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LOCAL GOVERNMENTS OF KERALA AND IMPACT ON SCHOOL EDUCATION

25TH YEAR OF PEOPLE'S PLAN CAMPAIGN IN KERALA

LOCAL GOVERNMENTS OF KERALA AND IMPACT ON SCHOOL EDUCATION

RESEARCH STUDY

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25th Year of People's Plan Campaign in Kerala
Local Governments of Kerala and Impact on School Education

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PREFACE

This research study delves into the impact of the decentralization and peoples plan campaign on the development of school education in Kerala. School education has played a crucial role in promoting social justice, democracy, and secularism with a progressive outlook in the state. The growth in schooling has influenced social change, and changes in society have influenced schooling. Kerala's education development stands for a world order that recognizes equal opportunities and rights for everyone and that prioritizes balanced development by transcending individual and sectarian thinking.

The study explores into the underpinnings of Kerala society that were established in the early days for education and the standardized form of development through local self-governments that helped to promote peoples' intervention and voluntary contributions to the education system. The research delves into the day by day journey of Kerala school education from those early days to the present day. By focusing on the role played by the decentralization and peoples plan campaign in the process of educational development, this study aims to highlight how local self-governments have contributed to the growth and progress of school education in Kerala. Ultimately, this research study seeks to offer insights and recommendations for policymakers and educators on how to further enhance and strengthen the school education system in Kerala.

I extend my congratulations to the team for conducting a comprehensive study in the field of education during the 25 years of people's plan, and I hope that their work will contribute to the advancement of education not only in Kerala but beyond as well.

Dr. Joy Elamon
Director General

ACKNOWLEDGEMENT

I would like to express my sincere gratitude to the various individuals and institutions that made this research study possible through their collaborative efforts and support.

Firstly, I extend my thanks to the elected representatives and officials of the Gram Panchayats and municipalities for providing us with their valuable time and wholehearted support during our extensive fieldwork and interviews conducted in the LSGs. I would also like to thank the sample school officials who generously shared their insights, and the field investigators who dedicatedly completed the data collection process and conducted focus group discussions at schools. The school management and PTAs also deserve special recognition for their wholehearted support in conducting meetings for the study. I am immensely thankful to the experts of the Kerala Institute of Local Administration (KILA) for their valuable support through technical advice and expertise in framing the study.

I would like to express my heartfelt gratitude for the unwavering support and enthusiastic guidance provided by Dr.V.Sivadasan (Researcher & Social Activist) during the initial phases of conceiving and developing the proposal, as well as in refining the study methodology. However, due to his subsequent election as a Rajya Sabha Member of Parliament, Dr. Sivadasan was unable to continue as a regular part of the study. Nonetheless, his invaluable contributions have significantly shaped the foundation of this research.

I extend my sincere appreciation to Dr. Joy Elamon, Director-General of KILA, for providing us with the necessary resources and the freedom to organise the study. I am also grateful to Mr. Mathew Andrews, the Assistant Director, for his wholehearted support in arranging meetings and coordinating the study. I am thankful to Dr. P. Sivanandan, the Honorary Director of the Centre for Subaltern Studies, KILA, for his final comments and suggestions, which helped to refine the study.

Finally, I want to thank everyone who supported us in completing this study, directly or indirectly. Your encouragement and assistance have been invaluable, and I am grateful for the opportunity to work with such a supportive team.

Thank you all.

Dr. C. Ramakrishnan

CONTENTS

Chapters	Titles & Sub-titles	Page no.
	Abbreviations	**viii**
	List of tables	**xi**
	List of figures	**xvi**
	List of graphs	**xviii**
	25 years of People's Planning- A Success story of decentralization of power in India ***M B Rajesh*** *Minister for Local Self Governments, Rural Development and Excise* *Government of Kerala*	**xix**
1	**Introduction**	1
	1. Research Questions	13
	2. Objectives	13
	3. Research Methodology	14
	4. Limitations	18
	5. Chapterisation	22
2	**Literature Review**	25
	1. Decentralization: An Overview	25
	2. Models / Cases of Decentralized Education in the World	43
	3. Studies on Decentralized Education	49

