

Occasional Papers

Emerging Issues at Secondary Level Focus on Private Schools in Madhya Pradesh, India

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Manju Narula*

Abstract

The private sector's role in education has been the subject of much analysis and policy debate in recent years. In India government resources for education are limited and government has traditionally relied on private education, particularly at the secondary and senior secondary levels, to meet the excess demand. Even where excess demand is not a major issue, private schools were considered for providing quality education.

The paper is based on the research study conducted on the state of Madhya Pradesh to investigate the reasons for massive increase of private secondary schools. The study explored the state government's experience with private education during the early 1990s. This was a period of very rapid expansion stimulated by government policies. The state government embarked on new policies to support expansion of secondary education. The private secondary schools increased rapidly in response to high excess demand, raising enrolment to secondary education sharply. The study compares government and private schools in terms of school facilities, as well as in terms of student achievement. The paper further points out that while the rural-urban gap still remains, the growth trends showed a marked improvement in rural areas. Contrary to expectations, private schools are not an urban elite phenomenon. Not only are they prevalent in rural areas but also are affordable to middle and even low income groups. Interestingly, private schools have lower student-teacher ratios than government schools and while teachers were largely untrained and less experienced, their education level matched those in government schools. The study also points out the need to establish self-regulatory model for private schools as they have to follow regulations, with regard to number of class rooms, teacher salaries, their qualifications, playground size, school facilities, library, laboratories, and so on. Care need to be taken that these regulations should be both for government as well as for private schools. For universalizing schooling government and private sector need to develop in such a way that both could play a supportive role in education. Besides steps need to be taken to improve government schools also, so that healthy and reasonable competition between government and private schools could be in place to benefit all the children.

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Introduction

In India, the importance to secondary education has been given since independence. In the First Five Year Plan, Government of India set up the Secondary Education Commission (1952-53). It also got extensive coverage in the report of the Education Commission (1964-66). Also Five-Year Plans, from first to eleventh, emphasized on expansion and quality of secondary education, improvement in teacher quality, vocationalization of courses, improvement in Science education, curriculum renewal, etc. of secondary education. However, for implementation of all these recommendations adequate financial resources were required. But as far as financial support is concerned, secondary education sector did not receive due weightage in all the Plans in comparison to that as given to primary and higher education. To ensure Constitutional directives, elementary education was always given added weightage and for the development of elementary education, more resources were made available to this sector and due to pressures from elites, adequate resources were allocated to higher education. But no such commitments seem to have been made for secondary education. In the First Five Year Plan total allocation to secondary education was 13 per cent, which increased to 25 per cent in VI Plan. In the subsequent Plans the total allocation to secondary education started declining and in the IX plan it remained to 10.5 per cent. The decline continued up to X Five Year Plan.

After VI Plan government started cutting down the expenditure to expand welfare schemes. Education department, which was the largest spending department was worst affected. As per the priority of the government earlier for universalization of primary education and later on from the year 2000 for universalization of elementary education through Sarva Siksha Abhiyan, (SSA), secondary education sector in spite of financial crunch, started facing great pressure of additional enrolment. The problem to admit the children, who were completing elementary education at secondary level, was one of the big challenges in front of the government. It was duly realized by the Central Advisory Board of Education committee in 2004 that recommended for expansion and allocation of more resources to secondary education. During the XI Five-Year Plan Secondary

Education was accorded a relatively higher priority in the development agenda of the country. The government of India envisaged, during this period, expansion of secondary education with the help and support of private sector.

Growth of Private Schools in India

The history of development of education shows that up to 18th century most of the schools used to be private. The view that government ought to have responsibility for the education of their citizens has only been widely held since 19th century in Europe and since the early or mid-20th century in most other parts of the world. Before that mostly schools were run by Churches or religious bodies. Sometimes rich or affluent families used to keep tutors on an individual basis (Jimenez & Lockheed, 1995; Roth, 1987). In India, after independence though majority of the secondary schools were government, there were a few per cent of secondary schools that were managed by private bodies. These schools were known as government aided schools because recurring expenditure which is major part of expenditure of school was borne by the government and rest of the expenditure was managed by the management of school. The government aided schools were considered as better than government schools. This viewpoint continued up to late 1970s.

The existence of government aided schools which were managed by private sector was not a new phenomenon. In the beginning of colonial period, education was supported by the government. Later, the Indian Education Commission (1882) recommended for withdrawing direct support to secondary education and by providing only grant-in-aid which indicates that secondary education will be managed by private providers. 'Private provision and public funding and performance linked matching grants were principles that were practised for century before the modish New Public Management elevated them into cardinal principles of organizing the delivery of basic services like education (Ayyar 2011).' Since then the expansion of secondary education remained in the hands of private bodies and the grant to private aided schools was sanctioned on the basis of performance of schools that is directly related with teachers and their contribution, commitment and performances. Teachers had to work hard to get good results from students and

management had full control on teachers. After independence, the same practice was continued up to 1970s. In the meanwhile, Kothari Commission (1964-66) had made, among others a radical recommendation that was accepted, which suggested equal pay for equal work for teachers under different managements. Henceforth, the grants given to private aided schools on the basis of performance lost its importance. Consequently, management of schools started losing their control on teachers as teacher's salaries were not based on their performance. With the new equity paradigm, teachers started getting salaries whether they worked or not. As a result, gradually quality of government aided schools started deteriorating. Up to this period, government schools' quality was also equally in a bad shape. After VI Five Year Plan, as mentioned earlier, allocation to secondary education started declining. This affected the quality of government schools still further. The government schools started facing severe financial troubles which undermined the provision of educational services. 'The dilapidating condition of school buildings, poorly maintained physical facilities etc. were not able to meet the growing educational needs. The perception of the people about the quality of education provided in government schools also has changed over the years. Now it has become almost a kind of the last resort not only for rich people but equally so also for many a poor and marginalized people, all alike' (K. Sujatha and G. Rani, 2011).

Up to this period majority of the secondary schools were either government or government aided. These schools used to give instruction in regional or local language. On the other hand, very few private un-aided schools, which give instruction in English medium, were also functioning in the country. Another noticing feature was that during late 1970s, the demand for English medium schools started increasing. As the quality of government and government aided school started deteriorating and the people who could afford to pay for education or who had awareness about the importance of English language started sending their children to English medium schools, known as private un-aided schools.

Various researches (Jimenez and Cox, 1990; Govinda and Varghese, 1993; Tooley, 2000; Educare Trust, 2004; Kingdon 1995; Baird, 2009; etc.) drew attention regarding deterioration of standards in government and government aided schools. This

has resulted in increase in the demand for private un-aided schools in the country. ‘A significant feature of educational development from 1980s has been the unprecedented growth of private un-aided schools’ (Ayyar, 2011). It was also noticed that the growth of private un-aided schools was primarily at the secondary level. ‘The higher proportion of secondary schools than primary schools largely reflects the fact that governments have made primary education a stronger priority in allocation of resources, with the result, demand for private primary education is mainly of the differentiated rather than excess variety. The greater proportions of private schools partly reflect stronger excess demand at the secondary level because of limited support by government. However, in all the states the single most criteria for the growth of private school, was bad condition of government schools. The primary reason for bad condition of schools was lack of resources viz. human, physical and financial. Because of the lack of basic facilities, quality of education suffered’ (Tooley, 2000). According to Baird (2009) ‘private schooling in India is demand-driven. Parents choose private education because they believe they provide better education and future opportunities for their children than the government schools. Supply-side factors have little statistical relationship to private schools; private schools exist because parents demand them. These reports generally linked educational decline as measured by school performance’. Unni Krishnan Report (2002) also reflects same view, ‘It is no secret that the examination results at all levels of un-aided private schools, notwithstanding the stringent regulations of the governmental authorities, are far superior to the results of the government maintained schools.’

With the increasing demand, private un-aided schools started growing in the country. These private un-aided schools, known as English medium schools were high fee charging schools. Common people were not capable of sending their children to these high charging schools. ‘As the demand of private un-aided schools increased, it was also observed that one more type of private un-aided school came into existence that gave emphasis on teaching of English and made mandatory for students to wear smart uniform. These schools increased not only in urban areas but also in rural areas’ (Kingdon, 1995). These schools were affiliated to State or Central Board of Education. During this period Central Board of Secondary Education (CBSE) and Council for Indian School Certificate Examinations (ICSEC) was the recognition giving agency to the schools. ‘As per the

policy of the government, recognition needs to be given to those institutions which should impart education in the mother tongue of the child. In that, these English medium schools were defeating the policy postulate' (Ayyar, 2011). Even then they were given recognition. Two types of English medium private un-aided schools started flourishing, one stressed on teaching all the subjects in English and the other, though called English medium schools, yet preferred to teach these subjects in both Hindi/local language and in English, but with emphasis laid, while teaching, in Hindi/local language. The people who were rich, well educated opted for their children English medium high charging fee schools and middle, lower middle class and even poor people started sending their children to second type of private un-aided schools. This has created dualism in education and no policy making body took check of it during that period. The major push to private un-aided schools was given by the National Policy on Education (NPE), 1986, which emphasized on consolidation of public resources and encouragement to private providers.

'The 1990s liberalization policy gave further impetus to private un-aided schools' (K. Sujatha and G. Rani, 2011). Before independence in India, there were English medium secondary schools which were affiliated to Cambridge University. In the post-independence period, affiliation of these schools was replaced by the Council for Indian School Certificate Examinations (CISCE). However, after the NPE, 1986, and Liberalization Policy 1990, International schools, which were affiliated to foreign Boards, started being established. The primary aim of setting international schools is to promote and impart international education both to the domestic and foreign students. However, many local students attend these international schools to obtain qualifications that can help them get employment or higher education in foreign country with ease. Globalization has necessitated this for the aspiring candidates. International schooling allows children to become global citizens. These types of schools in India can be broadly classified into two categories. One category contains the list of schools that follow a national curriculum different from that of the country the school is located in. The most common international schools in India represent Education in United Kingdom or Education in the United States. The other category includes schools that adopt an international curriculum such as International Baccalaureate based in Geneva, Switzerland, not associated with any particular country and free national political

educational agenda ([targetstudy.com /international-schools-in-india.html](http://targetstudy.com/international-schools-in-india.html)). Thus, up to this period in India, schools are either government or government aided or private un-aided. The private un-aided schools further are of two types, one the schools affiliated by CBSE or ICSEC or State Board of Educations and second, the schools affiliated to a foreign Board.

As mentioned above that after 1970s, development in education field and later recommendations of NPE 1986 and 1990s, Liberalization policy, private un-aided secondary schools mushroomed in the country. The Annexure I show that the growth of private un-aided schools was not uniform in all the states. In some of the states growth of private un-aided schools was very fast, for example Haryana, Andhra Pradesh, Tamil Nadu, Karnataka, Rajasthan, Orissa, etc. besides these states, it was also found that in Madhya Pradesh too growth of private un-aided schools at the secondary level increased at a fast rate after 1990s.

