7	4	7	6	5
No. of districts	} Average	3	9	5	8	10
Which are	} Poor	11	8	9	7	6
Rural	Boys	38.15	37.63	39.18	52.94	47.00
	Girls	41.47	40.70	42.01	55.72	49.75
Urban	Boys	47.75	45.97	49.50	57.87	54.51
	Girls	53.41	52.05	54.58	62.33	57.96
Govt.	Boys	28.93	31.51	32.67	46.53	29.31
	Girls	31.93	33.93	34.76	48.32	41.72
Aided	Boys	34.88	36.40	31.51	52.57	31.16
	Girls					
Unaided	Boys	58.00	60.27	60.31	65.76	63.57
	Girls	62.01	64.14	61.21	68.10	64.22
SC	Boys	29.33	31.00	30.72	43.15	39.23
	Girls	31.37	32.80	32.62	44.21	39.47
ST	Boys	29.85	32.69	32.29	42.76	39.48
	Girls	34.38	36.17	36.51	46.30	42.50

Source of basic data: KSSEEB, GOK.
Good = More than 5 per cent results than State average.
Average = Between 5 per cent less or more than State average.
Poor = Less than 5 per cent results than State average.

Pre-school Education

There are two types of pre-school education in the State. There are over 5000 pre-primary schools run by the Department of Education, which are spread across the State and mostly in urban areas. Otherwise, there is a chain of Anganwadi schools run under the Integrated Child Development Services scheme by the Department of Women and Children's Welfare. There are nearly 45000 Anganwadis spread across

* Districts which are consistently poor for all the 5 years are Tumkur, Kolar, Mandya and Hassan. Districts which are consistently good are Bangalore North, Bangalore South and Dakshina Kannada.

29000 villages of the State. Coverage of children in the 4 to 6 age groups is around 80 per cent.

Vocational Education

Karnataka has been one of the early adopters of the centrally sponsored scheme of Vocational Education since 1978. As per periodical reviews, Karnataka has been one of the successful Sates in vocationalisation even with around 10 per cent of total enrolments at the +2 stage in vocational courses.

There are 642 Institutions at the + 2 level which offer vocational courses. They have an aggregate enrolment of 45687 (23053 I Year and 22634 II Year) Students.

TABLE 22 Institutions and Enrolments in Vocational Education

	PDC/J.C	+2 HSC	Total	Colleges with V.E	Degree Colleges	Degree Colleges with V.E
Institutions	360	1497	1857	642	916	112
Enrolments	171600	271049	442654	45687	346677	2500

Source: 1. Selected Educational Statistics, 1997, MHRD, GOI.
Directorate of Vocational Education, GOK, 2000.

Out of a total of 1857 institutions at the +2 level percentage of institutions which offer vocational courses works out to be 34.60. Percentage of enrolment in vocational courses at +2 level works out to be 10.30. Proportion of colleges which offer vocational courses at degree level works out to be 12 per cent while proportion of enrolment in vocational courses at degree level stands at 0.7 Per cent.

Literacy and Non-formal Education

Karnataka has gone in a big way for literacy campaigns. It has not been sympathetic to the centrally sponsored programme of non-formal education to non-enrolled and dropout children. The NFE programme has not been in operation since 1988.

Non-Governmental Organisations in Education

Before an attempt is made to describe the contributions of non-governmental organisations (NGOs) to education in the State it is essential to clarify on the concept of NGOs. There are variety of usages in NGO literature such as Voluntary Organisations (VO), Non-Governmental Development Organisations (NGDO), Private Enterprises, Intermediary Organisations etc;. In this analysis, NGOs are confined to the concept of private enterprise, by and large. Whenever a reference is made to efforts other than by private enterprise, it will be made explicit.

Private enterprise has an uneven spread in the State because of historical reasons. Out of the (27 districts of the State as at present) 20 districts of the State (before 2000 AD reorganisation), private enterprise was strong in the British Presidency ruled Madras - Karnataka region/Dakshina Kannada District (now

Mangalore and Udipi districts) Bellary district as well as Bombay-Karnataka region/North Kanara, Belgaum, Bijapur and Dharwad (now North Kanara, Belgaum, Bijapur, Dharwad, Bagalkot, Haveri and Gadag) districts. In the Princely State of Mysore (earlier Bangalore, Mysore, Mandya, Hassan, Tumkur, Kolar, Shimoga, Chitradurga, Chikmagalur and now in addition Davanagere and Chamarajanagar) and in Hyderabad -Karnataka region (earlier ruled by the Nizam of Hyderabad to which Bidar, Raichur and Gulbarga, in addition to the newly carved out Koppal districts) the private enterprise is quite low. This is true of Coorg district also. Since independence, there has been a spurt in private enterprise, which gained momentum in the 1980s. Religious institutions, Mattah (as pronounced in Kannada but written as Maths) have contributed immensely to the growth of education in the State. Jagadguru Shivarathreeswara Peetha of Suttur, the Siddaganga Math at Tumkur, the Adichunchanagiri Math at Yadiyur, the Sarana Basaveshwara Math at Gulbarga, the Tontadarya Math at Davanagere, the Sirigeri Math at Chitradurga, the Sri Saila Math at Haarihara, the Madhwa Mutts of Udipi have established a large number of educational institutions, provided free hostel facility to poor students. In addition, the Anjuman-e-Islam society, the Al Ameen Society at Bangalore, the Catholic Christian Organisations of the State (Society of Jesus, Apostolic Carmel) have also contributed to the growth of education. The Manipal Academy of General Education (founded by Dr.T M A Pai), the Hyderabad Lingayat Education Society, the Karnatak Lingayat Education Society, BLDE Trust, Bijapur, SDM Trust, Dharmastala the Siddhartha Education Society, Tumkur, the Panchajanya Education Society, Bangalore, RV Trust, BMS Trust, PES Education Society, Vidya Vardhaka Trust are all illustrations of private enterprise in the State. It is quite possible that a large number of Trusts have not been mentioned here for want of space.

It is well worth noting that private enterprise is mostly in the secondary, higher and professional education sectors. Primary education has by and large remained a responsibility of the State. 86 per cent of primary schools in the State are government schools.

There are also other NGOs (not private enterprise) who are engaged in promotion of adult literacy and primary education in the State. The Citizen's Initiatives for Elementary Education promoted by MAYA (Movement for Alternatives and Youth Action) is illustrative in this context. The ACTION AID, a well-known NGO is financing micro-educational projects. The case of SAMOOHA in Devdurg Taluk of Raichur district, where at a very low cost unemployed youth of the villages are helping the regular elementary school teachers/children in their work, is worthy of mention. The Government initiated a new scheme in education in May 2000 wherein Corporate houses, NGOs and philanthropists can adopt schools. Adoption means entering with the Government into a Memorandum of Understanding whose life is for an initial period of two years and which is renewable later depending upon interest and performance. Donors can construct or renovate school buildings, give computers/ equipments/furniture, contributions to extension of school buildings/construction of compound wall, run night schools for children and do similar useful work. In return, they can display their/their parents/wards/..... names on the school board/classrooms. They can experiment with innovative teaching methods with the involvement of the school teachers/head teacher. Government schools are exposed for adoption. The Government continues to pay teachers' salaries for sanctioned posts. Donors can hire additional teachers. Nearly 400 schools have been adopted

so far in different parts of the State. PACER FOUNDATION, PES Institutions, Bhoruka Charities, Lions Club, Child Care India are some of the names of adopters.

RESOURCES FOR EDUCATION

Four tables are presented incorporating data on expenditures of the Government of Karnataka in the Education sector. Following insights are derived from an examination of these tables.

The Government of Karnataka spends 3.20 per cent of its total State domestic product on education. This has gone up from 1.60 per cent in 1960-61 to the present level (Table 2). The share of the budget expenditures on education has oscillated between 15.73 to 16.58 per cent in the last 20 years. It stood at 16.58 per cent in 1999-2000. In actual figures the expenditure has gone up from Rs.12.79 crores in 1960-61 to Rs.2955 crores in 1999-2000. The total outlay on education (Rs.2955 crores, Table 1) is distributed as 84.38 pre cent for non-plan and 15.62 per cent for plan. The non-plan component is more than 84.38 per cent as teachers have been appointed and salaries paid to them even under Plan account. In fact salary expenditures out of total earmarked outlay for primary, university and Technical Education works out to be 86.71, 98.31 and 91.13 per cent respectively (see note under Table 3).

52.66 per cent of the total outlay on education goes for primary education and 31.06 goes for secondary education. With an 11.89 per cent outlay on university education, the total outlay on general education (primary, secondary and university) works out to be 95.61 per cent (see Table 3).

Total contributions to the state from outside the Education Department of the Government (excluding private sector) through National Literacy Mission, District Primary Education Project, Centrally sponsored schemes, Scholarships and Hostels will add up to nearly Rs.460 crores which will be around 15 per cent of the total expenditures [Note: There is a clear conceptual difference between outlay and expenditures which is not maintained in the data presented here].

Karnataka's per capita student expenditure on education (Rs.277 in 1992-93) is far less than that in Haryana (Rs.296), Tamil Nadu (Rs.298), Maharashtra (Rs.313) and Kerala (Rs.368). [Source: World Bank report No.15756 - India Primary Education: Achievements and Challenges]. As a source of income tuition fee accounts for less than 0.5 per cent of the total State expenditures on education (Table 4).

TABLE 1

RESOURCES for EDUCATION

General Update	1999-2000 (in crores)	
	Actuals	Percentages
Total State Budget Expenditures	17819.00	
Revenue Expenditures	15391.00	86.00
Capital Expenditures	2428.00	14.00
State Annual Plan Outlay	5488.00	
State Outlay on Education	2955.00	
Outlay on Education as proportion of Total State Budget Expenditures	-	16.58
Non-plan outlay on Education	2493.50	
Plan outlay on Education	461.50	
Non-Plan outlay as % of total Education Expenditures	-	84.38
Plan outlay as a percentage	-	15.62
Plan outlay on Education (461.50) as proportion of total plan outlay (5488.00)	-	8.40
Distribution of plan outlay (461.50) for State sector (out of 5488.00)	289.80	5.30
for District sector (out of 5488.00)	171.70	3.10
Other Budgetted outlays		
National Literacy Mission (GOI share)	48.13	-
Centrally Sponsored Schemes	115.74	-
DPEP (cumulative).	216.78	-
DPEP (1999-2000)	21.48	-
Scholarships and Hostels	78.59	-

TABLE 2

State Expenditure on Education over the years

Years	(in crores)	As % of State Budget	As % of State GDP
1960-61	12.79	11.61	1.60
1970-71	53.78	17.64	2.48
1980-81	167.78	15.73	2.70
1990-91	759.54	16.42	3.25
1996-97	1806.00	15.90	3.19
1999-2000	2955.00	16.58	3.20

Note: Expenditure at the All India level on Education as proportion Of GDP is 3.8 per cent.

TABLE 3

Sector-wise outlays on Education 1999-2000 (in crores)

Level	Plan	% to Total	Non-Plan	% to Total	Total	% to All Total
Primary	303.71	19.5	1253.10	80.5	1556.21	52.66
Secondary	78.97	8.6	838.87	91.4	917.84	31.06
University & Higher	20.26	5.8	331.08	94.2	351.34	11.09
Technical	10.61	16.8	52.50	83.2	63.11	2.14
Adult	3.43	-	2.81	-	6.25	0.21
Lang. Dev.	3.74	-	11.70	-	15.44	0.52
General	41.58	-	3.42	-	44.98	1.52
Total	462.28	15.63	2493.48	84.37	2955.17	100.00

Note: Salary expenditures are the Non-Plan component. Salary is paid under Plan component also to primary education. Total Salary expenditures thus work out to 86.71 per cent. Salaries paid under plan grants in Collegiate Education and Technical Education bring the proportion of total expenditures on the two sectors to 98.31 per cent and 91.13 per cent respectively.

TABLE 4

Share of Fees in Total Resources 1999-2000 (in crores)

Primary	Secondary	University	Technical	Total
Free	9.37	1.76	2.30	13.43

Total Public Expenditure on the sector: 2955.17 crores

EDUCATION IN KARNATAKA STATE: ISSUES AND CONCERNS

There are several concerns in education in the State which are commonly shared in most parts of the country. There are also certain State-specific concerns and issues. They are discussed here.

1. The most important concern of the State in education is the Universalisation of Primary Education and full literacy. This is integral to the goal of Education For All. As has already been noted, 2.61 million children are still out of school. Getting them to school and more importantly, making them and the rest to stay in school is a formidable challenge. This challenge is also related to the quality of schooling and the learning that takes place within the schools. Baseline surveys of attainments have shown Karnataka in poor light. There can be no better incentive to schooling than learning. Learning is a self-reinforcer. The school needs to be made accountable for the tasks to which it has been established which includes learning apart from other aspects of total personality development. Accountability can be sought from those who are

responsible for a given set of tasks. There can be no responsibility without associated powers. The school needs to be empowered and made accountable. Head teachers and teachers function within communities. The communities and the school teachers therein need to be enlightened and empowered to develop a sense of ownership of the school, develop a vision of their goals, work towards the goals, engage in continuous self-analysis in regard to their own self-set goals for the school, for children, monitor and evaluate their own work, and plan follow-up actions. This should be a continuous process. The problems of universalisation have to solved by a community (village/slum/tribal pockets) at its level. The government and its institutions can lend supportive hand and play facilitative role. Moving towards this style of functioning is the greatest challenge of education.

2. Karnataka has a specific problem in regard to the structure of education. The present 4+3+3 structure is distinct from the 5+3+2 structure adopted in most of the States? As of now nearly two-thirds of 4 year lower primary schools have been extended upto the 5th standard. This has not solved the problem of structures completely. The Constitution of India has specified universalisation of elementary education upto the age of 14 years, which means 8 years of length of education. Karnataka's length of elementary education is only for 7 years. The State needs to tide over this problem and conform to the expectations of the Constitution. This will be a challenge for the educational administration of the State in the foreseeable future.

3. Karnataka has an estimated 18 million illiterate persons by the turn of the century. The initial euphoria associated with literacy campaigns has waned. Non-enrolment of children to schools and drop-out phenomenon will continue for some more time which eventually adds to the volume of illiterates. There is no non-formal education component for non-enrolled and drop-out children. The State believes in the value of `good' quality primary education (as against 'sub-standard' NFE) which it is still trying to provide. [One redeeming feature is that the minimum entry qualification for elementary school teachers is 12 year of education followed by 2 years of training and it needs to be noted that all teachers in the State are trained.] Overall dropout figures and figures of non-enrolment of children should be added to backlog of illiterates to get an idea of the challenge of illiteracy in the State. Perhaps, literacy campaigns have to be sponsored by the state itself through the composition of a State Literacy Mission. The on-going work in post literacy and Continuing Education also can be strengthened through the State Mission.

4. As in many other parts of the country, the population growth rate in Karnataka is also declining. It is expected to stabilise by 2016 AD. That is, the Net Replacement Rate may be a unity by that year. The projected growth of school age population is given below.

TABLE 23 Projected Child Population in Karnataka and India (millions)

	KARNTAKA			INDIA		
6 to 11 age group	TOTALS	BOYS	GIRLS	TOTALS	BOYS	GIRLS
1996	6.19	3.13	3.06	121.89	63.34	58.54
2001	5.78	2.93	2.85	118.26	60.42	57.84
2006	4.95	2.52	2.43	106.95	54.78	22.17
2011	4.94	2.52	2.42	109.13	56.04	53.09
11 to 14 age group						
1996	3.53	1.80	1.73	65.84	34.85	30.96
2001	3.73	1.87	1.85	74.77	38.49	35.98
2006	3.37	1.71	1.66	69.36	35.32	34.04
2011	2.85	1.45	1.40	62.52	32.10	30.42

Source: Selected Educational Statistics, MHRD, GOI, 1997
[Original data from Registrar General, Census of India, GOI]

As of now, there is inadequacy of facilities in so far as teacher-standard and classroom-standard (standard refers to the lower and higher primary standards) ratios are considered. But it would be uneconomical to create facilities without taking into account the demand for primary education in the future. Karnataka may face a problem of unviable schools as is now being faced in Kerala. To assess the future needs for places in primary education across various regions of the State and then plan for their provision is a real challenge. In fact, with the expected success of universalisation of primary education, there is a possibility of increasing (galloping) demand for secondary education.

The percentage of enrolments that get reduced over a period of 15 years from 1996 to 2011 in Karnataka (and India) assuming full enrolment of the respective age-group is as follows. 1996 eligible population is taken as the base year population of 100 units. Analysis is based on computation from Table 23.

TABLE 24 Reduction of Pressures on Enrolment 1996 to 2011 (Percentages)

	KARNTAKA			INDIA		
LPS (6 to 11 Yrs) population	TOTAL	BOYS	GIRLS	TOTAL	BOYS	GIRLS
1996	100	100	100	100	100	100
2011	79.8	80.0	79.0	90	89.8	91.7
Reduction (in 15 years)	20.2	20.0	21.0	10.0	10.2	8.3
HPS (11 to 14 Yrs) population						
1996	100	100	100	100	100	100
2011	80.8	80.5	86.7	95	92.1	98.3
Reduction (in 15 Yrs)	19.2	19.5	13.3	5.0	7.9	1.7

It may be observed from table 24 in contrast to All India trends the enrolments in Karnataka in lower primary education (I to V standard) will get reduced by more than 20 per cent by 2011. By 2000 AD there was 13 per cent non-enrolment (never enrolled) of children in schools. Even if they are accounted for by 2011, the pressure on school facilities would be far too less and this trend will continue. But the position in regard to higher primary education in the State may not be so bright (as compared to Ips) even though it would be distinctively better as compared to the All India situation. The scenario projected herein is based on crude analysis. Even this crude analysis will show the nature of challenge to be assessed and planned for. Provision of additional facilities will have enarmous implications for expenditures. Meaningful costing of education based on dependable estimates would be highly cost-efficient. Arriving at such meaningful estimates is a highly sophisticated and challenging exercise.

5. Demand for secondary education would go up in future with the progress of UPE. Secondary education is the entry point for organised sector employment. It is both a terminal and a transitional stage in education. It is the stage at which diversification of life takes place. Courses on Industrial Training, Polytechnic education, (entry into 2 year courses) for general higher education, professional education, job oriented courses at higher secondary level and organised sector employment require secondary education. Provision of relevant, meaningful and facilitative (for employment) secondary education is a challenge of the day. Even after allowing a margin for malpractices, the results of the SSLC/X standard examination reflect the inegalitarian structure of Indian society. The average results decline from group to group for the following types of schools. Self-financing (private unaided) schools, private aided schools, government urban schools, government rural schools and lastly corporation schools which is located in/near slum areas. Improvement of facilities of government and corporation schools as well as efficiency of functioning is a formidable task.

   The performance of schools at the SSLC examination is not uniform across subjects. Lowest performance is observed in Mathematics followed (upwards) by English. There are a large number of units/topics which are not `easy' even for the teachers. Today's secondary school teachers would have been poor performers in Mathematics/English at their time, a few years (minimum 6 years) earlier. They would not have had opportunity to fill the gap in their learning these subjects. Mediocrity breeds mediocrity. Overcoming this stalemate situation is an important concern of the State.

6. Vocationalisation of higher secondary education has remained as a significant problem in the State. Crowding of students for certain courses which do not require workshop/laboratory/experimental farm facilities, inadequate facilities, equipments and tools, sub-standard, dated technologies, paucity of trained teachers and market irrelevance have been observed to be some of the problems in vocationalisation of higher secondary (and graduate) education apart from irrational aspirations for general graduate education.

CHAPTER III

SCHOOLS AS DELIVERY POINTS OF MANAGEMENT SYSTEM*

Schools are the ultimate delivery points in the overall education management structure. The various education organisation structures at State and sub-state levels are required to provide administrative support to the schools for efficient delivery of educational services to the target clientele. Schools themselves are not self-sufficient units which can generate resources to provide quality service; for most part of the time schools are dependent on the supporting education structures for provision of both physical and human resources. They are also dependent on the community to mobilise resources when they fall short of the same either due to resource crunch in the public sector or due to inefficient services rendered by the management structures.

In the hierarchy of education organisation structure, school's immediate line of control is the block level education organisations, the Block Education Offices (BEO). The BEO in principle is expected to provide the necessary wherewithal for smooth and efficient running of schools in terms of supplying the required infrastructure, pedagogic and human resource support in time, in adequate quantity and in good quality too. Besides, the organisation structures at the district and sub-district levels are also required to monitor the school functions as well as efficient utilisation of the resources provided and assess the productivity of the inputs supplied from time to time. The bottom line is that the organisation structures should facilitate the realisation of desired educational outcomes through the schools as delivery points of education.

School's major role is to enlist the support of the community to enroll all children in the corresponding age group, retain all of them until they complete the required level of education and most importantly ensure that all children achieve the required level of competencies. It may be noticed that schools are not successful in achieving universal enrolment and retention as there are children in every district who remain out of school as revealed by the data from the field (table 1). Even in a district like Mangalore with highest literacy attainments in the State the problem of "out of school children" still looms large in all the sample blocks selected for the study excepting Moodabidri block which did not reveal the incidence of out of school children. One of the common reasons reported for long absenteeism, which subsequently leads to dropping out among children in Mangalore district, is the ill health of children. It is possible to read the connection between children's ill health and the thriving beedi industry and other child labour intensive industries in the district. Beedi industry, in particular is found to be responsible for destroying the health of its employees, which includes a large chunk of child labourers also. Thus, the universal presence of 'rejectees' or' push outs' from the school itself is a major set back to the efficiency of the school system.

It is generally observed that schools through teachers, head teachers and VEC/SBC do initiate action for enrolling out of school children, maintain documents relating to the same, and monitor such category of children as well (tables 2, 3, 4). And schools also seem to be receiving adequate monitoring support by the department

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* Empirical data for this chapter is collected under the guidance and supervision of Sri.P.S.Ravindranath and Dr.M.D.Ushadevi. The chapter is drafted by the latter person.

in this regard (table 5). However, schools seem to be inefficient in eliminating this malady as some of the reasons lie outside the school system.

While there are multitude of factors responsible for leading to inefficiency in schools, one of the major and significant reasons is the inadequacy in material and human resource facilities within the school itself. The central government has taken steps to strengthen minimum infrastructure facilities both in terms of physical and human resources for quality improvement in primary schools since 1987 through a major intervention like Operation Black Board Scheme (OB). A significant focus of the OB scheme was to convert all single teacher and single classroom schools in the country to two teachers and two classrooms schools. As on paper, the OB scheme has been implemented everywhere. Still, because of absenteeism/long leave of teachers and improper deployment of teachers by administration, single-teacher managed schools are observed in the State. Apart from this, schools also reveal teacher deficiency in terms of vacancies. It is noted that the difference between the sanctioned and the existing number of teachers in sample schools varies from over 2.0 per cent to over 18 per cent, with Mangalore district revealing the largest gap (table 6). The better teacher positions in both Mysore and Raichur districts could be attributed to DPEP intervention. In Mangalore district, there are 11 schools out of the total 43 schools, which do not reveal teacher deficiency. The remaining schools reveal the same ranging from just less one teacher to less 5 teachers than the sanctioned numbers. The district also reveals two teacher primary schools reverting back to single teacher position with less one teacher (table 7).

Schools are also bound to suffer from inefficiency due to frequent deputation of teachers during the academic terms. Although teachers are deputed for variety of tasks, the most frequent purposes for which teachers are deputed are: training, children's census, election, and examination (table 8). In addition, the primary school teachers are the single largest force in the decennial population census enumeration. They are also deputed for health camps (pulse polio/family health check ups) and other activities such as cattle census, scouts & guides, sports & games, as resource persons for training & workshops, Samudayadatta Shaale programme etc,. In addition, teachers from lower primary schools are deputed to higher primary schools with larger pupil strength. This in particular is found to affect the quality of instruction in lower primary schools having 4 classes but just two teachers only. Deputation also appears to be a phenomenon, which is largely seen in case of primary schools rather than high schools as three of the high schools have reported that during the last couple of years, no teacher was deputed from their schools. Teachers from high schools are deputed to primary schools for inspection of records and registers as well as supervision of distribution of incentives such as uniforms, textbooks, bags, scholarships, ration for children etc,..

It is noted that a large majority of the schools have reported that frequent deputation of teachers from the schools disturb their regular academic work (Table 9). In this connection it is noticed that during the previous academic year, nearly 150 teachers were either on deputation or on long leave from the sample schools (table10). The schools neither have any powers to appoint new teachers or substitute teachers when their regular teacher goes on deputation or long leave. Only in Mangalore district it is noticed that the SBC has been quite active in arranging for local teachers to tide over shortage of teacher supply. Otherwise, schools have to endure this inefficiency by allocating additional work to the existing teacher/s as observed to a large extent in

Raichur district (table 11). Allocating additional work to the existing teachers on such occasions may hamper the quality of instruction. And it is also a fact that decisions relating to teacher replacement are not taken immediately (table 12). This is because decisions are largely taken by the BEO as HTs do not enjoy any powers relating to this (table 13). Only in case of Mangalore, it is noticed that the HTs along with SBCs decide about teacher replacement arrangement in the school.

Another problem relating to the teacher is the 'commuting from outside' to the school factor. This is found to result in inefficiency of the school in terms of late coming and irregularity, especially when there is very limited or non-availability of transport facility to the village where the school is located. It is noticed that nearly 73.0 percent of the schools in the study has more number of teachers commuting from outside with both Mysore and Raichur districts revealing highest proportions. Contrastingly, Mangalore reveals highest number of schools with locally residing teachers. Even when teachers belong to the other places, they are found to reside in the same village where school is located. Interestingly, the district also reveals 10 schools with all locally residing teachers (table 14). The maximum distance covered while commuting from outside in Mangalore district is 15 kms and generally it is the female teachers who commute from outside.

To a question on teacher absenteeism and late coming, only 2 schools each in Mysore and Raichur districts reported in affirmative although it could be a gross underestimation. While in Mangalore district, the schools reported that this incident can hardly occur as SBCs are highly vigilant and critical of such teacher behaviour.

Communication patterns between the schools and the management structures

Schools are continuously and constantly guided by the administrative structures as they (former) receive public funding support for their maintenance. Hence, the school's performance and functions are dependent on the kind of administrative and professional support from the educational organisations and institutions. An important dimension in ensuring adequate support from the administrative structures is to establish communication linkages both horizontally and vertically with the existing organisational structures as well as academic institutional structures. The immediate line agency being the BEO, schools have to constantly provide feedback to this line of control as and when they receive resource and information.

As already mentioned schools under public sector are dependent on the State support for their existence and maintenance. This State support reaches the schools through a hierarchically linked chain of education offices, which are required to transfer State resources to the school in an orderly and systematic manner through a chain of command and control so that checks and balances are maintained. In the renewed decentralised set up, powers of planning vest with the district level local self-government, viz.; the ZP and the implementation is carried out by the district and sub-district traditional education structures. Thus one would assume that a very well established communication system would facilitate smooth flow of information up and down the line or horizontally between various structures. Such a communication system could be considered positive and contributing to achieving optimal efficiency in a system.

In the education sector there are multiple agencies involved in the delivery of services. Hence a well-defined communication structure is considered sine qua non for improving the efficiency of the sector. The schools being ultimate delivery points in the overall education management structure, in order to perform efficiently, it is essential that the support structures provide the necessary material and human resource inputs, in adequate quantity as well as in good quality. More importantly the resources should reach the schools well on time to be able to use them efficiently. However, when there are deficiencies in the supply of these resources, it is the duty of the schools to communicate to the authorities and also provide feedback on the utilizations so that corrections can be effected without much delay.

It is seen that there are no formal set of communication patterns, which emerge from the school upward to education organisations at sub-district or district levels excepting submitting the required annual educational returns (statistics) relating to children, teachers, physical facilities and academic resources on a routine and periodical basis. It is rather rare to observe schools dashing letters to the higher offices whenever they experience deficiencies in the management services provided by the support structures. This is due to the fact that most of the information relating to such dysfunctionality would reach the line staff/offices who visit schools regularly either orally or in unrecorded mode; yet, from effective management point of view, it is very essential that the feedback would flow upwards from the schools to the support structures for purpose of assessing efficiency of the resource utilization. The kind of communication patterns between school and the other organsations are revealed in chart 1. The pattern reveals that schools not only communicate with education organizations but also non-education organisations as well whenever there is deficiency in the administrative service provided.

It is noticed that both in Mysore and Raichur districts, the upward flow of communication to higher offices is either conspicuously absent or observed to a very negligible extent. There are only sporadic attempts by the schools with Mangalore district revealing highest percentage of reporting (table 17) than that of Raichur or Mysore. Strangely this phenomenon is observed in spite of some schools in all the three districts experiencing deficiencies in the services provided by the management structures (Table 15 &16). While all three districts appear to have experienced deficiencies in the service provided by the management support structures with respect to physical equipment and pedagogic material supply, it is only in case of Mangalore district, the deficiency is noticed even in case of incentive supply as well.

It is noticed that schools have either received less number of textbooks, teacher handbooks than the required numbers or they had not received them even during the fag end of the academic year. Some schools reported that the V standard Science text books, Urdu text books for V standard had not reached and some others reported that they were inadequately supplied. Eventhough this kind of deficiency is observed to a limited extent, yet it has implications on school efficiency as it can jeopardize the goal of universal learning outcomes.

Similarly, there have been cases where some schools had received inadequate supply of clothes for stitching uniforms for children, or the cloth supplied was undersized and as such unsuitable for stitching. It is not that the controlling authorities are unaware of such deficient services. Schools do make attempts to inform about such deficiencies to the inspecting officers during their regular visits, but in vain. The

reasons for not reporting or initiating action against such deficiencies are listed in the enclosed chart 2. While some HTs follow up until the materials are received, some others report that they simply accept whatever comes to them in whatever condition. A large majority of the HTs have reported that they neither have any authority to reject defective supply of materials nor do they have any power to initiate action against the same. This implies that either the schools have to become more assertive or alternatively the management structures should develop sensitivity to such problems. However, two schools in Mangalore district have reported that they were able to return the defective furniture supplied, although replacements took quite sometime. And another eight more schools have reported that they were able to mobilize the shortage of materials through Dharmasthala Education trust and other local NGOs.

The data gathered from the schools further reveal that there are a number of problems relating to efficient utilisation of incentives by children. There are schools which expect government to provide money for stitching uniforms as some families cannot even afford to get the cloth stitched. And these schools also feel at least 2 pairs of clothes to be given for children to ensure their proper use. And there are a few others who have reported that the quantity of cloth does not suit children who are big and tall.

Thus, there appears to be some communication gap from the school to the higher authorities in terms of efficient utilization of the incentives supplied directly to the children. However, this does not preclude the teacher or the head teacher to initiate action against such problems and resolve the same at the village level with the intervention of the VP/VEC/NGO to address this issue relating to poverty. What is essential is here is that such information of underutilistaion of incentives and factors associated with it need to be disseminated at the community level itself so that immediate actions could be initiated. This would not only reduce the poverty of children, but also reduce the dependency of the school on the government subsidy. What is necessary here is to sensitise teachers and grassroots educational functionaries to respond positively to the issue of poverty of school going children?

It is noticed that yet another area where schools seem to have sent communication upwards is with regard to the disbursement of scholarships to children. Various scholarship schemes in addition to free supply of uniforms, bags, notebooks & textbooks are available for different category of children. This is one area where multiple agencies are involved. Schools are found to have sent information to Social Welfare department, Women & Children's Welfare department, Backward Class and Minorities Departments, Department of the Welfare of the Disabled, SC/ST Corporation, Labour department in addition to the education department. Parental pressures on the HT/school may be an important factor in the school's responsiveness.

Decision making process for management of quality in school organisation

Efficient management of schools to a large extent depends on the HTs decision taking abilities and skills. Effective decision making in turn depends on the extent of powers delegated to the HTs and the extent to which the same is utilised. Apart from this, the HT is also required to take decisions whenever the school encounters with some problems so that the school work does not suffer. These decisions may be in regard to managing physical or pedagogical resources, personnel problems, or

problems relating to children, instruction or teachers' workload etc,. The HTs decision taking skill can also be reflected in the way he/she plans organises school programmes, manages instruction time and resources towards promoting better learning attainments. The net result of such decisions should lead to improvement in both internal and external efficiency of the school.