	4. Studies on Educational Administration	60
	5. Decentralized Education in India	69
	6. Studies on Decentralization in Kerala	80
3	**History of school education in Kerala**	97
	1. School Education - Before the Formation of Kerala	97
	2. School Education - After the Formation of Kerala	112
4	**Role of LSGI in School Education**	128
	1. Structure of LSGs in Kerala	128
	2. LSGIs & Education	132
	3. Duties & Responsibilities of LSGs in Education	132
	4. Duties of LSGs under RTE 2009	144
	5. Role of LSGs in Educational Development	145
	6. 12th & 13Th FYP for Education under LSGs	148
5	**Interventions of Local Self Goverments in School Education: Analysis**	152
6	**Impact of Decentralization: School wise analysis**	237
7	**Findings & Observations**	273
8	**Conclusion**	301
	1. Potential for intervention of LSGs	304
	Appendix	322
	Appendix.1. Sample schools Appendix 2: Code of School Questionnaire Appendix.3. Expenditure & Percentage of utilization under Education Appendix.4. Percentage and expenditure on education under service sector in different LSGs during 2012-22	

	Appendix 5.1: LSGs Questionnaire Appendix 5.2: School Questionnaire Appendix 6: Questionnaire for Interview Appendix 7: Details of Field Investigators	
	Bibliography	345

LIST OF ABBREVIATIONS

ASAP	:	Additional Skill Acquisition Program
BRC / CRC	:	Block Resource Centre / Cluster Resource Centre
CABE	:	Central Advisory Board of Education
CARSEL	:	Centre for Advanced Research in Socio-Emotional Learning
CSR	:	Corporate Social Responsibility
DDE	:	Deputy Director of Education
CMFRI	:	Additional Skill Acquisition Program
CRD	:	Block Resource Centre / Cluster Resource Centre
DEO / AEO	:	District Education Officer / Assistant Education Officer
DIET	:	District Institute for Education and Training
DPC	:	District Planning Committee
DPI	:	Department of Public Instructions
DPEP	:	District Primary Education Program
ESLC	:	Elementary School Leaving Certificate
FGD	:	Focus Group Discussions
GOs	:	Government Orders
HM	:	Head Master / Head Mistress
HS / HSS	:	High Schools / Higher Secondary Schools
IEDC	:	Integrated Education for the Disabled Children
IKM	:	Information Kerala Mission
IT / ICT	:	Information Technology / Information & Communication Technology

ITDP	:	Integrated Tribal Development Project
K-DISC	:	Kerala Development Innovation & Strategic Council
KEA / KER	:	Kerala Educational Act / Rules
KIIFB	:	Kerala Infrastructure and Investment Fund Board
KILA	:	Kerala Institute of Local Administration
KITE	:	Kerala Infrastructure and Technology for Education
KSSP	:	Kerala Shastra Sahithya Parishad
KSTA	:	Kerala School Teachers Association
LCD	:	Liquid Crystal Display
LP / UP	:	Lower Primary / Upper Primary
LSS / USS	:	Lower Secondary Scholarship / Upper Secondary Scholarship
LSGs / LSGIs	:	Local Self Governments / Local Self Government Institutions
MEC	:	Municipal Education Committee
MF	:	Maintenance Fund
MGNREGS	:	Mahatma Gandhi National Rural Employment Guarantee Scheme
MLL	:	Minimum Level of Learning
MMEA	:	Malabar Muslim Educational Association
MP / MLA	:	Member of Parliament / Member of Legislative Assembly
NCERT	:	National Council of Educational Research and Training
NCF	:	National Curriculum Framework
NCC / NSS	:	National Cadet Corps / National Service Scheme
NEP / NPE	:	National Education Policy
NGOs	:	Non Governmental Organizations
NITI Ayog	:	National Institute of Transforming India
OBC	:	Other Backward Classes

ODF	:	Other Development Fund
OF	:	Own Fund
OSA	:	Old Students Association
OT	:	Other Funds
POA	:	Program of Action
PRIs	:	Panchayat Raj Institutions
PTA / MPTA	:	Parents Teachers Association / Mothers Parents Teachers Association
PwD	:	Person with Disability
RMSA	:	Rashtriya Madhyamik Shiksha Abhiyan
RTE	:	Right to Education
SC / ST	:	Scheduled Caste / Scheduled Tribe
SCERT	:	State Council of Educational Research and Training
SCOLE	:	State Council for Open and Lifelong Education
SCP	:	Special Component Plan / Scheduled Caste Sub Plan
SEQI	:	School Education Quality Indicator
SIET	:	State Institute of Educational Technology
SIMAT	:	State Institute of Management and Training
SMC / SDMC	:	School Management Committee / School Development & Management Committee
SSLC	:	School Police Cadet
TLM	:	Sarva Shiksha Abhiyaan / Sarva Shiksha Kerala
TSP	:	Secondary School Leaving Certificate
UNDP	:	Teaching Learning Material
VEC / PEC	:	Tribal Sub Plan
WDG	:	United Nations Development Program