Growth of Private Schools in Madhya Pradesh (M.P.)

Madhya Pradesh is the second largest state of India, with nearly 6 per cent of the country's population and stands at twenty fifth position in the level of literacy. As per the Economic indicators the progress of the state was very slow. In Human Development Index (HDI, 2007) its position is fourth from below among all the states of India (.0488). Though per capita income of the state at constant prices has increased from Rs. 12384 in 1999- 2000 to Rs. 15929 in the year 2009-10, but in comparison with national level, the increase was rather small. At the national level it increased from Rs. 15839 to Rs. 27949 during the same period. It means that per capita income of the state is near about half of the national average.

After independence in Madhya Pradesh, government supported the secondary education. The situation continued up to mid-eighties. With the increase of population as the demand for secondary schools increased, the number of schools also increased. However, the financial resources for secondary education were not increased. The resources crunch directly affected the government secondary schools, as required finances for the maintenance and development of secondary schools were slowly

reduced. Thus resource crunch affected the school quality and quality of government secondary schools started deteriorating. As mentioned earlier that during this period in the country private un-aided high fee charging English medium schools were also functioning, which were known for providing quality education. With the deterioration of quality of education of government secondary schools, the rich, affluent and well educated people, who could afford to send their children to the high fee charging private un-aided schools and knew the importance of English language, started opting for these schools for their children. Thus, demand for private un-aided schools started increasing in the state.

Another reason for the growth of private schools in the state was to promote private sector to participate in the education sector. Many changes were made in their policy document. The policy aims at reducing the size of public expenditure and relying more on private support. Henceforth, to encourage private participation in the State, the state Department of Education slowed down opening of its schools. Low governmental investment, in spite of the increasing number of students; gives rise to private un-aided schools. As a result, the growth of un-aided private schools increased in the state. The 1990s liberalization policy of the government promoted public private participation. It refers to private management of public services through long term contract between private operator and public authority. In addition, the liberalization policy promoted better job opportunities resulting high income of people. These high income group people were generally well educated and knew the market demand for English knowing people and that knowledge of English will give better job opportunities to their children. They quite well understand that they have capacity to pay for education. Therefore, they started opting for private un-aided schools for their children, which impart education in English medium. It made a positive impact on the growth of private un-aided schools. Hence, an unprecedented expansion of such schools consequently, the government schools were left for children of the poor people, who had less paying capacity and could not afford high fees. The government schools cannot deny giving admission to any child. They have an open admission policy, resulting in overcrowded class rooms. The teachers were not trained to handle overcrowded classrooms, which affected teaching-learning process. It is

one of the major reasons for deterioration of quality of education. In such a situation parents who can afford, shifted their children to private un-aided schools in search of quality education (K. Sujatha & G. Rani 2011).

In addition, one of the key reasons for increase of private un-aided schools in the state was allocation of inadequate finances for the development of secondary education. A continuous inflow of adequate financial resources is essential for the maintenance of standards of the educational system as a whole. In the state the overall budgetary resources for education were either declining or remained stagnant. Basically, it was because of the recommendations of the New Education Policy being implemented in the country since 1986 (consolidation of existing resources and encouragement to private providers). The effect of the recommendations of the policy has been quite visible in M.P. state. Annexure I indicates that the share of Government and private secondary schools and senior secondary schools declined and the share of private un-aided schools increased from 1993-94 to 2006-07. The government secondary schools declined from 58.93 per cent to 51.03 per cent and private un-aided secondary schools increased from 37.89 per cent to 47.78. The same trend was observed for senior secondary schools. The number of government senior secondary schools declined from 65.57 per cent to 47.58 per cent and private un-aided senior secondary schools increased from 23.89 per cent to 46.05 per cent.

The declining trend in budgetary resources since 2000-01 to 2005-06 is reflected in Table 1. The Table shows that the plan and non-plan expenditure, are more than plan and non-plan provisions. Over the years, resource provisions had a declining tendency. Though there was some improvement in 2006-07 for plan provisions, the non-plan resources did not increase much. It seems, it had a serious impact on the growth and quality of the secondary education system.

Table 1
Year-wise Plan Provision and Expenditure in M.P. (Rs. in Lakhs)

Year	Plan		Non-Plan	
	Provision	Expenditure	Provision	Expenditure
2000-01	26116.82	24017.17	171891.001	173036.00
2001-02	25495.77	28171.64	121441.00	174378.00
2002-03	26989.47	137896.30	146175.64	171328.36
2003-03	29616.64	30706.58	153843.57	149299.78
2004-05	31406.67	31406.87	154638.82	182601.41
2005-06	17745.71	14586.72	189971.14	183936.16
2006-07	40251.51	1951.49	191068.06	105228.26

Source: Educational Statistics of M.P., DPI, Bhopal, 2005.

Thus, the resources crunch was one of the reasons for narrowing the base of government secondary schools. To meet the demands of growing population the state government encouraged participation of the private sector (individuals, trusts, organizations and industrial establishments). The conditions which were required for opening of schools have been gradually simplified and diluted since 1990s by the recognition giving institutions, i.e. Boards of Secondary Education, Department of Public Instruction, etc. The reason was to develop private sector along with government/public sector in the education field, with the assumption that community should be equally responsible in the development of education. Therefore, the policy of the state government encouraged private initiatives to take a leading role in providing education. Many policy decisions and notifications were issued by the Department of School Education, M.P. which helped in the growth of private un-aided schools in the state, especially after 1990s. Some of these notifications, which are related to the growth of private un-aided schools, are as follows:

- Free to open school up to 4th standard. No need to take any permission from the Directorate of Education, only inform the authorities about details like when and place where school is opened, condition of building, enrolment, fees, number of teachers (file no -73-2/93/E-5/20 on 26th August, 1994).
- The notification of 1997 was regarding opening of new branches of private educational institutions. It mentioned that before opening up of new school, it has to

register under M.P. Society Registration Act 1973, or Indian Company Act 1956 and the objectives of the school should be expansion of education. The institute president has to submit an oath paper and take permission from the Secretary, School Education Department, M.P. for this a deposit of Rs.10,000, Rs.15,000, Rs.20,000 and Rs.25,000 has to be made, for the opening up a unit of primary, middle, secondary and higher secondary school respectively, in the name of Deputy Director of Department of Public Instructions (DPI), M.P. For monitoring purpose it has been made essential to have audit of different types of income like taxes, donations etc. and also expenditure need to be audited by a chartered accountant and the report has to submit in the office of the Deputy Director of D.P.I., M.P. annually.

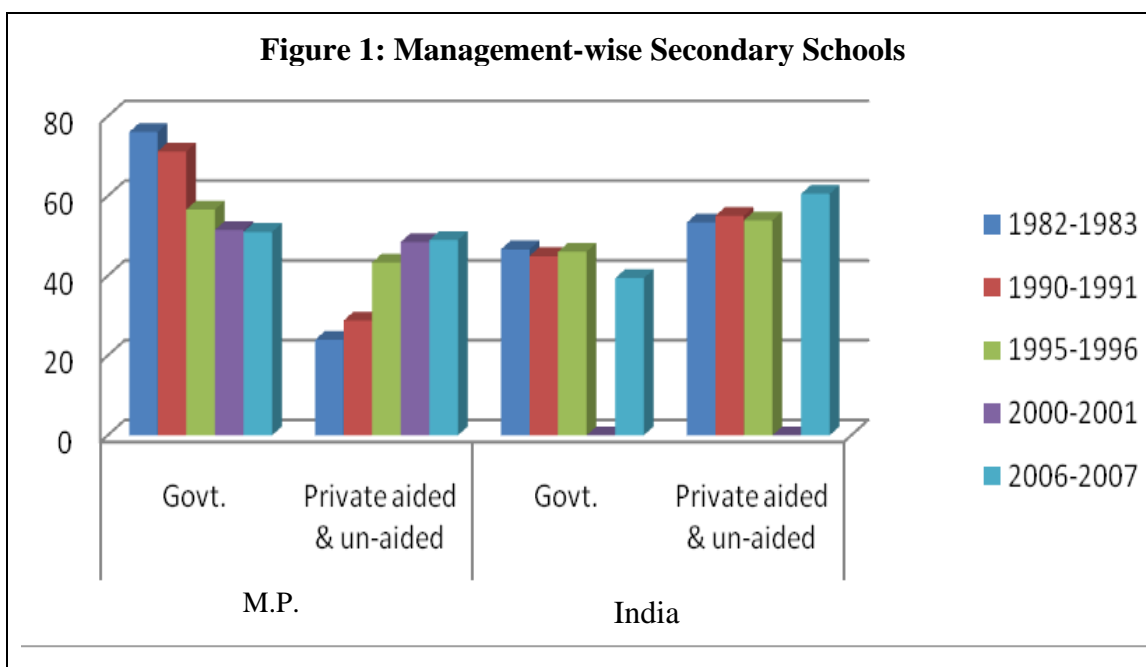
- In one of the circulars issued in 1999, it was mentioned that private school can be opened by submitting an oath-cum-bond paper.
- For encouragement of private participation, in 2005 a notification was issued by the Ministry of School Education, Ballabh Bhavan, Bhopal, Board of Secondary Education. According to it private educational institutions can apply for the permission to open a new class/school if it has registered itself under the M.P./ Central Forms or society Act or come under central or M.P. public rule.
- In another notification (2006/1257 dated 03-08-2006) by the Department of Public Instruction, M.P., Bhopal, levy of taxes was made uniform for both government and private schools. It was informed to all the district educational authorities that the local taxes paid by the schools both private and government, would not be different. There would not be any variation relating to the payment of local taxes among the schools.