Despite HTs having sufficient powers (table 18) to initiate action against problems relating to children such as irregularity in attendance, dropout behaviour and low levels of learning attainments, they feel constrained to execute the same due to various factors. Hence they feel certain amount of departmental coercion is necessary in addressing this problem.

It is already noticed that HTs hardly have any powers to make replacements when teachers go on deputation or long leave. However, Mangalore district reveals certain unique features. Locally available educated persons are appointed on contract basis with a remuneration of Rs.1000/- per month. Provisions have been made to appoint two teachers in primary schools. The SBC member would pay Rs.100/- per month and each parent is also charged Rs.10/- per month toward paying remuneration for the local teacher. The second teacher will be paid Rs.400/- by the SBC and the remaining Rs.600/- will be paid by Dharmasthala Education Development project. This arrangement has been made from the point of regular maintenance of the school programme. Moreover since the powers to appoint and replace teachers vest with the BEO/DDPI, there is bound to be delay and hence the schools have resorted to this unique mode.

With regard to attending to personnel problems in school like transfer, promotion, pay fixation, settlement of increments etc., the schools fail to address this problem as HTs do not enjoy sufficient decision making powers (Table 19). Yet, when such kinds of problems surface, the HTs are found to report to the higher officers for further needful. In Mangalore district, such problems are found to be resolved with the intervention of SBC. In case of problems relating to teachers' promotions, the teachers' unions are also found to intervene for quick decision-making. Some HTs have reported about complicated procedures involved in HBA and vehicle advance.

It is noticed that the powers delegated to HTs differ from Primary School to Secondary School. In the former, the HTs have relatively less powers than that of the latter. Schools, in particular, high schools do generate income through fee charged to the students and there should be scope for its utilization by the HTs. To this extent it can also reduce the dependency of the schools on government to attend to mundane matters. It is seen that HTs have powers to utilise the amount whenever required for meeting certain expenditures relating to school (Table 20). While in case of primary schools, there are no incomes generated from the school as such no funds are available even when they have powers to utilise. In case of High schools, the school does generate income through fees charged to students on certain items. And it is noticed that they have very limited power to utilise the same.

Maintaining School Building

In order to address the problem of school building maintenance, it is noticed that a large majority of the HTs place it before the SBC/VEC meetings as well as report to the higher officers. However, in Mangalore district, the schools are also found

to mobilize resources from the SBC to resolve the problem (Table 21). A noteworthy feature in Mangalore district is that the SBC's take active interest in maintenance and upkeep of the school building. In addition, the SBC also ensures provision of basic facilities like drinking water and urinals. However, so far as equipping schools with academic and pedagogic materials, schools seem to be more dependent on the government.

Maintaining day-do-day operational costs of the school

The school is required to meet the cost relating to day-to-day school operations. These costs are incurred for chalk pieces, duster, electricity, stationary and other recurrent items. Generally such recurrent expenditure is met out of the contingency grant (C.G). A large majority of the schools in Mysore and Raichur districts and considerable number in Mangalore district have reported that they have powers to utilize the grant (Table 22). However, they added a rider to it by mentioning that the funds at their disposal are very limited and as such are insufficient to meet day to day operational costs particularly in high schools.

In fact schools in Mangalore district have reported that they have stopped receiving annual contingency grant. The schools used to receive Rs.15/- per teacher per month under C G from the Department. Some schools have reported that they had powers to utilise C.G. until last year and from this year onwards the VP has taken over powers to release the C.G. In certain schools, chalk piece, stamps, communication and traveling expenses are maintained within a limit of Rs.120/-. Another high school reported that the contingency expenditures are met out of the HT+MLA joint account. However, what is generally observed is that both the HTs and teachers spend from their pockets to meet this expenditure.

In the absence of this grant, schools mostly, in Mangalore district raise resources through SBC. As such HT's have no independent powers to utilise SBC funds. They are required to obtain approval from the SBC for utilising the fund for various expenses. There are also occasions when either the HT or the teachers also contribute on a regular monthly basis towards maintenance of this cost.

The HTs powers to reject or initiate action against deficient supply of physical, pedagogical materials and incentives supply have already been discussed. In this regard, it is also noticed that HT's initiatives in compensating for deficiencies through community mobilization need further enhancement.

Role of local self-governmental organizations at district, taluk & village levels in promoting accountability in the system

The structural linkage between education management structures and the local self-government organisations (LSG) at district and sub-district levels have already been discussed vide diagram 1. With 73rd amendment to the Indian Constitution the LSGs have been vested with more powers to plan and monitor developmental programmes including education at the village level. The devolution of powers to LSGs, is presumed to strengthen linkage between school and community thereby enhancing accountability in the system.

In order to promote accountability, it is necessary that these LSGs oversee the regular activities of school, teachers and the children. Prerequisite to this is the proper understanding of their roles and responsibilities, effective utilisation of powers, discussing about educational affairs, prioritising educational agendas. From the data gathered from the VPs, it is noticed that a higher percentage of VPs feel insufficiency in powers relating to education in both Mangalore and Mysore districts, while in Raichur the opposite is observed ((Table 23).

Further, education, in particular, UEE does not seem to figure in the VP meeting agendas in both Mysore and Raichur districts while in Mangalore it is observed to a considerable extent (table 24). Neither is there any inflow/out flow of information relating to education in the VPs (table 25). Although, a few VPs (Mangalore) have reported about discussing various general issues relating to education, more specific issues relating to UEE, quality of education, learning attainments, classroom teaching do not seem to receive the required attention.

Thus conspicuous absence of education related matters in VPs activities suggest rather low priority attached to education. Interestingly, a considerable majority of the VPs have reported as identifying critical areas relating to primary education (Table 26). However, their identification relate to more of physical targets like school buildings, provision of infrastructure,, incentive schemes etc.

VPs report that only when they have more powers and control of finance, can they think about improving primary education. There are views like VPs should have powers to disburse teachers' salaries, more funds, power to control school meetings and training of teachers through VPs to sanction funds for school buildings, to supervise teacher's absenteeism/late coming, school curriculum etc (Mangalore district).

In addition to LSGs, there exist other participatory institutional structures like Village Education Committees (V/EC) which have been given powers to supervise performance of schools, teachers and children at elementary stage. Similar structures known as SBCs exist for the development of secondary school education. In a recently concluded study by ISEC, it is observed that the VEC implementation and operationalisation has been at variance. While in DPEP districts, they seem to be making their presence felt, although not fully functional, in non-DPEP districts, they are yet to take a formal shape. In the latter, there are also non-compliance to the stipulated conditions in terms off its structural composition (reservation for women members and deprived sections) and functional norms (meetings, participation etc,.) The VEC training to develop capacities of VECs does not appear to have made any deep impact on the members.

It is noted that VECs seem to enjoy sufficient powers to carry out functions, more so in Raichur and Mysore districts, both being DPEP districts rather than in Mangalore district (table 27). In Mangalore district, these structures feel lack of powers (financial) to exercise control over school and teachers as the reason for not performing their expected role properly. A large number of VECs are found to experience obstacles in performing their expected roles, more so in Mysore and Raichur districts (table 28). The SBCs in Mangalore district experience obstacles like lack of financial powers relating to school grants, teachers' salaries/postings, political interference, no autonomy (more of department control, department interference) lack

of coordination, no clear guidelines, lack of information relating to pedagogy from school, lack of motivation etc,. for effective performance.

In regard to promoting accountability in the system in terms of reducing teacher absenteeism, while Mangalore district does not seem to have the problem of teacher absenteeism/late coming, in Raichur & Mysore districts VECs seem to be doing fairly well (Table 29).

In terms of mobilizing resources by the VEC/SBC, it is noticed that all three districts reveal some efforts. SBCs in Mangalore district seem to be relatively contributing more towards improvement in enrolment and attendance of children followed by VECs of Mysore and Raichur districts (table 30). Similarly, for increasing physical facilities and academic equipment, again SBCs in Mangalore are found to be more contributive followed by VECs of Raichur and Mysore districts (table 31).

SBCs in Mangalore district are also found to enhance accountability in the system by keeping a tab on the income collected in the school. The HT has to seek approval of the SBC if she/he requires money to meet some routine or contingent expenditure. In fact in Sulya, it is seen that the HT has to compulsorily certify that "good quality articles are received" and produce the related receipts to the SBC as otherwise there is scope for misuse of SBC funds for purchase of teaching aids, laboratory items, Science & Maths kit related items. SBCs in Mangalore District are found to be extremely active in mobilising resources for the school. Whenever contributions in cash are collected from SBC member, parents & public receipts are maintained and SBC keeps a watchful eye over this. Generally no money is collected from students excepting for purchase of stamps and school day celebration. There are instances where schools have generated incomes from maintaining gardens, which have been used for various purposes including for purchase of pumpsets for arranging drinking water facility in the school. In all these cases, the SBCs have been active in monitoring effective utilization of the income.

Support System for School Quality

The concept of school quality is a very broad term, which is inclusive of inputs, process and outcomes. One can discuss about school quality in terms of physical, academic and pedagogical material and human resource inputs, school quality in terms of curricular transactional process (teaching-learning) and school quality in terms of learning attainments. Thus, when one speaks about the support system for school quality, it is essential that schools should receiive support in relation to all these three dimensions.

A well-organized support system is essential for both maintaining and enhancing school quality. In the existing management structure, there are two types of support systems, one providing administrative support and the other, providing academic support. The kinds of structures that are available for these two separate functions are indicated in diagram 1. The supply of iinputs- physical and pedagogical are provided by the administrative structures at the district (DDPI) and block (BEO) levels. For curricular transaction process, the academic institutions at district (DIET), block (BRC) levels provide support in terms of dewelloping academic capacities of schools and for enhancing professional skills of teachers. The CRC at the cluster level is expected to follow up the teacher training in the schools and monitor its impact on

improving classroom learning. And for enhancing learning outcomes, both administrative and academic structures are expected to provide monitoring, supervision and evaluation support. In addition, the Village Education Committees (VEC) at the village level is also expected to provide supervisory and managerial support. However, the issue is whether these structures have been able to perform their expected roles efficiently and whether schools are satisfied with the kind of support they receive from them for promoting school quality and what kinds of gaps are noticed between expected and actual support functions performed by these structures.

The kind of managerial support extended to the schools from the various district and block level education structures (DDPI & BEO) have already been analysed and the dysfunctionalities in this regard have also been discussed. However, for improving school quality, the most essential support is the monitoring support provided to schools by these structures. The monitoring support currently exists in terms of school visit functions of the officials to check for effective utilization of the resources provided in the schools, regular functioning of schools, attendance of teachers, children and above all the learning attainments of children.

It is noticed that by and large the monitoring support provided by these administrative structures seem to be adequate as reported by the schools so far as initiating measures for getting out of school children into the school, incentive delivery and monitoring attendance of children in schools (tables 5, 34, 35). Schools in Mysore and Raichur districts also have reported that the monitoring support system also provides support to assessing the productivity of the incentives, although it is not the same with Mangalore district (table 36). In addition, the VEC and the SBC are also found to extend support in monitoring attendance of children/teacher, distribution of incentives with the exception of monitoring learning attainments and classroom pedagogical interaction in addition to monitoring out of school children in Mangalore district.

Academic support systems

Following the DPEP interventions, district, block and cluster level academic structures have been created to promote school quality. Whether these fledgling institutions have been able to effectively discharge their duties and whether they have sufficient powers and pelf, and how do schools respond to these structures have been issues of great concern. It is noticed that there appears to be a divided opinion so far as sufficiency of powers given to these institutions (table 37). However, in terms of facilities provided to these institutions excepting school complex in Mangalore district, they seem to be adequate enough in Mysore and Raichur (table 38). In Mangalore district, the BRCs and CRCs are just beginning to be operationalised and there appears to be some teething problems. The CRCs are conducting monthly meetings of teachers and are also conducting training through RPs of BRCs. However, the CRCs have not received any financial support towards traveling allowance for monitoring work and for other incidental expenses despite assurance from the BEO. There appears to be no conceptual clarity between the CRC and the School Complexes, the latter being in existence for over a decade. The CRC is yet to establish linkage with the BRC, VEC/SBC, and VPs. The CRCs are currently located in schools where the coordinator works. The CRC coordinator is found to be entrusted with administrative work which might affect his academic responsibilities.

It is noticed that CRCs have been receiving adequate support from the superior offices for discharging their duties (table 39). However, CRCs in Mangalore and to a considerable extent in Mysore, seem to be in role conflict with other institutions (table 40).

Teachers and Head teachers in general are found to be favorably disposed towards CRCs, although there are discordant notes suggesting powerlessness of the CRC coordinators in exercising administrative control over teachers during their supervision functions.

So far as DIETs at the district levels are concerned, their major preoccupations are concerned with pre-service and in-service training. They function as isolated institutions and seem to have very limited interaction with the other traditional structures. Only now they are beginning to follow up the impact of training at the school level, but in a very limited way.

Administrative guidelines for maintaining school quality

Schools as ultimate delivery point in the overall education organization structure in order to provide educational services of good quality, it is essential that these schools should have clear administrative guidelines as to what to do, when to do, and how to do. Such guidelines stipulate uniform performance criteria for measuring quality across different schools and different regions. At the same time they also help to promote accountability in the system.

General administrative guidelines are available for maintaining normal functioning of the schools in terms of school calendar, syllabus, text books, timings, working hours, duration, and number of periods, admissions, enrolment and promotion policies and procedures, attendance criteria for children, fee structure, evaluation procedure, number of tests and examinations, assignment etc,. Inter alia these guidelines also prescribe norms for teacher's performance in terms of punctuality, attendance, conduct of school and classroom activities, adherence to rules and regulations, maintenance of records and registers etc,.

A large majority of schools are found to engage in post school activities rather than pre-school activities (table 41). The most common activities under this include coaching for VII /SSLC examination, Sports and special coaching for SC/ST children. The evaluation format being issued by the department to monitor the learning attainments, although seem to be largely accepted by the schools, yet a few schools maintain that these formats are more time consuming and are very difficult to maintain (table 42). Anyway, as the use of formats are in the initial stages, the reactions of the schools need to be relooked into.

It is only recently after the introduction of national curricular guidelines for MLL that norms have been fixed for measuring the learning attainments of children in various classes and in various subjects at elementary stage. Incidentally these guidelines also fix up responsibility for teachers as to what competencies and skills have to be imparted to children while teaching different curricular subjects in different grades. Innovative pedagogical approaches such as child-centered and activity-centered learning, multi-grade teaching are being used particularly in DPEP districts. All these innovations are carried with a sole purpose of enhancing quality in primary

education thereby improving learning outcomes. The DPEP experiments, with funding support from the WB have no doubt metamorphosed the very academic environments of schools with enriched visual display of academic and pedagogic materials. The immediate impact of DPEP intervention is seen in terms of enhanced capacity building of schools and teachers followed by increased involvement of children in the classroom activities. However, challenges still remain in terms of achieving universal learning attainments and strengthening school-community bonds for promoting greater accountability. Renewed efforts and innovative strategies appear to be the need of the hour in this direction.

Lessons from H D Kote experiment

An important milestone in pedagogical innovations in teaching-learning and teacher training is the Heggadadevana Kote project, which has been creating waves for its Nali-Kali project launched in 1996. The project with the assistance of UNCEF basically aims at achieving universal enrolment and retention in class I-IV; improved achievement levels to ensure minimum levels of learning classes I-IV; and ensure teachers' commitment and involvement in the teaching learning process. The dual strategies identified by the project to achieve these include: *improved classroom interaction* through introduction of graded curriculum, which sets learning tasks along a continuum, individualized child centered and interactive curriculum, mastery of MLLs, improved teacher support system through constant monitoring and guidance and *improved teacher commitment and involvement* through development of teaching-learning materials through teacher participation, enhancing teacher creativity and competency, development of monitoring and evaluation documents to ensure accountability.

Some of the strengths of the Nali-Kali Project are participatory approach used in the development of teaching-learning materials, involvement of all educational functionaries in the methodology used and capacity building of CRCs, which form the backbone of the programme. The experiences of the HD Kote project also reveal certain gaps in the implementation of the programme in terms of creating mental barriers among teachers, overemphasis on the card system, lack of additional and varied materials for larger classes, individual monitoring system becoming complicated and cumbersome, etc,.

It is observed that there has been certain amount of uniformity and convergence in the pattern of the T-L materials used in the Nali-Kali schools, lack of scope for abstract and divergent learning among children, monitoring learning attainments of irregular pupils, teacher deployment arrangements within the schools like teacher trained in Nali-Kali being used for teaching higher primary classes and vice versa and marginalisation of administrative functions by the teachers in terms of maintenance of certain essential records and registers.

Linkage of administrative structures

One of the significant aspects of efficient management function is to maintain constant linkages – horizontally, vertically and laterally between all the structures engaged in management of education. On examination of the kinds of linkages that exist at the block and cluster levels, it is seen from chart 3, that the BEO maintains linkage with the DDPI, DIET, CRC/SC, VP, SBC/VEC, School and the teacher. However the conspicuous absence of lateral linkage between BEO and BRC is a

cause of concern as it could lead to lack of coordination for efficient management of school education. Similarly, his/her missing linkage with the child in the school is also a cause of concern so far as receiving feed back about the learning attainment levels in the schools are concerned.

The various purposes with which BEO's maintains linkage with the above structures are indicated in chart 4. It is noted that the BEO maintains linkage with the DDPI for administrative purpose, with the DIET and BRC for only relieving teachers for training, with the CRC/SC for both administrative purpose (for collection of statistics) and finical (release of C.G expenditure), with the VP, VEC/SBC for constitution of VEC, with the school for management functions, with the teacher for salary, service and pension related functions. In fact it is noticed that the BEO is also found to maintain administrative linkage with the ZP, DC, EO of TPS as well for administrative purpose. Similarly the BEO is found to maintain linkage with the TP for financial purpose in case of school building maintenance, repair, construction.

In regard to linkages maintained by the CRC, it is found to have linkage with BRC, BEO, DIET, DDPI, School, teacher and child and even the VP, VEC and other CRCs . However, in case of Mangalore district the SCs linkage with the DIET, DDPI, VP and VEC appears to be weak (chart 5). This could be due to the limited scope of the SCs as compared to that of CRCs. It is noticed that the CRC's linkage with the BEO exists for administrative purpose, with the child for giving model lessons, with the teachers for arranging tours, meeting, information dissemination etc,. Its upward linkage with the DDPI is restricted and its downward linkage with other structures like VEC, other CRC/SCs is found to be very limited. The latter is a cause of concern and needs to be strengthened for improving school efficiency.

Education officers at various levels

The enclosed organogram indicates the various education offices at different hierarchical levels involved in the management of school education. The kinds of powers these officers enjoy, the roles and responsibilities of these officers are already discussed. By and large, these officers appear to be satisfied with the powers delegated to them. However in the decentralized context, the financial powers relating to school education are being gradually devolved to the district and sub-district level local self-governments with administrative control still vesting with these officials. By and large, there seems to be harmonious relationship between the PRIs and the educational organizations at district and sub-district levels although there are conflicting moments of ego clash when certain important decisions relating to education are required to be taken. The demand for more powers relating to education by the grassroots local self governments, in particular by the VPs has already been discussed earlier.

It is noticed that the DDPI's major preoccupation is attending both prescheduled and unscheduled meetings of various nature, undertaking tours to supervise subordinate offices, attending to files, enquiries etc,.. The DDPI, in particular is left with no time to pay serious thought to academic improvement of school education. His communication with the schools, particularly the primary schools in the district appears to be limited. This often results in understanding various performance levels of schools in terms of MLL attainments in his district and initiating appropriate measures for enhancing academic efficiency of schools.

Apart from the undue workload, another significant gap /deficiency noticed is the lack of administrative/professional acumen needed for facilitating the qualitative reform process in education. An important reason for this is the lack of recurrent training in education management. The Management structure does not create scope for renewed training for the officers to be able to keep pace with the academic reform process. They undergo a limited on the job training during their probationery period which equips them with rudimentary administrative and professional skills relating to education.

In fact, with the creation of new innovative structures for achieving qualitative improvement in education, the officers of the traditional organizations require further training so as to avoid any kind of marginalisation. Otherwise, it is bound to create gaps between the professionals in the new structures and the administrators in the traditional structures as already noticed. The need of the hour seems to be bridging this gap for achieving maximum efficiency through recurrent management training to equip them for the emerging challenges facing school education. Besides, the continuous reforms, various interventions aimed at qualitative improvement in school education demand specialized management skills and capacities.

Differential Analysis of empirical data
[Note : This section has been added by the P.D. following discussant's comments]

All the problems and issues of educational management are not uniform across the State. There are regional variations in problems. Issues of management vary across school managements. The variance may not be always qualitative. It may be one of degree of incidence. As such the remedial measures for problems, reforms suggested for better educational management, intervention strategies proposed would also be at variance depending upon the region of location of the schools or the management of schools.

One of the significant problems in school management is that of teachers. Majority of teachers in Raichur and Mysore districts commute to the schools where they teach from other places. This is not the case with Mangalore district. In several cases of schools located in remote rural areas school timings are also staggered with the bus timings to the village. Transport facilities within the district are poor in Raichur district while the situation is quite good in Mangalore district. There are villages within Raichur district through which only one bus passes through in the morning and in the evening. If for certain reasons the teachers are not able to go to the school because of an emergency, the villages will not be knowing about it and children will have to be waiting in the school premises. This will not be the position in case of teachers who stay in the villages where they work. In Raichur district if teachers absent themselves the remaining teachers share the additional work load. All the three districts report that school work gets disturbed because of frequent deputation of teachers/teachers on leave/teachers absenting themselves.

Majority of school in all the three districts do not officially/in writing report to higher authorities, the BEO/EO/DDPI regarding the problems of their schools. The incidence of reporting is relatively high in Mangalore district. But such reporting is not felt to be of much value. Problems of schools may include teacher shortage, repairs to buildings and short supply/poor quality of supply of pedagogical equipments.

There is another important difference between management structures in Mangalore district as against Mysore and Raichur districts. The latter two districts are subjected to intensive care through the District Primary Education Project (DPEP). DPEP provides for technical support system to schools through a cascade model which comprises of a District Project Office, a Block Resource Centre and a large number of Cluster Resource Centres (cluster referring to a group of villages). Teachers meet regularly at the CRC and the CRC coordinator visits schools regularly. There is a continuos effort to improve classroom transactional processes, teacher quality and attainment of children. This process is yet to take-off in non-DPEP districts like Mangalore.

The implications at the State level of these inter-district and regional variations are too many. Though there is an apparent uniformity in district and sub-district level structures of education in the State, problems/issues/functions vary across the State, though not in terms of quality/nature/processes, at least in terms of degree/security. If out-of-school children is a problem in Hyderabad-Karnataka disstricts, attainment of students is a problem in coastal districts. Teacher shortage is not a problem in urban areas. In many urban regions, there is an observed overcrowding of teachers. VEC functions, efficiently or otherwise, in some regions whereas it is only on paper in other regions. It is difficult to get teachers qualified to teach Science and Mathematics in Hyderabad Karnataka districts/blocks who belong to that region. In bilingual and multilingual areas, supply of textbooks in different languages is a problem. This is very much true of border areas. In this way functional problems vary across regions. Structural adjustments are needed in the given structure to address diversity in problems and issues.

Issues related to private managements

[This section has been added by the P.D. following comments from the floor - World Bank representatives]

The problems and issues of management of schools also varies with the types of management of educational institutions. The mix of government, private aided, private unaided schools varies across districts/regions of the State. The degree of private participation also varies across levels of education. In addition to such variations, Bangalore City maintains a large number of Corporation schools. Participation of Corporation in education is more at the high school level and very less/insignificant at the lower primary level.

Total Schools in the State - 57810

	Govt. %	PA %	PUA %	TOTAL
Higher Primary Schools	20978 (93.10)	247 (1.10)	1308 (5.80)	22533
Lower Primary Schools	21381 (78.86)	2187 (8.04)	355 (13.09)	27113
High Schools	2667 (32.66)	254 (31.12)	2956 (36.20)	8164
TOTAL	45026 (77.88)	4969 (8.59)	7815 (13.52)	57810

It is observed that private participation in organisation and management of education increases with increasing levels of education. Likewise, the share of

unaided institutions also increases within the private sector. As such there is a need for differential policies in regard to level-wise management of education. While 'control' can be the policy at lower levels, 'regulation' should be the policy at high school level. 'Regulation' should be such as not to sap private initiatives but be able to be facilitative, encouraging and promoting it. There is a need for decentralised structures in educational management which allow sufficient space for the private sector to participate. Opening of new schools, fixation of fees for those who are able to pay (for others/deprived sections government shall pay), design of curriculum and production of textbooks, personnel policies, evaluation and examination techniques and organisation, norms for and implementation of standards and quality in school education are all areas where private voice should have space. Space for private enterprise in educational management should be provided within the framework of Zilla Panchayath/Education Department management structures.

There is an expectation that in future quality of life/purchasing capacities of people will go up in society with rising opportunities for employment and incomes. With the rise in incomes, a process of 'embourgeoisement' will also set in motion [see Ivor Morrish : "Sociology of Education", Unwin Books, London, 1976, for an elaborate discussion of this concept]. One of the characteristic features of this process is a love of 'English' as a language of instruction and as a medium of instruction among the rural masses. This is reflected in gradual and steady increases in number of private schools in rural areas. This phenomenon has affected the strength/enrolment of schools at primary level in rural areas. Many lower primary schools are receiving less than 20 students strength and becoming economically unviable. The poorest of the poor for whom it has not been possible to benefit from the overall development of society are not able to send their children to private/self-financing schools and they face pressures/threats of closure of existing schools. This is an important issue in organisation and management of government Vs private primary schools in rural areas.

Corporation schools are few in numbers as compared to the total schools in the State. They have a different management structure though they use State textbooks. Children of poorer strata of society in urban areas (Bangalore City) attend such schools. Their standards are quite poor, poorer than government rural schools. A crude indicator is that Corporation secondary schools record the lowest pass percentage in SSLC examination. As of now there are no formal structures which bridge the Corporation schools with the Department of Education. The status and progress of Corporation schools in regard to their number, enrolment, drop-outs, teachers and examinations performance do not figure anywhere in the annual reports or other documents of the education department. Several interventions are made in school education in the Department of Public Instruction either through the DPEP or otherwise for quality improvement. The lessons emerging from such interventions and the improvements therein hardly touch the Corporation schools. This is an issue that merits serious attention of those who are interested in Basic Education of the urban poor as well as their secondary education which is a ladder for their social mobility.

Aided private high/higher primary schools in that order occupy much of the time of educational administrators of the Department of Public Instruction. Some of them are quite good, enjoy a high reputation, organise and conduct several co-curricular, inter-school activities, expect the administrators to grace the functions and the administrators find it exciting, useful and status-friendly to associate themselves with

such high status aided schools. To this extent, their time and attention to government schools gets reduced.

Unaided/self-financing schools are the most neglected in educational management of the State. 'Recognition' is the only function for which they depend upon the government. Management of such schools is purely and squarely left to the mercy and wisdom of the private managements. Some of them are doing exceedingly well and lie on top of the ladder of examination performance in the State. They also function with a high level of 'efficiency', as their unit costs are quite low. Their 'efficiency' may be viewed by a cynic as 'exploitation of teachers.' They pay very less salary and get lot of work. It is also possible that they violate norms of the government set for government and aided schools in regard to student-teacher ratios, teacher qualifications, reservation for deprived strata in admissions/recruitments, appointments/suspensions/dismissals of teachers or other staff, service and retirement benefits, etc;. Their strength and excellence lies in preparing students well for a competitive society and ensuring their admissions to +2 colleges who carry on this tradition and ensure admissions to professional, high profile courses. There are several schools where teachers are not certified (TCH/B.Ed.) to teach. Managements do not care. Education becomes examination oriented and moneymaking rather than enlightenment oriented and man-making. The lobby for private unaided management in civil society is very strong even though the education service that they offer is highly expensive. They want government to emulate these private self-financing schools. The questions often raised are: what is wrong with government schools? If the unaided schools can deliver goods with such high levels of efficiency wherein they can extract so much of work from their teachers even after paying so less, is it not possible for the government to get comparable results from its teachers/schools who are paid 4 to 5 times higher salary along with all other in-service and retirement benefits. Why is the government lax in its administration? For a general, well placed urban observer, these questions appear to be significant and appealing. Facts of the case are ignored. Unaided schools are mostly in urban areas. Many of the teachers are women from well-to-do homes who find it both financially and mentally (pastime) rewarding to accept jobs for a low salary from schools which are near their homes. There is also no insistence on certification though by coincidence some of them may be certified (TCH/BEd). What is expected of them is proficiency in communication/English. Further, children who enrol in these schools are from families of educated parents who also work with the children on tasks of the school. There are many self-financing schools who deny admission to kids whose both parents are not graduates. How can they be compared with 'poor' government schools? The word 'poor' is used here in a figurative sense as children of poor parents and first generation learners attend government schools. For the teachers who serve such children it is a challenging job. They do not get family support. Teachers of government schools belong to all lower strata of society. Teaching is also a means of livelihood for them. It is not a pastime. The lobby for private self-financing schools forgets or ignores all these hard facts of life. They do not allow the government to wield its disciplinary scepter harshly on these schools. They silence the critics who call for regulation of self-financing schools by government by naming such regulations as 'draconian' and scare the government of public protests. The public they refer to also is the politically/economically strong section some of whom run such institutions. Evil reproduces evil.

Why should we grudge payment of life-supporting, adequate salaries to teachers of government schools who come from lower strata of society and serve

generations of poorer strata of society. They promote justice in society. Rather what is required is regulation of unruly, exploitative, commercialised, self-financing schools. At least, there can be impositions on standards of schooling such as certification of teachers to teach (NST/TCH/BEd.). They should be subjected to the same rigours of inspection and supervision as is expected for the government aided/schools. It is another matter as to who should do the inspection/supervision. It can be a participative responsibility wherein there can be space for the management of self-financing schools.

Management of Education - A Summative Field - View

Insights from the empirical component of the study need to be received with caution. As it is true with any field survey, the findings are based on reported data. There are very limited ways to cross-check the validity of received data. Either due to ignorance of the problems or due to a non-chalant attitude the respondents may submit reports about processes which do not match with results. For instance, only 5.3 per cent of schools in the educationally backward Raichur district report that there are out of school children while 60.5 per cent of schools in the educationally advanced Mangalore district report that there are out-of -school children. In the State as a whole there are more than 25 per cent out-of-school (non-enrolled and drop-outs) children. Hence, data from Raichur district schools cannot be received on face value. Ignorance about out-of-school children, insensitivity to this problem or eagerness to give a boosted image of their school may be the reasons for the report. Whatever may be the reasons, the reports cannot be accepted by a researcher without cross-checks. Qualitative analysis/discussion in Chapter IV will also address the problems discussed in Chapter III based on individual interviews/focussed group discussions. Empirical data collected for the study will be viewed from a holistic perspective of survey data and field level interviews in Chapter IV.

Personnel Problems

There is a problem of teacher-shortage in all the three districts. The problems will be more where the proportion of private aided schools is more as the priority of the government will be to first take care of government schools and then attend to private schools. Many sanctioned posts in aided schools will not be filled up when existing teachers retire. This is the problem faced in Mangalore District where private schools are in larger proportion in contrast to Raichur district where schooling is by and large a show of the government sector. However, in all the three districts school management is affected by frequent deputation of teachers for training and other errand jobs. 150 teachers from 354 schools across all the districts were on deputation/long leave. Decisions for redeployment powers which are vested with the BEO are not taken immediately and only a small percentage of schools get substitutes. Work required of them (teaching, managing children's time) is simply left undone/ignored. There is a euphemistic expression for such an arrangement called 'let off'. Responsibility is 'let off' and children are happy. This is a management of convenience.

One of the solutions for this problem is discussed in Chapter IV. There is a proposal for maintaining a pool of substitute teachers for the needy schools by the block educational management and supply it to SDMC/VEC for hiring teachers from the pool.