LIST OF TABLES

Table.no.	Titles	Page no.
1.1	Sample LSGs for the study	15
1.2	Sample selection criteria	16
1.3	Tools for Impact of LSGI's on School Education	19
1.4	Peculiarities of case studies in box (Chapter 4)	21
3.1	Schools in the State 2019-20	123
5.1	Panchayat wise expenditure pattern of total fund	153
5.2	Municipality wise expenditure pattern of total fund	154
5.3	Gram Panchayat wise expenditure pattern of total fund based on category.	156
5.4	Municipality wise expenditure pattern of total fund based on category	157
5.5	Category wise expenditure pattern of total funds in Gram Panchayat for the last 22 years	159
5.6	Category wise expenditure pattern of total funds in municipality for the last 22 years	160
5.7	Gram Panchayat wise expenditure of development fund in the last 22 years	162
5.8	Municipality wise expenditure of development fund in the last 22 years	163
5.9	Year wise expenditure pattern for educational projects in Gram Panchayats	165
5.10	Year wise expenditure pattern for educational	166

	projects in Municipalities.	
5.11	Category wise expenditure pattern for education in Gram Panchayats	168
5.12	Category wise expenditure pattern for education in municipalities	169
5.13	Category wise expenditure pattern for education in selected Gram Panchayats	170
5.14	Category wise expenditure pattern for education in selected municipalities	172
5.15	Year wise expenditure pattern from development fund to education projects	173
5.16	Year wise expenditure pattern of development fund to education projects in municipalities	174
5.17	Year wise contribution of SSA from Gram Panchayats	177
5.18	Year wise contribution of SSA from municipalities	178
5.19	Percentage of total amount utilized on educational projects in Gram Panchayats*	180
5.20	Percentage of total amount utilized on educational projects in Municipalities*	181
5.21	Percentage of development fund utilized on educational projects in Gram Panchayats*	183
5.22	Percentage of development fund utilized on educational projects in Municipalities*	184
5.23	Amount & percentage of education expenditure by development fund and total fund*	186
5.24	Gram Panchayat wise amount utilization of educational projects	188
5.25	Municipality wise amount utilization of	189

	educational projects	
5.26	Year wise expenditure on various sectors of education in Gram Panchayats	191
5.27	Year wise expenditure on various sectors of education in municipalities	192
5.28	Gram Panchayat level interventions on academic activities	194
5.29	Municipality level interventions on academic activities	195
5.30	Gram Panchayat level interventions on infrastructural activities	197
5.31	Municipality level interventions on infrastructural activities	198
5.32	Gram Panchayat level interventions on arts & sports	200
5.33	Municipality level interventions on arts and sports	201
5.34	Gram Panchayat level interventions on mid-day meal assistance	203
5.35	Municipality level interventions on mid-day meal assistance	204
5.36	Gram Panchayat level interventions on marginalized sections	206
5.37	Gram Panchayat wise assistance to marginalized sections	207
5.38	Municipality level interventions on marginalized sections	208
5.39	Municipality wise assistance to marginalized sections	209
5.40	Gram Panchayat level interventions on other	211

	sectors of education	
5.41	Municipality Level Interventions on other sectors of education	212
5.42	Panchayat level interventions through innovative projects on education	214
5.43	Municipality level interventions through innovative projects on education	215
5.44	Joint projects on education by the LSGs	217
5.45	Successful completion of projects	221
5.46	Projects undertaken in LSGIs	221
5.47	Experience in the implementation of education projects	222
5.48	Percentage rating of responses from ward members	227
5.49	Issues of schools to be intervened by LSGIs	229
5.50	Rating of the projects associated with LSGIs.	232
5.51	Cooperation and Attitude of various stakeholders	233
6.1	Number and expenditure incurred on educational projects supported by LSGIs	238
6.2	Number and expenditure incurred for education projects by various Agencies.	239
6.3	Agency wise number and expenditure incurred for implementing Education projects	240
6.4	Category wise Total number of projects with CSR funds to schools	242
6.5	Category wise utilization of CSR funds	243
6.6	Facilities provided by school supporting groups/individual donations/other voluntary groups.	245
6.7	Category wise utilization funds received from the	246

	community.	
6.8	Percentage share of funds for schools by all agencies.	247
6.9	Comparative analysis on the status of facilities in schools.	248
6.10	Incomplete infrastructural projects	250
6.11	Responses of the Head masters/mistress of the government schools	256
7.1	Findings from the sector wise projects on education	280