Expansions of Secondary Education

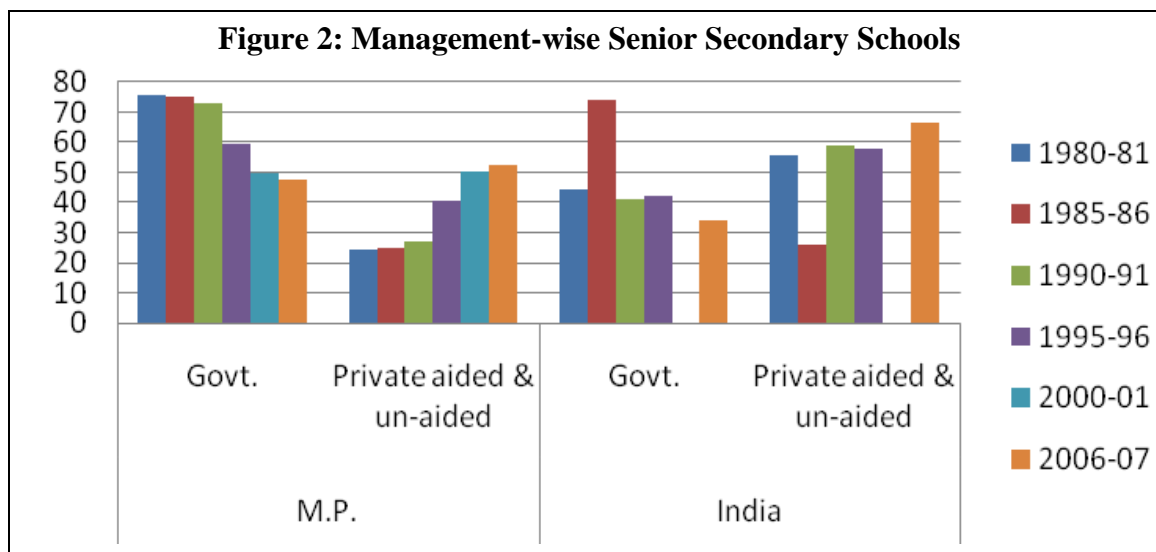
Because of the above notifications and policy decisions by the state government of Madhya Pradesh, a significant feature of educational developments has been the spectacular growth of private un-aided schools. Figure 1 clearly indicates that in Madhya Pradesh private aided and un-aided secondary schools increased between 1982-83 and

2006-07 more rapidly in comparison to national level. At national level the increase of private aided and un-aided schools was not that rapid as in case of Madhya Pradesh. In Madhya Pradesh the increase in percentage of secondary schools was fast after 1995-96. The effect of economic policy is clearly visible from the Figure. During 1990-91 private aided and un-aided secondary schools were 28.78 per cent in comparison to national level 53.94 per cent. In 2006-07 these schools increased to 48.98 per cent and 60.71 per cent respectively. The government secondary schools which were more than three-fourth or above 75 per cent remained near about 51.00 per cent during 2006-07.

Same trend was observed at the senior secondary level. Figure 2 shows that at the senior secondary level in Madhya Pradesh from 1980-81 to 2006-07, government schools, which were 75.58 per cent decreased to 47.58 per cent. Though at the national level more percentage of private un-aided senior secondary schools were functioning during 2006-07 in comparison to M.P., the growth of private un-aided schools was faster in M.P. The percentage of growth of school was more than double, i.e., from 24.52 per cent to 52.42 per cent and at the national level private aided and un-aided schools increased from 53.37 per cent to 66.72 per cent.



Source: Selected Educational Statistics, various years, MHRD, GOI, New Delhi



Source: Selected Educational Statistics, various years, MHRD, GOI, New Delhi

Location-wise Growth of Private un-aided Schools

In the event of rapid changes, the demand for secondary education and the role played by different managements has been examined by location Table 2. An attempt is made to examine the extent of growth of private un-aided secondary and senior secondary schools in rural and urban areas. The growth of private initiatives can be best seen during this period. One peculiar trend was observed in the state that private un-aided senior schools were generally found growing very fast both in rural and urban areas in comparison to secondary schools. Though at the secondary level also private un-aided secondary schools increased, that was only in urban areas. Prior to this generally private un-aided schools used to open in urban areas. After various initiatives by the state government, this trend was changed and was clearly visible from 2000 onwards.

Table 2 also indicates average annual growth rate of secondary schools in rural and urban areas. A positive average annual growth rate (0.74 per cent) was observed in urban areas both for government and private un-aided secondary schools between 2001-02 and 2008-09. However, in rural areas during the same period both in government as well as private un-aided schools average annual growth rate was observed negative. The decline of secondary school was more for government secondary schools than for private un-aided schools. The reason for decline of private un-aided schools may be the demand for private un-aided schools, for composite schools, i.e., from class I to class XII.

Table 2 also points out that demand for private un-aided senior secondary schools was found to be increasing both in urban and rural areas in comparison to government senior secondary schools. In urban areas, the average annual growth rate of government senior secondary schools from the years 2000-01 to 2008-09 decreased at an average annual growth rate of -0.37 per cent and private un-aided senior secondary schools increased at an average annual growth rate of 6.93 per cent, which is very high. On the other hand, in rural areas both government and private un-aided senior secondary schools increased. But the private un-aided schools increased at a faster rate than government schools. The government senior secondary schools increased at an average annual growth rate of 1.33 per cent and private un-aided senior secondary schools increased more than four times annually than government schools (5.01 per cent). The Table substantiates that in the state, the demand for private un-aided school was for composite schools, i.e., from class I to class XII was more strong (as mentioned in the above paragraph).

Table 2
Percentage Distribution of Number of Secondary and Senior Secondary Schools by Management-wise & Location-wise in M.P.

Year	Secondary Schools				Senior Secondary Schools			
	Urban		Rural		Urban		Rural	
	Govt.	Private	Govt.	Private	Govt.	Private	Govt.	Private
2001-02	29.71	70.29	67.43	32.57	35.85	64.15	66.79	33.21
2002-03	34.72	65.28	58.45	41.55	31.28	68.72	63.59	36.41
2003-04	25.56	74.44	65.24	34.76	34.69	65.31	66.53	33.47
2004-05	26.15	73.85	70.98	29.02	32.63	67.37	69.83	30.17
2005-06	25.50	74.50	71.23	28.77	33.68	66.32	69.69	30.31
2006-07	26.20	73.80	71.99	28.01	33.50	66.50	70.19	29.81
2007-08	25.55	74.45	71.14	28.86	32.57	67.43	69.67	30.33
2008-09	24.06	75.94	70.05	29.95	24.08	75.92	60.18	39.82
Average Annual Growth Rate	-2.83	0.74	-1.02	-2.52	-0.37	6.93	1.33	5.01

Source: Supplied by DPI, M.P., Bhopal

Formula: Average Annual Growth Rate is calculated on the basis of formula =

$$(((LY/BY)^{(1/NY)}-1)*100)$$

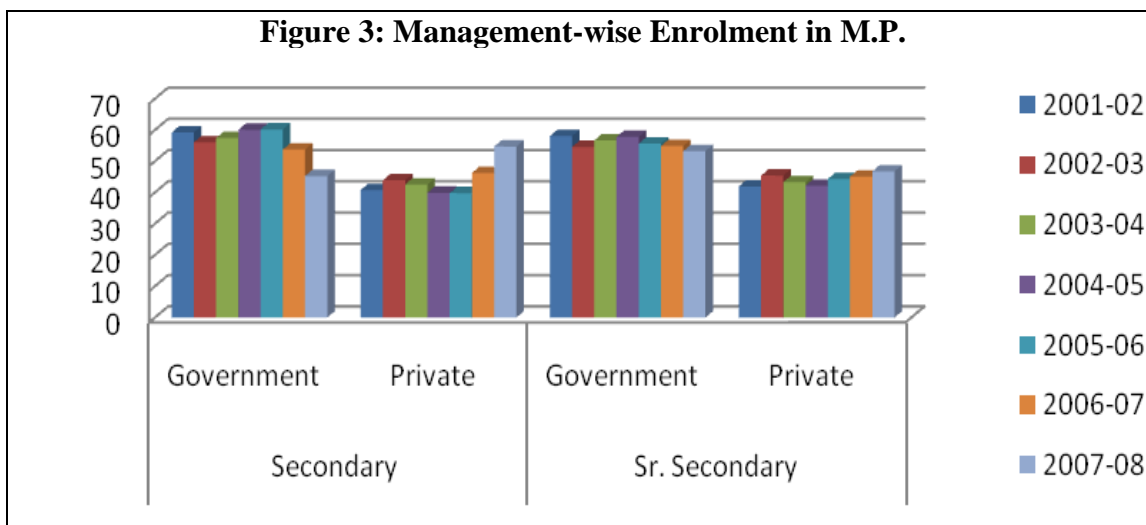
Growth of Enrolment at Secondary Stage

The increase in enrolment at the secondary level has been observed to be rather impressive, particularly in the last decade. One of the reasons may be because of the

special programme launched by the government of India i.e., Sarva Shiksha Abhiyan (SSA). SSA is a programme for children up to elementary level. Most of the children who complete elementary education are keen to pursue further studies. Therefore, they try to complete schooling. In addition, parents now-a-days are also increasingly becoming aware of the social value of education, especially for the girl child and consequently, the demand for education is rising. Because of these reasons, the enrolment at the secondary and senior secondary levels has started increasing.

Figure 3 shows growth of enrolment both in government and private schools at the secondary and senior secondary level. However, during 2001-02 to 2002-03 total enrolment declined both at the secondary and senior secondary level, the reason may be that the Chhattisgarh state was carved out of M.P. It was also observed that enrolment at the secondary level was more erratic than at senior secondary level. May be students preferred composite senior secondary school from class I to XII than I to X. The most significant of these private un-aided schools is the increasing contribution they have been making to enrolment. During 2001-02 enrolment in government secondary schools was 59.21 per cent and in senior secondary schools enrolment was 58.04 per cent. However, in subsequent year's enrolment in government secondary and senior secondary schools started decreasing in comparison to private un-aided secondary and senior secondary schools. The enrolment in private un-aided secondary schools, which was 40.79 per cent increased to 54.72 per cent during 2007-08 and in senior secondary schools increased from 41.96 per cent to 46.76 per cent. More than 15 per cent enrolment increased at the secondary level, which is quite substantive. Though from 2003-04 to 2005-06 enrolment in government secondary and senior secondary schools increased more than in private un-aided schools, in the subsequent years ,i.e., up to 2007-08 enrolment increased in private un-aided schools. The reason may be because of deteriorating conditions of government schools students started joining private un-aided schools. After completing school education the students either join world of work or pursue higher education. Admission in higher education has now-days become very competitive. Therefore, students look for school which provides quality education. Private un-aided schools generally fulfil this demand of students, as not only they stress on academics, but also in all-round

development of students, therefore, they like to take admission in private un-aided schools.



Source: Supplied by DPI, Bhopal M.P.

Another reason is access for secondary and senior secondary schools provided by the government is not adequate. The Table 3 reveals that upto 2002 in Madhya Pradesh 62.03 per cent population had access to secondary schools within 5 kilometers. It means that a large proportion of population had to travel beyond 5 kilometers (37.97 per cent). A large variation was found in terms of percentage of population having access to secondary schools at all India level and in Madhya Pradesh within 5 kilometers distance, whereas private un-aided schools are available within the village (NCERT Survey, 1993 & 2002). If the schools are far from the residence of children, students are provided vehicle to reach the schools. This was not the case with government schools. The survey further showed that at the higher secondary stage the state had made progress in the area of educational access, but still needed to provide more facilities. During 1993, as much as 56.60 per cent population had facilities for higher secondary level that increased to 62.03 per cent in 2002. It shows that like secondary schools quite a large proportion of population (37.95 per cent) also had to travel beyond 8 kilometers to access higher secondary schools in comparison to 31.49 per cent at national level, which was not in case of private un-aided schools.