Another important problem (in the area of personnel) on surface is the residential status of teachers. It is significant to discover that 3 out of 4 teachers In Mysore District and 4 out of 5 teachers in Raichur District cannot identify with the school/community in which they work as they are daily commuters to the school. In Mangalore district, the incidence is limited to only 1 out of 4 teachers. In educationally backward districts, perhaps the school timings are staggered with the bus timings for the village. School becomes a government office and professionalism is lost among teachers. Solution to this problem (teachers' residential status) is beyond the science and art of personnel management.

Inputs Supply

Schools in Mangalore have reported that they have problems of deficiency in physical equipments and teaching-learning materials. Schools in Mangalore perform well, feel the need for equipments/materials for good performance and express the problems. In Raichur and Mysore districts, the problems of low level of inputs supply is not reported and performance is also poor. There is a Hindi proverb: when flute (a wind-pipe musical instrument) is broken, you do not expect flute-music and eventually the love of music will also wane away*. In Mangalore, communities love the music and hence report about and demand good/working instruments. Raichur and Mysore Districts do not either produce good music or feel the need for good/adequate instruments. In contrast, the Mysore district schools report on deficient supply of incentives. Incentives are benefits which directly go to children/parents and schools cannot simply ward off pressure from parents. Hence, they report on deficient supply of incentives. However, the communication for upward feedback from schools regarding deficient supply is far better in Mangalore than in Mysore. Some of the Mangalore district schools which do not communicate to the decision-making higher authorities regarding deficient supply of inputs explain their behaviour in terms of their eroded faith in the responsiveness of the higher levels of administration. Hence, there is a need for a fool-proof, transparent communication and decision-making system for adequate, timely and quality supply of inputs. Proposals are discussed in Chapter IV.

Infrastructure Facilities

Efforts of the school for mobilisation of resources from the community is very poor in Raichur District. Upward communication to higher officers is also very poor. In fact, the educational administration has little powers and responsibilities for planning and management of buildings/toilets/classrooms/play ground etc;. The ZP/TPS/VP have a role to play. The DOE will only assess and report on the needs. They have no control over timely and quality construction of buildings. The way out is discussed in Chapter IV.

Adequacy of Powers - VPs, VECs, CRCs, BRCs:

In Mysore and Mangalore Districts the VPs report that their powers are not adequate to supervise the schools. This is true in case of VECs in these two districts to some extent. This is not the case with Raichur district. The impression one gets is that lower is the performance of a district, higher is its satisfaction with the existing system, its structure and processes. Mysore and Raichur districts feel that supervision

* Na Rahega Baans, Na Bajegi Baansuri

support for monitoring attendance of children is adequate and their performance is poor while in Mangalore there is dissatisfaction. The CRCs and BRCs feel that they have inadequate powers and controls over the system, the teachers, which is enjoyed by the BEO and ECs. It is necessary to build awareness regarding the scope of their functions, powers and authority required to carry out specified functions and limitations in an environment which require interpersonal dependence. This can be built through capacity-building, awareness-building exercises among the functionaries. There is no need to be disheartened regarding insufficiencies in functioning of VECs/VPs/SDMCs as this is a part of the growth and development process towards grassroots democracies as revealed by a review of global experiences in Chapter VI.

The Chapters on Qualitative Analysis and Global Review of Developments in management of schooling processes will address and clarify on many of the issues that have surfaced in this chapter.

TABLES for CHAPTER III

Table 1

Out of school children reported in schools

Districts	No. of schools reporting out of school children	Total No. of schools Covered
Mangalore	26 (60.5)	43
Mysore	64 (52.5)	122
Raichur	10 (5.3)	189

Table 2

Whether schools maintain records relating to out of school children

District	No. of schools maintaining out of school records	Total no. of schools covered
Mangalore	11(25.6)	43
Mysore	69 (56.6)	122
Raichur	180(95.2)	189

Table 3

Whether schools monitor out of school children

District	No. of schools Monitoring	Total no. of schools covered
Mangalore	36(83.7)	43
Mysore	81(66.4)	122
Raichur	175(92.6)	189

Table 4

Whether schools initiate action against out of school children

District	No. of schools initiating action	Total no. of schools covered
Mangalore	5(11.6)	43
Mysore	78 (63.9)	122
Raichur	172(91.0)	189

Table 5

Whether schools receive adequate monitoring support from the management structures

District	No. of schools reporting in affirmative	Total no. of schools covered
Mangalore	7 (16.3)	43
Mysore	70(57.4)	122
Raichur	145(76.7)	189

Table 6

Teachers' position in schools

District	Sanctioned	In Position	Difference
Mangalore	401	328	73 (18.2)
Mysore	783	709	74 (9.5)
Raichur	1091	1029	25 (2.3)

Table 7

Teachers' position in Mangalore district (less numbers against the sanctioned number of teachers)

Block	Full	Less1 tr	Less2 tr	Less3 tr	Less4 tr	Less5 tr
Puttur	1	1	1	1	-	2*
Bantwal	1	3	1	-	-	1
Belthangadi	-	@1+2	-	2	1	-
Sulya	5	1	-	-	-	-
Moodabidri	4	1@	-	-	1	-
M'lore Urban	-	4	3	-	-	-
M'lore Rural	-	3	2	-	1	-
Total	11	16	7	3	3	3

* HS/Jr. College
@ Two-teacher School

Table 8

Purpose for which teachers are deputed during academic term (as reported by schools in Mangalore district; n=43)

Purpose of deputation	Nos
Training	6
Children' census enumeration	35
Election	35
Examination	24
Population census	22
Health Camps	12
Others*	25
NR/NA	3

* Others include cattle census (8), scouts & guides (1), sports & games (1), as resource persons for training & workshops (2), to other schools (3), for inspection of records and registers as well as supervision of incentive distribution for children in primary schools (2), special functions in local education institutions (1), Samudayadatta Shaale (1), on request from others (1).

Table 9

Whether schoolwork gets disturbed due to frequent deputation of teachers

District	No. of schools reporting in affirmative	Total no. of schools covered
Mangalore	37(86.0)	43
Mysore	75(61.5)	122
Raichur	148(78.3)	189

Table 10
Number of teachers on deputation/ long leave during the previous year

District	No. of teachers on deputation	No. of teachers on long leave	Total no. of schools covered
Mangalore	57	19	43
Mysore	17	23	122
Raichur	32	2	189
Total	106	44	354

Table 11

How do schools manage absentee teachers' work?

Managing school work	Mangalore	Mysore	Raichur
By getting substitute teacher	14 (32.6)	17(13.9)	103(54.4)
By allocating additional work to existing teacher	22(51.2)	53(43.4)	167(88.4)
Any other	12	10	23

Note: Question provided for multiple responses. Hence, totals do not tally with total no. of schools in the sample.

Table 12

How soon is decision regarding teacher replacement taken?

Districts	Immediate	Not immediate	NR	Total
Mangalore	22 (51.2)	15(34.8)	6	43
Mysore	46 (37.7)	9	-	122
Raichur	31 (16.4)	133(70.4)	-	189

Table 13
Who takes decision regarding teacher replacement?

Districts	HT	VEC/SBC	BEO	DDPI	CPI	NR	Total
Mangalore	7	13	12 (27.9)	6	1	8	43
Mysore	-	-	83(68.0)	2	-	37	122
Raichur	-	-	169(89.4)	1	-	19	189

Table 14
Schools by residential status of teachers

	Mangalore	Mysore	Raichur	Total
All locally residing teachers	10(23.3)	-	-	10
More number of locally residing teachers	13(30.2)	30(24.6)	34(17.9)	77
More number of teachers commuting from outside	11(25.6)	92(75.4)	155(82.0)	258 (72.8)
Equal number of teachers from local & outside	2	-	-	2
All teachers commuting from outside	6	-	-	6
NR	1	-	-	1
Total	43	122	189	354

Table 15

Number of schools experiencing deficient* supply of physical equipment and pedagogical materials

District	Nos	Total
Mangalore	25 (58.1)	43
Mysore	32(26.2)	122
Raichur	36(19.0)	189

(*Deficiency includes delayed, inadequate and poor quality of materials supplied)

Table 16
Number of schools experiencing deficient supply of incentives

District	Nos	Total
Mangalore	10 (23.3)	43
Mysore	31 (25.4)	122
Raichur	20(10.6)	189

Table 17

Number of schools reporting to higher offices about deficient supply

District	Nos.	Total
Mangalore	18(41.9)	43
Mysore	10(8.1)	122
Raichur	12(6.3)	189

CHART 1

Schools reporting to various higher offices about deficiencies/problems according to purpose (Mangalore District)

Sl. No -		VP	TP	ZP	BEO	DDPI	CPI	PWD	SWD	WCW	LAB-OUR	BC	SC/ ST	OTHERS MLA MP
1	Reporting about out of school children				✔									
2	Deficiency in physical equipment supply		✔		✔	✔								
3	Deficiency in pedagogic material supply				✔	✔								
4	Deficiency in Incentives				✔	✔			✔	✔	✔	✔	✔	
5	Delay in Incentives				✔	✔			✔	✔	✔	✔	✔	
6	Irregular students				✔	✔								
7	Dropouts				✔	✔								
8	Low achievers				✔	✔								
9	Building maintenance/ repair	✔	✔	✔	✔	✔		✔						✔
10	Replenishing Consumables	✔			✔	✔								
11	Deficiency in furniture supply	✔			✔	✔								
12	Deficiency in teaching aids supply				✔	✔								
13	Scholarships				✔	✔			✔	✔	✔	✔	✔	
14	Textbooks shortage/delay				✔	✔								
15	Handbook (tr's) shortage/delay				✔	✔								
16	Proforma/ Formats (TC/Evaluation)				✔	✔								

Chart 2

Reasons advanced by Head Teacher/Principals for not reporting to higher offices in case of problems or deficient supplies of materials (Mangalore)

We keep asking over & over again until we get it (3)

We have to keep commuting up & down several times (2)

There is no use despite repeated reporting to the higher ups (17)

There is no other alternative left but to accept whatever is given to us (2)

Very slow response by the department (3)

We have no powers either to reject poor quality of supplies or take any action against it(17)

No replacement done in spite of asking(2)

No courage to reject (1)

Cannot reject/return because already noted in the official record (2)

The department will ask us back to mobilize from the SBC (2)

Table 18
Head Teacher's power to deal with irregular/dropout and low achievers

Districts	Yes	No	NR/	Total
Mangalore	24 (55.8)	7	12	43
Mysore	94(77.0)	5	17	122
Raichur	123(65.0)	7	69	189

Table 19
Head Teacher's Power to address personnel problems

Districts	Yes*	No	NR/	Total
Mangalore	5	29 (67.44)	10	43
Mysore	11	68(55.7)	43	122
Raichur	10	128(67.7)	51	189

Table 20
Head Teacher 's power to utilize the income collected in the school

Districts	Yes*	No	NR	Total
Mangalore	36(83.7)	3	4	43
Mysore	78(63.9)	-	44	122
Raichur	154(81.5)	-	35	189

* within the limits specified

Table 21

Head Teacher's strategy for initiating action against poor maintenance of the building

	Mangalore	Mysore	Raichur
Discussion at Staff Meetings	18 (41.9)	33 (27.0)	19 (10.0)
Discussion at VEC/SBC meeting	27 (62.8)	48 (39.3)	67 (35.4)
Mobilising resources from community VP/ZP	18 (41.9)	33 (27.0)	6 (0.03)
Reporting to higher offices	19 (44.2)	56 (45.9)	7 (0.03)
Total	43	122	189

Note: Totals do not tally due to multiple responses

Table 22

Head Teacher 's power to take decision about operational costs

Districts	Yes*	No	NR	Total
Mangalore	17(39.5)**	24(55.6)	2	43
Mysore	81(66.3)	7	34	122
Raichur	53(28.0)	75(39.6)	61	189

* within the limits specified
** with the approval of the SBC.

Table 23

Response of VPs with regard to decision powers relating to education

District	Sufficient	Insufficient	NR/DK	Total No. of VPs covered
Mangalore	3 (14.9)	17(80.9)	1	21
Mysore	7 (41.2)	10(58.8)	-	17
Raichur	42 (85.7)	7(14.3)	-	49

Table 24

Does education figure in the VP meeting agenda?

	Yes	No	NR	Total
Mangalore	11 (52.4)	8	2	21
Mysore	-	17	-	17
Raichur	-	49	-	49

Table 25

Inflow/Outflow of information relating to education in VPs

	Yes	No	NR	Total
Mangalore	12(57.1)	-	-	21
Mysore	3(17.6)	-	-	17
Raichur	6(12.2)	-	-	49

Table 26

No. of VPs identifying critical areas for improvement of Primary Education

Districts	No.of VP's	Total VPs covered
Mangalore	14(66.6)	21
Mysore	17	17
Raichur	41(83.7)	49

Table 27

Whether powers of VECs/SBCs sufficient to carry out expected functions?

	Yes	No	NR	Total VECs covered
Mangalore	14 (35.8)	24	1	39
Mysore	48(68.6)	11	-	70
Raichur	46(93.8)	3	-	49

Table 28

No. of VECs/SBCs experiencing obstacles to exercise powers efficiently

Districts	No.of VECs experiencing obstacles	No. of VECs covered
Mangalore	18 (46.2)	39
Mysore	45 (64.2)	70
Raichur	49 (100.0)	49

Table 29

Whether VECs Contribute towards reducing teacher absenteeism/late coming

District	Yes	No	NA/NR	Total
Mangalore	11(28.2)	3	25	39
Mysore	48(68.6)	3	8	70
Raichur	37(75.5)	2	10	49

Table 30

Whether VECs Contribute towards improvement in enrolment and attendance of children

District	Yes	No	NA/NR	Total
Mangalore	30(76.9)	5	4	39
Mysore	45(64.3)	15	10	70
Raichur	27(55.1)	13	9	49

Table 31

Whether VECs Contribute towards increasing physical facilities & academic equipment

District	Yes	No	NA/NR	Total
Mangalore	31(79.5)	6	2	39
Mysore	39(55.7)	21	10	70
Raichur	30(61.2)	11	8	49

Table 32

Source of external monitoring support for out of school children

District	Mangalore	Mysore	Raichur
VEC/SBC	11	13	-
VP	1	-	4
CRC	-	28	171
All the above	-	40	2
Others*	5		

*** Samudayadatta shaale functionaries**

Table 33
Adequacy of monitoring support for Incentive delivery

District	Yes	No	NR/NA	Total
Mangalore	43	-	-	43
Mysore	107	-	5	112
Raichur	187	-	2	189

Table 34
Adequacy of supervision support for monitoring attendance of children

District	Yes	No	NR/NA	Total
Mangalore	25 (58.1)	7	11	43
Mysore	90 (80.4)	6	16	112
Raichur	169 (89.4)	1	9	189

Table 35
Whether Productivity of Incentives assessed

District	Yes	No	NR/NA	Total
Mangalore	7	32	4	43
Mysore	103	8	1	112
Raichur	171	18	-	189

Table 36
Powers sufficient as reported by BRC & CRC

District	Mangalore	Mysore +	Raichur
BRC	NA	5 (8)	
CRC	NA	40 (85)	8 (17)
SC	4 (16)	NA	NA

Figures in brackets are the total numbers

Table 37
BRC/CRC/SC reporting in affirmative with regard to adequacy of facilities

District	Mangalore	Mysore +	Raichur
BRC	NA	8 (8)	
CRC	NA	74 (85)	13 (17)
SC	2 (16)	NA	NA

Table 38
Whether CRC/SC receives support from Superior Offices

District	Yes	No	NR	Total
Mangalore	14 (87.5)	-	2	16
Mysore	79 (92.9)	-	-	85
Raichur	13 (76.5)	-	-	17

Table 39
Whether CRC has role conflict with other institutions

District	Yes	No	NR	Total
Mangalore	15 (93.7)	-	1	16
Mysore	45 (52.9)	-	-	85
Raichur		16 (94.1)	1	17

Table 40
Pre-School & Post-School activities

	Pre-School*				Post-School**			
District	Yes	No	NR	Total	Yes	No	NR	Total
Mangalore	36	7	-	43	30	31	-	43
Mysore	3	119	-	122	119	3	-	122
Raichur	189	-	-	189	189	-	-	189

Prayer/Assembly
Tidying and Cleaning
Study
Drill/P.T
Shramadam
Special Classes
Cultural/Moral/SUPW
NCC, Science Clubs
Yoga/Spiritual
Coaching for low achievers
Water arrangement

** Attend Madrasahs
Coaching for VII std.
Study hours
Gardening
Dance training
Special Classes
P.T./Drawing/SUPW
Assembly
SSLC Coaching
Music
Special Coaching for SC/ST
Guidance/Tutorial
Sports
Scouts/Guides/Bulbul

Table 41
Reactions of Schools on the Evaluation Format issued by the department

District	Mangalore	Mysore	Raichur
Simple	14	74	172
Complex	2	13	26
Adequate	14	74	172
Inadequate	2	13	26
Less time consuming	5	74	172
More time consuming	11	13	26

Chart 3 Linkage of BEO with other Offices/individuals

Offices	Mangalore	Mysore + Raichur
DIET	Yes	Yes
DPO	NA	Yes
DDPI	Yes	Yes
CRC/SC	Yes	Yes
VP	Yes	Yes
SBC/VEC	Yes	Yes
School	Yes	Yes
Teacher	Yes	Yes
Child	Yes	No
BRC	NA	No

Chart 4
Purpose of BEO's Linkage with other organisational structures

Administrative	Financial	Training
DDPI ZP DC CRC/SC AC	DDPI TP CRC	DIET BRC

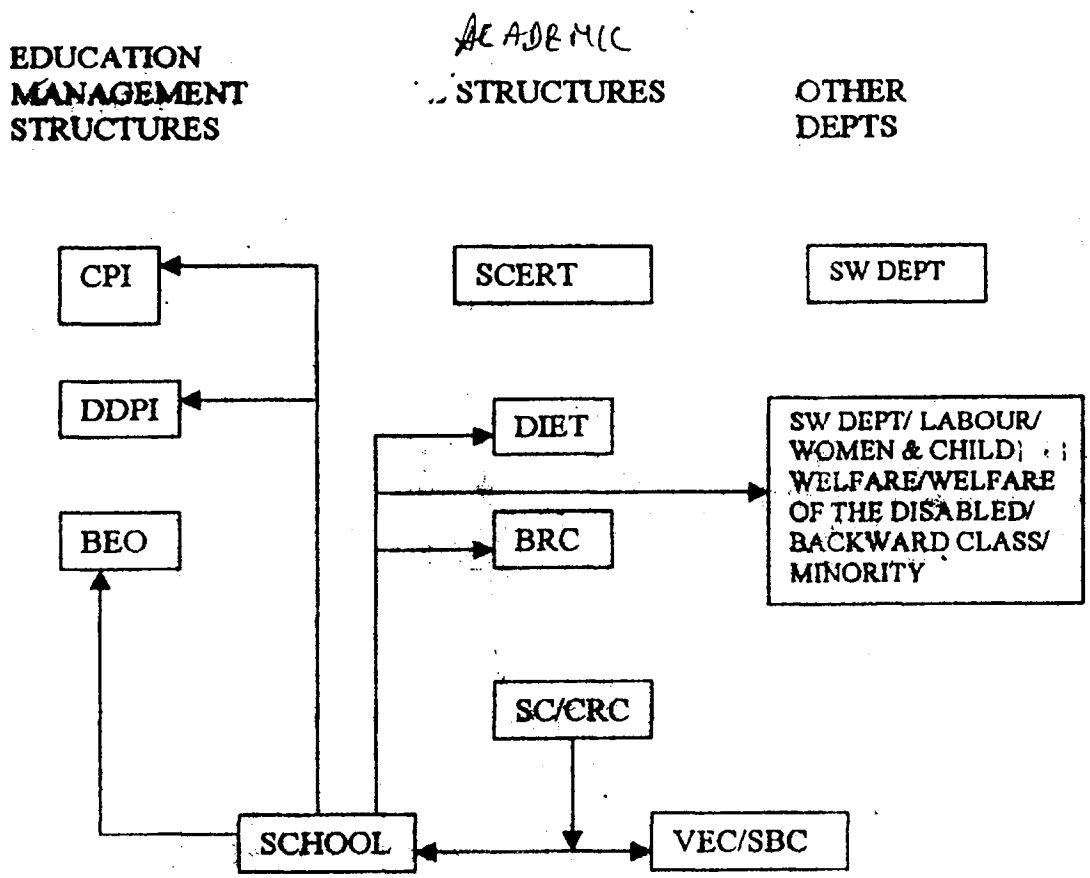

CHART I

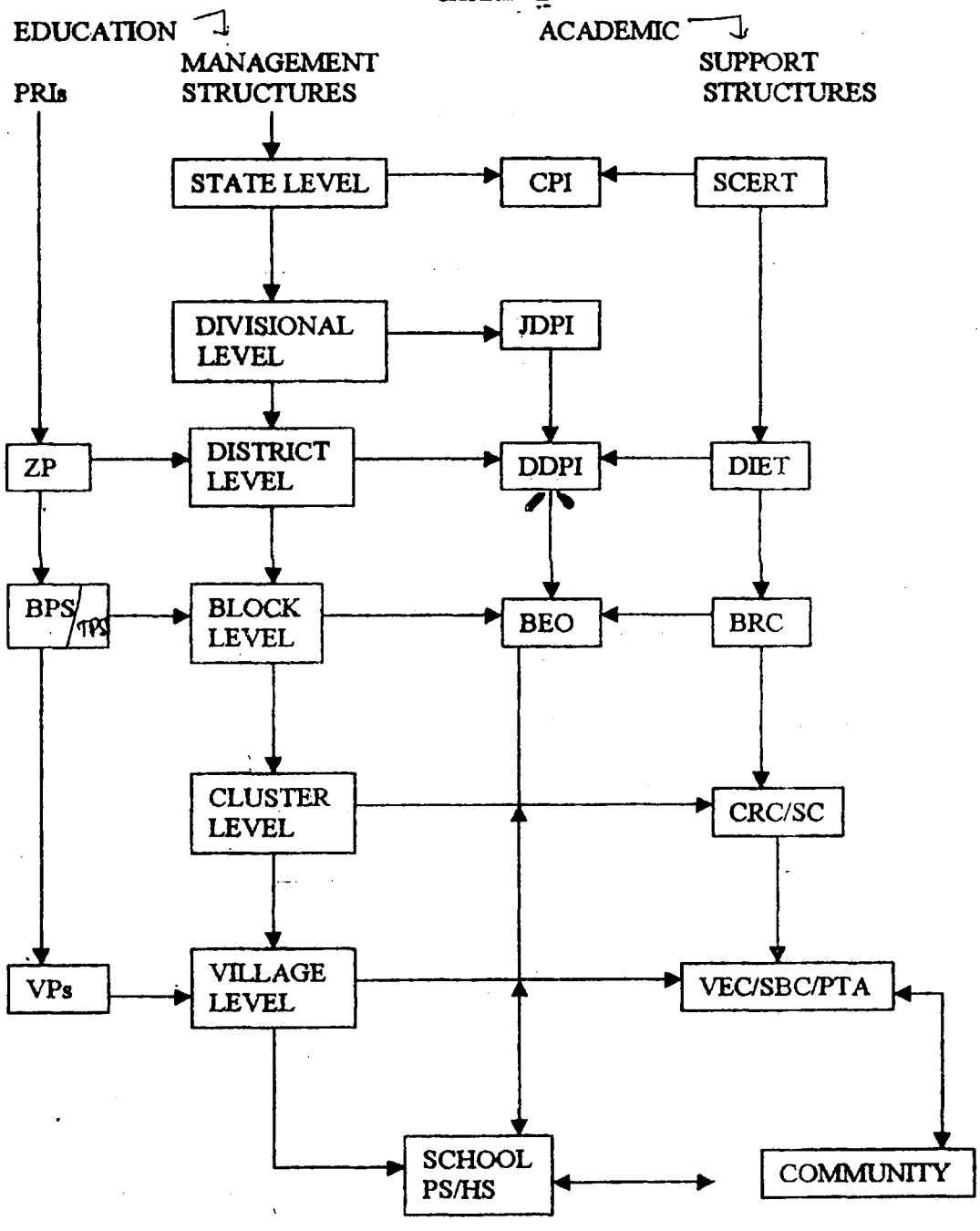
EDUCATION
MANAGEMENT
STRUCTURES
ACADEMIC
SUPPORT
STRUCTURES
PRIs
STATE LEVEL
CPI
SCERT
DIVISIONAL LEVEL
JDPI
ZP
DISTRICT LEVEL
DDPI
DIET
BPS
BLOCK LEVEL
BEO
BRC
CLUSTER LEVEL
CRC/SC
VPs
VILLAGE LEVEL
VEC/SBC/PTA
SCHOOL PS/HS
COMMUNITY

Chart 5
Linkage of SC/CRC with

	Mangalore (16)	Mysore (85)	Raichur (17)
BRC	NA	YES (50%)	YES
BEO*	YES	YES " "	YES
DIET	NO	YES " "	YES
DDPI@	NO	YES " "	YES
DPO	NA	YES " "	YES
VP	NO	YES " "	YES
VEC+	NO	YES " "	YES
School	YES	YES " "	YES
Teacher***	YES	YES " "	YES
Child**	YES	YES " "	YES
Other SC#	YES	YES " "	NA
Other CRC#	NA	YES " "	NO

* for administrative matters
** for giving model/demonstration lesson
*** for assessing trs' tour; meeting; info. Dissemination
@ sometimes only
\+ only in negligible case
\# yes in the recently held CRC meeting

Annexure

Scholarship Schemes meant for Primary & Secondary School Children

1. Rural girl child (Merit) Rs.250/- p.m
2. Merit scholarship for SC/ST given from S.W.dept.
3. Scholarship for children whose parents are in the Beedi Industry (given by labour dept.) (Rs.450/p.a)
4. Attendance scholarship scheme for girls given by Women & Children Welfare Dept.
5. Scholarship for physically handicapped given by Dept. of Welfare of the Disabled.
6. Scholarship given by Backward Class Directorate.

CHAPTER IV

POWERS AND FUNCTIONS OF OFFICERS AT VARIOUS LEVELS

CONCEPTS

'Power' has many connotations. Control over resources, that is in mobilisation, allocation and utilisation of resources; opportunity to take decisions; opportunity to influence other's behaviours; control over the environment in which one works; scope to order priorities in the working environment are all illustrative of the meanings of power. Power in its generic sense is always associated with responsibilities and functions. Functions are identified in relation to the realisation of the goals of an organisation. In case of school education the goals are universalisation of access, enrolment, retention and attainment of children at the primary level. Values of equity and efficiency characterise the goals of access, enrolment and retention while the values of standards and quality get additional emphasis in regard to attainments. Attainments should not be normally confined to school subjects/scholastic areas. A wholesome, integrated, balanced development of personality of children is integral to the concept of attainments. Apart from scholastic abilities, development includes physical, social, emotional and other cognitive and affective dimensions of a personality. Powers are vested with the functionaries for all these functions. There is a distribution of powers and functions at 4 levels of the department of public instruction who constitute the authority structures. Authority is vested with power for carrying/performing responsibilities/functions. There is a formal authority structure in the department from State to District to Block to school/village level. For instance, day-to-day running of a school is the responsibility/function of a head teacher. S/he is the authority at the school level. Powers are attributed to the head teacher for the purpose. Distribution of work among teachers across standards and sections of the school is a power vested in the authority of the head teacher. Apart from a formal authority, the person of the head teacher, his/her leadership qualities, his/her managerial style may incorporate a charisma, which lend weight to his/her formal authority. In the absence of a charismatic personality in a head teacher authority/power structures may not always deliver goods/services. Managerial style itself may need to be formalised. Communication and decision-making processes may need to be formalised. For instance, schoolwork may be organised and monitored through participative processes with the involvement of all stakeholders. An interactive process of working styles across given structures of power and authority for realisation of specified/expected functions is referred to as the management set-up. Management set-up of the education sector in Karnataka State will be examined/reviewed in this study at State, District, Block, School/Village levels of authority in six functional areas viz;

I Personnel, II Inputs, III Infrastructure Development, IV Learner Attainments, V Quality, and VI Promotion of private enterprise. The following processes of management will be examined in regard to the functional areas: communication patterns, decision-making processes and accountability in the system.

The following chart identifies the personnel at various levels of the system

Level	Personnel	Recruitment	Primary Functions
A School/Village	Teachers		
	Primary: Lower,	Direct/Computerised	Teaching
	Higher	(a) Direct/(b) Promotion	Teaching
	High Schools	(a) Direct/(b) Promotion	Teaching
	Higher S^{y} Schools		
	Head Teachers		School Management
	Primary Schools	Senior most teacher	School Management
	Lower	Seniority, Promotion	School Management
	Higher	(a) Direct JDPI/ Promotion	School Management
	High Schools	Seniority, Promotion	School Management
	Higher Secondary Schools		
B Block Level	Education Coordinators	(a) Direct / (b) Selection	Monitoring
	Cluster Resource Coordinators	Selection, DPEP	Facilitation
		Selection, DPEP	Academic Monitoring
	Block Resource Coordinators	Contract/Selection/DPEP	Academic Guidance,
	Project Officer/APO	(a) Direct KPSC/(b) Promotion	direction
	Block Education Officer		Facilitation
			Control, Direction
C District Level	Subject Inspectors of School	Seniority, Selection	Facilitation
	Educational Officers	Seniority, Selection	Inspection
	Lecturers of DIET	Seniority, Selection	Training
	Principal of DIET	Seniority, Selection	Training
	DDPI	Seniority, Selection	Control, Direction
Division Level	JDPIs	Seniority, Promotion	Facilitation
State Level	JDPIs	Seniority, Promotion	Facilitation
	DDPIs	Seniority, Promotion	Support Services
	ADPIs	Seniority, Promotion	Support Services
State Level	DPIs	Promotion, Seniority,	Control, Direction,
State Level	CPI	DPAR	Facilitation
	State Project Director,	Senior Civil Service	Control, Direction,
	DPEP	Senior Civil Service	Inspection
			Facilitation Academic Support System

Note: Non official agencies:

1. SDMC, VEC, SBC,VP at village level, school complexes at cluster level also provide monitoring and support services.
2. Non-Teaching staff is not included here.

I A Personnel of the department

Among all categories of personnel, teachers constitute the largest single category of personnel. Recruitment of all categories of staff and specifically the teachers operates under a supply-demand calculus. Demand for teachers is a cultural trait of a community of people which characterises their habits and attitudes towards education and schooling. By and large, it is the Village Panchayaths which articulate the demand for teachers for the villages in their jurisdiction before the Block Education Officer. The BEO consolidates the demand after taking into account the norms for supply of teachers as per an accepted teacher-pupil ratio (say 1:20) in multi-grade schools and teacher pupil ratio (say 1:40) in large schools. The demand is placed before the Zilla Panchayath through the DDPI. Applicants are shortlisted on the basis of their X standard performance and recruitment test results. A pre-service 2 years training is a minimum eligibility qualification for the post. Using a computerised process, they are recruited at the District level depending upon the vacancies already identified by the Department.

I A1 Teacher Shortages

As of now, keeping a minimum norm of 2 teachers for I to IV standards school and 3 teachers for I to V standard schools and 4 teachers for I to VII standard school, there is no shortage of teachers at the aggregate level. Every block has the required number of teachers. The problem arises in the management of teachers across schools. The problem lies in proper deployment of teachers. It is the responsibility of the BEO to balance teacher supply across all the schools of the block. Teacher-shortage is a widespread, reverberating complaint among Panchayath leaders and community members. Such shortages occur because of the enjoyment of leave facilities by teachers. Teachers are entitled for casual leave (15), earned leave (12), medical leave (30), maternity leave (135 days), paternity leave (1 week) apart from Sundays, national holidays and vacation. Unauthorised absence is also to be taken note of. Every teacher avails a minimum of 50 days leave in a academic year which runs for 210 days. On an average there will be a minimum of 1500 Primary and Secondary teachers in a block. 75000 teacher days have to be adjusted by a BEO. The Head teachers have no authority/powers to sanction/reject leave request of teachers. They can only recommend sanction/rejection of leave. Powers to sanction casual leave requests of teachers is given to the Education Coordinators.