LIST OF FIGURES

Sl.no.	Titles	Page no.
Figure.1.1	Sample selection – Flow Chart	16
Box.3.1	British & English Education	100
Box.3.2	Social Reformers on Education	103
Box.3.3	Reform Movement	105
Box.3.4	Key provisions of the Bill	115
Box.4.1	Mararikulam Gram Panchayat	128
Box.4.2	Ramapuram Gram Panchayat	130
Box.4.3	Veliyamattam Gram Panchayat	131
Box.4.4	Mulamthuruthy Gram Panchayat	132
Box.4.5	Kunnumkara Gram Panchayat	133
Box.4.6	Meppadi Gram Panchayat	134
Box.4.7	Noolpuzha Gram Panchayat	134
Box.4.8	Munderi Gram Panchayat	135
Box.4.9	Panniyanoor Gram Panchayat	135
Box.4.10	Kumarakom Gram Panchayat	136
Box.4.11	Peringanam Gram Panchayat	137
Box.4.12	Attappady Block Panchayat	137
Box.4.13	Malappuram District Panchayat	138
Box.4.14	Kannur District panchayat	139
Box.4.15	Palakkad District Panchayat	140
Box.4.16	Thrissur District Panchayat	141
Box.4.17	Koyilandy Municipality	143

Box.4.18	Payyanur municipality	144
Box.4.19	Kanjhangad municipality	146
Box.5.1	Suggestions to strengthen working group	225
Box.6.1	Notable Academic interventions	261
Box.6.2	Interventions to Marginalized class	262
Box.6.3	Reflections on other supporting agencies	264

LIST OF GRAPHS

Sl.no.	Titles	Page no.
4.1	Percentage of expenditure on education	148
4.2	LSGs wise Percentage of utilization on education sector	149
5.1	Trend on year-wise expenditure pattern of total fund in selected LSGIs (in Lakhs)	155
5.2	Category wise average amount of LSGIs	158
5.3	Average utilization of development fund under LSGIs	164
5.4	Average utilization of expenditure for educational projects	167
5.5	Category wise expenditure pattern on municipalities	170
5.7	Average utilization of development fund for education in LSGIs.	176
5.8	Average share of LSGIs to SSA Projects	179
5.9	Comparison of Percentage total fund on education of GP & Municipality	182
5.10	Comparison of percentage development fund on education of GP & Municipality	185
5.11	Sector wise expenditure on educational projects	190
5.12	Percentage of academic projects of LSGIs	196
5.13	Percentage of Infrastructural projects of LSGIs	199
5.14	Percentage of arts & sports activities of LSGIs	202
5.15	Percentage of mid-day meal assistance of LSGIs	205
5.16	Percentage of expenditure on marginalized sections by LSGIs	210
5.17	Percentage of expenditure on other sectors of education by LSGIs	213

M B Rajesh
Minister for Local Self Governments,
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Government of Kerala

25 years of People's Planning - A Success story of decentralisation of power in India

The People's Plan Campaign is a unique initiative that has transformed the landscape of developmental politics in Kerala. This great experiment encapsulated the democratic achievements, Kerala made over the decades. It included the land reforms initiated by the first Communist government led by EMS Namputiripad, the government which was the product of larger movement for land in the pre-independent era and also included the innumerable struggles for land- rights and surplus land in the post – land reform period by the tenants across the state.

In 1996, the state launched the People's Plan Campaign, which was designed and implemented as a successful methodology for transferring fund, functions and functionary that constitutional amendments in 1992 envisaged as the necessary condition to make the devolution of power possible. The campaign and the related process empowered the local level leadership and people at large to plan and implement their own development projects, ensuring inclusive development. Potential of our decentralized government system which was nurtured by the People's Planning process got its effective manifestation during the time of 2018 flood and Covid. Along with the Kudumbashree movement, decentralisation of

power through the people's planning has achieved remarkable success in enhancing the quality of life of people of Kerala and expanding the vistas for economic wellbeing and social development.

Today, in yet another transformative moment of Nava Keralam, new responsibilities are placed confidently on the shoulders of local governments in Kerala. Government expects local governments to become the leaders of economic development by fostering the growth and employment on par with that of developed nations, as it has been in the case of human development. In the journey of creating a Nava Keralam, we also pin hope on our local self-government institutions to make Kerala waste free by clearing the waste produced in our own neighbourhoods through the sustainable systems.

The series of 25 books published by KILA is a valuable contribution to the knowledge base on decentralization, documenting the experiences of the People's Plan Campaign and capturing the essence of decentralization and the role of local governments in development. I am confident that these books will serve as a valuable resource for other states and countries that are striving to achieve sustainable development through decentralization.