Table 3
Habitations with Secondary and Senior Secondary Schools in
M.P. and in India (in %)

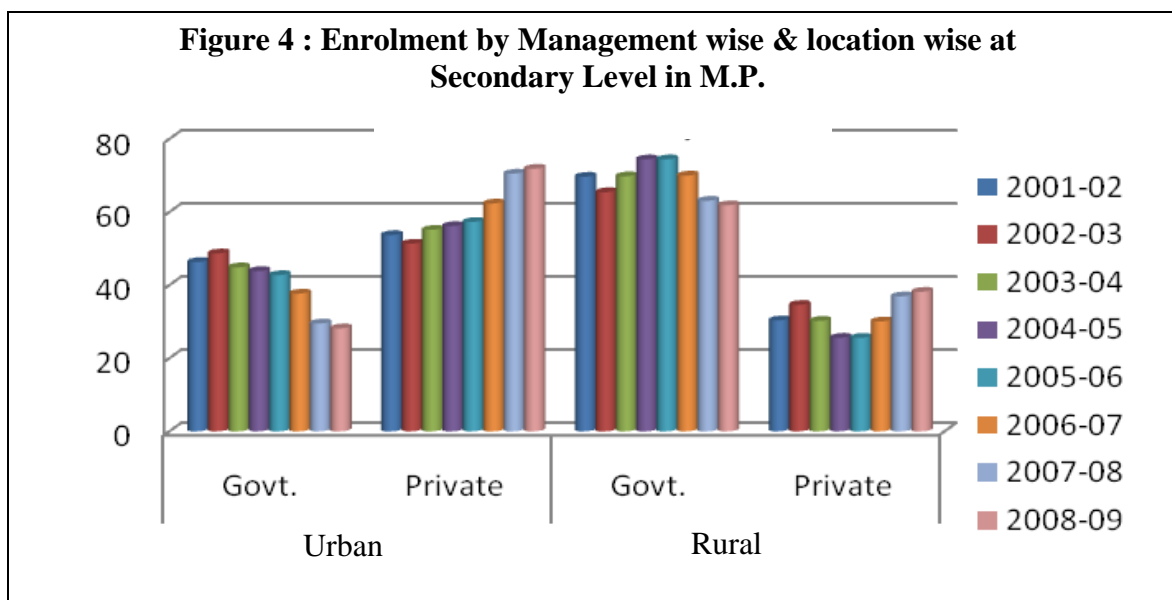
	Secondary				Senior Secondary			
	1993		2002		1993		2002	
	<i>Within habitation</i>	<i>Up to 5 km.</i>	<i>Within habitation</i>	<i>Up to 5 km.</i>	<i>Within habitation</i>	<i>Up to 8 km.</i>	<i>Within habitation</i>	<i>Up to 8 km.</i>
M.P.	11.29	55.41	16.29	62.03	6.15	56.60	8.10	62.05
India	18.29	77.91	20.55	80.43	5.36	63.60	8.30	68.51

Source: Sixth and Seventh All India Educational Survey, NCERT, New Delhi

Location wise Growth of Enrolment

Secondary Level

Figure 4 shows that at the secondary level both in urban and rural areas total enrolment increased at a fast rate. The comparative picture of rural and urban areas with regard to percentage of enrolment shows that enrolment in private schools increased more rapidly than in government schools. In 2001-02, there were 53.68 per cent of private secondary schools which increased to 71.83 per cent in 2008-09. Though the increase was found slow in rural areas, even then the percentage of enrolment increased. During 2001-02 to 2008-09 enrolment, in rural areas in private schools increased from 30.26 per cent to 38.17 per cent.

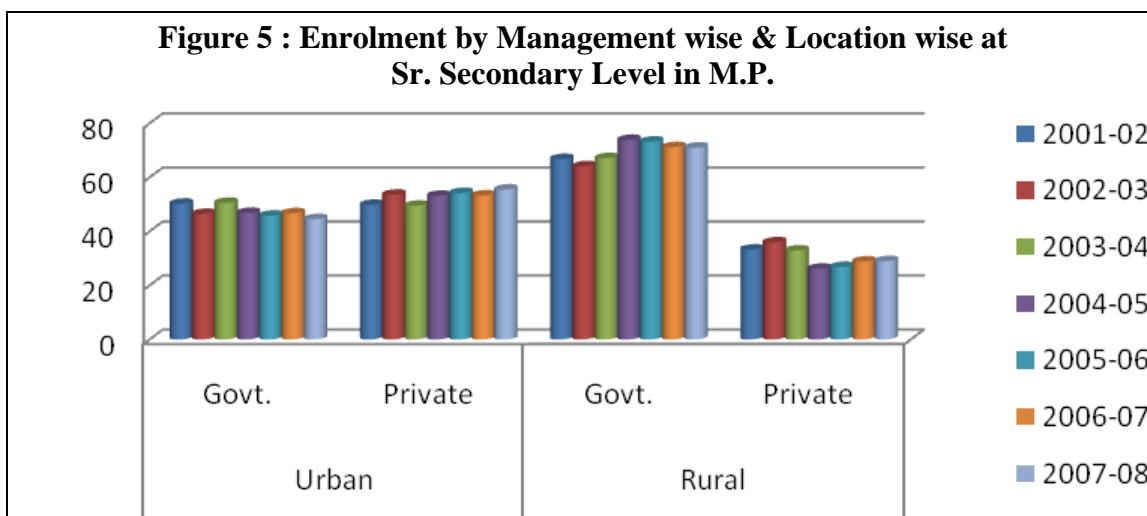


Source: Supplied by DPI, M.P., Bhopal

Senior Secondary Level

Figure 5 in general shows that there is an increasing demand at senior secondary level particularly, for private un-aided schools. This trend was fast growing for private sector in urban areas in the state. During 2001 in urban areas distribution of students opting for government and private senior secondary schools was almost equal. But in subsequent years, the share of enrolment in government schools started declining. It declined from 50.20 per cent to 44.53 per cent and in private aided schools it increased from 49.80 per cent to 55.47 per cent during 2007-08

However, in rural areas same trend was not observed. The extent of participation in private un-aided schools was as fast as like that in urban areas between 2001-02 and 2003-04. Thereafter, the percentage of enrolment decreased from 33.25 per cent to 29.00 per cent in private un-aided schools. Maybe private un-aided schools are generally opened with a profit motive and in rural areas this motive was not satisfied.



Source: Supplied by DPI Bhopal, M.P.

Equity Issues

Table 4 shows the extent of participation of students of socially backward communities, i.e., schedule caste (SC), schedule tribes (ST) and Other Backward Community (OBC) in government and private un-aided schools and changes in their participation during the period 2001 to 2007. The Table shows that socially backward communities started joining private un-aided schools as enrolment was found to be

increasing in the private un-aided schools in comparison to government schools. The comparative picture among the socially backward communities in terms of enrolment in government and private un-aided schools shows that the number of SC and OBC students increased in private un-aided schools in comparison to government schools. It was also noticed that among government and private un-aided schools, average annual growth rate of SC students was rapid in private un-aided schools in comparison to government schools. This trend clearly indicates students' inclination toward private un-aided schools.

In government schools, SC enrolment increased at an average annual growth rate of 0.84 per cent in comparison to 5.70 per cent in private un-aided schools between 2001-02 and 2007-08. On the other hand, OBC students also increased at a fast rate in private un-aided schools (6.22 per cent) than in government schools (-0.28 per cent). For ST students, negative average annual growth rate was observed both in government and private un-aided students at the senior secondary level. This negative average growth rate is more in private un-aided senior secondary schools (-3.44 per cent) than in government schools (-1.19 per cent). It shows that either awareness about the English language has not been created or ST students are not able to be coping with the standards of private un-aided schools.

Table 4
Distribution of Percentage by Management and by Social Groups
Growth of Enrolment in Senior Secondary Schools in M.P.

Years	Government					Private				
	SC	ST	OBC	Others	Total	SC	ST	OBC	Others	Total
2001	22548	19806	78207	61063	181624	13389	7749	41615	68598	131351
2002	13389	12744	59511	50351	135995	13308	4316	38622	50351	106597
2003	20533	13735	63707	52189	150164	12757	4337	38197	52189	107480
2004	17213	11007	55324	41638	125182	10683	3231	55324	41638	110876
2005	21619	14866	68597	44146	149228	14090	4676	44146	61552	124464
2006	21537	16919	67624	41987	148067	15151	5173	48392	61338	130054
2007	23902	18210	76693	44473	163278	19742	6065	63470	44473	133750
AAGR	0.84	-1.19	-0.28	-4.43	-1.51	5.70	-3.44	6.22	-6.00	0.26

Source: Supplied by DPI, M.P., Bhopal

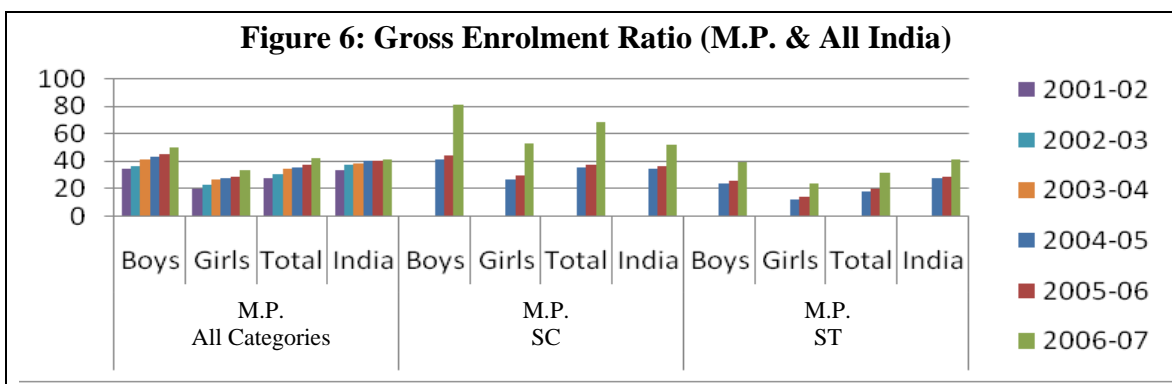
Formula: Average Annual Growth Rate (AAGR) is calculated on the basis of formula =

$$\left(\left(\frac{LY}{BY} \right)^{\frac{1}{NY}} - 1 \right) * 100$$

Gross Enrolment Ratio (GER)

Generally increase or decrease of enrolment in school does not indicate how many children of the particular age group are participating in the education sector. Net Enrolment Rate (NER) is one of the major indicators to know about participation of children at the given age group in the particular level of education. However, because of non-availability of the data of NER, the participation of children at the secondary education has been analysed on the basis of Gross Enrolment Ratio (GER). It includes both under-age and over-age children. In Madhya Pradesh at the secondary and senior secondary level in 2006-07 GER was 42.09 per cent, which was slightly higher than the national average (41.13 per cent). Figure 6 shows that in spite of higher GER than national average, near about 58 per cent of the children of the age group 14-18 were still out of ambit of secondary and senior secondary levels of education in the state. If under-age and over-age children were excluded, then GER further comes down. Though GER increased from 28.07 to 42.09 during 2001-02 to 2006-07, still massive efforts are needed to bring all the children at secondary level to fulfill the goal of universal access and retention.