Who are these Education Coordinators? The Government of Karnataka abolished the posts of Inspectors of Schools at the Block level and Technical Assistants in BEO offices as the responsibility for inspection is now vested with the Village Panchayaths as per the Karnataka Panchayat Raj Act 1993. It is also vested with the School Development Monitoring Committee (SDMC) recently constituted (2000AD) by the government on the recommendations of the Chief Minister's Task Force on Education. In their place, the Government appointed Education Coordinators [vide GO No. ED/217/S2B/2000 dated 30.11.2000] to provide administrative support to the BEO. 505 posts of Field-based Educational Coordinators are selected from among High School Teachers and 380 office-based Education Coordinators are selected from among Head Teachers of Higher Primary Schools on the basis of seniority and merit [Note: 42 Urdu and language minority schools E.Cs are also there]. The Education Coordinators provide administrative support services to the BEO. Restoration of drop-out children, liaison work between schools and the Block Education Office in

monitoring timely and adequate supply of inputs, incentives, training needs and placement of teachers, etc;. The ECs should oversee and ensure that schools are not closed when teachers go on long leave.

There are several dysfunctionalities in the arrangement for deployment of teachers. There is no assessment of the volume of additional work in the Block that arises due to authorised absenteeism of teachers and the connected need for deployment. Deployment takes place only in case of long leave/absence of teachers. Local pulls and pressures operate here. The study team noticed in Manvi taluq of Raichur District that a teacher who had been posted (deployed by the BEO as a substitute for a teacher who had gone on long leave, went to the DDPI, got the posting orders cancelled and did not report to the assigned place. The BEO pleaded helplessness in front of the Panchayath members who had come to meet the BEO demanding a substitute teacher.

Teacher management at the Block level is a persisting, serious problem of the education department which needs an administrative solution. Why is it a serious problem? The seriousness of the problem becomes clear when one looks at the guidelines for time-management of a school and its observance by schools.

No. of periods a school is expected to work in a week = 45
No. of periods of 40 Minutes duration every day = 08
No. of periods on Saturday = 05
Total no. of Minutes of work in a school per day
(10.25 a.m. to 4.45 p.m.) Monday to Friday = 365 Minutes
(8.25 a.m. 12.00 noon) Saturday = 215 Minutes
Total per week 365X5+215X1 = 2040 Minutes
(1825+215)

[Is the value addition commensurate with the time-spent by a child in the school?]

In a study of Determinants of Quality of Schooling in Rural Primary Schools in Karnataka [Ph.D study completed in 2000 December, under Review, ISEC] it is discovered that average Total Schooling Time (TST) for LPS schools in Tirthahalli taluk (High Performing) is higher (360 Minutes) than the average TST in Shikaripur Taluk (236 Minutes; Low Performing taluk).

Instructional Periods	No./Week	Co-C^{m}- I	No./Week	Co-C^{m}- I	No./Week	Total
Kannada	13	SUPW	05	Sports	02	-
Mathematics	06	A & CE	02	Games	02	-
EVS I & II	10	VE	02	PE	02	-
Remedial Instruction	01	-	-	-	-	-
Total	30	-	09	-	06	45
At 40 Minutes per period	1200	-	360	-	240	-
Mon. to Friday	1080	-	360		160	1800
Saturday	120	-			80	

EVS: Environmental Science; SUPW - Socially useful Productive Work;

A&CE: Art & Creative Education; VE - Value Education, PE - Physical Education.

Days	Monday to Friday	Saturday	
10.25 to 10.30	PRT	8.15 to 8.20	PRT
10.30 to 11.10	I	8.30 to 9.10	I
11.10 to 11.50	II	9.10 to 9.50	II
11.50 to 11.55	SR	9.50 to 9.55	SR
11.55 to 12.35	III	9.55 to 10.35	III
12.35 to 1.15	IV	10.35 to 11.15	IV
1.15 to 2.00	L	11.15 to 12.00	V
2.00 to 2.40	V		
2.40 to 3.20	VI		
3.20 to 3.25	SR		
3.25 to 4.05	VII		
4.05 to 4.45	VIII		

PRT : Prayer Time; SR: Short Recess; L: Lunch Break
The School works from 10.25 am to 4.45 p,m everyday.

The average under-utiiisation of time is to the extent of 124 minutes equalling 3 periods per day. This was not the case with HPS schools. However, in case of HPS schools, the average time used was 375 minutes for Tirthahalli taluq and 360 minutes for Shikaripur schools. Both the taluks are in Shimoga District of Karnataka State. This is an ethnographic study and the averages are for three schools each in both the taluks. Length of the school day and classroom time-management are highly significant variables in attainment levels of children/performance of a school. Both of them will be a casualty with teacher absenteeism.

Inadequate teacher supply and improper deployment of teachers results in loss of learning time for children. It is essentially a waste of their time.

WAY-OUT - THE LV TEACHERS

It is not advisable to go on recruiting teachers to satisfy the shortage of teachers. Pressures on population will get reduced in the next ten years. As per an analysis, ["Population, Education and Quality of life: 2025 AD", Seminar paper for an IASSI seminar at TISS, Bombay on 12th & 13th Feb. 2001, by A S Seetharamu] of pressures on enrolment in the coming years, the demand for places in lower primary schools will get reduced by 20 per cent of 1996 enrolments by 2010 AD, in Karnataka State. Thereafter, the reduction of pressure will be continuing. Hence, the way out is to think of cost-efficient and cost-effective measures.

Let the BEO maintain a pool of Leave Vacancy (LV) teachers. LV pool should be around 10 per cent (not a sacrosanct figure) of the total strength of teachers. The estimate should be based on a Block Level Assessment of needs. The teachers in the pool should be qualified, experienced, just retired primary/high school teachers who are willing to take up short-span appointment on a contract basis. They can also be unemployed, qualified and trained youth. They should be residents of the block. The BEO can utilise their services on a contract basis. The demand will come from SDMCs/VECs/VPs. The SDMC itself can hire LV teachers from the pool. Let the pool be of a list of retired teachers and unemployed youth spread all over the taluk and

approved at the beginning of the year by the TPS/Executive Officer of the taluk. It can be revised and updated year after year. Honorarium on a per day/per week/per month basis can be paid to the LV teachers by the VEC/VP/SDMC/BEO/TPS as deemed appropriate.

I A 2 High School Teachers

Recruitment of teachers at Primary level is based on specialisation at +2 level. In general, 50 per cent of teachers recruited would have studied Science and the rest Social Sciences/Arts/Humanities at +2 stage. Recruitment of high school teachers is based on specialisation at degree level. For government schools, high school teachers are recruited through the Karnataka Public Service Commission. Even here 50 per cent weightage is given to Science stream (B.Sc.) and the rest to social sciences/Humanities/Arts (B.A.). Of late, it has been observed that there is an imbalance in supply of science teachers for secondary schools. Candidates who had studied B.Sc. with Chemistry, Botany and Zoology as optional/major/elective subjects are clubbed with those who had studied Physics, Chemistry and Mathematics and treated together as belonging to science stream/B.Sc. category. There are cases of candidates who had studied Bio-chemistry, Micro-Biology, Environmental Studies etc; at B.Sc. and get pooled with general B.Sc. graduates. These subjects are not taught at the secondary schools. Hence, there is a need to streamline and rationalise the recruitment of high school teachers as per the needs of the secondary schools. As of now, there are a number of secondary schools where teachers are teaching subjects which they had not studied at their graduation courses. They are referred to as out-of-field teachers. The update for Karnataka State for proportion of out-of-field secondary school teachers as per the Sixth All India Educational Survey, 1993, is 26 per cent. [For an extended analysis of this problem, see A S Seetharamu: 'Teachers and their Transactional Environments' conference volume, National Conference on Secondary Education, NIEPA/MHRD. 14th, 15th & 16th February 2001, New Delhi].

High School Teachers and graduate headmasters of higher primary schools are appointed by the Joint Directors of Public Instruction with the help and support of the Deputy Directors of Public Instruction. The selection of high school teachers should be made on the basis of a survey of needs of high schools for teaching different subjects.

I B 1 Block Level Personnel: Appointment of Cluster Resource Persons

The Block Resource Centres at the Block level and Cluster Resource Centres formed for a cluster of 15 to 20 primary schools are academic support wings of the Department. They are functioning in DPEP districts and 10 Blocks sponsored by UN-Joint system in non-DPEP districts. They have no administrative responsibility. Cluster Resource Coordinators (CRCs) are selected from among primary school teachers based on their demonstrated teaching abilities, entrepreneurial qualities and enthusiasm for training responsibilities. By and large, they are younger in age and experience to a large number of teachers on field whom they are expected to serve. As revealed by the field-level interviews in this study, it is observed that at least in around 20 per cent of the cases of CRCs there is a problem of rapport/acceptability among the primary teachers. There is a need for continuous monitoring of the functioning of the CRCs. Immediate replacement of CRCs is required whenever field

problems of acceptability of CRCs arises. It is better to maintain a pool of CRCs which is higher by 20 per cent of the number estimated as requirements.

I B 2 BEO - Block Education Officer

BEO is the controlling authority of primary and secondary schools of his block. He supervises, guides and inspects both primary and secondary schools. The BEO works under the guidance of the TPS and is under the executive control of the DDPI. Given the administrative and educational functions of the BEO as well as the financial powers, the office of the BEO is highly prestigious within block educational administration. The BEO is appointed both through direct selection by the KPSC as well as by promotion from among high school headmasters.

The BEO has a variety of responsibilities because of which s/he will not be able to attend to the chief objectives of primary and secondary education which is attainment of children. Office correspondence that is salary bills, pension papers, deployment of teachers, leave applications, provident fund cases, complaints, recognition of private schools, medical reimbursement bills occupy his time in the office. This is a routine work. Visits to BRCs, CRCs and schools; attending meetings called by DDPI, JDPI, TPS, ZP, Standing Committee on Education, EO of TPS, PWD, Land Army, etc; meetings called by other departments - Social Welfare, Women & Children's Welfare; meetings with DPI, CPI; visits to schools on Talents day, Sports day etc; visits for school competitions; organising taluk level inter-school competitions; retirement/felicitation functions; accompanying dignitaries to the taluk schools; attending courts for legal matters etc; occupy the time of the BEO. S/he will have hardly any time to visit 15 primary schools and 10 secondary schools per month in his taluk for inspection. S/he will have time to review the progress of learning/attainment in schools or at CRC meetings only for 5 to 6 days in a year. [Personal communications from BEOs, March 2001]. BEOs have expressed their helplessness in monitoring the progress of attainment of children in schools because of pressure of work.

WAY-OUT BEOs

The BEO should be entrusted with the responsibility solely and wholly for Government funded primary schools. Private Primary Schools and all secondary schools should not be the responsibility of the BEO. The DDPI should take full responsibility for Secondary schools. There should be a District Board for promoting, recognising, monitoring and managing all types of private schools including primary and secondary education. Let the DDPI be the member-Secretary of this Board.

I C (SIs) Subject-Inspectors of Schools

SIs have been appointed for quality improvement of instruction in secondary school subjects. They are appointed through a selection process from among experienced high school teachers on the basis of seniority. Of late, this has become a mechanical process wherein teachers who are 'tired of teaching' in schools and are eligible for promotion prefer to be Sis and get this post if they are 'lucky'. There is a generally shared feeling that these SIs do not know their 'job'. They are expected to improve performance in their subjects at the SSLC examination in their districts. Results of the SSLC examination, already presented in the introductory chapter is a

pointer to the failure of the system. There is a need to streamline the appointment of SIs in the district and redefine their roles.

WAY-OUT for SIs

This study proposes that the posts of SIs should be abolished and the system of supervision should be privatised. Details of this proposal are discussed in Chapter V. If the Government/Department of Education is not kind to the proposal of privatisation of supervision, then the existing system should be strengthened.

The requirement would be as follows as on 2001 April. 9000 secondary schools (sections are not counted here) require SIs for Regional Language, English, Physical Science (including Mathematics), Biological Science, Social Studies and Physical Education. 6 SIs are required per school per visit. At the rate of 20 schools per month, 9000 schools would require 660 SIs who would visit schools once in a 4 year cycle.

The SIs should be appointed on the basis of merit for the job. Merit is to be defined in terms of demonstrated community-rated ability for teaching as well as on the basis of aptitude and subject competence testing. As of now, they are expected to visit schools, sit in classes given by teachers in their subject and give feedback. This function should be continued and strengthened to cover all teachers at least once in three years. Further, the SIs should be entrusted with the task of organising Subject Teachers Associations in every Block. There should be a Block level Physics Teachers Association, Chemistry Teachers Association, Biology Teachers Association and similarly Associations of Mathematics, History, Geography (Social Studies), Kannada, Hindi, English, Urdu teachers. These teachers should be able to meet at least once a month wherein they discuss curriculum organisation, teaching-techniques, problem-solving, low-cost/no-cost equipments, student-problems, plan of periodical tests etc;. It is noted in passing that 46 per cent of secondary students in Japan are taught by teachers who meet at least once a week (in Subject Teachers Association Meetings). The SIs should document the proceedings with the help of schoolteachers, circulate minutes and provide continuing educaiton to school teachers, give a feedback to the DDPI and through him to the DPI/CPI periodically. The Sis should also monitor the availability and utilisation of facilities/equipments by teachers, take responsibility for supply of teacher support materials through the DDPI/Community/ZP/TPS.

I D State level Interventions

At the State-level, and in this study personnel management is concentrated only on the DSERT, Department of State Educational Research and Training, which provides academic/technical support to the Department of Public Instruction.

The DSERT is the heart and soul of the Department of Public Instruction. It is the academic and technical support wing. There are 7 units in the DSERT. They are: State Institute of Education, State Institute of Science, State Educational Evaluation unit, State Cell for Guidance and Counselling, State Cell for Educational Technology, State Audio-Visual Education Cell and State Text Books Unit. There are certain additional special cells such as Teacher Education Unit, Education of Handicapped Cell, NPE Implementation Cell, Environmental Studies Cell, and National Population

Education Project. The DSERT also co-ordinates projects implemented by NIEPA, NCERT, UNICEF etc;.

The DSERT is doing good work but has not been able to function upto its optimum capacity. One of the important limitations on the functioning of the DSERT is the personnel policy of the government in regard to DSERT. It is treated as one more department of the government. Postings and transfers to the DSERT are made in a mechanical way. There is a generally shared feeling that officers who do not want to be transferred to rural areas, who have vested interests to stay in Bangalore City, who are loyal to the powers of the establishment get their postings to various positions in DSERT which require technical skills, academic expertise and aptitude.

The DSERT has immense potential for alround quality improvement of education at all levels. It can perform to expected potentials only when structural adjustments are made in the power and authority structures of the DSERT. They are discussed here.

WAY-OUT for Strengthening DSERT

There is a need for granting autonomous status to the DSERT. Autonomy should be in three areas: Administrative, Academic and Financial. There can be a Board/Trust which has the powers and authority to formulate policies, examine plans and strategies, monitor progress and offer guidance and direction periodically. Seasoned administrators, professionals in education, distinguished educational researchers, representatives of teachers, principals and training institutions, representatives of the media and men/women of distinction in public life can be the members of the Board. What the DSERT should do?

- In-house and sponsored research;
- capacity-building of State-level resource persons;
- evaluation of training programmes and intervention strategies for UPE goals;
- periodical surveys of school facilities, teaching-learning processes;
- monitoring the progress of children with equity and efficiency perspectives - girls, SC/ST, minorities, regional balance in performance etc;
- advocacy through networking of private, non-governmental initiatives in schooling;
- production and distribution of an educational periodical for school teachers, heads of institutions, field-based educational administrators, training personnel, school librarians, school-centred educational technologists;
- facilitation of State-wide guidance and counselling programme through production and continuous updating of materials in career counselling, adjustment literature for SC/ST, girls and rural students;
- support services for popularisation of + 2 level vocationalisation of education like conduct of manpower surveys and sensitisation of students/parents/heads regarding potential for employment after +2 stage;
- a State-level Testing Service which continuously monitors the 'Quality' of schooling at all levels, establishes block-wise/district-wise norms in performance, assists in quality-grading of schools, processes evaluation of school performance data to discover the determinants, the facilitators and constraints of performance,
- develops an MIS exclusively on performance/attainment across the blocks/districts of the State;

- organises State-level sensitisation/training programmes for senior educational administrators;
- takes responsibility for production and periodical updating of 'good quality' textbooks, teachers guidebooks, Resource Materials for teachers [Note: this particular work is already being well attended to by the DSERT at present];
- functions as a liaison institution between NCERT, NIEPA (MHRD), Research Institutions, UNICEEF, World Bank, ADB, EC, etc; and the GOK;
- promotes the learning of science and values of science through using science-centres, the facilitation of State-level science exhibitions, quiz competitions, talent search etc; promotes the learning and values of languages, literature and humanities through similar programmes;.

It can prepare a vision document and a long-range plan for the purpose along with strategies for implementation and monitoring of programmes.

It can do all these functions provided DSERT has administrative autonomy to choose and appoint/nominate the 'right' persons for the 'right' job. Persons with merit/abilities, aptitude, demonstrated expertise, a orientation for team-work, should be recruited for the organisation. There can be a mix of administrators/professionals/field researchers/ academicians/enlightened teachers/educational entrepreneurs who are appointed on a 'CONTRACT' basis. Permanent positions should be limited only to 20 to 25 per cent of the total positions/requirements.

Financial self-sufficiency, stability and autonomy are very crucial for the functioning of the DSERT and its sustainability. It is better to create and maintain a CORPUS fund, the interest proceeds of which should be able to finance the organisation.

The DSERT does not have the personnel at district level for promoting/operating its various functions. It depends upon the DDPI and his subordinate officers. Administrative culture at the District and sub-district levels [Attitudes, Values and Orientations of DDPI/BEO/EO/Others] is not facilitative of academic/technical support systems. DSERT does not enjoy much status in the State-level administrative hierarchy of the Department of Public Instruction. Maximum interaction between the DSERT and the District administration is in the distribution of textbooks. The general feeling is that DSERT is concerned with in-service/pre-service training and it has to work with DIETs/CTEs. DDPI office does not need to have much interaction with the DSERT. Quality improvement of the system of education will not happen till this type of thinking is dismantled. For the variety of potential functions envisioned in this section, there is a need for a liaison person of the DSERT located in every district at the DDPI's office. Let his rank be that of an Educational Officer. For want of a better term, let him be called as TOTAL QUALITY MANAGER (TQM). There will be 27 TQMs in the 27 districts. They will be either promoted/selected on the basis of merit, aptitude and seniority or recruited on a contract basis. The TQMs will facilitate the work of the DSERT at the District and sub-district levels. Facilitation of Research, Training, Advocacy, Networking, Guidance and Counselling, Survey Testing, Distribution of Academic Inputs, Promotion of Creativity and Innovations among Teachers and Students, Organisation of Co-curricular activities at the Taluk and District levels will be the functions of the TQMs.

TQM New Developments

There has been a criticism to the proposal of installing a Total Quality Manager (TQM) at the DDPI's office. Notwithstanding such a criticism, the Government of Karnataka/ Department of Public Instruction has issued a government order to post a TQM at the District level who is being designated as a Joint Director of Public Instruction. Formerly, Karnataka State had been divided into four administrative divisions for convenience of administration. Each division was administered by a Divisional Commissioner (DVC) whose chief function was to coordinate the balanced development of districts following under the jurisdiction of his division. For purposes of educational administration he was assisted by a Joint Director of Public Instruction (JDPI). The JDPI was also empowered with certain functional powers as appointment of high school teachers.

Following the 73rd and 74th Constitutional Amendment and the 1993 Panchayat Raj Act that followed it, development administration including education was decentralised at the district level and Zilla Panchayaths became empowered to manage the districts. The posts of JDPI (and the DVC) were declared to be redundant and they were abolished. In its new form the former JDPI was shifted to Karnataka State Secondary Education Examination Board as a liasion officer and is now being paid his/her salary by the Board. A new post of JDPI was located at the district level for each district who would assist the DDPI in all technical/quality improvement matters. DDPI will henceforth look after general administration and guide/monitor the JDPI in quality related/teacher training affairs. The new JDPI is an equivalent of the TQM recommended in the study. Nomenclatures should not make a difference. The idea and the spirit behind the proposal is important.

II Management of Inputs

Input management is another important functional area. Inputs can be classified as: Physical Resources; Financial Resources; and Human Resources. Human Resources will not be discussed here. They have already been treated under personnel management. Buildings, classrooms, compound walls, toilets with sanitary facility, Uninterrupted Power Supply, Air-conditioning for computer laboratory, are all physical resources which will be taken up under Infrastructure Development. The scope of this section will be limited to management of incentive schemes, laboratory equipments and chemicals, library and teaching-learning materials.

The GOK is operating the following incentive schemes in the area of primary education:

1. Free text books (for 50 lakh children) in classes I to VII in government primary schools.
2. Free uniforms (for 49.81 lakh children) in I to IV and SC and ST children in classes V to VII in government primary schools.
3. Distribution of school bags to (1.95 lakh) SC and ST girls in classes V to VII in government primary schools.
4. Nutritional support to 56.59 lakh children in classes I to V in government and aided primary schools under which foodgrains are supplied (Centrally sponsored) free of cost.
5. Free education for girls studying from I to XII standards in Govt. Institutions.

II. A Supply of Free Text Books

Textbooks are produced and distributed by the DSERT. Over 400 titles spanning I to X standards are produced every year. They are to be distributed to 48916 primary schools and 9000 high schools spread across 27000 habitations in the State; to 8.67 million primary school and 1.65 million secondary school children in the State (1999-2000 AD). This is a stupendous effort.

The GOK decided to nationalise the production of school textbooks in 1968. A Directorate of Text Books was created as a wing of the Department of Public Instruction in 1969. This wing was merged with the DSERT when it was set up in 1975. The Text Book unit is assisted by a Government Press located at Mysore. Textbook production is also partly privatised on a per-page cost cum subsidy basis. The textbooks keep in view the 10 core elements and 84 human values outlined by the NPE 1986. Public Distribution System retail units are also used as distribution networks apart from the regular channel of DDPI, BEO, Head Teachers. No. of pages for a textbook of I to IV standards is fixed at 100, that for V to VII standards at 120, Part I of core subjects of VIII to X at 150 and Part II at 100 pages.

The DSERT consolidates an estimation of demand for textbooks for the following year using information from the individual schools through the BEO and the DDPI. It supplies well in advance, at the beginning of the school year, the number of textbooks required by each district/block/school/students, through the DDPI/BEO/Head Teachers. The Village Education Committee is empowered to oversee the adequate and timely supply of textbooks.

The system of distribution of textbooks is quite foolproof as on paper. Dysfunctionalities are observed in the operation of the system in this study. During a field visit to Manvi taluq of Raichur district, the study team was a witness to a complaint (19.2.2001) by a ex-Panchayath member to the BEO in his office that the ex-Panchayath member's child had not received the Kannada textbook. The child was studying in 4th standard of a government school and was eligible for free supply. Using this experience, the study team checked with the BEO whether this was a stray incident or there were many such cases. The BEO reported that there was a shortage of 90 textbooks for the taluk. He is expected to communicate this problem to the DDPI. He had orally informed the DDPI at the beginning of the year. [Perhaps, no action was taken and no follow-up on this shortage. The DDPI promptly replied that he had informed the DSERT. At a meeting with the DSERT Officers [15.3.2001] where Director, Textbooks was present, this issue was raised. The Director, Textbooks placed before the study team two types of registers: Demand register, Supply register. The supply register showed that the no. of books supplied to Raichur District (where Manvi taluq is located) tallies with the demand and the acknowledgement is pasted on the supply register. The problem got located in the distribution at the district level.

The Executive Officer of the Taluk Panchayath Samithi expressed surprise at this development and reported that such matters have not surfaced in his periodical review meetings of departmental functioning or in informal meetings with the BEO. How to solve this type of a problem? How to ensure timely and adequate distribution of inputs.

WAY-OUT (Inputs Supply - Textbooks)

A review of efficient distribution of inputs beginning with grassroots (VEC) level and going upwards to cluster, block, district and State levels for monitoring the supply of all inputs is essential. This review should begin after 15 days of distribution of inputs. Supply of uniforms and textbooks can be illustration of such inputs. Every VEC will give a report to the Educational Coordinators (EC). The ECs will consolidate the report for the schools within their jurisdiction and submit it to the BEO/TPS. The BEO will in turn file similar returns for his block to the DDPI/ZP. The DDPI will take follow-up action as required. There should be a calendar for this which is followed strictly. This is not being done now.

Note: There is an opinion that in the interest of creativity, originality, innovativeness, flexibility and choice, in place of stereotyping, mechanisation and imposition, the responsibility for production and distribution of textbooks should be privatised, liberalised, decontrolled and de-nationalised. There should be a Text Book Society, a registered body of academicians, subject-experts, administrators, experienced and distinguished school teachers, eminent public men/women who set standards/norms/specifications for school textbooks. There can be several textbooks (textbook writers) on school subjects in the market. The Karnataka Text Book Society can certify on the quality and standards of textbooks. Initially, the experiment can begin with secondary school textbooks which are not being distributed free of cost. The logistics of this opinion/proposal/suggestion are not discussed here. It is noted that the production/printing of textbooks had been privatised completely by the Government in the past. This policy was discontinued a few years later. It would be essential to recall the lessons/constraints/benefits from such a policy of privatisation permitted in the past as well as the reasons for its discontinuation for a more informed debate on the proposal for privatisation of textbook production/printing/distribution.

II B Supply of uniforms

Supply of uniforms to primary school children needs a special reference. The following experience observed during a visit [10.2.2001] to a remote tribal habitation in Heggadadevana Kote taluk of Mysore District (G M Halli) merits a report. It was a lower primary school, I to IV standards, run in one instructional room school with 46 children on the day of visit. 8 children were tribals and seated in a separate cluster in the class. Two of them had not donned their uniform. Rest of the class was in uniform. On enquiry, the class teacher reported that everyday they come without uniform. All children in the class including them had been given uniform clothes. Their parents were brought to the school to ascertain the reasons for their children not wearing the uniform. They reported that they (were so poor) did not have the money required to pay to the tailor to get the uniform stitched.

Should the government pay even the stitching charges? It is not the intention of this report to suggest such a measure. The community can pay. There are wide variations in community initiatives for primary education. Irrespective of such variations, at least the VEC can document such freak cases of parental inabilities, help/support the parents with community assistance or report to the Educational Coordinators who can get relief through the VP/TPS/BEO. Such an arrangement needs to be formalised.

II C Nutritional Support to Children

Popularly known as the Mid-day meal scheme, this programme has been modified from supply of foodgrains to a noon lunch arrangement as per the recommendations of the Task Force on Education. Details of operation have been worked out by the Department. Hence it will not be discussed in detail here. However it is essential to add that a few studies on the noon-meal/nutrition programme/mid-day meal scheme have revealed that there is no favorable relationship between mid-day meal and objectives of UPE. It is suggested that given the conditions of living in this country, poverty and deprivation, the mid-day meal should be considered as an educational facility and not as an incentive. School uniforms, distribution of textbooks can be treated as incentives. An incentive is a stimulant of behaviour while a facility is a necessary condition (not sufficient condition) for the effectiveness of the incentives.

II D Inputs: Laboratory Equipments, Chemicals and other teaching aids:

As per the 6th All India Educational Survey (AIES, 1993, latest published data) update, 40 per cent of secondary schools in Karnataka do not have science laboratories, There are schools (secondary) without trained librarians, furniture (even mats), blackboards, maps, charts, specimens and even dictionaries. Teaching-learning has become a farce in many schools. Science kits were supplied by DSERT a few years ago. Not all schools are covered. OB kits were supplied to primary schools. Again, all schools are not covered. Schools do not have contingency funds to purchase chemicals for science experiment. It was discovered during a visit to a Government High School in Raichur town (for this study), that only political map of India was there. No other maps - Karnataka, Raichur district, continents, India during several periods in history, physical features of India etc; were all missing. Children were squatting on the floor. [SSLC results was only 12.5 per cent during 2000 March examination].

WAY-OUT - INPUTS-TEACHING EQUIMENTS

Along with the formulation of syllabus for each standard, a battery of teaching aids required to effectively transact the syllabus should also be prepared. Every primary/secondary school should be supplied with the required aids. The Subject Inspectors/CRCs/Educational Coordinators/should be oriented to examine the availability and utilisation of teaching aids in schools, give a feedback to BEO/TPS/DDPI/ZP and get them procured/replaced/replenished for the schools under their jurisdiction.

III Infrastructure Development

School buildings, additional classrooms for existing buildings, laboratory, library rooms, compound, playground for all schools, a specially designed room for a computer laboratory in high schools, uninterrupted power supply arrangement, toilet with sanitary facility for all children and especially the girls, a cluster resource centre building, a school complex office are all illustrations of infrastructure at village-level.

A block resource centre, a teacher-centre at the block headquarters, facilities for computerisation of office work, telephone facilities, hostels for students, a Survey and Monitoring Cell at the BEOs office, a meeting hall for variety or meetings: eg.

Subject Teachers of the Block are illustrative of (additional) infrastructure required at the block level.

A DDPIs office which can accommodate multi-purpose activities of the educaiton department, a place for the Standing Committee on Education of the ZP to meet, facilities for computerisation of office work, a Science Centre are all illustrative of infrastructure needs, leaving apart existing DIETs.

The chief concern in infrastructure development as of today should be to think of ways and means of enlisting community cooperation and promoting community initiatives in infrastructure development. Repairs and maintenance of existing buildings need inclusion apart from initiatives for new constructions. As of now, administrative initiatives to mobilise community resources are limited. Just recently, a programme called SAMUDAYADATTA SHALE (School Marches towards the Community) has been launched. This programme is structured in such a way that community is stimulated to use the State resources for the schools than to enlist community resources for the State schools. Another programme of Adoption of Schools within this, where private initiatives for adoption are encouraged had not caught the imagination of field level administrators let alone the private philanthropists. For historical reasons, there are quite a few regions, where School Betterment Committees have been quite active and helpful in improving infrastructure in schools. Udipi, Mangalore, Chikmagalur, Shimoga, Coorg are illustrations of districts where SBCs have made commendable contributions. Raichur, Gulbarga, Bidar, Kolar are illustrations of districts where contributions from SBCs and the community leave much to be desired. It is noted in passing that 20.76 per cent of secondary schools (6^{th} AIES) were functioning in rented buildings in the State. Government does not want to encourage SBCs because of their structure. SBCs are voluntary/community initiatives. In an inegalitarian and hierarchical society such structures cannot be expected to be representative of all sections of the population. The well-to-do persons and community leaders dominate the SBC structures and functioning. Alternatively the VECs created through a Government Order/ Circular is purely egalitarian and truly representative of Indian society, and democracy; that is it includes illiterate, fearful and withdrawn, unquestioning and poor persons. Naturally SCs/STs/BCs/Minorities/Women are all represented. Social, economic, political injustice, inequality and disempowerment characterise Indian democracy. VEC is a replica of this society. VEC looks to the Government for resources. It has very litter to offer.

WAY-OUT - INITIATIVES

The head teacher of a school should be guided and empowered to collect donations for the school. Such collections should be monitored, supervised and accounted by the VEC/SDMC/SBC. Field diary of the study team reveals that at an informal level head teachers of Mangalore District have already been practising this strategy [Eg; HPS at Bolangadi, GHS at Golathmajalu in Mangalore District; Day of visit 6.2.2001]. There is a need to issue guidelines for mobilisation of community resources to ensure transparency and integrity in administration. Tax concessions for contributions to Primary/Secondary schools in kind/cash should be offered.

Quality of construction of buildings is another important concern in infrastructure management. There are reports of classrooms/toilets constructed by some of the participating agencies that they have become unfit for use within a year or two. A 5 or 10 year guarantee should be built into the contract agreement. This is

possible when it, can be certified that the construction is of poor quality. The BEO/DDPI is empowered to supervise the constructions only in regard to timely completion. S/he has no technical capacity. It is better to get the services of a Civil Engineer on a contract basis to assist the DDPI in ensuring the quality of constructions. S/He will function independently of the PWD/Land Army/... to whom the construction contract will be given. ZP engineers will not serve the purpose, as ZP would have given the contracts. The DDPIs in the field study have also expressed such a desire.