The Figure further shows the gap in participation between boys and girls at the secondary level. In spite of efforts by the DPI, Madhya Pradesh difference between both boys and girls was still very significant. It was near about 16 per cent. The girls' GER was 33.26 per cent in comparison to boys that was 49.95 per cent. Therefore, to bring more girls into the ambit of secondary education, additional initiatives are required by the state government and need is to allocate more resources for secondary education and to work more in a planned way in the private sector



Source: Selected Educational Statistics, various years, MHRD

Quality Related Issues

There are growing concerns among the stakeholders and educational practitioners about the quality of education given to children in schools. They are of the opinion that over the year's standards of education is falling (Asiabaka & Mbakwem, 2008). For improving the teaching-learning process both students and teachers need academic facilities and basic amenities such as library, laboratory, good drinking water, toilets, etc. The current emphasis all over the world among educational practitioners is on learner-friendly school environment with learner-friendly instructional delivery system. Modern school environment put emphasis on the provision of facilities such as adequate classrooms, laboratory, computers, drinking water and toilet facilities, functional libraries transportation and communication systems among others. All these facilities are required in appropriate quantity and quality (Ajayi, 2001). The studies show (Educare Trust, 2004; Retnakumar, et. Al, 2006) that not only rich and affluent people send their children to private schools, but also poor parents prefer to send their children to private un-aided schools and pay fees rather than sending their children to government schools which charge no fees, whatsoever. However, there is far less information about the quality of education imparted and learner achievement in such schools. The quality of education is affected by the input indicators like physical facilities that school provides to students and teachers and teacher-related issues like their qualification, their training, both pre-service and in-service. The student-related issues like drop-out rate, transition rate, attendance rate are directly related to performance of students. This section deals with all these indicators and tries to compare the facilities provided in government and private schools. It is not yet established by researches that the performance is affected by the school-related factors or also home-related factors like extra coaching or parent's effort at home, etc.

Physical Facilities

Management wise physical facilities in secondary and senior secondary schools were compared in this section. A study was conducted on 65 secondary and senior secondary schools of Indore district, which shows that private schools had better physical

facilities than government schools. The selected schools were from two blocks: one urban block (Indore) and another rural block (Mhow). The study shows that private schools mushroomed in both rural and urban areas. The study also highlighted disparities between private and government schools regarding various physical facilities that may be the reason for increasing private schools in the district. Out of the total 65 schools, 35 were government supported and 30 were managed by private providers.

The Table 5 reveals more physical and infrastructure facilities were provided in the private schools in comparison to government schools, which facilitates the children in teaching learning process. The Table shows that near about 72 percent of the private schools had librarians in their schools in comparison to 11.8 percent in government schools. 32 per cent government schools were having computer room in comparison to 97 percent private schools. While visiting in the sample schools researcher found that out of 32 per cent all students don't get opportunity to use them rather, a group of 4 or 5 students use one computer. Also it was observed in some of the government schools there were only one or two computers and that too were used for the official work and not for the students. These one or two computers were kept in the office or principal's room.

Many heads of the intuitions of government schools also reported that their students were deprived of technology education due to unavailability of computer teachers as well as computers. It was also observed that in some of the government schools there was no approval for computer as a subject. In this fast changing world there is no other alternative than computer education to advance in the same pace as the rest of the world. While discussing with the government school principals it was found that training of teachers in this field is also a problem. Majority of the teachers do not have any access to training.

Audio Visual Aids in school helps and arrests the students' attention during teaching. These aides are instructional materials and devices through which teaching and learning are done in schools. However, great disparity was found with regard to this facility in government and private secondary and senior secondary schools. 66.7 percent of the teachers in private un-aided secondary and senior secondary schools are using

audio visual aids, while teaching. On the contrary 44.1 percent schools of government secondary and senior secondary teachers were using this facility while teaching. The audio visual aids that were available in the selected schools of Indore district were VCR, tape recorder, LCD projector, and radio. Further 70 percent government secondary schools and 73.3 percent of private aided and un-aided secondary and senior secondary schools were having VCR and tape recorder respectively. However VCR was available in 85.3 percent of government secondary and senior secondary schools.

Table 5
Management wise Facilities in Secondary and Senior Secondary Schools in Sample School of Indore District

Facilities	Government Schools	Private Aided & Un-Aided Schools
Library Facilities	11.8	72.4
Computer Laboratory	32.4	96.6
Computer rooms	31.4	96.7
Audio visual aids	44.1	66.7
VCR Facility	85.3	70.0
LCD projector	02.9	33.3
Tape Recorder	26.5	73.3
Indoor Games	31.4	60.0
Toilet Facilities	94.3	93.3
Girl's Toilet	74.3	84.3
Total schools	35	30

Source: Collected information through questionnaires

Note: N = 65 Schools (Government 35; Private 30)

During the visit to the schools, it was found that in government schools in spite of availability of audio-video facility, these are hardly used in teaching. LCD and Radio facility is again used more in private aided and un-aided secondary and senior secondary schools than government secondary and senior secondary schools. With regard to indoor games facilities, management wise secondary schools data shows that more private secondary and senior secondary schools have indoor games facilities than government secondary and senior secondary schools. Out of total selected private secondary and senior secondary schools 60 percent were having indoor games facilities. The Table

shows that majority of government and private schools have basic amenities. How far these basic amenities are in functional condition is also checked. While discussing with the students of selected government schools they mentioned that most of the time toilets are without water. Further it was also found that in one fourth of the government schools and 17 percent of private school's girls have to share toilets with boys, as girls do not have separate toilet facilities.

In the study basic and other amenities were compared with SEMIS data. Table 6 shows that within government and private un-aided schools, there is a variation in provision of basic facilities. The comparative picture shows that private schools had better facilities than government schools. The government schools (State, Local Bodies, Central Government), schools were lacking more basic facilities than the private aided or un-aided schools. Near about 25 per cent of government schools, in comparison to 12 per cent aided and near about 13 per cent of private un-aided schools were lacking urinal facilities. Even 70 per cent state government schools did not have lavatories in comparison to 49 per cent private schools. Library which is one of essential facility at least for secondary level students, 64.5 per cent state government schools were lacking this facility. On the other hand only 5 per cent private schools were working without library. Science laboratory is also not available in 63 per cent government schools and in 43 per cent private un-aided schools.

However, it is also important to know again that the facilities, which were present in the schools, were in usable condition or not. It was observed during the visit to schools by the researcher that the physical condition of government schools was not good, they were poorly maintained, toilets were unhygienic and in a state of despair. Drinking water was not being purified properly before consumption, and light fittings and fans were missing or inadequate in the classrooms.

Table 6
Management-wise Percentage of Schools with Secondary Classes and without Selected Facilities in Madhya Pradesh, 2007-08

Facility	Government			Private		Total
	State	LB	Central	Aided	Un-aided	
% without drinking water facility	9.4	3.6	4.9	3.8	3.9	6.7
% without Electricity	44.2	25.0	35.4	26.4	25.8	35.5
% without Urinals	24.6	28.6	15.9	12.4	13.3	19.2
% without Lavatory	44.4	35.7	24.4	21.0	21.8	33.6
% without Separate Urinals for Girls	38.7	32.1	28.0	19.9	21.1	30.3
% without Separate Lavatories for Girls	63.1	53.6	50.0	42.6	44.3	54.1
% without Urinals for Teachers	59.0	42.9	41.5	36.4	35.6	47.8
% without Lavatories for Teachers	69.9	50.0	53.7	50.1	49.4	60.1
% Without Library	64.5	42.9	0.0	4.6	4.9	35.9
% Without Science Lab	62.9	42.9	58.5	44.5	43.3	53.6
% Without Disability Provision	78.4	71.4	74.4	75.7	70.0	74.6

Source: SEMIS, 2007-08

Teachers

The next indicator that affects performance of students in schools is teachers. Teachers are the most valuable and expensive resources as more than 80 to 90 per cent resources are spent on teachers' salary at the school level. They are pivotal in the education system and quality and extent of students' achievement are determined primarily by teacher competence, sensitivity and teacher motivation. Therefore, the quality of students to a large extent depends upon the quality of teachers. The teachers' primary aim is to transact the curriculum. For this, teacher should have requisite qualification and training. In order to fulfil this responsibility, teachers should have adequate facilities in the schools like appropriate teacher pupil ratio, adequate infrastructural facilities, in-service training provisions, adequate environment at work place, etc. The X and XI Five Year Plans stress on development and strengthening of teacher education institutes and improvement of pre-service and in-service programmes of teacher education. The aims of professional development programmes for teachers according to National Curriculum Framework of Teacher Education (2005) are to deepen one's knowledge and update oneself about one's academic discipline or other areas of school curriculum; understand and update oneself on educational and social issues; prepare for other roles professionally linked to educational teaching, such as teacher education, curriculum development and breakout of intellectual isolation and share

experiences and insights with others in the field, both teachers and academics working in the area of specific disciplines as well as intellectuals in the immediate and wider society.

However, some of the researches show that teacher training does affect the performance of students and on the other hand some studies say the training does not make any effect. The study by Bond, L., Smith, T., Baker, W., & Hattie, J. 2000 revealed that teachers who are more effective in raising student achievement than others have not achieved certification. On the other hand study by Steven Athanases (1994) shows that training supports their professional learning and stimulates changes in their practice.

Table 7 reveals that 65.6 per cent of the total number of teachers available were trained and qualified for teaching in secondary classes in Madhya Pradesh during 2007-08. Of the rest 2.9 per cent were neither trained nor qualified, 29.0 per cent were qualified but not trained and another 2.5 per cent were trained but not qualified. The management-wise secondary schools data showed that in government schools more trained teachers were available than in private un-aided schools in the state. The government schools had about 80 per cent trained and qualified teachers. The private un-aided schools were having 65.5 per cent and 56.8 per cent qualified and trained teachers for secondary classes respectively. However, public opinion is that private un-aided schools provided better learning opportunities to their children. The data gives quite a different picture. The students' performance at the secondary and senior secondary level shows that during 2001-02 to 2007-08, students' results in the public examination had improved in government schools in comparison to those private un-aided schools. It is not established by researches that it is because of the teachers or teacher-training.

Table 7
Trained and Qualified Teachers in the existing Schools with Secondary Classes by Management in Madhya Pradesh, 2007-08

Subjects	Government			Private		Total
	State	LB	Central	Aided	Un-aided	
% of Trained and Qualified	79.5	67.9	100	65.5	56.8	65.6
% Neither Trained nor Qualified	1.2	4.2	0	3.2	3.8	2.9
% Qualified but not Trained	16.4	26.3	0	29.2	37.0	29.0
% Trained but not Qualified	2.9	1.6	0	2.2	2.3	2.5
All	100	100	100	100	100	100

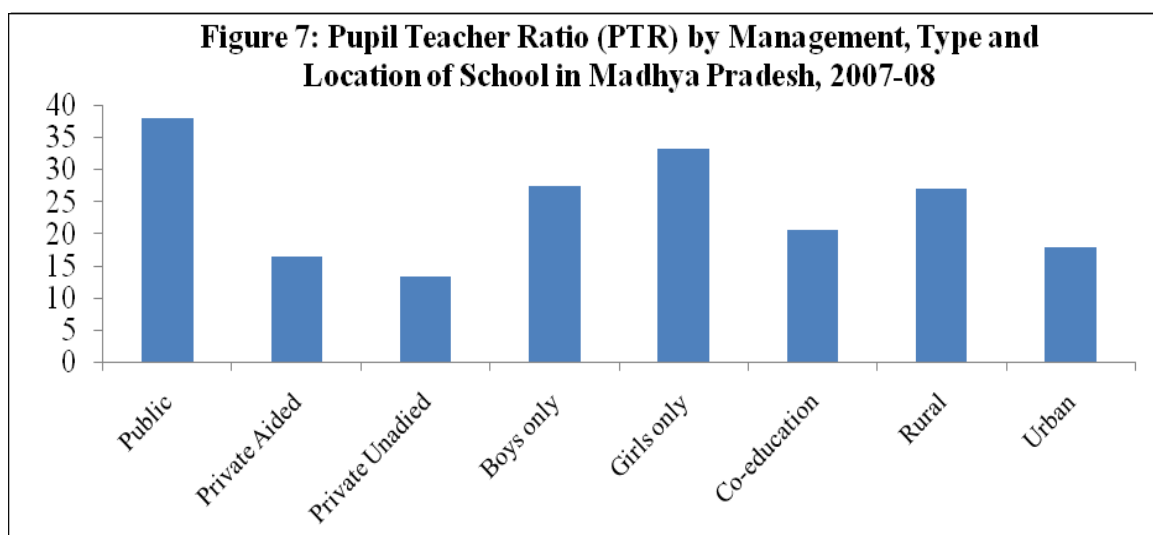
Note: Qualified means teachers having qualification graduation and above.

Source: SEMIS, 2007-08

Teacher Pupil Ratio

Learning of students has a close coordination with Teacher Pupil Ratio (TPR). It is an important factor affecting quality of education. According to the national norms ideal teacher-pupil ratio is 1:40. However at the secondary and senior secondary level by dividing total teachers with total students does not give proper picture of TPR, as subject-wise teachers are needed. At the secondary level (classes IX and X). There are 6 main subjects: 3 languages and 3 core subjects – Mathematics, Science, and Social Studies. In addition, a school also needs one extra assistant teacher for Science subject. Therefore, each and every school must have a minimum of seven teachers available for secondary level classes. Then, there are other subjects as well like computer science, co-curricular activities, drawing, music and other activities. However, because of non-availability of data regarding subject-wise TPR it has not been possible to draw any conclusion.

Figure 7 shows TPR in secondary schools by management, type and by location. It varies across all these categories. In government (public) schools, TPR was found to be the highest (39) in comparison to private aided and private un-aided schools. In the private aided and un-aided schools the TPR was observed to be as the lowest ,i.e., 16 and 13 respectively as shown in Figure 7. Even in government schools also, TPR was found to be as per the national norms, i.e., 1:40.



Source: Drawn from Government of M.P., (2009), Secondary Education in M.P., Perspective Framework Plan for Expanded Secondary Education 2009-2017, Status of Secondary Education in M.P.

Transition Rate

Transition rate is grade to grade transition of children in education system. It means, children promoted to a class (i.e. X) in a school years to the total enrolment of previous class (i.e. IX) in the previous school year. The children who join upper primary level in government schools out of them 63 percent could reach to secondary level. The children who reach up to the secondary level out of them 65 percent could reach to senior secondary level. However, transition rate at the senior secondary level is more for girls than the boys. The girls who join the secondary level 69 percent remain up to the senior secondary level. It shows positive impact of government policies (see Table 8).

Table 8
Transition Rates at the Secondary and Sr. Secondary Levels in M.P., 2005-06

Class	%	%	%
	Boys	Girls	Total
VIII- IX	70	54	63
X – XI	63	69	65

Source: Supplied by DPI Bhopal, M.P.

Drop Out

The dropout rate is one of the indicators that indicate the holding power of the school as well as it also provides indication of varying quality of schools. It also indicates about how many children who are enrolled in class I complete secondary cycle of education. Thus show effectiveness of the education system in terms of human and material resources.

At the secondary and senior secondary levels of education drop out of children from school is an acute problem. At the secondary level i.e. from I to X, 61.43 percent children and at the senior secondary level 79.08 percent of the children dropout without completing the school education. Out of the total students, more girls dropout than boys at both the levels. At the secondary level 67.07 percent girls and at senior secondary level 82.45 percent girls in comparison to 57.29 percent boys and 75.76 percent boys respectively dropout of the system. This problem is more severe for SC and ST children

than for the children under general category, as 85 percent of SC and ST children drop out of the system before completing senior secondary level (see Table 9).

However, among SC and ST at the secondary level dropout among ST students is significantly higher than SC students. This may be due to higher failure rate. Moreover it was a matter of concern that in Madhya Pradesh significant number of population is tribal and in spite of various affirmative policies dropout rate of ST girls is quite higher (80 percent) than SC girls (37 percent).

Table 9
Gender and Social Groups-wise Dropout Rates at the Secondary and Sr. Secondary Level in M.P., 2005-06

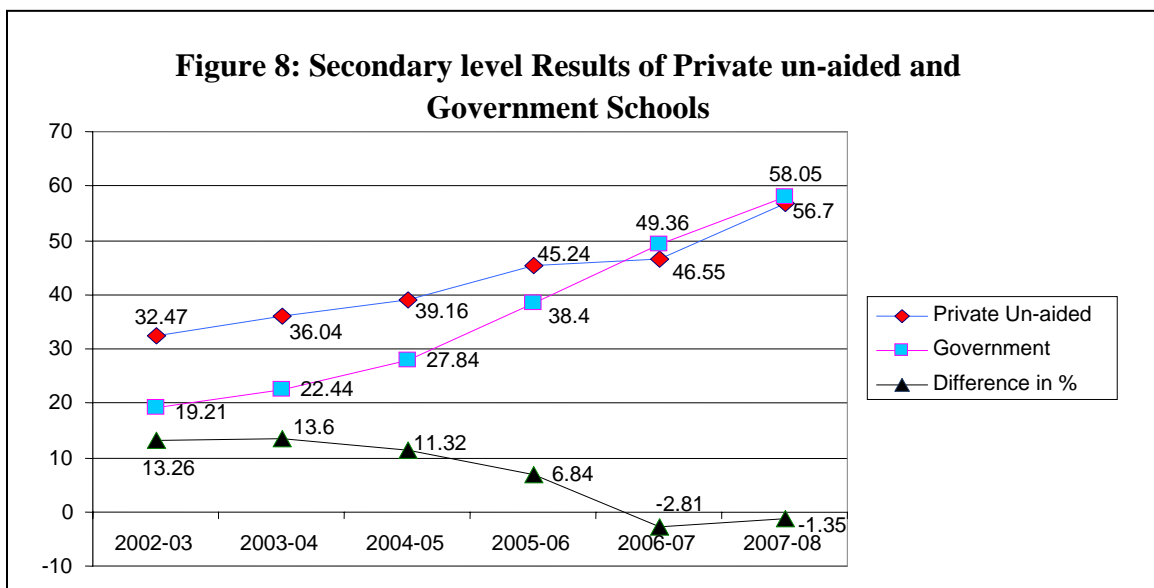
	IX to XII	I to X	I to XII
All			
Boys	32.93	57.29	75.76
Girls	28.36	67.07	82.45
Total	31.35	61.43	79.08
SC			
Boys	42.42	59.99	82.92
Girls	36.97	70.64	87.55
Total	40.68	64.22	84.83
ST			
Boys	41.86	74.44	86.84
Girls	41.73	80.10	92.58
Total	41.82	75.58	84.59

Source: Supplied by DPI, Bhopal M.P.

Performance of Students at the Secondary & Senior Secondary Level

Performance of any educational institution can be measured by the relationship between input and output or cost and output. In other words, whatever investments are made, it is important to understand how far they are optimally utilized for maximization of outputs. There are various indicators to measure it in the education system like: completion rate, transition rate, drop-out rate, pass percentage, etc. However, because of lack of data about management-wise completion rate, transition rate, drop-out rate, only pass percentage has been taken as indicator of measurement. One of the main reasons for growth of private un-aided schools is its better performance than government schools.

A comparative picture of result of students of government and private secondary and senior secondary schools from 2002-03 to 2007-08, shows that the performance of students of government secondary and senior secondary schools in the public examination had been improved. The gap between government and private schools results in the public examination which was very wide (13.56 per cent), was bridged over the years. However, the total pass percentage gives hazy picture about the efficiency of any educational institutions. As through total pass percentage it is not clear how many students passed with good percentage of marks. Figure 8 indicates that pass per cent of government secondary schools increased from 19.21 per cent to 58.05 per cent. It is essential to know that out of 58.05 per cent, how many students were distinction holders, how many secured first divisions, how many second and how many third divisions. Whether over the years more students are securing first division or good percentage of marks? Table 10 shows that from 2001 to 2008 not only total pass percentage of government schools results increased, but also improved division wise. From 2001 to 2008, the students who obtained first divisions increased from 23.27 per cent to 47.70 per cent. It was also observed that the per cent of students who secured third division in government schools were found to be reducing over the years. It can be said that government schools results in the public examination at the secondary level improved. In the absence of private un-aided secondary schools' data, comparative picture cannot be presented.



Source: Supplied by DPI, Bhopal

Table 10
Year wise Pass Percentage in Government Schools

Year	Appeared	Passed	First	Second	Third	Pass
2001	675983	47.50	23.27	47.53	28.88	0.31
2002	523178	38.32	27.61	45.29	26.79	0.32
2003	592405	24.47	39.26	51.47	9.27	0.01
2004	661136	27.82	41.38	52.49	6.13	0.01
2005	640367	32.05	43.12	48.54	8.34	0.01
2006	594070	40.91	44.98	47.44	7.58	0.00
2007	501683	47.14	49.53	44.58	5.89	0.00
2008	559765	57.20	47.70	45.62	6.67	0.00

Source: Supplied by DPI, M.P., Bhopal

Management-wise Students Performance at Senior Secondary Level

Table 11 shows management-wise students appeared and passed at senior secondary examination both in government and private schools. From 2001-02 to 2008-09 the number of students that appeared were found to be declining both in government and private schools. The reason maybe that the Chhattisgarh state was carved out of M.P. Another reason is computerization of school records and fake enrolments that were perhaps duly checked.