IV Learner Attainments

Learning in schools had taken a back seat in educational planning and administration in India till the 1990s. Emphasis was only on full enrolments and zero dropout rates. It was in 1993 that a National Committee was set up to specify Minimum Levels of Learning (MLL) in primary schools. It gave the report in 1995. [Note: Research on a Minimum Learning Continuum had been initiated at the NCERT after the National Policy on Education, 1986]. MLL was specified for lower primary standards, adopted all over the country after field trials, competencies identified and matched with the existing textbook literature, teachers trained to transact MLL approach, formats for evaluation of learning finalised and distributed to schools between the years 1995 to 2001. Using a 'MASTERY LEARNING' mode as well as a learning-cards technique, the MLL strategy is being operated everywhere. Every child will learn according to its own pace. All children master all (80 per cent) the competencies. Matching children with their competency levels, batching of children in the classroom takes place. The teacher is a facilitator of learning. Teaching is interpreted as facilitation in place of instruction. This is the classroom management arrangement. The teacher will keep a tab on the progress of learning of individual children in terms of the level of attainment of competencies. Hypothetically, if 70 competencies are identified in language learning for, say, II standard children, and if a child has mastered 35 competencies, then his/her level is 50 per cent in that subject. Like this the teacher will consolidate the report on learning levels of children in subject-wise and standard-wise formats. These evaluation formats are submitted periodically to the Cluster Co-ordinators (CC). S/he is a functionary of the BRC in the taluk. The CC consolidates the reports of all the schools in his/her cluster in terms of the proportion of children who have mastered different levels of learning, subject-wise, standard-wise. This report is submitted to the BRC. The BRC consolidates learning across Clusters, subject-wise, standard-wise, which accounts for level of learning in the taluk. The BEO will receive the report from the BRC and pass it upward to the DDPI/Project Officer, DPEP. The DDPI will consolidate the report from all the blocks of the District. A consolidated report from all the districts will form the State report. The CPI (as well as DPI Primary Education) can get to know at his office in Bangalore (in his seat), the Districts which lag behind and set a process of corrective action which gets filtered down the line upto the school level. This is an arrangement which will be excellent when it works. Does it work as it is outlined on paper?

There are many a slips between the cup and the lip. This is an age-old English proverb which is suited to describe the organisation and management of learning attainments in the State. What are these slips, limitations, dysfunctionalities, in the management of learning attainments. Here is a report based on field visits to Mysore, Raichur and Mangalore Districts.

1. Classroom management is confined to facilitation/monitoring of mastering the competencies as prescribed by the MLL. Focus on learning, mastery of competencies is highly appreciated and recommended. This is a minimum expectation of a community/stakeholders. There is no doubt about it. However, MLL approach is textbook based. It is concentrated highly on the cognitive abilities. Facilitation, monitoring and attainment of total personality development of children gets ignored in this approach. Currently three forms are being used to monitor/document/report progress of students. Interestingly, all the three forms seek to know the "mother's name" also along with her signature on the report card. Report of progress is competency based for classes I & II. The child is classified as a slow learner, average learner and fast learner on the basis of attainments. 80 per cent attainment qualifies the child for the next higher class. Formats for classes III & IV as well as V, VI and VII are similar except that for Hps, the format provides for entry of attainment in 3 languages. Attainments are subjected to 4 periodical tests and 2 examinations. Results are periodically recorded and students are graded across 5 grades. All the three formats provide space for recording teacher's perception of a student at three points of time in a year on Punctuality, Neatness, Care of books and conduct. Space is provided for recording students progress on health & fitness, art and creative activities, SUPW & value education. There is also provision for recording attendance of children as against the no. of days the school worked at 5 points of school year plus the consolidated position. The report card is to be signed by class teacher, counter signed by HM, certified as seen by parents/guardians.

   Scrutiny of the filled up cards in the schools during field visit revealed that except school subjects & attendance, other spaces had been empty/blank.

2. There is a practice of posting (MLL) trained teachers to teach higher standards. Posting teachers is a decision for which the head teacher is empowered. This results in a loss of training time, as the trained teacher does not use the benefits of training. It is not required for Hps standards. Sometimes Hps level teachers are posted for Ips. Untrained Hps teachers begin to engage Ips for which training would be necessary. Such anomalies need to be set right with the help of monitoring by the ECs and regulation by the VECs.

3. The CRCs are not able to cover all the schools in their jurisdiction for periodical visits. On an average, a minimum of 20 per cent of schools are left uncovered.

4. The most significant cause for concern is that monitoring of learning attainment has become a mechanical/routinised exercise. Data collected from schools, across schools in clusters, across clusters at Block level and upwards are not subjected to intensive analysis/processing. The analysis is limited to awareness building in regard to attainment levels. Determinants of slow progress across schools, clusters and blocks as well as plans for remedial action are not built into the monitoring process.

WAY-OUT - LEARNING ATTAINMENTS

A proposal has already been made (while discussing the roles envisioned for the DSERT) for a Survey Testing and Evaluation Cell which organises and conducts

periodic surveys of attainments. This cell can take up ACTION RESEARCH on learning attainments with the involvement of trained and 'appropriate' field professionals, on a 'Contract' basis. A culture of action research needs to be promoted. An attitudinal change is required for the purpose. The change needed can be stated as follows: Problems and issues of schooling in villages/clusters/blocks cannot be solved by professional researchers living in university departments/research institutes. Local problems need to be contextualised and solved by locally available expertise using scientific methods of research. Such research can provide a scientific basis for decision-making by classroom teachers, head teachers, VEC, VP, the CRCs, BRC and the BEO. Some of these well-documented researches can be published by the DSERT in its (proposed) in-house journal as a part of its 'advocacy' strategy.

V MANAGEMENT of QUALITY in MANGEMENT

'Quality' is a highly elusive concept. It subsumes all connotations. Studies on quality of schooling/education have advanced variety of meanings of quality. R C Hill & O. Magnussen (1973), CE Beeby (1979), J.Johnstone (1981), D.Hopkins (1987), A.Verspoor (1989), R N Kenneth & L Mahlek (1990), M.E.Lockheed (1991), Govinda, R and Verghese, N.V. (1993), E.A.Hanushek (1995), H Bergman (1996), Carron, G and Ta Ngoc Chan (1996), Newman M et.al (1997), have all contributed to the understanding of quality in education. A summative understanding of all these writings is difficult. Still, certain general understandings can be derived and presented in expanded, diversified ways as follows to understand the meaning of quality of schooling/education.

V A QUALITY of SCHOOLING

A Supply of Inputs and Infrastructure Facilities: Quality should be understood in terms of (1) adequacy, user-friendliness, purpose - specificity, durability and timeliness in supply; (2) relevance - (a) Curriculum, (b) Teachers, HT, Officers (Qualifications & Training);

B Organisation of Processes & Functions: Efficiency in use; complete communication; networking of facilities; feedback on utilisation; periodic monitoring; documentation of progress; quick but logical decisions; participative strategies at all levels - planning, implementation, evaluation, specifically at the grassroots levels; transparency in decision-making processes; an attitude of service to customers/clientele/parents/students; specification of accountability at all levels; a system of rewards and incentives for 'good' work; regulation of deviant conduct; Accountability at all levels; Goal orientation rather than task-orientation by officers at all levels; etc.

C Evaluation of Outputs: Realisation of UPE goals; Attainments of students as per expectations from the system at different levels by the community; built-in mechanisms for self-evaluation; Ensuring equity-in-quality in attainments of children; concern for both scholastic and personality development through reflective indicators;

D Evaluation of Outcomes: Acceptance of the children/students by the community from individual schools; acceptance of schools in a region by the larger community; attitudes of general public towards teachers, HTs, educational administration, the media; rating of educational administration in general public administration.

Examining the management of quality in educational management set-up in Karnataka State in regard to the foregoing conception of quality is a tall order, given the constraints of time. Hence, the analysis in this study will be confined to a few/selected variables.

V B Quality of outputs of schooling - the case of Secondary Students

An extremely crude but highly significant indicator of quality of outputs of a secondary school is the results that it gets at the SSLC examination. There is a reference to State level results in Chapter 1 of this report. Even after allowing all margins such as question-paper leakage, copying, mass copying etc; the results are poor and imbalanced across the State. There are several determinants of poor quality which will be addressed in the sub-sector study on Secondary Education. Certain management variables for poor quality merit attention here. The suggestion for improving quality following an analysis is here is based on a field-visit by the study team. The report is presented as below. Date of visit 19.2.2001.

SSLC Results Raichur District 2000 March

	Appeared	Passed	No. of Schools	Distinction	I Class	II Class	Pass Class
Total	8950 -	4735 (53.12)	108	78 (1.64)	1262 (26.54)	1497 (31.48)	1918 (40.34)
Govt.	5540 -	2599 (46.91)	69 -	-	-	-	-
Pvt.	3410 -	2156 (63.22)	-	-	-	-	-

Note: Raichur District has 5 Blocks. It stands at 10th position among 27 districts; zero per cent result 3 schools, less than 10 per cent 4 schools, less than 20 per cent 10 schools;

The study team visited - GHS in Raichur town. 80 students had appeared for the SSLC examination and 10 had passed that is 12.5 pre cent result. The purpose of visit was to understand the determinants of low performance. The HT and teachers attributed the low results to entry level competencies (VIII standard) of students and poor parental involvement. This is a predominantly SC school which has only high school standards (no Hps). The study team discovered several limitations - inadequate staff position, out-of-field teaching, no furniture/mats, location near a slum, gross inadequacy of equipments & teaching support materials (the English teacher reported that he purchased from his own purse an English Dictionary this year. The entire school does not possess a dictionary). All the observations made herein are well known and serve as useful repetitions. However, one investigation is quite revealing and needs corrective administrative action.

The school conducts periodical tests and examinations and maintains a record of students' progress. The HT was requested to show the IX standard marks register of 1999 and VIII standard marks register of 1998. They are the registers of students who appeared for 2000 March X standard public examination in which failure rate was

87.5 per cent. The VIII and IX standard registers showed that all students who had appeared (90) for VIII in 1998 and IX standard in 1999 (85 students) had passed. There was no failure. This is a fruit of the No-Detention practice. This no-detention practice of this Government school upto X standard and of similar schools in the State cover up all the deficiencies, shortcomings and dysfunctionalities of the education department.

WAY-OUT - Quality in Secondary Education

There is an argument that detention of children in school/standards will demotivate them/their parents and they will be withdrawn from school. The 'fail' tag is emotionally disturbing, cruel and inhuman. Failure is a reflection on the bad system and not on children's abilities. Agreed. All these arguments hold water, but only upto a limit. Let the no detention policy be practised only upto the V standard and not beyond that. The emphasis should be more on learning than grading and clearing. No-detention policy only postpones a calamity. Let the students/parents know where they are at an early stage. It also helps them to repeat a grade and strengthen the foundations. Hence, a policy decision to pursue attainment-based promotion is recommended in this study. Let there a clear cut guideline to all the schools (especially higher primary and secondary schools) that they should promote students to higher classes on the basis of attainments/merit and not in a blind/mechanical way.

V C Quality of all Schools

The Department of Educaiton needs to develop and promote a culture of Self-Assessment of schools. For this, a 'Self-Assessment of Quality Data Sheet' will be required. The Data Sheet will consist of indicators of school quality such as (i) Buildings; Play Ground; Laboratory; Library; (ii) teachers in position; teachers by training; (iii) furniture; equipments; consumables (eg: chemicals); (iv) VEC/SDMC/PTA meetings; co-curricular/activities in sports, games, literary and cultural activities; (v) results in public examinations etc;. The schools will rate themselves on i, ii, iii, iv, v and also obtain a cumulative rating for themselves. Against an optimal composite score and discrete scores on i. ii, iii, iv and v, the schools will grade themselves into a,b,c,d,e grades on each of i, ii, iii, iv and v areas. They will also classify themselves on the basis of a composite score under A, B, C, D, E grades. When such reports are consolidated for all schools in a Cluster/Block/District/State level, a level-wise profile of number of schools falling under A, B, C, D, E will emerge. Further examination will also inform the administrators on profile of number of schools falling under a,b,c,d,e under i, ii, iii, iv and v. Corrective, remedial, intensive care treatment can be planned and prioritised accordingly. A hypothetical chart is presented for 5 schools

SELF ASSESSMENT OF QUALITY DATA SHEET

School	Areas					Composite Score	Grade
	i	ii	iii	iv	v		
School 1	c	b	b	e	d	14	C
School 2	b	a	b	c	b	20	B
School 3	a	b	b	b	a	22	A
School 4	d	c	d	b	e	12	D
School 5	b	c	b	a	b	20	B

a=5, b=4, c=3, d=2, e=1

Minimum = e rating on all 5 areas i, ii, iii, iv & v = 5
Maximum = a rating on all 5 areas i, ii, iii, iv & v = 25
Ranges = 5 to 8 E grade, 9 to 12 D Grade,
13 to 20 C grade, 17 to 20 B Grade
21 to 25 A grade

Note: Areas i, ii, iii, iv and v may be subjected to further decomposition and rating.

Important: Self-assessment data sheet will also carry a qualitative report prepared by the HT & certified by the VEC/SDMC/VP. This will include actions needed and proposed - an ACTION PLAN for remediation.

Extract for the Cluster

No. of schools against grades = A(1), B(2), C(1), D(1).

Decision/Insights

Remedial action should begin with School No. 4 and School No.1. In school No.1, action is required initially on areas iv and v. In school No. 4, action is required initially in areas v, i, and iii.

In this way a school quality improvement programme can begin with the lowest graded State/District/Block/Cluster/Schools. The interventions can also be area-specific (area meaning a,b,c,d,e). The problems of Regional Disparities in School Quality can be addressed in a systematic way.

VI PROMOTION of PRIVATE ENTERPRISE

Private enterprise in education in Karnataka State has been rising steadily and this trend needs encouragement with adequate checks and balances which do not sap but shape the enterprenuership.

Growth of Private Schools in the State

	1969	1981	1994	1997	1998
Primary					
Govt.	30991	33205	35559	38866	40259
Pvt.	1228	1911	4681	6201	6641
% Pvt.	3.81	5.44	11.63	13.76	14.16
Secondary					
Govt.	611	1615	2081	2397	2637
Pvt.	1219	1219	4065	5049	5531
% Pvt.	66.61	66.72	66.14	67.80	67.71

Govt. aid for private schools, 1998

	Aided	Unaided	Total	% Aided
LPS	378	1510	1888	20.02
HPS	2058	2695	4753	43.30
Total	2436	4205	6641	36.68

Note: This analysis does not include Corporation schools who serve mostly the slum areas in cities

There are quite a few ethical issues in promotion of private enterprise. They are related to State and Society relationship in provision of education. What is the role of the State in an inegalitarian society as it prevails in India/Karnataka State in regard to provision of 'good quality' primary and secondary education? How to move away from block subsidies which benefit all sections of society in a equal measure irrespective of their ability to pay and move towards need-based, student-specific, family-specific, income/ability-to-pay linked subsidies? There is an age-old Sanskrit saying which is spelt here as it is pronounced: "Apaathra Dhaanam Mahaa Paapam" which means that giving charity to an undeserving person is a great sin. We are not speaking of charity here. We are in a milieu where a greater sin is being committed. We are dealing with financing human rights from taxes paid by all including the poor. How to ensure fairness and justice in public financing of education. What are the critical limits for financing from State kitty? How to encourage, regulate and promote private enterprise? Merit, Efficiency, pursuit of excellence and industriousness are the watchwords of the private sector. Users pay according to benefits received is a market principle. Private schools may maintain high standards and charge for the same. The poor and deprived may not be able to pay for it. See A K Sen: "Commodities & Capabilities"; "Standard of living", "Ethics and Economics". The poor & deprived get excluded. How to ensure justice for the poor and quality in the system? How to reconcile the demands of EQUITY and QUALITY? This is the ethical challenge in administration.

WAY-OUT - Poor Children: Improvement of government schools to such levels whereby the poor and the middle class do not feel the need to go to private schools. This is a costly, expensive, resource-driven proposition. As we do not have a Citizen Information System (including ability to pay for services), even the well-to-do would retract to government schools in such a scenario. Another suggestion tried out with a reliable measure of success is [Educational Vouchers; Student-linked grants in U.K] in some advanced countries. There are many controversies in regard to such funding which will be discussed elsewhere. This cannot be tried in India. One solution is to empower VECs/VPs/SDMCs to engage in student-linked, discrete, supplementary financing (as against block subsidies). This is possible in small, well-knit, closed habitations. In towns, cities which carry over 40 per cent primary and 70 per cent of secondary schools, such a measure would not be feasible.

WAY-OUT Privatisation

A fairly high degree of privatisation has taken place in the State especially in secondary education to which a reference has been made in Chapter II. It is better to think of incentives, tax concessions, public recognition and a market friendly, liberalised atmosphere in promotion of private enterprise without sacrificing on standards and quality in education. Scholarships, hostel-support, grants, venture

capital for private enterprise can all be tried out on an experimental basis and expanded gradually.

Another important issue that merits attention in educational management is that of private aided and unaided schools. Aided schools occupy much of the time of the BEO/DDPI. Inspection, good-will visits for inauguration, valediction, facilitation occupy his/her time. After all, it is the private schools which satisfy the English loving lobby in society. Normally middle class communities/parents patronise aided schools and the DDPI/BEO feel comfortable with these communities. His identity is with them. They seek DDPI/BEO's intervention for seats for their children in aided schools. This is an ego-elevating request. Aided schools occupy the unconscious motivations of officers. In the process, they are not able to/interested in government schools. They are taken for granted. In case of unaided private schools the situation is worse especially in cities like Bangalore, Mysore, Mangalore and Belgaum. Unaided private schools are self-financing schools, that is every pie is paid by the student/wards. They also collect donations beyond their needs. Many of the unaided schools do not have trained teachers. Kindergarten, primary and secondary teachers will not have NTTI, TCH and B.Ed. diplomas respectively. They are paid very much lower than their counter parts in government schools. For government school teachers, their job is a source of livelihood. For private unaided teachers in cities, it is a pastime. [I foresee objections to this type of characterisation. Hence, I submit that there are exceptions to the generalisations made here.] The untrained teachers/schools which appoint them may also argue that training does not guarantee good teaching. No debate can be entertained on this issue. Standards are set for compliance, not arguments. The message being thrusted here is that unaided schools also require regulation of standards even though they do not take grants from government.

WAY-OUT (Continued)

Periodical inspection of unaided schools should be made compulsory for granting/renewing recognition. Inspection/Supervision of all schools including aided/ government/unaided schools need to be privatised. The modalities will be discussed in Chapter V under lessons for Karnataka from British experience. The pressures on time of DDPI/BEO will be reduced accordingly.

Emerging reorganisation of schooling and its implications for management
[The section has been added following chairperson - Dr.Govinda's comments]

For a long time, Karnataka has adopted the 4+3+3+2 structure for schooling - 4 years of lower primary schooling, succeeded by 3 years of higher primary schooling and 3 years of secondary schooling. The tenth year of schooling formed both a terminal stage for those who wanted to go for secondary and tertiary sector employment (production, sales and service, maintenance etc;) and a transitional stage for those who wanted to pursue higher education. Those who wanted to go for higher education had to go through the +2 stage which provided for diversified courses leading to both general higher education and professional education.

+2 stage was organised in three different ways. Degree colleges who had historically offered intermediate education continued to offer +2 courses. High schools added 2 more years of provision and called them as higher secondary schools. In

places where there was a demand for +2 education but shortage of high schools with +2 stage or degree colleges, these sprang up institutions called Junior Colleges which offered only +2 courses. The +2 attached to degree colleges were with the universities. The +2 institutions which were extensions of high schools were administered by the Department of Public Instruction. Independent Junior Colleges were run by the Directorate of Pre -University Education. For purposes of examination and certification all of them were under Directorate of Pre-University Education.

As of now several changes have been initiated in the structure and management of school education. The State Government is moving away from 4+3+3+2 structure and towards 5+3+2+2 system. The erstwhile lower primary schools with 4 standards of schooling are being upgraded to continue upto the 5th standard. The proposal to delink 8th standard from high schools is on the anvil. +2 courses from universities are being bifurcated and relocated with higher secondary schools. Teachers whose workload was shown for +2 courses in degree colleges are being redeployed in higher secondary schools and the enrolments are being diverted thereon. In the near future all +2 courses/colleges will fall under the Directorate of Pre-University Education not only for examinations but also for recognition, admissions, teacher recruitment, curricular design, inputs supply, production of textbooks and evaluation procedures. All these changes will throw up issues of coordination, standards-setting and networking.

Likewise, the extraction of 8th standard from high schools and their attachment will also throw up several problems. Some of these problems which are visible on surface are: (a) building needs for higher primary schools which now have a capacity for seven standards of school education. This problem will not be serious in composite schools which have facilities for schooling from standard I to standard X. Again, there are educational institutions, especially in the districts of the old Mysore region, which have only VIII, IX and X standards. Extraction of VIII standard from such schools may lead to surplus space. There will arise an imbalance in availability of space for VIII standard of school education. Imbalance is of two types: shortage of space in higher primary schools to which VIII standard will be attached; surplus space in 'just' high schools from VIII standard will be delinked. Most of the schools in the Northern Karnataka region have I to X or even XII standards. (b) Another problem of school reorganisation is that of teacher supply. Teachers have to be redeployed across the emerging higher primary schools with 8th standard and high schools with only 9th and 10th standards. As of now, in majority of cases teachers share the work load from 8th to 10th standard. A typical high school with minimum strength in 8th, 9th and 10th standards will have 5 teachers: English, Hindi/Kannada, Science, Social Studies and Mathematics. There will also be a Physical Education Teacher in many schools. Taking away any one of them to higher primary school will be impossible. Taking away 8th standards will reduce their workload and bring it below the departmental norms.

In medium-sized schools there will be additional teachers. It is possible that there are two science teachers, one with Physics, Chemistry and Mathematics at graduate level and the other with Chemistry, Botany and Zoology backgrounds. The PCM graduate will teach Physics and Mathematics for all three standards (8th, 9th & 10th) for two-sections in each standard. The CBZ graduate will teach Biology for two sections in each of the three standards and share the chemistry workload with the

PCM graduate teacher. If a science teacher has to be redeployed from this school, either Mathematics or Biology teaching will be a problem.

One of the possible solutions to this problem would be to integrate the IX standards of the high school with the nearest/locally existing higher secondary school and distribute the workload in a balanced way across IX to XII standards. This solution will also throw up other kinds of issues. One such issue relates to qualifications/certification of teachers. As of now, teachers teaching +2 in degree colleges have only a Masters degree in a school subject (MA or MSc) without any certification (B.Ed) for teaching. In contrast, those who teach +2 in higher secondary schools invariably have a certification (B.Ed.) along with a Masters' degree in school subjects (MA/MSc). Most of them also posses an M.Ed. degree. What should be the standard qualification/certification for teachers of +2 stage? This needs to be decided in redeployment of teachers.

When the VIII standard is delinked from high schools and attached to higher primary schools specifically in schools which had facility only upto VIII standard then, there arises an issue of 'who' should teach VIII standard student. 'Who' herein refers to the qualification and training of teachers. Till now, those who have a graduation qualification and a B.Ed. certification have been teaching the VIII standard. If teachers from high schools are deployed for higher primary schools they will have to teach not only VIII standard but also the lower standards for fulfilling workload requirement. No doubt that the redeployed teachers will be graduates with B.Ed, as they were in the high school where they were teaching. The problem will be one of application of salary scales for the deployed teachers. Should they continue with their high school/graduates with B.Ed scale in higher primary schools also? What will happen to others who teach at the same level? Can there be two scales for teachers teaching at same levels? Further, when redeployed teachers from high schools are expected to teach VI, VII standards also to satisfy workload norms, there arises a basic question as to what should be the certification, TCH or B.Ed., for those who teach lower classes. As of now B.Ed. is devoted to the preparation of secondary school teachers. Where do we place VIII standard, primary or secondary? These and similar issues merit serious attention in reorganisation of educational structure in Karnataka State.

CHAPTER V

THE SELF-MANAGING SCHOOL - GLOBAL PERSPECTIVES

The closing decades of the twentieth century heralded a sea change in the management structures and functions of education in different parts of the world. A phenomenal shift from centralised structures to decentralised arrangements is the major thrust of this transformation. An interesting feature of this structural change and adjustments therein is that this decentralisation process encompassed the schools. It is not just a movement from the Federal to the State to Local Self-Government bodies. Rather it is a grassroots decentralisation. EMPOWERMENT of the school to effectively and efficiently carryout the functions for which it has been set up is the vision with which responsibility for managing a school is shifted to the school. This phenomenon may be termed as a Movement towards SELF-MANAGING SCHOOLS. There is a concerted thinking in Karnataka State also to move towards Self-Managing Schools. This is one of the salient recommendations of the Chief Minister's Task Force on Education [See Interim Report of the Task Force, August 2000, GOK]. The proposal is to set up a School Development and Monitoring Committee (SDMC) for every school. Hence, the experiences of well-developed systems of education outside the country in promoting and sustaining school-based management would be of value for the State. With this perspective, a brief account of the genesis, nature, progress and directions of Self-Managing schools will be presented in this study. Some of the significant recommendations made in this study for structural changes in educational management in Karnataka State will have bearings with developments outside the country traced here.

SMS-a global phenomenon

It is a strange coincidence that a thinking emerged in different parts of the world at the same time that the school should be granted antonomy for carrying out its functions and be made accountable for the same. This thinking emerged in the early 1980s and got crysallised by 1990. Powers to frame a curriculum within a national curricular framework, hiring teachers and head teachers to transact the curriculum, procuring the equipments and materials for teachers and students, preparing budgets for the school and mobilising resources for the same, engaging in self-evaluation and submitting itself for external evaluation are all the major functions for which the schools got empowered. Another interesting feature in this change is that it came about not just through a stroke of a pen as a government order/circular/policy change. Experiments in self-managing schools were tried out by self-motivated communities, experiences documented, lessons drawn and replicated elsewhere on a large scale. The experiments are spread across several countries such as Australia, New Zealand, Canada, the United States, the United Kingdom, South Korea (now Korea) and China. Making the school functional, efficient and effective is the objective of the whole movement.

What is a SMS? There are several variations in the way a self-managed school is functioning in different countries. It is also addressed by various names. Collaborative School Management (CSM), Locally Managed School (LMS), School-Site Management (SSM) are some illustrative references to such schools. Brian J Caldwell who was associated with one of the earliest experiments in CSM in Tasmania,

Australia between 1982 and 1986, defines a SMS as follows: "We define a self-managing school as one for which there has been significant and consistent decentralisation to the school level of authority to make decisions related to the allocation of resources. This decentralisation is administrative rather than political, with decisions at the school level being made within a framework of local, state or national policies and guidelines. The school remains accountable to a central authority for the manner in which resources are allocated." [Brian J. Caldwell & Jim M. Spinks: "The self-Managing School" Falmer Press, Sussex, 1988, p.5] Reference to allocation of resources by the school in this definition carries the following components: Resources - goals and curriculum, technology, power, materials, people, time-use and finance. Six steps have been identified for managing a school by a school. It is presented in a chart - form (see the chart)

Chart

SMS Cycle - A Chart as can be applicable to Karnataka State
(Adapted from Brian J. Caldwell)

Steps	Illustrations	Responsibility
Step 1 Goal setting & Need Identification	1. Enrolling out of School children 2. Defining Learning outcomes 3. Mobilisation of Resources	SDMC/VEC/HT State guidelines/HT SDMC/VEC/HT
Step 2 Policy-formulation	1. Enrolment Drives 2. All children including girls/SC/ST to attain 80 per cent competencies 3. Mobilise Resources for building construction (2001-2002 AD) (Toilets, Classrooms)	SDMC/VEC/HT SDMC/VEC/HT SDMC/VEC/HT
Step 3 Planning & Programming	1. Day-to-day, House-to-house contact, Meeting employers of child labour, Production & Display of posters, Screening of video films on importance of schooling etc; 2. Classroom organisation, Teaching-Learning Programmes, Periodical Testing, Home Assignments, Remedial Teaching 3. Identification of philanthropists to be approached and scheduling of meetings, planning strategies with VP/TPS on utilisation of JRY funds.	HT/Teachers/SDMC **Teachers/HT** SDMC/HT/VEC

Step 4 Budgetting (and Costing)	1. Visits, Printing (Posters), Film show etc; 2. Teachers in position/Teachers required, materials required, 3. Estimates of costs of various programs & total costs	SDMC/Teachers/HT HT HT/SDMC
Step 5 Implementation	1. Community/School 2. School./Teachers 3. Community/School	SDMC/VEC/Others Teachers/HT SDMC/VEC/Others
Step 6 Evaluation	1. School 2. School 3. School	Teachers/SDMC/HT Teachers/SDMC/HT Teachers/SDMC/HT

There are six steps in a cycle of Self-management. They are: Goal Setting and Need Identification, Policy Formulation, Planning and Programming, Budgetting the Plans & Programmes, Implementing the Plan and finally Evaluating the Outcomes in relation to goals.

The full cycle of SMS as was tried out successfully by Rosebary District High School, a school with 600 students (nearly 300 from Kindergarten to 6th standard and the rest from 7 to 10 standards) located on the West Coast of Tasmania, Australia is documented by Brian J. Caldwell and Jim M. Spinks.

Genesis of SMS
I Case of Australia

One of the countries where SMS has taken deep roots is Australia. School Education is a State responsibility in Australia. For more than 100 years from beginnings of school education in 1870, there was a highly centralised system of school education. Curriculum was centrally determined, Inspectorial system was very tight, and there was a State-wide external examination at the end of X standard of the secondary school. An Australian Schools Commission (now called as Commonwealth Schools Commission) was established by the Federal Government in 1973. This was an attempt to consolidate the centralised governance of schooling. Victoria was the first State to fall out of the federal grip in 1975. It issued a circular to all the government schools to establish school-site councils. This process continued and by 1983, a major move was taken towards self-governing schools. This effort at school-based decentralisation was declared as "an effort to restore confidence in the school system". The school-site council consisted of parents, local leaders and teachers at the primary level and even students at the secondary level. By 1987 almost all government schools in Victoria State became empowered. The first step in empowerment was to give grants to the school directly. Grants were based on School-based budgetting. Under the CSM arrangement, the school was empowered to appoint/hire teachers/principal and other staff.

Lessons for Karnataka State

Following the recommendations of the CABE Committee on decentralisation of school management (popularly known as Sri. Veerappa Moily Committee Report), 1995, the Karnataka Government issued a circular to all government schools to

form/organise Village Education Committees. As of now, only primary schools are covered in this move. The VECs have been formed in all schools and VEC registers are being maintained. As per a study of VECs at ISEC (M.D.Ushadevi, 2001 January), the functioning of VECs leaves much to be desired. Meetings are not held regularly, VEC training has not made much impact on the capacity of members and impact on schooling is poor. A similar fate may also be awaiting for the SDMC. The lesson from Australia's programme of CSM is that one need not be disheartened. A nation with a highly educated population took 4 years (1983 to 1987) to form school-sites. Population pressures are also not there. Hence, the gestation period for efficient functioning of VECs/SDMCs has to be placed a little longer while all efforts are made to strengthen their capacities.

II Developments in England

Structural shift in management of schools and movement towards SMS is a political decision in England. This was a part of the Manifesto of the Conservative Party which came to power in 1987. It proposed four major reforms ["The Next Moves Forward", May 1987, pp. 18 to 20, quoted after Brian J. Caldwell] each of which is a shift in the continuum of centralisation-decentralisation process of SMS. They are:

- a national core curriculum
- control over school budgets to be given to governing bodies and head teachers of all secondary schools and many primary schools within five years.
- Increasing parental choice by fostering diversity and increasing access.
- Allowing state schools to opt out of LEA (Local Education Authority) control, with grants from the national government being made directly to the school.