Table 11
Management-Senior Secondary Examination Results

Years	Government		Private Un Aided		Pass %	
	Appeared	Passed	Appeared	Passed	Govt.	Pvt.
2001-02	180063	147333	129640	102430	81.82	79.01
2002-03	139022	102983	111957	77216	74.08	68.97
2003-04	144003	77229	107862	62483	53.63	57.93
2004-05	147550	95663	106792	73753	64.83	69.06
2005-06	121625	88123	97743	72036	72.45	73.70
2006-07	148835	106110	122573	87171	71.29	71.12
2007-08	146248	107415	127992	86628	73.45	67.68
2008-09	161672	135548	159851	124905	83.84	78.14

Source: Supplied by DPI, M.P., Bhopal

However, it was found that in 2001-02 and 2002-03 government schools were performing better than the private schools, later from 2003-04 to 2006-07, the situation

changed and private school students' pass percentage improved. Then in later years again government school students started performing better than those of the private schools. The reason may be that up to this year demand for private schools increased rapidly. To meet the demand, proliferation of low quality of private schools took place.

Another reason for increasing the pass percentage of students was change in policy of evaluation pattern in 2001-02 by the Board of secondary education. The Board used to give 20% grace marks by adding the total marks of all subjects. These grace marks used to increase the results of government schools by 10%. In the year 2002-03. Board of secondary education changed this policy and reduced the grace marks from 20% to 5%. as a result the examination results were affected severely. From 2002-03 to 2004-05, because of this practice, only 19.21 per cent, 22.44 per cent and 27.84 per cent students at the secondary level could pass respectively. Thus by making changes in the policy of evaluation affected the performance of children in the Board examination, resultingly pass percentage increased to 19.21 per cent to 56.7 per cent from 2002-03 to 2007-08.

District-wise Examination Results

District-wise analysis of examination results shows that during 2002, there are a huge difference in Government and Private students' performance in public examination. Table 12 indicates that in 26 districts government school students scored less than 20 per cent marks, in 18 districts these students scored between 20-30 per cent marks, whereas in 33 districts private schools students were in the range of more than 30 per cent scores. After six years i.e., in 2007-08 the performance of students both in government and private secondary schools improved. Not a single student either from government or private school scored less than 37 per cent marks. The students from 8 districts in government schools and students from 5 districts in private schools scored more than 70 per cent marks. Table 13 reveals that as per score-wise analysis government schools were performing better than private schools. It needs to be further researched. It has far reaching policy implications. If government secondary schools have started performing well, why enrolment in private un-aided secondary schools had shown an increasing

trend. Not only rich or better class people send their children to private schools but people from poor or low socio-economic strata also send their children to private un-aided schools. Same trend was also observed at the senior secondary level.

Table 12
District wise Frequency Distribution according to Pass Percentage in Public Examination at Secondary Level in M.P. (2002-03)

Pass %	Districts	
	Govt. schools	Private schools
Less than 20	26	1
20 – 30	18	12
More than 30	1	33
N.A.	3	3

Source: Supplied by DPI, M.P., Bhopal

Table 13
District wise Frequency Distribution according to Pass Percentage in Public Examination at Secondary Level in M.P. (2007-08)

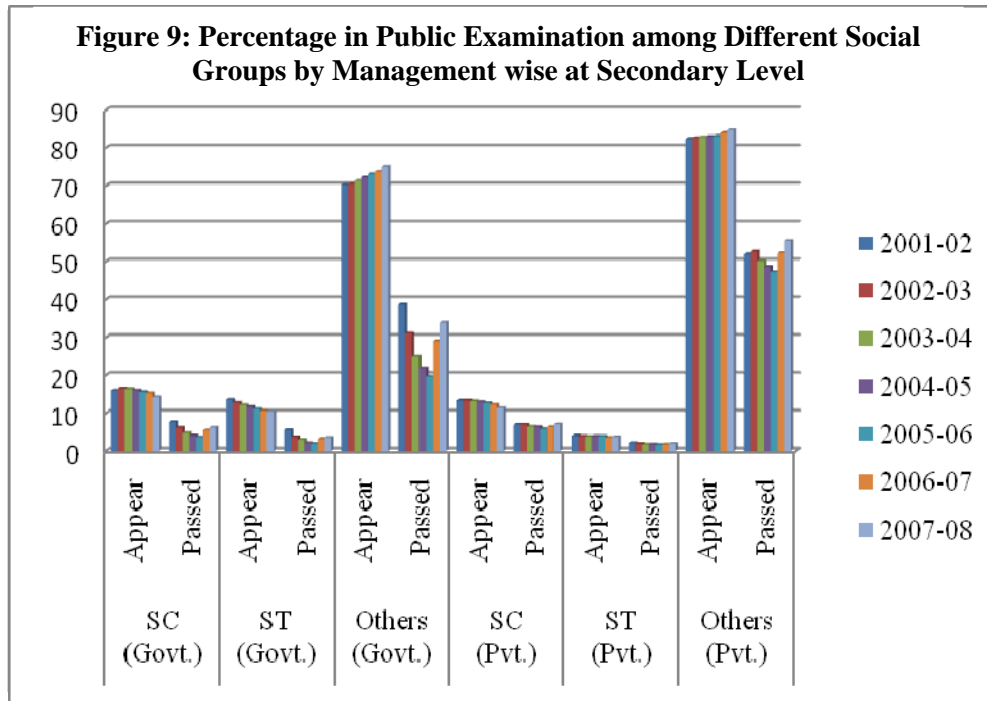
Pass %	Districts	
	Govt. schools	Private school
Less than 37	0	0
37- 50	6	10
50 – 70	34	33
More than 70	8	5

Source: Supplied by DPI, M.P., Bhopal

Management-wise Examination Result by Social Group

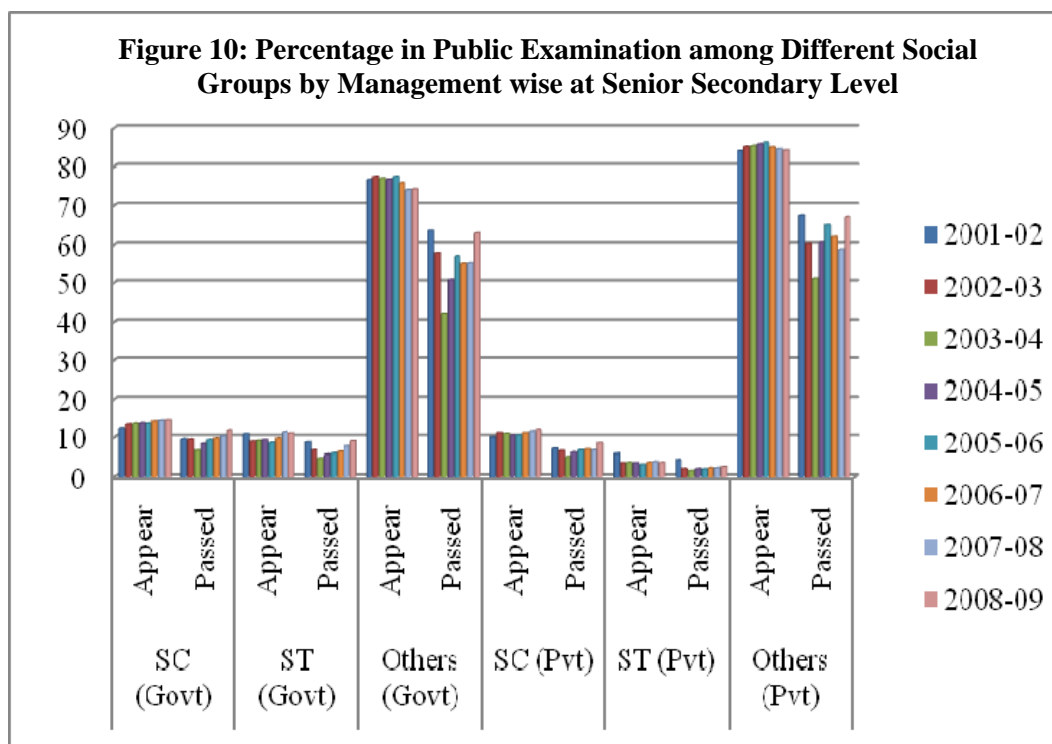
Figure 9 shows the distribution of SC, ST and OBC students who appeared for and passed out the Secondary and Senior Secondary Board Examination for classes X and XII. The Figure shows that at the secondary level from 2001-02 to 2007-08, the share of backward social groups (SC and ST) that appeared and passed showed declining trend both in government and private schools. The Table also reveals that percentage of SC students appearing in government schools were more than private schools, however pass percentage is more in private schools than in government schools. As far as ST students are concerned, out of 10.5 per cent, only 3.6 per cent students successfully completed secondary level. While in private schools out of 38 per cent, 2.0 per cent students

completed secondary level. More wastage of resources was observed for the children of socially backward group in government schools than the private schools.



Source: Supplied by DPI, M.P., Bhopal

Figure 10 shows that at the senior secondary level unlike secondary level, from 2001-02 to 2008-09 the number of SC and ST students who appeared and passed increased. In 2001-02, 12.4 per cent SC students appeared from government schools who increased to 14.6 per cent in 2008-09. The appeared ST students increased from 10.9 per cent to 11.1 per cent. In the similar manner, pass per cent of SC and ST students from government schools increased. However, ‘Other Students’ from government schools both appeared and passed decreased. In private schools the situation was reverse for ST students who appeared for the senior secondary examination during 2001-02 to 2008-09. The total ST students appeared from private schools were 5.9 per cent in 2001-02 and in 2008-09 they decreased to 3.7 per cent. Thus Figure reveals that out of the socially disadvantaged groups, SC students have started taking admission in private schools that is also because they are now known for providing quality education. However, as far as ST students are concerned, they are not able to access private schools as these children are not able to cope up with English medium instruction.



Source: Supplied by DPI, M.P., Bhopal

The Reasons for Improvement in Public Examination Results in Government Schools

While discussing with the Directorate of Public Instruction officials, they reported several reasons for improvement in the public examination in the state in government schools:

Examination on the Pattern of Board Examination

To improve the results of government schools at the secondary and senior secondary levels the DPI, Bhopal, M.P. has started conducting examination of class IX and XI from 2005 onwards on the pattern of Board examination in which answer copies were evaluated at the block headquarters so that students get practice to appear in Board or public examination. Whereas private schools themselves prepare question papers and conduct examination at school level.

At the System Level Efforts by D.P.I.

As per discussion with the authorities of DPI, Bhopal, M.P. it was reported that several initiatives were taken to improve the performance of students at the secondary and senior secondary level. Some of these were as follows:

- Placement of teachers according to the subjects and the regular appointment of principal. The post of Principal of high school was made a promotional post so that many school teachers get permanent post of principals;
- Filling up vacant posts of teachers in the schools;
- Improving teaching-learning methods;
- Stress on supervision and inspection of schools;
- At division level the Directorate of Public Instruction organized orientation programmes for Principals;
- The Department developed software for the teaching of all the subjects and made it available to all the schools;
- Programme of ‘visiting teacher’ was started. These teachers were paid through teacher’s care taker association;
- The departmental enquiry started against those school principals whose school results were below 40 per cent;
- Up to 2005-06, the high school principal and senior lecturer had same level of scale. Therefore, nobody wanted to become high school principal. As a result, in many schools post of principal was lying vacant. After 2005-06, the high school principal’s post was turned to promotion post, so many lecturers were promoted. First time, a genuine effort was made to fulfill the vacant posts of principals.
- Providing better physical facilities in the schools,
- To increase the use of ICT, schools were asked to purchase invertors, where electricity was not made available;

- Another step to improve the results of students were that those students who had less than 75% attendance were automatically converted as private students or self-study students. Many principals misused this scheme for increasing the result and around 90,000 students were declared as private students. It was criticized in legislative assembly also.

However, these efforts improved the results of students of government schools in the public examination at the secondary and senior secondary level. The Table 10 shows that from 2000-01 onward the number of students that appeared and passed in the public examination at the secondary level increased.

At the time of data collection the researcher had discussion with state level officials, school principals both government and private and found that one of the main reasons for deteriorating performance of private un-aided schools is proliferation of low quality of private un-aided schools, because of the state government policy. These schools neither have proper infrastructural facilities, nor have adequate teachers. At the time of recognition, private un-aided schools were asked to fulfil all the necessary condition within three years, but because of lack of monitoring, it never happens and school runs, without fulfilling the norms for several years.

Reasons for Proliferation of Private Un-aided Schools in M.P.

The state government officials initiated many changes in the government schools to improve the performance of students. The results of the students in public examination showed a positive impact of these reforms. In spite of these initiatives, students preference towards private un-aided schools is quite visible as private un-aided schools mushroomed in the state. The primary reasons for proliferation were found to be as follows:

Quality of Education

Quality of education is generally viewed by the performance of students in public examination. The government schools results showed are improving trend over the years, even then perception of the people is in favour of private un-aided schools. They view

them as superior in quality to government schools. The backdrop showed that even socially disadvantaged students had started joining private schools and over the years the number of SC and ST students have increased in private un-aided schools. However, a comparative picture among the two shows that out of the SC and ST students, SC students performed better in the public examination than ST students in private schools. Maybe ST students though join private schools as per the trend; they are not able to cope up with studies in private un-aided schools or instruction in the English medium.

Infrastructural Facilities

The physical condition of M.P. government schools was observed to be in a dismal state as majority of the schools were lagging adequate infrastructural facilities. During last three years more than 2000 secondary schools were upgraded from upper primary schools, but later they were again converted into upper primary (middle) schools, because of non-availability of additional rooms and staff. On the contrary private schools had better infrastructural facilities.

Easy approach of Private Schools

The private schools are situated at very convenient places even in rural areas, where as government schools are located outside the village, where villagers are reluctant to send children particularly girls.

Focus on Each Student

Private schools try to focus on each and every student whereas this is not the case in government schools. In government schools neither teachers pay individual attention nor any action is taken against absent students, whereas private schools are very particular about the attendance.

Engaged in Non-academic activities

Government school teachers are mostly engaged in non-academic activities like election duty, preparation of electoral list, Polio duty etc. On the other hand private un-aided school teachers are found to be regularly focused on studies.

Better Examination Results

The private un-aided schools stress on allround development of students therefore parents prefer to send their children to private un-aided schools. Examination results of private un-aided schools are also better than these of government schools.

Availability of Subject-wise Teachers in Private un-aided Schools

In remote areas there is a single teacher for all the subjects in government schools. Sometimes Hindi subject teacher has to teach English. Non-availability of teachers affects the performance of students in the public examination.

Emerging Business Concept in Education

Today education undoubtedly has become a marketable commodity. The quality of this commodity, in general, depends upon the cost of it. There is a plethora of schools catering to the students with varying paying capacity. Education has become a business. The private schools are found to be charging exorbitantly on matters other than the tuition fees. Even then parents prefer to send their children to these schools.

To propagate Religious values

There are many organizations in the state that propagate their sect/community and religious faith. Christian missionaries are active in each block of the state. Similarly Saraswati Shishu Mandir is active in each village of the state. The rituals imparted in these schools leave permanent mark on children. These types of organizations are ready to invest money in education to spread their faith, and thus private schools are increasing in the state.

Allocation of Resources

The per capita income of Madhya Pradesh state is very low. The per capita Net State Domestic Product at current prices is Rs. 15,647 i.e. near about 60 per cent of average all the states in India. The state is spending only 2.4 per cent of its Gross State Domestic Product (GSDP) on School Education which includes elementary level to the

higher secondary and the expenditure on Secondary School Education (including higher secondary) is just 0.38 per cent of the GSDP in the state, which is very less. Because of the lack of resources secondary education in the state is struggling hard to cope up to meet the challenges. More allocation of resources is needed to meet the challenges of secondary education i.e. access, retention, and quality in government schools.

Conclusion and Suggestions

After independence, education was considered as state subject, though in 1976 it came under concurrent list, still reigns of secondary education remained in the hands of state government. The situation continued up to mid eighties. As per the Constitutional commitment, continuous efforts for Universalization of Elementary Education by the Government of India increased the demand of secondary level of education, and simultaneously the number of schools increased at this level. However the financial resource crunch directly affected the quality of government secondary schools as required finances for the maintenance and development of secondary schools were not increased as per the demand. In addition, to meet the demand the state government encouraged the private sector (individuals, trusts, organizations and industrial establishments) by simplifying and diluting the norms for opening of private un-aided schools, with the assumption that community should be equally responsible in the development of education. Therefore the policy of the state government encouraged private initiatives to take leading role in providing education in the state. As a result on the one hand the private schools increased rapidly in response to high excess demand, raising enrolment to secondary education sharply and one other hand because of the state government policy, many low qualities of private unaided schools increased. These schools are functioning in the state without fulfilling the minimum conditions or norms and they do not follow many regulations laid by recognition granting agencies, for example number of class rooms for secondary school, playground size, school facilities, library, laboratories and teacher salary, their qualifications, so on that are essential for secondary level of education.

The study points out that while the rural-urban gap still remains, the growth trends showed a marked improvement in rural areas. Contrary to expectations, private schools are not an urban elite phenomenon. Not only are they prevalent in rural areas but also are affordable to middle and even low income groups. Interestingly, private schools have lower student-teacher ratios than government schools and while teachers were largely untrained and less experienced, their education level matched those in government schools.

Another issue of concern is that despite efforts to incorporate all sections of the population into the secondary education system, quite a large number of young people (about 58 per cent) are still without any access facilities. Several regional and caste disparities still exist. To bring all the children into the ambit of secondary education, equity norms need to be followed. Therefore, strategies need to be evolved so that regional imbalance and access facilities of socially backward children can be improved.

Though the Policy, planners and administrators emphasize on providing equal opportunities to all the children, yet, in spite of that, in India there are hierarchies of schools. Out of them, at the top end are International schools offering globally recognized syllabus and curricula, then comes private un-aided English-language schools affiliated to Central Board of Secondary Education and Council for Indian School Certificate Examination. Those who cannot afford private schooling attend government-aided schools, affiliated to state-level examination boards. And at the bottom of the rung are poorly managed government schools affiliated to state boards, which cater for the children of the poor. The children opt government, government-aided and private un-aided schools as per their paying capacity. The education that students are receiving at secondary and senior secondary levels according to their income and background is a disturbing trend.

To conclude the study describes the need of regulation or some kind of monitoring by developing regulatory mechanism to focus on low quality of private unaided schools serving in the state. The need of regulation becomes all the more

important after the implementation of Right to Education Act (RTE), 2009. Care need to be taken that these regulations should be both for government as well as for private schools. For universalizing schooling public and private sector need to develop in such a way that both could play a supportive role in education. Besides steps need to be taken to improve government schools also, so that healthy and reasonable competition between government and private schools could be in place to benefit all the children.

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Annexure

Management-wise Number of Institutions, 1993 and 2007

States	Percentage of Secondary Schools						Percentage of Higher Secondary Schools					
	1993-94			2006-07			1993-94			2006-07		
	Govt.	PA	PUA	Govt.	PA	PUA	Govt.	PA	PUA	Govt.	PA	PUA
Andhra Pradesh	76.05	10.56	13.39	60.22	5.29	34.49	37.46	16.33	46.21	20.05	12.10	67.65
Kerala	36.14	58.60	5.26	32.40	45.05	22.56	74.58	18.31	7.12	41.38	27.61	31.01
Maharashtra	10.64	56.76	32.60	10.79	63.48	25.74	10.20	84.15	5.65	9.10	81.66	9.25
Uttar Pradesh	29.37	47.49	23.13	77.70	4.95	17.26	18.88	75.23	5.89	73.20	17.05	9.75
Assam	84.48	13.80	1.72	55.29	18.51	26.21	98.49	1.01	0.50	77.93	3.02	19.06
Bihar	94.63	3.79	1.58	96.35	1.62	2.03	65.20	11.60	23.20	97.68	.72	1.59
Gujarat	9.10	87.90	3.00	4.13	61.14	31.74	8.17	88.94	2.89	7.62	71.11	21.27
Haryana	79.31	5.20	15.49	51.40	2.32	46.28	71.46	17.91	10.63	55.75	5.27	38.98
Himachal Pradesh	85.56	4.88	9.56	62.11	-	37.89	71.37	8.30	20.33	76.79	-	23.21
Jammu & Kashmir	88.18	4.42	7.40	78.24	3.71	18.05	0.10	0.03	1.99	84.57	9.51	5.92
Karnataka	29.98	40.24	29.78	35.7	24.99	39.29	46.08	42.55	11.36	31.82	19.21	48.96
M. P.	58.93	3.18	37.89	51.03	1.19	47.78	65.57	10.54	23.89	47.58	6.37	46.05
Orissa	26.40	50.83	22.77	50.01	23.71	26.29	31.33	32.11	36.55	16.20	24.40	59.40
Punjab	83.43	10.26	6.31	76.15	9.13	14.72	68.41	22.72	8.87	81.56	9.95	8.49
Rajasthan	87.99	3.39	8.62	46.22	.51	53.27	72.67	16.53	10.80	58.54	4.36	37.10
Tamil Nadu	69.84	20.35	9.81	41.83	12.44	45.73	50.31	37.56	12.13	40.08	23.31	36.61
West Bengal	22.72	76.48	0.81	.04	95.28	4.68	25.93	71.15	2.92	00.97	95.03	4.00
India	48.75	35.17	16.08	39.43	27.19	33.38	42.37	44.99	12.64	34.27	29.73	35.99

Source: Selected Educational Statistics, 1993-94 & 2006-2007, Selected Educational Statistics, MHRD, GOI, New Delhi.

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