The proposals did not come out of a vacuum. They were based on successful experiments in SMS in six county schools in the area of school finance with a programme called Local Financial Management (LFM), beginning with 1982. Cambridgeshire country and Solihull metropolitan area are among the six countries. Allocation of grants directly to the schools and autonomy in budgetting and utilisation of funds was a part of the experiment which enhanced the accountability in the systems.

Growing on the experiences from these experiments, the Conservative government brought in major changes in Education through the Education Reform Act, 1988. School-based budgetting, Local Financial Management, greater parental choice, autonomy in school management were some of the highlights of the 1988 Reform Act. The Education Reform Act recommended the Constitution of a National Curriculum Council (NCC). The NCC came out with a core curriculum encompassing a Schools Examination and Assessment Council (SEAC). [Note: Both NCC and SEAC were merged and replaced by School Curriculum and Assessment Authority in October 1993]. The reforms in curriculum strengthened the Victorian values of 'pursuit of knowledge'. There was a neglect of knowledge following the adoption of the recommendations of the Lady Plowden Committee of 1967 on Primary Education, in England. The 1988 Reforms Act was a reaction to 'progressive' and 'child centred'

education of Rousseau and John Dewey. It was an attempt at 'cultural resorationism' [see Stephen J.Ball: **"Education Reform",** Open University Press, Buckingham, 1994 for an extension of this point of view]. The Reforms strengthened the knowledge base in the curriculum.

The Reform process continued in England. The Education Act of 1988 was revised again in 1992. Section 9 of the 1992 Education (Schools) Act created a new non-ministerial government department termed as OFSTED - Office for Standards in Education. OFSTED was created in September 1992. OFSTED produced a 'Framework for the Inspection of Schools' in 1994. The British government made it mandatory for schools to get OFSTED clearance for receiving grants. The OFSTED replaced the traditional inspectors of schools called the HMI, Her Majesty's Inspectorate. OFSTED had two Chief purposes: (a) Improvement of Inspection and (b) Improvement (of schools) through inspection. It also published a Handbook for the Inspection of Schools for use of Inspectors in 1993.

Improvement of Inspection is done in the following way. Individuals (Professors, Retired Principals of schools) and Agencies (Eg: LEA) register themselves for inspection work with the OFSTED. The registed inspectors (RgI) are given training in inspection by OFSTED. Inspection of schools, independent/external evaluation is given on 'contract' basis to the RgIs. Note that OFSTED itself does not carryout inspections. Here is a report on contracts awarded by OFSTED during 1993, 1994.

Inspection contracts awarded to LEA and independent RgIs

Date	Number of Inspections	Percent LEA contract	Percent independent RgIs
Autumn 93	393	77.3	22.7
Spring 94	314	62.7	37.3
Summer 94	184	52.2	47.8

[Source: Peter Mathews and George Smith: "OFSTED: inspecting schools and improving through inspection", Cambridge Journal of Education, Vol. 25, No.1, 1995; Peter Mathews was Head of Quality Assurance and Development, OFSTED while George Smith was a Research Consultant, OFSTED].

The OFSTED gives training and accreditation to RgIs of Primary and Secondary Schools. The OFSTED collects information/qualitative data about a school that subjects itself for inspection and gives it to the RgIs. The data base on schools has led to the development of pre-inspection context and school indicator (PICSI) reports. The PICSI report of a school/schools includes information on pupil performance on GCSE (Graduate Certificate in Secondary Education) and other examinations. The RgIs inspect the schools in a team and submit reports to the OFSTED. OFSTED classifies all schools into three groups on the basis of RgIs reports (say: good, average, poor). The third category schools are called as 'failing schools'. The failing schools prepare an action plan for improvement within 40 days of the end of inspection and circulate it to all the parents. The implementation of the Action Plan will be monitored by OFSTED. Every school will be covered in a 4 year cycle by OFSTED.

Using its Education Information System (EIS) the OFSTED advises the Secretary of State (Ministry of Education) on schools/regions requiring special attention by the Government.

OFSTED inspection is both quantitative and qualitative. Here follows an extract of an inspection report by OFSTED on Wisewood school, a co-educational secondary school of 670 pupils, north-west fringe of Sheffield County, a socially stable community. [Source: Charles Sisum: "**School Improvement - Translation from Theory into Practice**" pp. 120-121; in Brent Davies and John West (ed.) Reengineering and Total **Quality in Schools**, Burnham, London, 1997].

The OFSTED report on Wisewood school, 1995. "Wisewood is an improving school and has raised standards following the report of the HMIs in May 1991..... Standards of achievement have been steadily improving over 5 years and the number of pupils achieving 5 GCSEs at grades A to C has risen from 20 per cent to 38 per cent of entries..... The quality of education is characterised by responsive and participative pupils and hardworking staff. Both cooperate and provide an environment in which good quality learning and teaching can take place.

Key issues in the report

- resolve the budgetting problems of the school within a planned timescale in order to provide a secure and stable basis for further development
- to further develop strategies to raise the standards of achievement of all pupils but particularly the attainment of boys
- to prepare a new development plan for the school which has clear, achievable, short, medium and long term objectives, together with success criteria and costings".

It may be noted from this report that the RgIs carried the 1991 May HMI report on the school to get a comparative picture and to examine whether follow-up action has been initiated on the previous report.

Lessons for Karnataka State

There are quite a few lessons from British experience of reforms for management structures in Karnataka State. Of all of them, the most significant area of reforms would be the improvement of the quality of inspection/supervision and the improvement of the quality of schools through inspection/supervision.

As of now the system of supervision/inspection in Karnataka State is very poor at the higher primary and secondary school levels. Reforms have been initiated at the lower primary level I and II standards through the creation of an academic supervision support system. Schools have been grouped into clusters. Supervision and quality improvement of teaching-learning in schools is entrusted to trained Cluster Resource Co-ordinators. Training support, consolidation of progress reports on learning from schools and feedback is managed by Block Resource Centres. Quality management at the lower primary level is on the path of improvement. It has to evolve and grow into a refined system. However, the problem lies in quality improvement of higher primary/secondary schools.

Subject Inspectors (gazetted officers) are appointed by the Government for quality improvement of secondary schools. The quality of Subject Inspection and the coverage has already been discussed in Chapter IV. It will not be repeated here. Lessons from Britain will be discussed here. The practice in Karnataka State of promoting eligible senior high school teachers as SIs may be given up and the posts of Sis can be discontinued. Sis may be appointed on a contract basis. The BEO/DDPI/State Government can develop and maintain a pool of experts for inspection/supervision of secondary schools. Supervision/Inspection should be done by a tem of experts. Every school needs to be covered in a cyclical way. Illustrations of experts can be just retired 'reputed' head teachers of government high schools, senior educational administrators of the department, university teachers in departments of education, Principals of DIETs, Principals of CTEs and Methods Masters of B.Ed colleges who have experience of teaching in high schools, and others with demonstrated expertise in school administration. All the experts will be trained by a State-level Resource Group which qualifies them for Registration as experts.

Standards need to be specified for a higher primary school/secondary school. The inspection/supervision team will visit the school, examine it as per guidelines for standards, sit with the head/staff/parents/SDMC/VEC and discuss their report. They will examine the progress attained by students. On the basis of variety of indicators mark a quality tag [A= Excellent, B= Good, C= Average, D= Poor and E= Very Poor]. They will also give a qualitative report identifying the areas that need attention by the school. A report will be submitted to the Standards Office of the Department of Education (to be created). The DOE will supply the report of the inspection team to the next team when they visit the school for subsequent inspections. The school also will be expected to submit a ACTION TAKEN REPORT (ATR).

Logistics of privatising inspection/supervision and the financial implications is complex and time-consuming. It can be worked out by a task-group of the Department created for the purpose. This is not difficult, once the logic of the proposal and the proposal is accepted. Privatisation of inspection/supervision and follow-up administrative actions on the same is a dependable way of ensuring alround quality improvement of all the schools and all the children in the State.

CAVEATS on the adoption of the British Model

The choice of inspectors/supervisors is very important in quality improvement measures. The chief source of threat for this arrangement (Inspection Pool/Privatised) will come from the schools/community. The Inspection team should be acceptable to the schools/teachers. It is observed in this study (empirical component - field data from Mysore, Raichur and Mangalore Districts, also that the cluster co-ordinators are not accepted in equal measure by all the teachers of their jurisdiction. Equivalent rank, age, sex, experience have all been observed to be variables in acceptance. Similar feedback is observed on the OFSTED programme of England. In a study of the impact of OFSTED on change in schools of England it was discovered that, just over one-third of teachers intended to change some aspect of their professional practice as a result of inspection. [Nicola Brimblecombe, Marian Shaw and Michael Ormston: "Teachers' Intention to change as a Result of OFSTED School Inspections", **'Educational Management and Administration'** Vol.24 (4), 1996, pp.339-354]. It is also to be noted that intention to change does not mean actual change and actual change may not mean improvement. Areas of high acceptance were: Staff

development and School Development Plan. Less experienced classroom teachers, middle and senior managers (HTs/Correspondents), were more willing for change. Women had more reservations for change [Women constitute greater proportion of classroom teachers in England]. Inspectors' behaviour - styles and credibility was an important variable in acceptance of inspection.

Teachers were not happy to be inspected by persons who had not been in a classroom or school for many years. Study by Brimblecombe et.al reports views of teachers: "very angry at being exposed to superficial, quantitative, invalid, unrealistic and rigid format of inspection, done on the cheap by people calling themselves 'education consultants' who have not taught for 20 years". The choice of inspectors and their training for the job is a very significant variable in improving quality of inspection and quality of schools through inspection. Adapting the OFSTED model will be a challenge for those who advocate and support privatisation of inspection/supervision in Karnataka State.

Experiences from the United States

National Structures: Public education is a responsibility of the State (Government) in United States. The State laws provide for the setting up of school boards which have responsibility for schools in a district. There are around 15000 districts (managing education) in the U.S. Formerly, the district boards were managing schools from funds collected through local property tax. But now, there is utmost reliance on State finances. There are 50 States in the United States Federation. The States fund the schools and provide policy guidelines. The Federal government's role in funding public schools is quite negligible. The Federal government provides support to U.S. system of education through a number of National level support structures.

The National Centre for Educational Statistics (NCES) is a wing of the Federal U.S. Department of Education. A significant programme of the NCES is the periodical National Assessment of Educational Progress (NAEP) project. It periodically publishes since 1969 a document called 'The Condition of Education' in the U.S. This is a massive assessment of school achievement of the nation's students. Reports of the NCES (The Condition of Education) are widely debated in the U.S. The Teachers' College Record, a journal of the Mecca of Education, the Teachers' College, Columbia University brought out a special issue on The Condition of Education, 1997, in its 99th volume [Teachers' College Record, Vol. 98, No.1, fall, 1997. See David P.Baker and Thomas Smith: "Three Trends in the Condition of Education in the United States"]. The NCES/NAEP published in 1996 a report on the nation-wide assessment of mathematics achievement of school students. It is very interesting to learn that professionalism is very high among the nation's teachers and educational administrators. There is a National Council of Teachers of mathematics (NCTM). The NCTM had broughtout a guideline on Curriculum and Evaluation Standards for School Mathematics which was used by the NAEP.

The NCES also supports International Assessment of Achievement in School Subjects periodically. The Third International Assessment of 1994 was directed at Science and Mathematics (TIMSS). Results showed that as per TIMSS, US VIII grade students were below international average in mathematics; they were very much lower than students of Japan, France and Canada. Analysis of results of US students on TIMSS revealed quite a few interesting insights. Among others, out-of-field teaching

(26 per cent of American teachers) is an important determinant for which there is a similarity in Karnataka State also (see chapter 4).

There is a National Academy of Sciences (NAS) and a National Research Council (NRC). The NRC takes up periodical surveys. One such survey was on the labour market for school teachers (1987) in the following decades. There is CEEB, Central Entrance Examination Board which has a Educational Testing Service (ETS) Cell. CEEB conducts a nation-wide test (except California) for college entrance called Scholastic Aptitude Test (SAT). Performance of students on SAT is considered as a reflection of the quality of schools in a school district/State. It provides a framework for comparison in an otherwise highly decentralised system.

Reforms in Education in the U.S.

'Change' is a perpetual phenomenon in life and education in the U.S. It is integral to the U.S. philosophy variously described as Pragmatism, Instrumentalism and Experimentalism. The latest spate of changes, Educational Reforms followed the publication of the report of the National Commission on Excellence in Education (NCEE) which carried a fascinating title: "A National At Risk", in 1983. 1983 witnessed another interesting report "Action for Excellence: A Comprehensive plan to improve our nation's schools", a report submitted by the National Task Force on Education for Economic Growth. The NCEE report generated a lot of debate as it convincingly argued with the help of CEEB data that the quality of school education in the U.S. was declining. Such a discovery led to the study of the quality of education by the heads of States of the U.S., the National Governors' Association. They submitted a report to the nation entitled: "Time for Results", Washington, D.C., 1986. This was accompanied by another report of the National Education Association (NEA) in collaboration with the National Assessment of Secondary School Principals (NASSP): "**Ventures in Good Schooling, 1986.**" These were the genesis of reforms in schooling in the U.S. and a movement towards the Self-Managing School (SMS).

The report of the National Governors' Association recommended 'incentives and technical assistance to districts to promote school-site management and improvement'. The NEA and NASSP echoed this recommendation when they declared that they were committed to the principle of substantial decision-making powers to the school-sites. Experiments with school-sites management began in a small way in California and Florida. It spread to other parts of the United States at a fast pace in the following years. Schools are empowered to plan their curricula and programmes, prepare budgets, mobilise resources and hire teachers on contract basis. Parents can have a choice of schools. The schools will get grants on the basis of student enrolments. Schools strive to perform well and attract more students for higher grants. Through the student-linked grants to schools, in one stroke, the US has tried to satisfy the demands of both consumer (student/parent) sovereignty and entrepreneurial (school as an enterprise) competition. The school manages itself in every way with the guidance and support of a school council.

Lessons for Karnataka State

The SMS in US has several lessons for the State. Student-linked grants cannot be practised in the State as government schools are quite poor in infrastructure facilities as compared to private self-financing and aided schools. Their examination

results are also relatively low. Hence a crowding will take place towards private schools. Government schools will further lose out in enrolment and grants. There are several other hidden costs of schooling which the middle classes will supplement and get the benefit of better maintained private schools. The SCs/STs/poor among the BCs and Minorities will lose out in the competition. Similar criticisms have also been made of the US policy for SMS. In their study of student-linked grants for schools, Moore and Davenport clearly show the exclusionary effects of systems of selection and choice in terms of racial segregation and discrimination. [Moore, D and Davenport, S.: "Choice: the new improved sorting machine" in Boyd W.L. and Walberg, H.J (eds.)"**Choice in Education: Potential and Problems** Mc Cutchan, Berkeley, 1990]. As they observe, the market provides a mechanism for the reinvention and legitimation of hierarchy and differentiation via the ideology of diversity, competition and choice. Similar negative effects were also recorded by Whitty in the U.K. Context. [Whitty, G. et.al "Assisting Whom? Benefits and Costs of the assisted places scheme" in Hargreaves, A and Reynolds, D,. (ed.): '**Educational Policies: Controversies and Critiques.**' Falmer, London, 1989]. With all these negative experiences on surface, there is no need to think of student-linked grants for the present times in Karnataka State.

The message of significance from U.S. Education is the national concern for quality and standards even in the SMS system of educational management. A concern for testing the attainments of students periodically and informing the concerned stakeholders and the nation's large public regarding the quality of schooling is worth emulation. The proposal made in this report (Ch.4) for a Educational Testing Service as a wing of the DSERT should be examined from this perspective. Periodic assessment of attainments of students in the primary and secondary schools of the State, certification of schools on such assessments, guidance for improvement, examination of Action Taken Reports and foliow-up correctives are essential for improving the quality of schools in the State.

Development in other countries

Considerations of time and space have prohibited a detailed account of other countries. However, brief references will be made to developments in a few other countries.

Canada

School-site management began in Canada with experiments in Edmonton Public School District in Alberta in 1986. Decisions for allocation of resources were decentralised to the school-level. The schools were free to use their resources for hiring teaching and non-teaching, staff, purchasing equipments and supplies and hiring other services. They had flexibility in curriculum management while they had to also follow a national core curriculum. However, assessment of student performance and appraisal of schools was made by a central authority (Federal Govt. Department of Education) using centrally designed achievement tests. Schools were also free to engage consultants to solve the problems of the schools. Every teacher was given weekend professional development training throughout the year. This was financed by the SMS.

China

Reforms towards Self-Managing Schools (SMS) were also initiated in China in 1985. Two related thrusts were incorporated in the reforms; (1) giving more autonomy and responsibility to local authorities for primary and secondary schools and (2) strengthening the power of principals to make decisions regarding their schools

The Decision of the Communist Party of China Central Committee (CPCCC) of 1985 was discussed by a Consultative Committee at length which worked out the details of the proposal/CPCCC decision. The detailed report was ratified by the CPCCC in 1988. This document incorporates the proposed reforms. The flavour of reforms can be sensed by going through the following proposals. [for details see Keith Lewin et.al: "Educational Innovations in China' Tracing the Impact of the 1985 Reforms, Longman, Malaysia, 1994; See Ch. IX 'School Management'.]

1. Schools should be considered as independent corporations with a combination of powers, responsibilities & interests. Improvements in the mechanisms for running schools independently should be introduced through legislation to give schools more decision-making power over personnel, finance, and teaching-learning.

2. The principal will be the central person in the management of the school and will assume full responsibility for the day to day decision making and the improvement of teaching quality. Principals should be educators who are aware of the principles of the socialist economy. Competitive mechanisms should be used to select, appoint, evaluate & train principals. School management should involve participation by teachers. Teacher appraisal & a responsibility system for principals will be introduced.

3. Administration Committee headed by principal/community members, congress of teachers and other employees.

4. Staffing on fixed ratios + contractual system of appointment

5. Community education committees.

It is both an amusing development and of interesting significance that an avowedly Communist State like China is using a discourse of the liberal, rightist, democracies like the US, UK and Australia on the subject of school reforms. Sri Krishna declares in the Gita that 'All contradictions are reconciled in the Absolute'. Perhaps SMS is the absolute in educational management as it is advocated and adopted in politically, ideologically contradicting nation-States.

KOREA

Korea has not moved much in the direction of SMS. Still there are lessons to be emulated from Korea which is a leading 'Eastern Tiger', one of the 'Asian Miracles', an industrial and economic power in Asia.

A Commission on Educational Reforms has been set up which serves as a wing of the Presidential Advisory Council. It provides fundamental direction in

Education, plans for long and short-term educational development and considers matters related to the promotion of nation-wide and worldwide educational reform.

Education is organised and administered in 3 layers: Ministry of Education, Provincial level district offices and county level educational offices. The MOE formulated new laws for the promotion of local autonomy in Dec. 1990 and the Korean government legislated the same in March 1991. [for details see: 'Education in Korea' pub. By Ministry of Education, Republic of Korea and compiled by National Institute for Educational Research and Training, Seoul, Korea, 1995-96].

Korea has a 6+3+3+4 structure of education since 1949. Public expenditures in Korea are highest for Education (22.7 per cent in the budget for 1995) followed by National Defense (21.0 per cent), economic development (20.2 per cent), Grants to local governments (13.2 per cent), General administration (9.8 per cent), Social development (7.6 per cent) and others (5.5 per cent). However, it is to be noted that expenditure on education does not mean general education. 42.2 per cent of total enrolments in high schools were in vocational courses. Schools were of three managements: National Government (like Navodaya, Central Schools, Morarji schools etc;), Public Schools (like State Government schools) and Private schools. Occupational high schools are in a majority.

Educational Reforms process continued and in 1995 May, government enacted a law exempting private schools from taxation in the acquisition and sale of properties. Loans are provided to private schools to help them with the expansion and renovation of facilities.

New Zealand

The reform process in education has been quite old in New Zealand. The Commissioner of Education, New Zealand Government, Frederick Beeby is well known for initiating a number of reforms in New Zealand which has been documented in his book: 'Quality of Education in Developing Countries, 1979. He had laid the foundation for a strong and powerful education system which was centralised, of course.

Reforms towards a SMS began in New Zealand in 1984 when the fourth Labour Government abandoned the interventionist policies in favour of a free market economic policy. This new economic policy document noted 'serious weaknesses' in the existing educational system. The document noted that the 'present administrative structure was over-centrailsed and overtly complex; the existing management practises were ineffective and the information needed to make choices was not available'. The 1984 policy recommended a major devolution of management responsibility. Following the adoption of a new policy the State government set up a Task Force to Review Educational Administration in the country which submitted its report entitled: "Administering for Excellence: Effective Administration in Education" in 1988 [See Picot, B et.al, Govt. Printing Press, Wellington]. The reforms reposed immense confidence on a trained head teacher for school management. [see Kerry Jacobs: "Devolved Management in New Zealand Schools", Ch. 8 pp. 180 to 187 M.A.Arnott and C.D.Raab (ed.) "The Governance of Schooling", Comparative Studies of devolved Management, Routledge/Falmer, London, 2000 AD].

Lessons for Karnataka State

Lessons for Karnataka from a review of developments in a few 'significant' countries across the world is as clear as that written on the wall. The whole world is moving towards SMS, towards empowerment and autonomy of schools so that the State/society derive the rights to make the school accountable for the attainments and progress of children. [some of the recommendations made in this study are hinted at and echoed by T.M.Vijay Bhaskar : "Improving Efficiency and Equity in Primary Education in Karnataka, India: Lessons from high achieving countries and Indian States', Masters Dissertation, School of Public Policy, University of Birmingham, September 1999, Annexure 1, pp.39-40].

Vocationalisation of school education and promotion of private enterprise in Korea needs special mention among the lessons for Karnataka State.

NATIONAL PERSPECTIVES

Self-Managing School is not yet a total reality in India. A process of decentralisation of educational management has reached the village through the 73rd Constitutional Amendment. It has not yet reached the school. There is a uniform pattern of educational interventions all over the country. Only a few innovative experiments have been made in a few States of India. Otherwise, there is not much to learn by One State from another State. Lok Jumbish project in Rajasthan, Educational Guarantee Scheme in Madhya Pradesh, System of hiring Vidya-upasaks/supplementary teachers in Haryana are some illustrations of low profile innovations.

All States in the country have ten years of general education though the structure of 10 years varies across States. Primary Education is a State/Municipal bodies responsibility all over the country. Panchayathi Raj institutions from District to sub-district and village levels bear financial responsibilities and control policy/planning functions, VECs are being formed everywhere. Minimum Levels of Learning are specified uniformly for all the States and they are pursuing it, problems of non-enrolment, drop-out rates and poor attainment levels are common for all the States (except Kerala which has only problems of attainments), OB is implemented everywhere, incentive schemes are offered in all States, DPEP treatment is given all over the country, capacity building initiatives (eg. DIETs) are set up all over and like this there is very little scope for innovation/experimentation/creativity in this large country.

As there is not much to be proud of, even small steps for change become significant. For instance, the Lok Jumbish project (People's Movement for Education for All) began in 1992 in Rajasthan with assistance from Swedish International Development Authority (SIDA). The basic objective of the project was to achieve EFA by the year 2000 through people's mobilisation and participation. School Mapping, Micro Planning, training of personnel, village surveys were all part of this project. Inspite of commendable efforts, expected results have not been realised.. There have been reviews commending/criticising the innovation. One of the criticisms has been that the regular, salaried, permanent teachers used Shiksha Karmis/assistant teachers working on a mission mode for a paltry honorarium as sources of relaxation and rest, may be by paying a marginal consideration (money). The programme should not be

blamed for this as the problem is rooted in a human factor, the sincerity/integrity of Indian teachers/people of India. [For an account of stylised efforts for Education in India see INDIA: EFA year 2000 Assessment, MHRD/NIEPA, NIEPA, April 2000].

A comparative study of process of decentralisation of educational management in Madhya Pradesh and Rajasthan was made by R.Govinda [R Govinda: "Dynamics of Decentralised Management and Community Empowerment of Primary Education: A Comparative Analysis of Policy and Practice of Two States in India", NIEPA, New Delhi, 2000 AD]. Madhya Pradesh adopted the top-down legislative approach from District to village level in decentralisation of powers and functions for educational management. Rajasthan adopted the village level participatory approach using non-formal approaches. Govinda is positive and hopeful of greater democracy at the village level in the coming years as the 'power dynamics is changing and new leadership is gradually emerging which is more inclusive and representative'.

Lessons for Karnataka State

Looking around the country Karnataka can heave a sigh of relief and tutor itself: "No Problem, Others are doing the same thing that we are doing. They have problems similar to us. May be we are thinking ahead of others in some respects". The recent decision of the GOK to set up School Development and Monitoring Committees (SDMC) and empower the same for school-based decisions is a welcome move. It needs to be applauded. The new arrangement to monitor attainments and improve classroom learning through CRCs/BRCs is also a positive and meaningful initiative.

Some of the other States in the country are employing para teachers/Shika Sahayakas/.....This can be tried as a transitory measure by the Government of Karnataka. It is already being tried by an NGO, SAMOOHA/ACTION AID in RAICHUR District of the State. The Leave Vacancy (LV) teachers suggested in this study can be an alternative. This arrangement should be a transitory measure. There are dangers in using it as a long-term solution [See A S Seetharamu: "Status of Elementary Teachers in India", EFA 2000 Assessment NIEPA/MHRD, 2000 AD, for a discussion of dangers in this proposal when the para-teachers arrangement is treated as a long-term solution].

There are some negatively loaded experiences in some States of India which would serve as warning signals for India. One such warning signal is from Kerala which is facing a problem of supernumerary teachers and unviable schools because of recession in growth rates of population. Karnataka should be careful in creation of infrastructure facilities and appointment of teachers. Educational Planning for a declining rate of population growth is the need of the hour.

CHAPTER VI

DIRECTIONS for CHANGE in EDUCATIONAL MANAGEMENT In KARNATAKA STATE

Approach

This study proposes several changes in the structure and functions of educational management set up in Karnataka State. Logic of these proposals has seven bases: (a) documentary analysis of educational practices, (b) primary survey of schools/villages/ agencies in Mangalore, Mysore and Raichur districts, (c) focussed group and individual interviews of personnel in the department and community leaders, (d) secondary data (through questionnaire) from district and block educational officers, (e) a review of educational reforms and innovations in some of the significant countries of the world during the last two decades, (f) a stock-taking of developments in education in the country in recent years, and finally (g) more than three decades of reading, interactions, field exposure, reflections, grassroots perceptions that accompany a life of research and teaching in the field of education. They are recounted here in the form of proposals for reforms in educational management in Karnataka State.

Scope

A word of caution is necessary before the proposals are presented. This is regarding the expectations from the report. The management set-up for education is very huge, diversified, multi-faced and complex. Management of 15 million children in 6 to 16 years age group studying in 57000 institutions, of 300000 teachers of whom nearly 60000 are head teachers; 2500 educational officers of various ranks working at various levels; a dozen wings of the education department working from State level downwards; over 5000 Panchayats, 25000 VECs, 10000 SBCs, a large number of NGOs; private aided and unaided schools; training institutions, hostels, book suppliers, and a host of similar institutions/individuals. Managing these many individuals/institutions encompasses a variety of functions appropriate to each of them and also specific to each of them. Admissions, Attendance, examination and certification; appointment, transfers, regular payment of salaries, pensions, other benefits; management of leave, legal matters, recognition of institutions; teaching-learning processes, training needs, timely and adequate supply of quality inputs; creation and maintenance of infrastructure facilities; maintenance of records; accountability to Legislature, PAC, Public; liaision with MHRD, Funding agencies, donors; Planning, Programming, Budgetting, Implementation, Monitoring and Evaluation; Development and Management of an Information System; Sensitivity to the demands of social justice and human rights - interests of SCs, STs, BCs, Minorities, Handicapped, girl children, backward regions; the list cannot be exhaustive. In a study spanning 4 to 5 months, it is difficult to address a full coverage of the management set-up of the education department. Hence, I submit that the review in this study is directed on the whole department of education but focussed on certain wings/levels/functions/processes. Further, it is not necessary to review every wing/level/function/process in a comprehensive and complete way. It is not correct to assume that everything is wrong with the education department. What is required is structural changes and adjustments, not dismantling of existing structures and

installation of completely new structures. It is with these cautions for myself and for the well-meaning critics and consumers of this study report that I submit the following proposals for change.

DIRECTIONS for CHANGE

There is a need to metamorphose the vision of the Department of Education. The Managerial set-up of the department of education should be redirected from a position of mechanical functioning to management of change. It should shift from an executive role to a facilitative role. The ultimate, the polar point in this vision is the school, the community of the school and around the school and what happens in the school. The school is the basic unit of educational management set-up. The school should be empowered to manage itself and made accountable for its expected functions. The Department of Education from State level, through District, Block and Villages levels should facilitate, promote and support the process of empowerment and accountability. Academic, administrative and financial support systems should function with efficiency and quality at various levels and size of operations. They should guide, support, facilitate, monitor, regulate and direct the schools for self-management.

The SELF-MANAGING SCHOOL

The school is the foundational unit of the megalithic, super-imposing structure called the education department. It is the last post in the delivery system. The school should develop a vision of its own within a framework of departmental/Constitutional vision of Indian society. The immediate environment of the schools represents the context, the reality for the development of a vision. What are the ways in which the immediate environment, that includes needs, resources and opportunities has to be manipulated/managed and directed towards the national Constitutional goals of life is the vision of a school. This vision has to be developed through a participative approach by the head teacher with inputs from other teachers, students, parents, community leaders and administrators. Promoting local initiatives for global visions is expected of the school. When the values of justice, equality, freedom and fraternity are translated into village contexts of schooling it means in simple terms:

- all children should be in school
- those who are enrolled to school should remain in school for a full length of 8/10 years
- there should be day-to-day, week-by-week, month-by-month, year-by-year increment in the learning levels of children who attend school
- the children who pass out of the school should develop the knowledge, attitudes, values and other capabilities to function as efficient, effective and successful citizens and human beings
- there should be a time-frame within which the school should realise all these objectives.

The administration/managerial structures above the school, upto the State level should provide support, facilitation, guidance and regulation for the schools in realising the visions of all the schools. This is possible when the educational administrators/managers have a vision. Do they have a vision? This is a fundamental

question. Are they conscious of the goals, objectives and functions for which the department was set-up, has grown and is now functioning? Are they aware of the basic minimum knowledge required of an administrator regarding the nature and magnitude of the problems, issues and performance (not details, but elementary knowledge) of the Departments? A negative answer would be painful and a positive answer would be unrealistic. Those who know are exceptions and mostly function at the top of the hierarchy. The administrators should be goal-oriented and not just task-oriented. Hence, the first proposal of the study is to sensitise/appraise all the educational administrators at all levels regarding the nature and magnitude of the problems and issues of enrolment, attendance, attainments and vision of the education department. This is a general proposal.

Towards SMS - a Road Map from CPI to SDMC

[This section has been added following chairman/Dr.Govinda's comments]

A Self-Managing school is the ultimate in democratisation of educational management which also incorporates such values as autonomy, flexibility, transparency, participation and efficiency. It will be a foolhardy adventure to go whole hog on SMS on a mass scale all over the State. There are many conditionalities/caveats which accompany the success of SMS. They are in brief: (a) an enlightened community. Enlightenment should not be equated with literacy or primary education. However, in the absence of measures of enlightenment, it would be essential to settle upon second best indicators of enlightenment. More than 80 per cent of the adult members of the community should have a minimum of fourth standard education/schooling; (b) adequate infrastructure for the school. Most of the schools do not have adequate infrastructure. Infrastructure has also been defined in a diluted way to include only buildings for classroom use. Playground, compound, space for school-level curricular activities etc; are hardly referred to; (c) adequate number of teachers, a physical education teacher, other supporting staff; (d) computer and other multi-media facilities; (e) a guidebook/handbook on effective school management; (f) capacity building exercises on effective SMS to Head Teacher/Teachers/Parents and other persons who are involved in SMS; (g) an effective monitoring and feedback system from school-level and upwards through cluster, block, district and up to State levels. In the absence of many of these caveats/conditionalities, implementation of SMS would meet with failure. Even a thousand-mile journey begins with a small step. Somewhere a beginning has to be made, experiences have to be consolidated, reflected upon and improvements have to be effected. This process will continue in a phased way till there is full coverage along with optimum levels of excellence.

Hence, it is advantageous, profitable and necessary to begin the SMS on an experimental basis. It can begin, say, with some of the taluks in Coastal and Malnad (hilly) districts which are educationally advanced. Drawing lessons from the success/experiences of these districts, it can be extended to other blocks in a phased way.

There are also certain advance actions that are needed at the Block/District and State levels even for beginning to move towards SMS in a phased way. Goal-oriented schooling, planning school work (not calendar), preparing a school budget, mobilisation of material and monetary resources, efficient utilisation of expenditures, self-monitoring and evaluation are skills which are alien to our school teachers, specifically head teachers as well as our training programmes. There is a need to

develop such capabilities for those who manage the schools at the site. For this, there is a need for key resource persons at the cluster/block levels, Master Trainers at the District levels and State level Resource Persons. The Commissionerate of Public Instruction/the Directorate of State Educational Research and Training should address these issues through production of literature, propagation of the idea of SMS, development of skills at State/District level which can reproduce similar skills in a cascade model at the block/cluster/school levels. Everything appears simple on paper. But it is hard to implement. However, somewhere/sometime it has to begin because it has been considered as a 'good idea' and implemented with 'considerable success' in many of the advanced regions of the world.

The experiment can begin with high schools and move downwards towards higher primary schools and then to lower primary schools.

Specific proposals of this study are discussed in the framework of the questions that had been raised as per the Terms of Reference (TOR) in the perspective chapter (Chapter I) of this study. The questions raised, the findings answers to these questions and the proposals/solutions to the questions/problems are presented here. These specific proposals may be considered as the structural changes and adjustments for the management set-up in Karnataka State.

I **Question No.1 (TOR):** Are the existing structures in Education Department adequate, efficient, focussed, flexible and facilitative of the functions essential for effective management of education?

The answer to this question is a big 'NO'. The education department is a Big Banyan Tree with its 48000 shoots/primary schools, 9000 high schools and the management structure to facilitate the performance of functions to which the schools have been set up. Going by the performance of the last delivery point of this huge and imposing management structure, the schools, as has been outlined in detail in Chapter II, it is clear that the system is inadequate, inefficient, loosely focussed and rigid. There is a need for a overhauling of the Department, beginning from the grassroots levels administration. The school should be empowered and made functional. The VP/VEC/SDMC (Village Panchayath/Village Education Committee/School Development and Monitoring Committee) should be empowered to facilitate and monitor the functional efficiency of the school. The ultimate goal of the education department viz; all children 6 to 16 years should join the school, stay during the entire period, learn and master the expected competencies/capabilities should be realised through this process. There is a need for changes in the management structure upwards for the realisation of this vision.

Decentralisation to the Block-level

For last 27 years, that is since the onset of the fifth five year plan in India in 1974, the District has been treated as the unit of development administration including education. Even the 73rd and 74th amendments to the Constitution upheld the legitimacy of the district as the unit of administration while delegating the powers and responsibilities to the Zilla Panchayaths. The Panchayath Raj Act 1993 of the Government of Karnataka (and even Government of India) endorsed this view and empowered the Zilla Panchayaths accordingly. While this arrangement may be functional for a few departments of Government, it has proved to be inadequate in

regard to the largest development department of the government which is the education department.

The DDPI is the chief executive officer of the education department at the district level placed at the service of the ZP. S/he is not able to concentrate on the primary/higher primary schools in regard to problems of personnel, inputs, infrastructure and learning attainments of children. The primary schools get lost in his/her foci and vision. The DDPIs monthly diaries and focussed interviews have revealed this limitation. Hence, it is proposed in this study that the powers and responsibilities for planning and management of education be decentralised to the block level. It should be entrusted to the Taluk Panchayath Samithi (TPS). The ZP will only be concerned with the scrutiny and approval of plans and devolution of entire funds to the TPS. The DDPI should be divested of all the executive powers and responsibilities for primary education. The BEO should be empowered for all the executive responsibilities for primary education.

The thinking that the Block should be the unit of developmental planning and administration is not new. For the first time a working group set up by the Planning Commission, GOI, under the Chairmanship of Prof.M.L.Dantawala recommended the treatment of the Block as a unit of planning; [See Report of the Working Group on Block Level Planning, Planning Commission, GOI, New Delhi, 1978]. The Planning Commission also issued Guidelines to the States for Block level planing in 1979. But this proposal did not catch with the State Planning Machinery. Even the 1986 Programme of Action of the National Policy on Education assigned the responsibilities for Planning and Management of Education only to the Districts. The 73rd Amendment to the Constitution of 1993 retained the District as the unit of decentralised development administration. Experience with the ZP/DDPI and performance in education has shown the amorphous character of the District as the unit of administration. A need has been felt for a clear focus and bold relief for education which is possible only at the block level. Responsibility for educational planning and monitoring should be decentralised upto the block level. Adequate powers have to be given to the TPS for planning, monitoring and financing education while managerial/executive powers need to be given to the BEO. Then only the BEO can be made accountable to the system/society for educational performance. Primary education from I to VIII standards shall be with the BEO/TPS. Recruitment of personnel, responsibility for management of inputs to schools from State level through the District level to the village schools, location of new schools, closure and merger of existing schools, vertical expansion of lower primary schools, construction of school buildings, additional classrooms, toilets, sanitation, playground, compound, selection/recruitment of head teachers, monitoring the progress of teaching-learning in schools, training of teachers, periodical assessment and evaluation of school performance, rating of schools and related intervention strategies, organisation of taluk-level science/humanities/technology exhibitions, IT education and networking of higher primary schools, adult/continuing education programmes, networking of district libraries with schools will all be responsibilities of the BEO/TPS. The BEO will not bother about High schools.

DDPI/ZP - District level structures

When the block level structures which are nearest to the village schools undergo a substantial change, this will carry upward spin-off effects on higher level structures the first of which is the ZP/DDPI.

The ZP/DDPI will be primarily/essentially concerned with Secondary/Higher Secondary education. There is a need to set up a District Board of school education under the ZP. Let the ZP President/Vice-President or any other member of the ZP, so nominated, be the President of the District Board. Two thirds of high schools/secondary schools today in the State are under private managements. Representatives of private managements shall be there on the Board as members on a rotation basis. The District Board will consist of members of the ZP, representatives of private educational institutions, a few/concerned officers of the education department, enlightened/distinguished citizens of the District with due attention to social and gender equity. The DDPI will function as the Member-Secretary of the Board. The Board will be self-financing to a large extent. Government subsidies will be limited to the extent of its stakes in the district.

There will be a problem with the management of higher secondary schools. As of fnow, it is under three masters: with the Commissionerate of Public Instruction in its +2 form, an extension of the high school; under the Commissionerate of Collegiate Education as an undergraduate course, a tail piece of the degree colleges; under the Directorate of Pre-university education in its Junior College avatar. There has been a strong and orchestrated thinking to bring together all these three variants under a single umbrella as it has been for last 15 years in Tamilnadu as well as in many other States of India. Integration of +2 level is on the anvil and any time in the near future it will become a reality. Let it come under the District Board in its new/integrated form.

Of the total 8182 secondary schools in the State (1999-2000), only 32.60 per cent are government schools. Rest of the 67.40 per cent schools are under private managements. 31.05 per cent of private schools are run on government aid. Only 36.35 per cent schools in the State are purely self-financing, that is private unaided schools. Nearly 50 per cent of the schools in Hyderabad-Karnataka region (Gulbarga, Raichur, Koppal, Bidar and Bellary districts) are exclusively government schools. Private unaided schools are above the State average only in Bangalore North, South, Rural, Mysore, Chamarajanagar and Kolar districts. Though 67.35 per cent of schools are under private managements, 63.65 per cent of schools are run on government funds. Hence the government has high stakes in quality improvement of school education. It has to get 'value for money'. The District Board of Secondary Education (includes higher secondary stage) should look into all aspects of quality improvement. Specific proposals for this have already been discussed under Chapters IV and V. They are recounted here:

a) Self-Evaluation of Schools: A detailed proposal has been presented [pp. 120 to 126].
b) Periodical inspection of schools by qualified, trained, experienced, academically competent, Subject Inspectors of schools. They should be Registered as Sis and hired on a contract basis by the District Board. [Proposal discussed under pp.101-102 and 141-143].

c) Formation of Subject Teachers' Association and their effective activisation [proposal discussed in p.102].
d) Cost-efficient ways of addressing the problem of shortage of teachers. No school should be closed because of teachers who are on leave/absent for a long period. All schools should be run for specified number of days in a year and specified number of hours in a day. There should be no loss of learning time for children. [Proposal discussed in pp.92 to 97]. Leave vacancy teachers should be hired on a daily wage/contract basis from a pool of experienced, trained, qualified, just retired and willing teachers or qualified, trained, unemployed youth residing in the vicinity of the school. The 'pool' should be prepared by the BEO with the help of ECs, CRCs and others. It should be notified at the beginning of the year. The Head Teacher/VEC/SDMC/VP can hire these teachers.
e) Out-of-field teaching in secondary schools should be stopped [issue discussed in pp.97-98].
f) A 20 per cent surplus pool of Cluster Resource Persons to be maintained. CRCs to be replaced on the basis of feedback from schools [see pp. 99 and 59 to 61].
g) A Total Quality Manager should be appointed at the District level (TQM) to assist the DDPI and the District Board. S/He will act as a liaison officer between the State and the district in regard to several functions: facilitation of action research, training, guidance and counselling, Survey Testing, Distribution of Academic Inputs, Promotion of Creativity and Innovations among Teachers and students, organisation of co-curricular activities in the Taluks and at the District etc;. [See pp.106-10].
h) Grassroots review of supply of inputs such as Textbooks, uniforms - a fortnight after the supply is completed, feedback and corrective action; monthly review of mid-day meals by VEC/SDMC; inputs from other departments - half yearly review; planning a calendar of supply, review, reporting, feedback, corrective action, and monitoring the same. [See pp.107 to 113].
i) Creation of a Survey Testing and Evaluation Cell at the District/Block levels which network with a State level cell for periodical monitoring, documentation, research and follow-up action of learner attainments [See pp. 116-120 and 144-149].
j) Executive monitoring of construction, repairs and maintenance work in the District/Blocks by the DDPI. The work will be planned, financed, contracted and implemented by the ZP. The DDPI shall hire 'approved' Engineers to monitor timely/quality construction/repairs of all types of infrastructure creation work.

State-level Structures

Just as there is a structural shift in the education department from school level (Self-Managing Schools), through the Block level (exclusive responsibility for Primary Education) and to the district level (District Boards for school education) correspondingly the State-level structures undergo changes. The State level structures need to be facilitative of district/block level management.

Policy guidelines for district/block educational management, production of materials/textbooks/workbooks/handbooks, capacity building for District level resource persons, State level Survey Testing and Analysis exercises, guidelines for procurement of inputs, equipment, consumables for the districts, technical/academic support system for organisation of co-curricular activities, guidance and counselling, advocacy, networking etc;, are all functions which need to be carried out at the State level. Do we need so many (12 DPIs) for performing these functions. There is a need to review the functioning of the Commissionerate of Public Instruction. Directorate of Primary/Secondary/Pre-university/ Vocational education can be merged together. Staff needs can be worked out accordingly through a work-shop mode/consultative meetings.

When the emphasis gets shifted to periodical review of learning attainments, survey testing and analysis of attainments at block/district/State levels, there is a need for a review of the State-level Public examination at the termination of X standard level. The KSSEEB can be a supporting institution to District Boards for conduct of district level examinations and be supported by them.

There is no need to reinforce the view that Divisional level structures of education will have no place in the proposed set-up. With the establishment of District Boards of Education and the Block level decentralisation of education, the office of JDPI can be discontinued. As of now, the JDPI is treated as a liaison officer between the KSSEEB and the Districts in his/her division. With the proposal for decentralisation of X standard examination, there will be no place for the JDPIs office. The KSSEEB conducts a number of examinations other than the SSLC examination. They are: the TCH, PPT, CP.Ed., Commerce, Higher Arts, Drawing grade, Junior Technical Certificate, Language Pundits- Kannada, Hindi, Urdu; Hindi Shikshak Training; Sanskrit; Arabic - Ustania, Fakania and Af Ul Ulma; Karnatak and Hindustani instrumental music; Bharathanatya and Kathakali dancing; film acting and film singing examinations. The KSSEEB can continue with such examinations on a self-financing basis. The Board can be delinked from the CPI.

The DSERT needs strengthening, streamlining and rationalisation. Detailed proposal has been discussed in the body of the report [pp. 103 to 107].

II Question No.2 (TOR): How appropriate are the given structures to manage emerging functions in regard to centrally sponsored schemes, DPEP, MLL, MIS, Field Research, Mid-day meals and other expectations?

Field data and focussed interviews of this study suggest that the existing structures are by and large 'appropriate' to manage several functions that have been added on over the last few years. The problem lies in making the existing structures more and more functional and effective.

Major interventions in the State over the last 10 to 12 years have addressed the following concerns: (a) Capacity building structures and exercises for teachers and other educational personnel - CTEs and IASE for secondary school teachers, DIETs for Primary teachers; (b) Quality improvement of primary education - DPEP interventions essentially through academic support structures - through BRCs and CRCs; production and classroom use of teaching-learning materials; improving the

efficiency of the existing system - through the creation of a second opportunity for non-enrolled and drop-out children to enter, the schooling process; improving the relevance of the system to children's needs - through joyful learning strategies; (c) strengthening the physical and human resources and infrastructure in schools through the OB Scheme (d) rendering a clear focus and direction to learning through the MLL; (e) strengthening the information base in the education system through the streamlining of the MIS; (f) computer education in secondary schools; (g) creation of school-based, village-level education management structures through the creation of VECs/SDMCs; (h) transfer of planning, financing and monitoring powers and responsibilities at District/Block/Village levels to ZP/TPS/VP as per the 73rd CA.

Of all these interventions, the DPEP and the DIETs merit special attention. The DPEP is a time-bound programme. The BRC/CRC structures created under the DPEP need to be integrated with the regular, formal structures of the education department and expanded to non-DPDP districts. The implicit assumption in the proposal for mainstreaming DPEP is that it is a good and valuable intervention. This study upholds this view to be true. Marginal adjustments in power and responsibility relations are needed for orchestrating DPEP into the mainstream. As of now the BRCs/CRCs at the block level look after the academic/technical support services while the BEO/EOs look after the administrative functions. The BRCs/CRCs feel that they are not empowered enough to bring about changes within the system as they have no 'control' over teachers. They are 'taken for granted'. The BEOs think that they do not need to 'worry too much' about the academic improvement in schools as the BRCs have been set up for this purpose. In fact, BEOs who control primary education have come from the high school stream. They have hardly taught in a primary school. This analogous situation will continue till the BEO is made accountable to the learning attainments of schools/students of his block. It may be advantageous to create a separate cadre of personnel for primary education wherein primary teachers appointed in any particular year get promoted over a period of time as HT/EC/BEO and manage the system. A periodical/monthly review of the work of BRC/CRC should be mandatory for the BEO. It is not that the BEOs are not reviewing the work of BRCs/CRCs. They are doing it now also, but as a matter of routine. The functioning of the BRCs/CRCs should be given a value in the review of performance of the BEOs. This should be possible as the BEO will be exclusively responsible for primary education in his/her block. The BRC should be given full powers for: staggering the choice of teachers for training programmes, in having controls over the school/teachers on the progress of attainments. The BRC will use these powers in consultation with the CRCs/ECs and with the approval of the BEO.

The DPEP/BRC is promoting the MLL-based teaching-learning-testing in schools as of now upto the 4th standard level. It is essential to expand this strategy upto the VIII standard level in a phased and planned way.

The District level DPEP structures will not need to continue in future as there is a proposal for creation of District Boards of education which will confine themselves to secondary/higher secondary education. The work of coordination of DPEP (hereafter Block Primary Education Project - BPEP) can be managed by the DDPI with the help of a coordinator in the rank of an Educational Officer.

Over a period of time, there will be no need for a separate State DPEP Project Office/Officer. This work can be taken over by the CPI and its integrated Directorates

which includes Primary Education. In fact, some of the functions like Chinnara Angala may become redundant after ten years when it is hoped that there will be full enrolment and zero drop-out rate in the State.

The DIET needs to be strengthened and focussed. It has several wings of which only the Pre-service and in-service training wings have become functional to a large extent. There is a wing for planning and management. This wing can provide technical support to the DBE (District Board of Education)/ZP and the TPS in planning and management functions. Like this, other wings also can be made functional and effective. Personnel policy of DIETs needs to be changed. Appointments to DIETs should not be just on the basis of seniority in service. Merit, efficiency, academic expertise should be considered.

The MIS system can be an adjunct to the State level Survey Testing, Evaluation and Assessment wing already proposed.

III Question No.3 (TOR): Who is doing what and where? How well are they doing what they are doing?

Analysis of responses to these questions constitute the contents of Chapters III and IV. They will not be repeated here. The general impressions received, based on analysis of field data and focussed interviews (ch. III & IV) is that the officers at all levels are not performing to their optimum and desired/expected levels of efficiency.

The lowest level (in terms of hierarchy and not personal dignity) of officer (who has responsibilities and powers) in the hierarchy of education is the Head Teacher. The Head Teacher is not adequately empowered and encapacitated to manage the school. S/He has no control over the management of the school. S/He has to regularly face a situation where there is no one to one teacher standard/section ratio and teacher absenteeism/long leave is quite common. S/he has no authority for mobilisation of resources for the school. There is no systemic provision for accountability of the HT. All these issues have been discussed in chapters III and IV. The problem of teacher shortage can be solved at the school/village level by the HT through the scheme of Leave Vacancy (LV) teachers. [See pp. 92 to 97]. Head Teachers/VEC can be empowered to mobilise community resources [see pp. 56 to 57 and 114 to 115].

The Educational Coordinators function as liaison officers between the BEO and the schools in fulfilling the administrative responsibilities of the BEO. It is a new office/authority created in the education department whose need has been widely felt. The CRCs are empowered to supervise and improve the quality of instruction and learning attainments. Several administrative functions (which were being formerly attended to by IOS) are outside the purview of CRCs. A need has been felt for administrative support to the schools. A two-way feedback between schools and the BEO on supply of inputs to schools, VEC meetings and follow-up actions, are illustrations of such functions. The EC attends to non-academic functions as well as coordinates academic functions. A review of performance of ECs is too early to think of given the fact that the office of EC is a new intermediate structure between the schools and the BEO.

The office of the BEO has been discussed at length earlier ['office' means a position at a specified level in the power and authority structures of a department]. It will not be repeated here. The same is the case of the DDPI at the district level. A detailed analysis has been made of the office of the Subject Inspector of Schools and proposals offered for either invigorating or replacing this office [see pp. 101 to 102 and 137 to 144]. There are two incompatible proposals.

The DDPI will henceforth look after only secondary/senior secondary schools and act as Secretary to the DBE. The offices of various State level officers get merged as the proposal is to transfer powers and responsibilities for management of education to ZPs/DBEs/TPS. The State level structures will only be facilitative of this managerial shift.

IV Question No. 4 (TOR): What is the quality of existing processes, relationships, interactions for decision-making, communication and control mechanisms and institutional linkages (horizontal, vertical, lateral).

This question has been addressed in Chapters III and IV [see Charts 1,2,3,4,& 5 pp. 86, 86A, 86B & 87 as well as Charts on pp. 78 and 79].

Communication patterns appear to be informal when it comes to upward flow of information. This became clear in case of short supply of textbooks to Manvi taluk [see p. 109]. The Executive Officer of the TPS at Manvi holds his office in a building which is very close to the BEOs office. The EO expressed surprise and concern that he was not aware of this problem in his taluk. There are no guidelines regarding communication patterns for respective officers at various levels. There is a need for a 'Handbook of Educational Management' in the State which incorporates the guidelines.

There is no feedback at different level, follow-up action and Action Taken Reports, examination and certification of reports. Of late, the department has developed a communication system between the school and the parents/stakeholders regarding students' progress. This is a good and welcome measure. However, the monitoring process of children's attainments by the CRCs/SIs is not leading to follow-up actions.

There is a dual control of school teachers by the BEO/DDPI. Some teachers have taken advantage of this situation. While the BEO deploys teachers for balanced management of teacher resources for schools as and when teachers go on long leave, the deployed teachers go to the DDPI and get their orders cancelled, sometimes without information to the BEO.

There is no periodical/timely review of supply of inputs to schools and completion of construction works. The DDPI/BEO have no controls over construction works. The ZP/TPS have the powers of contracting such work. The executive machinery of the education department, HT/EC/BEO/DDPI have no powers/facilities to monitor timely/quality completion of construction works. Solutions to these problems have been discussed at an earlier section of this chapter while discussing the issues, concerns related to the first question.

V Question No. 5 (TOR): What are the processes, functions and management structures in other countries and in other States of India? What lessons can we draw

from such understandings? What changes can be proposed in Karnataka State from these lessons? What obstacles do we foresee in bringing about changes and how can we overcome them?

Answers to these and similar questions is the subject/content of Chapter V. Development in the last 15 years in Australia, the United Kingdom, the United States, Canada, New Zealand, Korea and China have been reviewed. The global update reveals that everywhere the schools have been empowered and facilitated for Self-Management. Autonomy for schools in functioning, empowerment of the schools, a system of accountability built into the structures of educational management at the school level and upwards are the highlights of the global review. Lessons for Karnataka State have also been drawn. Some of the lessons are illustrated here.

- Self-management involves a cycle of six steps beginning with goal orientation and ending with evaluation [see pp.133 to 136].
- A school inspection process for a Self-Managing-School (SMS) requires an independent, external evaluation on the model of OFSTED in England. Proposals for Karnataka are discussed [see pp. 138 to 144] along with the caveats on the proposals.
- State-level support structures are required for facilitating SMS. Proposals are discussed [see p.149].
- The VEC/SDMC/VP is empowered to monitor the everyday functioning of schools and progress of children. As of now, the quality of functioning of VECs/VPs leaves much to be desired. There is an early onset of disillusionment among the general public and educational officers. The lessons from other countries is clear on this arrangement. There is a gestation period of several years, a trial and error/experimentation process for the SMS to gain roots. Hence, there is no need to be disheartened about the functioning of VECs/VPs. Grassroots democracy, especially in a half-illiterate country like India, requires some time to settle. Let the time be accorded for the same while every effort is made to catalyse the process through capacity-building and empowerment exercises.

VI Question No. 6 (TOR): How to enhance the accountability of the system at all levels and specifically at the school level for the respective stake-holders?

Proposals have been made for structural shifts and adjustments at State, District and Block levels to move towards a system of SMS (Self-Managing Schools). Strategies for empowerment of SMS have also been proposed. Over a period of time when the schools/VEC/SDMC/VP get empowered to manage the schools, it is equally justifiable to expect the schools to be accountable to the communities for whose needs the schools have been set up. [A school is a social invention that serves a social need]. How to make the schools accountable for the functions which they are expected to perform [see pp.165 to 167].

The Head Teacher/VEC/VP/SDMC will be empowered to mobilise additional resources, hire teachers (Leave Vacancy Teachers), purchase equipments/furniture/ consumables, effect maintenance works, organise classroom/school processes and certify on the progress of students. For all these powers enjoyed by the HT it is natural

to expect a sufficient degree of Accountability on his/her part. Accountability means giving an account, a narration supported by facts and data, regarding the efficiency and effectiveness with which a person has performed the tasks expected of him/her and for which sufficient powers and guidelines have already been given. In the context of the HT, the self-set goals of the schools serve as yardsticks for accountability. The exercise on accountability has to be formalised. Self-Evaluation of schools using a Self-Evaluation Data Sheet [see pp.124 to 126] and external evaluation of the school [see pp. 141 to 144] provide the formal procedures for the sincere (not a formality) exercise of accountability at the school level.

In an ideal system, the HT and teachers have to perform functions for which salaries are paid to them. If they do not perform as expected they are shown the exit - card. This is possible when teachers are hired on a contract basis. This is also the market principle. But it cannot be operative in a system which appoints teachers, gives them a life-time tenure, seniority of service, annual increments, periodical dearness allowance, decadal revision of salaries, leave benefits, medical protection, maternity/paternity leave, advances, retirement benefits, pensions for life for the employee, partial pension for his/her eligible ward/dependant in case of premature death etc;. This is the case with our government schools. The law of the land needs to be changed through appropriate legislation for bringing about accountability in the system. The school should be provided with all the essential facilities and the teachers be made functional and accountable. Non-performance of teachers with respect to the goals of the school should lead to adequate warnings and subsequent dismissals. This should be applicable to officers at higher levels also.

The BEO should be made responsible for performance of primary schools and the DDPI for secondary/higher secondary schools. All schools should be evaluated, rated and categorised on the basis of the nature of deficiencies. Inspection, Supervision, feedback and follow-up action should be based on School ratings and component ratings within the schools on a five-area, five-level scale [see pp. 124 to 126 for a detailed procedure on school/Area rating and categorisation]. Resurrection of the system should begin from the E Category schools and move upwards. Targets for school improvements should be set for the BEO/DDPI through a consultative process involving the TPS/ZP, managements, concerned officers of the department, parents' representatives, enlightened public and other stake-holders. The targets will be in the form of number of schools to be covered, location of such schools, areas of improvement - infrastructure, inputs supply, resource mobilisation, enrolments, retention, attainments of children, networking of schools, organisation of inter-school co-curricular activities, teachers' in-service training, school organisation and functioning etc;. The functioning of the BEO/DDPI and their subordinate/supporting officers should be reviewed keeping the individual/group targets in view. Inefficient or non-performance should attract penalties and punishments. A reward/incentives system can also be planned both for HTs, teachers and educational officers. Accountability can be insured in this way at village, block and district levels. Accountability at the State level can be examined through a consultative/dialogical process.

Post-Script: Proposals for change made in this study demand a thorough overhauling of the management set-up of the Department of Education. It requires 'political will' to bring about the proposed changes in the system. The word 'political' does not means politicians. It refers to a system of powers and authority for management of educaiton.

It includes the National/State/District/Taluk/Village level politicians, the senior civil servants, the academia, the educational officers at various levels, teachers'/HTs' organisations, parents, managements, friendly media and all other stakeholders. Attitudinal changes are required for a participative, transparent and goal-oriented management, shared powers and responsibilities, built-in mechanisms of accountability, a concern for equity, efficiency, quality and effectiveness in the system of education. 'Good governance' can descend in the management set-up through concerted, orchestrated, committed and deliberated actions.

APPENDIX

Educational administration at the taluk level and quality of schooling: role of BEO

In Karnataka, with the reorganisation of the educational management set up in 1995 - there are many changes at the Block Level. One of the important changes is the appointment of Block Education Officer (BEO). The duties of the BEO are primarily intended to facilitate the smooth functioning of the education system in the taluk. A brief description of the powers and functions of the BEO is described below.

Educational responsibilities of the BEO

The BEO prepares the school map for the block, undertakes suitable measures to start primary schools in the villages having no schools. He submits reports to the DDPI to upgrade the lower primary schools and to start new high schools. He can grant permission to schools to work in shift under special occasions. He also grants permission to primary and secondary school HMs to arrange for educational excursions.

On the basis of the report submitted by the AEO, he permits to formulate Village Education Committees (and School Betterment Committees) and guides from time to time by studying the reports. He also participates in the programmes conducted by the SBCs of high schools to raise contributions for school development and permits the schools to use these funds according to the prescribed rules.

To provide pedagogical support for the teachers, he facilitates the participation of teachers working in primary and high schools to participate in seminars and workshops organised by teacher's colleges, SCERT, DIET and also other organisations. He is expected to start the school complexes in the identified schools specifically for the purpose, to inspect the schools from time to time, and extend a helping hand to schools to solve the problems being faced. He should inspect 10 high schools, 15 higher primary schools and 10 lower primary schools in a year. He should also encourage the high-school teachers to undertake new and creative experiments to improve the teaching. He collects and studies the reports about primary and high school teachers and recommends their names for the best teacher award. The BEO helps in organising cultural, literary, and sports competitions for the overall development of the students and facilitates their participation in summer camps on science activities during holidays. He organises activities to introduce the students to different vocations.

He should bring out an annual magazine on the educational activities initiated during the year and publishes essays on education written by teachers in it. He categorises the schools on the basis of self-evaluation reports of teachers and on the progress of schools in co-operation with College of Teacher Education (CTE) and DIETs. He should also actively take interest in arresting commercialisation of education through suitable measures.

Administrative responsibilities of BEO

BEO issues the deputation orders, forwards the case fort the mutual transfers to higher authorities and informs them on the existing number of vacancies in primary and high schools in the taluk to facilitate the teacher transfers. He inspects and approves the visits and inspection reports made by the school inspectors, the Assistant Education Officer (AEO), and the headmasters of the school complex on the schools. He approves the construction of school building or its repair or for renting a building for the purpose of the functioning of the school in assistance with the School Betterment Committee and Village Education Committees. He can take disciplinary action by recommending the suspension and dismissal of teachers and others in the education department. He permits the yearly disposal of the old, over-used and unfit articles from the school records that fall within the range of Rs.500 to Rs.2,000. He holds monthly meetings of the school inspectors, the AEO and the headmasters of the school complex to evaluate the work and to take suitable measures for the future regarding the same. He coordinates between various other organisations, both government and private, for the improvement of education system in the taluk. He implements the government orders whenever issued.

The financial responsibilities of the BEO

He can sign the bills of pre-primary, primary and high schools including the salaries of teachers. He can sanction the proposals in the school to be taken up on the basis of specified limited allotment prescribed. He can draw the salaries of all the teachers and permit for the annual increment to teachers as per the prescribed rules. He is also entitled to use the powers in financial matters on par with taluk officers in the revenue department in respect of 'delegation of common financial powers'.

In addition to this, all other powers given to the AEO in the previous regime also holds good for the present BEO. He can order temporary appointment on non-graduates through employment exchange for a period of four months. He can appoint peons and attenders against vacancies. He can order officiating arrangements of leave vacancies of non-graduate teachers, clerks and class four employees. He can initiate disciplinary proceedings against his subordinates. He also maintains service registers of all teachers, prepares pension papers, checks school records submitted to his office, files statistical returns periodically to DDPI's office.

These academic, administrative and financial responsibilities of the BEO are expected to contribute to the efficient and effective functioning of the taluk education system. The intention of all these measures and changes are ultimately expected to improve the quality of schooling.

APPENDIX III : PROJECTISATION

Specific intervention strategies that have emanated from this study are recounted here. They are classified in regard to six areas of management: Personnel, Inputs, Infrastructure, Learner Attainments, Quality and Private Enterprise.

I Personnel

The teachers constitute the most significant category of personnel. The problem of teacher shortage due to leave/long absence is acute in the department. This problem needs managerial attention.

Proposals (a) Primary Teachers

It is not advisable to go on recruiting teachers to overcome the problem of teacher shortage. Let the BEO maintain a pool of LEAVE VACANCY (LV) teachers. Qualified, experienced, just retired primary/high school teachers and unemployed, qualified, trained youth who are residents of the block and who are willing to be considered as LV teachers on a contract basis for - short durations can be identified by the BEO with the help of ECs, CRCs, VEC others and a pool can be formed. The VEC/SDMC can hire teachers from the pool for short durations on a per day basis honorarium.

Cost of the Proposal for the whole State

On an average a teacher takes leave for minimum 50 days in a year (Maternity leave not included here).

1500 teachers on an average in a block X Rs. 100 per teacher per day X 50 days [300000 teachers in the State] Plus Incidental expenses — 75,000 days per block; 7.5 m 1500 million for the State

(b) High School Teachers

The problem of out-of-field teachers has been highlighted in the body of the report. Care should be exercised in recruitment of teachers as per needs of the department. B.Sc. with Microbiology, Biochemistry, Environmental science which are not school subject should be avoided. Recruitment of secondary school teachers needs to be rationalised and streamlined.
Cost of proposal: Nil

(c) Cluster Resource Persons

Cluster co-ordinators face problems of rapport/acceptability with the primary teachers with whom they work. It is not fair for both the CRCs and the teachers with whom they function to work in a tense-environment. Hence, the BRC can maintain a surplus pool of 20 per cent extra CRCs who can be replacements as and when it is deemed necessary.
Cost of proposal: Nil

(d) The BEO has variety of responsibilities because of which he will not be able to concentrate on government primary schools on which government incurs heavy expenditure. 85 per cent of primary schools are government schools. Hence, the BEO should be entrusted with the responsibility solely and wholly of improving the quality of government funded primary schools. A District Board for promoting, recognising, monitoring and managing all types of private schools should be created. Let the DDPI be Member-Secretary of this Board.
Cost of proposal: Marginal, to be worked out.

(e) **Subject - Inspectors of Schools**
This study proposes the **total abolition of the posts of Subject Inspectors of Schools.** It recommends the PRIVATISATION of Inspection/Supervision of schools by a team of Registered Inspectors once in a 4 year cycle. Such a suggestion is already being tried out, with success, by England through the OFSTED. Details of privatisation are discussed in Chapter V.

Savings for the Department

A district will have 6 SIs. There is a total of 180 SIs in the State. Each SI will get an average annual salary in the range of Rs.120000. For 180 Sis the total cost would be 21.60 million.

Alternative Proposal

If the Government is not kind to the proposal of privatisation of inspection and supervision and prefers to continue with the existing arrangement then, the existing system needs to be strengthened. The detailed proposal is discussed in Chapter IV. The number of additional SIs required for 'quality' supervision would be 480. Nine thousand secondary schools have to be covered in a 4 year cycle. The cost can be shared by Government and private schools in 2:1 ratio which is also the ratio of private government secondary schools in the State.

Cost of Quality Supervision of Secondary Schools

480 additional Sis X Rs.1,20,000 per SI per year = 5,79,00,000
It will be 58 million rupees. Out of this government may need to spend a minimum of 20 million rupees on a 2:1, private: government ratio.

Subject Teachers' Associations

The SIs will also organise Subject Teachers' Associations in the Districts. The Block level/Cluster level Associations should meet at least 3 times in a year. The Block/District Association can meet once in a year. There will be 2800 meetings in 186 blocks in a year across 5 subjects and 90000 teachers. These meetings will be for continuing education, experience-sharing in teaching-learning transactions, curriculum, organisation of inter-school co-curricular activities, subject guidance for students and other content/teaching related matters. [It is repeated here that 46 per cent of Japanese secondary school students are taught mathematics and science by teachers who meet at least once a week with other teachers in their subject area to discuss curricular or teaching approaches; the comparable percentage in the U.S. is 26 per cent. See: Richard J. Murnane &

Emilia Vegas: "The Nations Teaching Force", Teachers College Record, Vol.99, No.1, Fall 1997, pp.39-40]. Day-long, week end meetings should be organised. Nearby degree college/university teachers can help them as resource persons. Meetings can be in Teachers Centres/Guru Bhavans.

Cost of Meetings of Secondary School Teachers

Educational Block X = average 40 schools, 400 teachers
In a block No. of Teachers per subject = 80 X 5 Subjects = 400 teachers
(80 teachers) 3 Meetings in a year at a cost of Rs.3000 per meeting = Rs.9,000
Rs.9,000 for 3 Meetings per subject X 5 subjects = Rs.45,000 per Block
Rs.45,000 X 186 Blocks plus incidentals = **9 million rupees**

Note: Two thirds of this costs (6 million) should be met by private managements. This should be a condition of recognition (regulation of schools).

Quality has a cost. It has to be paid. Otherwise, it is better to keep quie and not discuss quality.

(f) Personnel for the DSERT

Reorganisation and strengthening of DSERT has been discussed in detail in Chapter IV. A proposal has been made for the appointment of a Total Quality Manager (TQM) in each district of the State and his/her placement in the DDPI's office as a liaison officer between the DSERT and the schools of the district. Facilitation of Research (Action Research), Training, Advocacy, Networking, Guidance & Counselling, Survey testing, Distribution of Academic hputs, Promotion of Creativity and Innovations among Teachers and Students, Organisation of Co-curricular activities at the Taluk and District levels will be the function of TQMs. The TQM will be in the rank of an Educational Officer but chosen according to merit/ability/experience.

Cost of proposal

At Rs.15,000 p.m. and Rs.2,00,000 per year per TQM
28 districts 28 TQMs 5.6 million per year.

State-level Personnel for DSERT:

(i) Resource persons for DSERT on a contract basis.
75 per cent of personnel on contract basis.
Cost of strengthening DSERT has to be worked out by a TASK GROUP.

(ii) Proposals in regard to INPUTS

(a) Grassroots (VEC/SDMC) review of supply of inputs, feedback through EC/CC upwards, consolidation of reports at Block/District and State-level support structures - Textbooks, uniforms - a fortnight after the supply and corrective actions; Mid-day Meals - Monthly review and reporting by VEC/SDMC; Inputs from other Departments - Half yearly review by

VEC/SDMC and feedback; A calendar of supply, review, reporting, feedback and corrective action to be followed.
Cost of proposal: No costs.

Alternative Proposal

Decentralisation of production and distribution - privatisation, guidance - specification of standards, Regulation and Quality Control - Cetification of Textbooks. Creation of a KARNATAKA TEXT BOKS SOCIETY for the purpose.
Cost of proposal: to be worked out.

(b) **Teaching Equipments:** An inventory of teaching aids to transact a textbook/syllabus/curriculum (they are interrelated but different concepts) needs to be prepared along with the textbooks and form part of a guidebook/handbook for teachers. Core facilities/equipments/teaching aids need to be spelt out. The EO/SI/IEC/CRC to report on the availability of facilities as per the handbook. Corrective action to be followed. School complex to be involved in this work.
Cost of proposal: Nil/Marginal

III INFRASTRUCTURE FACILITIES

Proposals (a) Head Teachers/SDMC should be empowered to collect donations/ contributions from community. **(b)** Tax concessions can be given to corporate houses, community members for contributions to primary/secondary schools

(c) Monitoring and Supervision of construction work for the Education Department: The services of a Civil Engineer on a contract basis can be provided for the DDPI for ensuring the timely completion and quality of constructions. This arrangement is also desired by the DDPIs.
Cost of proposal: Rs.2,00,000 per district per year per engineer for consultancy and operational costs. For 28 districts the total cost would be 5.6 million.

IV LEARNER ATTAINMENTS

Proposals (a) A Survey Testing and Evaluation Cell which organises and conducts periodic survey of attainments is already proposed as a wing of the DSERT. The TQM at district level will assist the Cell. The Cell can initiate, promote and support ACTION RESEARCH on Learning Attainments with the involvement of trained and 'appropriate' field professionals on a 'contract' basis. Results can be fed to administrative decisions by schools/clusters/VEC/SDMC/HTs/CC/EC on promotion of attainments. Well-documented researches can be published by DSERT in its in-house journal as a part of its 'advocacy' strategy.
Cost of proposal: To be worked out.

(b) Monitoring Attainments: 20 per cent additional pool of CRCs; already discussed under I (c)

(c) Teacher-use within the school by a HT needs monitoring. Teachers trained to teach I and II standards (Nali-Kali) should not be shifted to higher standards.

Teachers without Nali-Kali/Kali-Nali training should not be posted to lower standards. VECs/SDMCs should monitor this with the help of CRC/EC.
Cost of proposal: Nil

(d) Report Cards of Students

Three types of report cards are being used by the Department: I and III; II and IV; V, VI and VII standards; cluster-wise/block-wise periodical analysis of attainments, reporting and corrective action required.
Cost of proposal: Nil

V. QUALITY of SCHOOLING

Proposals: (a) Self-Assessment of Schools: The DOE needs to develop and promote a culture of Self-Assessment of Schools. Details of this proposal have been presented in Chapter IV. The schools in the State should be categorised on the basis of Quality Indicators - Discrete and Composite. Remedial strategies/corrective action needs to be tailored to the diagnosis of quality and should begin with the lowest paced schools to address the problem of regional disparities.
Cost of proposal: To be worked out.

(b) Review of No Detention Policy: The no detention policy should not be continued at the secondary school stage. Logic of this proposal through a real-life, field based illustration is presented in Chapter IV.
Cost of proposal: Nil

VI Promotion of Private Enterprise

Proposals: (a) The State Government should think of incentives/tax concessions, public recognition and a market friendly, liberalised atmosphere in promotion of private enterprise without sacrificing on standards and quality in educaiton. Scholarships, hostel support, grants, venture capital for private enterprise, guarantee for bank oans to private entrepreneurs who have credibility can be considered. At the same time private unaided schools should be regulated in regard to standards and quaity of teachers as are applicable in government schools. Specifically appropriate training should be insisted on teachers of unaided schools.
Cost of proposal: To be worked out (Transfer Costs)

(b) A district board for regulation of students in private unaided schools and aided schools should be set up. DDPI can be Member-Secretary of the Board. The BEOs should be kept free from private schools so that they can concentrate on government primary schools and primary education in general.
Cost of proposal: Nil

(c) Private primary schools/higher primary schools are rising in rural areas. Strength of government schools is dwindling as a consequence. The schools become unviable/uneconomical because of sub-optimal strength. Hence, government is thinking of closing down unviable government schools. Recently (7.4.2001, the Education Minister of Karnataka State announced that 2000 schools will be closed because they have poor strength/dwindling strength. If declining strength is because of declining population growth rate, as in Kerala, there is a logic in the proposal.

Alternatively, if people are losing faith in government schools and shift to 'English' loving private schools, it is a cause for concern. Privatisation should be encouraged, but not at the cost of social and economic justice in society. Purchasing capacity of people in rural areas is going up and the size of (lower) middle class is growing. They shift to private schools. In a traditional village school where there are 30 to 35 steady entry of children every year, if 20 children/parents prefer to shift to a private school, the strength will go down to 15 and they will be the poorest of the poor who cannot afford the luxury of a private school. The government will close down the school. Where will they go? Statistics will hide reality. On paper, it is 15 children and the school had become unviable. But who are these 15 children and where will they go? Pursuit of efficiency and promotion of private enterprise is laudable. At the same time insensitivity to demands of justice and equality is inhuman. Hence, the proposal is to take care of the interests of the poor and deprived in all initiatives at privatisation.
Cost of proposal: To be worked out.

Lessons from global experiences

Development in school educaiton in the United States, the United Kingdom, Australia, Canada, New Zealand, Korea and China have been examined. Except Korea which has its own message for India, it is observed that there is a global movement towards Self-Managing Schools (SMS). Even Karnataka State is moving towards a SMS through the constitution of School Development and Monitoring Committees (SDMC) following the recommendations of the Chief Ministers Task Force on Education (August, 2000).

The movement towards local management of schools (SMS) in the developed world was slow and steady. It took quite a few years of initiation and experimentation before it was expanded and strengthened. Hence, the State Government should not be in a hurry for results from VEC/SDMC. A gestation period needs to be allowed for grassroots democracy/decentralisation to settle down and yield results. This is also a significant message form a global review.

Empowerment of schools, strengthening of State level/District level/Block level structure for technical support and facilitation, fixing and monitoring accountability for learning and support system at all levels is crucial for quality improvement of schooling. The concern for quality in schools is on surface both at the local and at the national levels in the United States and other advanced countries. Such a concern needs emulation. As of now, the educational administrators in the State except at the highest levels are by and large task-oriented and not goal-oriented. Their style of administration and time-use does not indicate that they share the vision for which the educaiton department has been created. Their understanding of the status, problems, issues and concerns of education in the State from a national and global perspective leaves much to be desired. While every effort should be made to raise functional efficiency, bring about the structural shifts for the purpose and overhaul the management set-up, it is also essential to keep in mind the human factors in management. The competence, capacities and commitment of the managers at all levels of functioning should be raised. The value of accountability should become integral to the thinking style and personality structure of the managers of the system. It is only in such a scenario that 'good governance' in educational administration in the State can descend and become a reality.

EXTRACT OF PROPOSALS WITH COSTS (PER YEAR)

	Estimated Cost(Rs. in million)			
Personnel	**Proposal**	**Estimated**	**To be estimated**	**No Cost**
1	LV Teachers	150 m*	-	-
2	High School Teachers	-	-	✔
3	VECs	-	-	✔
4	BEO	-	✔	-
5	SIs (a) (b)	-21.60 m 58 m	- -	- -
6	Subject Teachers Associations	9 m	-	-
7	TA Manager/DSERT	5.6 m		
8	DSERT	-	✔	-
9	Review Meeting for Inputs	-	-	✔
10	Karnataka Text Book Society	-	✔	-
11	Review of Teaching Aids	-	-	✔
12	Civil Engineer for DDPI	5.6 m	-	-
13	Survey Testing & Evaluation Cell	-	✔	-
14	Teacher-use by HT	-	-	✔
15	Analysis of Report Cards	-	-	✔
16	Self-Assessment of Schools	-	✔	-
17	Review of No Detention Policy	-	-	✔
18	Incentives to Private Enterprise	-	✔	-
19	District Board for Private Schools	-	-	✔
20	Unviable Schools	-	✔	-

* This will be an additional 6% of State Non-Plan Expenditure on Education in State Budget on Education 1999-2000

APPENDIX II - TOOLS OF THE STUDY

INFORMATION ON VEC

1. Name of the VEC

2. Name of the school and village

3. Composition of VEC

Category of VEC Members	M	F	T

4. Examine from the VEC record and note down the Issues discussed:

   Specific to school
   Specific to other education problems
   Specific to village
   Other government schemes/programmes
   Specific to educational facilities (Text books, Uniforms, Scholarships...)
   Specific to pupils/children
   Specific to parents
   Specific to teacher/s
   Any other (Specify)

5. Do you think the powers of VEC are sufficient to carry out the expected function?
   Yes/No If No, what are your suggestions:

   ---

6. What are the obstacles according to you:
   a. To exercise your posers adequately

   ---

   b. To perform your functions effectively

   ---

7. What is the specific contribution of VEC in regard to:

	Good	Average	Poor
Improvement in enrollment			
Improvement in attendance			
Increasing physical facilities			
Increasing equipment & teaching materials			
Promoting greater classroom interaction			
Mobilising community resources			
Encouraging, parent school contacts			
Reducing teacher absenteeism/late coming			
Better implementation of government schemes like mid-day meals, free distribution of text books, uniforms, scholarships,...			
Greater interaction between teachers and students			
Others (specify)			

8. Examine the VEC record and:

    1. Note down the beginning and ending time of the meeting.
    2. Attendance - whether all members come in time.
    3. Participation
    4. Agenda
    5. Resolution passed
    6. Action taken on the minutes/resolutions of the last meeting.

Questionnaire for the BEO

1. Name:
2. BRC attached:
3. No. of CRSs attached:
4. No. of Schools to be covered: LPS HPS PPS AE/NFE
5. No. of Teachers to be covered: LPS HPS PPS AE/NFE
6. What are the functional relations the BEO has with:

   BRC CRC SC School DIET DDPI/DPO

7. Does BEO have adequate powers to perform his/her expected role? Y/N

   If No, find out the impediments for the same:

8. Identify available facilities in the BEO

Material			Human resource		
Sanctioned	In condition	Adequacy	Sanctioned	In position	Adequacy

9. Identify linkages of BEO with:

   Upward: DIET DDPI DPO

   Downward: CRC VP VEC School Complex School (Teacher/child)

   Horizontal: BRC

10. For what purpose these linkages have been established?

    Administrative Financial Training

1
2
3
4
5

11. What is the outcome of these linkages in terms of improving efficiency of the school system?
12. Identify if there is any role conflict of BEO with other parallel institutions? And find out in which areas of functioning these conflicts surface.

Questionnaire for the BRC

1. Name:
2. No. of CRCs attached:
3. No. of Schools to be covered: LPS HPS Total (PPS+AE/NFE)
4. No. of Teachers to be covered: LPS HPS Total (PPS + AE/NFE)
5. Distance from CRC to BRC: max: ; min: ; average:
6. Does BRC have adequate powers to perform its expected role? Y/N

   (identify bottlencecks)

7 Identify available facilities in the BRC

Material			Human resource		
Sanctioned	In condition	Adequacy	Sanctioned	In position	Adequacy

8. Identify linkages of BRC with:

   Upward: DIET DDPI DPO

   Downward: CRC VP VEC School Complex School (Teacher/child)

   Horizontal: BEO, other BRCs

9. For what purpose these linkages have been established?

   Administrative Financial Training (problems of teacher/child)

1
2
3
4
5

10. What is the outcome of these linkages in terms of improving efficiency of the school system?
11. What is the current level of workload of the BRC?

    Activities
    Record maintenance
    Submitting educational returns
    Meetings
    Others(specify)

12. Whether teachers are favourably disposed towards BRCs?
13. Whether BRC receives adequate support from the superior offices?

14. Identify if there is any role conflict of BRCs with other institutions? And find out in which areas of functioning these conflicts surface

    How does the CRC plan its own work?

    How does the CRC monitor its own work?

    How does the CRC evaluate its own work?

(How is the training received by teachers used in their school work)

    Partial/full

Questionnaire for the CRC/School Complex

1. Name:
2. No. of Schools to be covered: (LPs; HPs; Total) PPS+AE/NFE
3. No. of Teachers to be covered: (LPs; HPs; Total) PPS+AE/NFE
4. Distance from schools to CRC: max: ; min: ; average:
5. Does CRC have adequate powers to perform its expected role? Y/N

   (identify bottlencecks)
6. Identify available facilities in the CRC

Material			Human resource		
Sanctioned	In condition	Adequacy	Sanctioned	In position	Adequacy

7. Identify linkages of CRC with:

   Upward: BRC BEO DIET DDPI DPO

   Downward: VP VEC School (Teacher/child)

   Horizontal: School Complex Other CRCs
8. For what purpose these linkages have been established?

   Administrative Financial Training (problems of teacher/child)

1
2
3
4
5

9. What is the outcome of these linkages in terms of improving efficiency of the school system?
10. What is the current level of workload of the CRC?

Nature of Activities	Nos.	TIme taken in %
Training (programmes)		
Monitoring (visits)		
Administtative		
Miscellaneous		
Total		100%

11. Note down the following in schools coming under the cluster:

    1. Proportion of teachers trained in Nali-Kali/Kali-Nali for Standards I & II & teaching the same standards in HPS .....
    2. Proportion of teachers trained in Nali-Kali/Kali-Nali for Standards I & II teaching higher classes .....
    3. Proportion of teachers not trained in Nali-Kali/Kali-Nali but teaching Standards I & II .....

12. Whether teachers are favourably disposed towards CRCs?

13. Whether CRC receives adequate suuport from the superior office?

14. Identify if there is any role conflict of CRCs with other institutions? And find out in which areas of functioning these conflicts surface
    How does the CRC plan its own work?
    How does the CRC monitor its own work?

    How does the CRC evaluate its own work?

(How is the training received by teachers used in their school work)

Partial/full

Interview Schedule for the VP

1. Identify extent of utilization of decision-making powers relating to education (from examination of previous year records)

Jobs/Tasks	administrative	financial	extent of utilization	remarks
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

2. Do you think these powers are?
   Sufficient/insufficient/more than sufficient

3. Find out details about the flow of information in the VP:

	Inflow	Outflow	Action by VP
Building & repair			
Material inputs			
Equipment			
Teaching aids			
Teacher related			
Curriculum related			
Textbook			
Student related			
Parents			
Incentives			
Others (specify)			

4. Find out the kind of role the VP has played in regard to above aspects:
   Facilitating decision making/impending decision making/ mere forwarding/ approving/sanctioning/instructing/others (specify)

5. Which are the critical areas in which VP can help improve the condition of primary education in the village

6. Examine the minutes of the VP meetings and find out to what extent (frequencies) education issues have figured in the agenda/discussion/resolution passed.
   Also examine the composition of VP, no. of meetings held, percentage of attendance, agendas in regard to UPE objectives.

Interview Schedule for the ZP

1. Identify extent of utilization of decision-making powers relating to education (from examination of previous year records)

Jobs/Tasks	administrative	financial	extent of utilization	remarks
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

(collect details of Standing Committee on Education & Health)

2. Do you think these powers are?
Sufficient/insufficient/more than sufficient

3. Find out details about the flow of information in the ZP:

	Inflow	Outflow	Action
Building & repair			
Material inputs			
Equipment			
Teaching aids			
Teacher related			
Curriculum related			
Textbook			
Student related			
Parents			
Incentives			
Management			
Others (specify)			

4. Find out the kind of role the ZP has played in regard to above aspects: (Standing Committee on Education & Health)
Facilitating decision making/impending decision making/ mere forwarding/ approving/sanctioning/instructing/others (specify)

5. Which are the critical areas in which ZP can help improve the condition of primary education in the village

6. Examine the minutes of the ZP meetings and find out to what extent (frequencies) education issues have figured in the agenda/discussion/resolution passed.

Information relating to efficiency of the school system

1. Are there any out of school children in the village? Y/N

1.A If Yes, note down the numbers in the following table.

Category (Non-enumerated/non-enroiled/dropout/irregulars)	Reasons for not enumerating/not enrolling/dropout/irreguiar	Action initiated for each category of children

2. Why were the above children not covered under CPE Survey/MP/Enrolment Drives?

3. Whether school maintains Village Education Register or any other record, which indicates data about out of school children from schools? Yes/No

   (Examine the record / register: find out whether these documents have been supervised by any authorities)

Who has prepared	When was it prepared	Details of Information	Follow-up Action taken	Remarks

4. Who monitors such children?
   (i) The Head Teacher/Teacher
   (ii) The VEC
   (ill) panchayats
   (iv) CRC
   (v) Others
   (indicate the mode of monitoring)

5. Has any action been initiated in regard to drop out children the teacher/ HT/VEC/VP/BEO/CRC/BRC/ .....? Y/N

   If yes, collect details.

6. Whether existing administrative structure (CRC/BRC/BEO) is supportive of the measures that need to be undertaken to get out of school children to school? Y/N

6.A If No, reasons

7. Collect details of the following:

No. of teachers sanctioned	No. of teachers appointed but not posted	No. of teachers posted but not reported	No. of teachers in actual position	Remarks for the differences

In case of HPS, note down how many teachers trained for DPEP (Kali-Nali / Nali- Kali) are being used for Higher Primary Classes.

8. Findout for what kinds of activities school has remained closed and for how many days(previous year)?

   Check against the prescribed time table in terms of
   (i) No. of working days
   (ii) School timings
   (iii) School hours (duration)
   (iv) Pre school activities
   (v) School hour activities
   (vi) Post school activities
   (vii) Tests & examination
   (viii) Home work
   (ix)

9a. Whether frequent deputation of teachers disturbs school functioning? Y/N

b. If yes, for what kinds of activities are they deputed?
   a. training
   b. census
   c. election
   d. examination work
   e. enumeration
   f. health campus
   g. cattle census
   h. any other (specify)

10. Collect details regarding the following from the staff attendance register (on monthly basis for the previous year):

No. of teachers	On deputation	On leave	Unauthorised absence	Total No. of days absent	Coming late/leaving early	Remarks

11. How is absentee teacher's work managed in the school?

    By getting substitute teacher
    By allocating additional work for the existing teacher
    Any other (specify)

12. Who takes decisions regarding replacement of teachers in schools?

    VEC/HM/BEO/DDPI/DPO/any other

13. How soon is decision taken in this regard?

14. Current Resource position of the school

    Material Inputs

    Whether all items required are supplied to schools in
    adequate quantity - Y/No
    in time - Y/No
    in good quality - Y/No

    In case of No for the above, note down action initiated.

15. Pedagogic Equipment

    Whether all items required are supplied to schools in
    adequate quantity - Y/No
    in time - Y/No
    In good quality - Y/No

    In case of No for the above, note down action initiated.

16. If the supply of the above items are of substandard in nature, whether the Head Teacher has authority to reject the same

17. How long does the replacement of the above items normally take in case of deficiencies in the quality?

18. Who is empowered to take action against (a) supply of poor quality equipments (b) delay in supply

    Teacher/ Head Teacher/ VEC/VP/CRC/BRC/BEO/DDPI/DPO/Any other

19. Records and registers maintained in the school.

    Whether all the required Registers and Records maintained by the teacher? Y/No

    If No, find out which are not maintained.

Promoting School Performance : The Incentives

1. Identify different incentives provided to children in the school*

	Adequacy	Quality	Timely Supply	Utilisation	Modality of Supply	Remarks
Uniforms						
Text Books						
Note books & Workbooks						
School Bags						
Food grains/ MMs						
Scholarships						
Any other						

*Cross check this with parents' perceptions

2. Find out the kind of follow up action initiated by the Head teacher in case of defective supply.

3. Whether the present incentive delivery system of administration is efficient? Y/N

   If no, how it could be made more efficient ?

4. Find out the monitoring mechanism for efficient delivery of these incentives.

   Who monitors?

   How frequently is it monitored?

5. Whether immediate action is initiated in case of delay? Y/N

   If yes, who initiates? and what has been the response?

6. Whether any follow up is done to assess the productivity of these incentives? Y/N

   If yes, examine if there are any documents in this connection. Note down details.

Information relating to irregular attenders and drop outs

1. Find out whether there are irregular attenders and dropouts in the school. Collect information in this regard from the attendance registers on a monthly basis.

Name	Standard	Age	Sex	SC	ST	Minority	P.H	Others

2. Who monitors these categories of children?

   Teacher
   VEC
   Community members (team/individual)
   Village Panchayat
   CRC
   Any other

3. Find out whether incentive schemes meant for improving attendance have reached them.

4. Is the existing supervision support adequate for monitoring attendance of these children/ Y/N

5. What follow up actions does the school take up with regard to:

	Irregular attendance	Dropouts	Low achievers
Counseling Parents			
Raising issues in VEC meetings			
Seeking support of the Community			
Discussing issues with the inspecting Authorities			
Counselling students			
Any other (specify)			

6. Does the school make a periodic review of irregular attendance, dropout of children, low levels of attainments etc..? Y/N

If yes, find out how is the same done?

Examination of records maintained in the schools
Periodical staff meeting
Individual reports of teachers
Any other

7. Does the teacher/head teacher have sufficient powers to deal with these kinds of problems? Y/N

   If No, find out whether teachers need:

   Further sensitization;
   Enhancement of powers to initiate suitable and immediate action (specify)
   Other resource support (specify)

8. Effectiveness of action taken with regard to irregular attendance, dropouts, low achievers (give numbers with age, class, sex, caste)

Information relating to maintenance of school

1. When was the school building constructed?

2. Whether the school building is maintained properly? Y/N

   If No, note the condition of the building and find out what actions have been initiated by the school in this regard?

   Discussed problem in the staff meetings
   Discussed problem in the VEC/SBC meetings
   Mobilised resources from the community or other source (VP/ZP)
   Reported the matter to the higher offices (specify)
   Any other (specify)

3. How are operational costs of the following met for the school?

   Water
   Electricity
   Distempering
   Periodical building maintenance and upkeep
   Any other

4. Whether HT has sufficient funds/powers to take decisions to maintain day to day operational costs? Y/N

5. How is the stock of consumables (laboratory chemicals & others) replenished from time to time?

6. Whether the consumables supplied in time? in adequate quantity? in good quality? (Note the agency which supplies them)

   If No, note down what efforts are made by the school to address this problem?

7. Identify the source of income for the consumables

8. Whether the HM has sufficient powers to utilize the income if it is collected in the school? Y/N

9. News papers/Journals/Magazines subscribed by the school

	Newspaper	Journal	Magazine
1			
2			
3			
4			
5			
6			
7			

10. How does the school promote reading habits among children?

    Through provision of library period in the daily time table
    Compulsory reading of the news papers
    reproducing news items and thought for the day from the news papers on the school board
    reading out headlines of news from news papers during prayer meeting
    any other

11. Whether the supply of furniture to the school

    done in time Y/N
    in adequate quantity Y/N
    in good quality Y/N

12. If No, What efforts are made by the HT to attend to this problem?

13. Whether the supply of academic inputs (teaching aids releated)

    done in time Y/N
    in adequate quantity Y/N
    in good quality Y/N

    If No, what efforts are made by the HT to attend to this problem?

14. Note down the administrative bottlenecks involved in this.

Information related to teacher performance

1. Note down the average attendance of the teachers in a month

2. Residential status of teachers in the school:

	Local		Commuting from outside	
	Male	**Female**	**Male**	**Female**
1				
2				
3				
4				

3. Find out instances of late coming. Absenteeism, irregularity and what actions have been initiated against the same.

4. Find out how are personnel problems addressed regarding:

   Appointment
   Postings
   Transfers
   Promotions
   Settlement of arrear bills
   Settlement of increments
   Settlement of leave
   Settlement of DA arrears
   Settlement of Advance
   Pay fixation
   Any other

5. Whether substitute arrangement of teachers made immediately? Y/N

   If No, identify the administrative bottlenecks.

6. Whether teachers relieved immediately when deputed for training or upgradation of their professional skills? Y/N

   If no, identify the administrative bottlenecks.

7. Whether the impact of training is monitored in the school? Y/N
   If yes, who does it and how often is it done?

8. Find out the kind of positive environment created by the HT in the school for following new pedagogic practices

   Support and encouragement from HT
   Peer support
   Support from external supervisors (CRC/BRC/BEO/SC etc,)

9. Type of training received by teachers

Name of Teacher	Type of Training*	Training Venue	Duration	Month/Year

10. Find out whether any teacher deputed as a RP

Name of Teacher	Type of Training*	Training Venue	Duration	Month/Year

11. Find out whether any teacher refused to go for training

Name of Teacher	Type of Training*	Training Venue	Duration	Month/Year

* MLL
SOPT
Bridge Course
Language teaching (specify)
Content course (specify)
Science teaching (specify)
Social Science teaching (specify)
LC NC teaching aids
Chinnara Mela
HM Training
Others (specify)

Information relating to pedagogy (CR)

1. How is school work planned? (see records of annual plan, programme of work, institutional plan if any)
2. How does the HT allot instructional time in the school (note down if there are any periods in the timetable, which does not engage children in active learning)
3. How many periods are engaged by the HM in a week?

   If none or negligible, note down the administrative work load

   Note down how is learning time utilized in the multigrade context (note whether children are engaged in active learning or otherwise)
4. Find out how is time used for teaching-learning in a period
5. Find out whether effective utilization of learning time monitored by the HT or others

   If yes, collect details regarding the same (in the visit reports/memos etc.)

   Whether all the children in the class have:
   text books
   work books
   writing materials
   others

   If no, find out efforts made by the teacher/HT to procure the same
6. Whether teachers have required handbooks and other resource support materials? Y/N

   If No, find the efforts made to procure the same.

Information relating to learning attainments

1. How is learning attainment monitored by the teacher
   Through regular home work
   Weekly test
   Monthly test
2. Find out whether home work corrected regularly
3. Whether feedback on the learning outcomes given to parents

   If yes, find out how is the same done? And how often?
4. Whether results of the tests analysed and actions strategies proposed
5. Whether remedial teaching arranged for low achievers?
6. Find out whether the teacher has necessary wherewithal to conduct continuous evaluation
7. Whether the prescribed evaluation format (the latest one issued by the State Govt.)
   Simple/complex
   Adequate/inadequate
   Less time consuming/more time consuming
8. Whether they are using the above formats? Y/N

   If No, give reasons

School-wise, class-wise levels of attainments of competencies

No. of students attaining learning competencies at various levels

Competencies		All 81-100%	Between 61-80%	Between 41-60%	Between 21-40%	<20%	Total No. of Students
Max.							
	II Std.						
LANGUAGE							
Max.	IV Std.						
Max.							
	II Std.						
MATHS							
Max.	IV Std.						
Max.							
	II Std.						
EVS							
Max.	IV Std.						

Results of Secondary Level Examination (School-wise)

	March 1999			March 2000		
Subjects	**No. on roll**	**No. of Students appeared**	**No. of Students passed**	**No. on roll**	**No. of Students appeared**	**No. of Students passed**
I Language						
II Language						
III Language						
Maths						
Social Science						
General Science						
Total						

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