I congratulate the team at KILA and the local governments of Kerala for their outstanding work and am proud of the achievements of decentralization in Kerala. I am confident that the state will continue to scale new heights in the years to come.

1
INTRODUCTION

1.1 Local Self-Government is the governance system for management of local affairs by local bodies elected by local people. This concept emerges from man's basic urge for liberty, the power to make decisions and to uplift the society as per needs and to its full potential. Local Self- Governments are those bodies that look after the administration of an area or a miniature community such as a village, a town or a city. Local Self-Government operates at the lowest level of society. It works at grass-root level, close to the people and touching their day to day life.

1.2 Local Self-Government is a form of government that has its own share in sovereignty but subordinate to central authority or, in a federal system, to state or regional authority. This level of government is recognized by the people as they are close to each other and involve in the decision making process. So in decentralized management, the flow of information becomes quicker and decision-making easier and more realistic when planning decisions are taken at the lower level. This decentralization of administration encourages people to participate in the planning and decision-making process. Enormous efforts have been made in the past to empower the people and to decentralize the administration at district, block and village levels. It is in this context that the establishment of grass-root level democracy, through local self-governance, has become significant.

1.3 The concept of democratic decentralization is intimately associated with the idea of Local Self- Government. Democratic decentralization is a political ideal and Local Self Government is its institutional form. The institution of Local Self- Government includes both rural and urban local bodies. In India, the Panchayati Raj Institutions (Rural) and the Municipal bodies (Urban) provide institutional frameworks for democratic decentralization**.** The Constitution provides a clear mandate for democratic decentralization not only through the Directive Principles of State Policy which exhorts the State to promote Panchayati Raj Institutions but more specifically now through the 73rd and 74th Amendments of the Constitution.

1.4 Local self-government is not a new development in our country. Villages in ancient India were very effective instruments of self-governance. Reference to '*Sangha*' the assembly of grown up members in a Kingdom involving in the affairs of administration is available in Buddhist literature. Later, the involvement of Panchayati Raj Institutions in the management of education can be traced back to as early as the last quarter of the 19th century under colonial regime, as a corollary to the Woods Despatch (1854) that directed the levy of local tax to defray the cost of maintaining schools. Several subsequent developments had taken place to begin the era of local self-government, including the historical resolution of Lord Ripon on local-self-government (1882) and Local Self-Government Act of 1883, The Montagu Chelmsford Reforms and, subsequently, the Government of India Act (1919) accelerated the process of transfer of power to local bodies. The only exception to this process was the Hartog Committee (1929) which suggested withdrawal of powers already delegated to local authorities.

1.5 In the modern context Panchayati Raj Institutions (PRIs) were started in 1959 as a sequel to the Balwant Rai Mehta Committee Report, which recommended the establishment of an inter-connected three-tier organizational structure of democratic decentralization at village, block and district levels. As a consequence, primary education became the responsibility of Panchayat Samitis in Andhra Pradesh, Rajasthan and in some other states. A major breakthrough came with the formulation of National Policy on Education and Programme of Action, 1986 which stipulated that "the local committees, through appropriate bodies, will be assigned a major role in programmes of school improvement". As a consequence, several states adopted the system of Panchayati Raj in educational management. The introduction of Article 40 of the Constitution which states that "the State shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government" was another step in this direction.

1.6 The Kerala Education Bill (1957)[1] clearly advocates for decentralization of governance in the administration of school education. Section 18 of the bill dealt with the *Creation of Local Educational Authorit*es. - (1) For the purpose of associating people with the administration of education and to preserve and stimulate local interest in educational affairs, the Government may by notification in the Gazette establish Local Educational Authorities in

[1]*Presented in the State Assembly by Joseph Mundasseri, the Education Minister of EMS Namboothiripad Ministry on 13th July 1957. After detailed discussion the Assembly passed the bill on September 2nd 1957 and send to the President of India for getting approval. President of India sent back the bill suggesting certain modifications. After incorporating those suggestions the bill was again presented in the assembly on 24th November 1958 and the assembly approved it on Nov.28th 1958 and the President gave consent on February 19th 1959.*

the State exercising jurisdiction in any local area or areas to be specified in such notification. (2) The Government may direct that the administration of education may be carried on by Local Educational Authorities, while inspection, control and supervision of schools may be by the Education Department of the State. (3) The constitution of the Local Educational Authority in any area and the entrustment of the administration of education in that area to such authority shall not affect or prejudice the rights, privileges, liabilities and obligations of teachers in schools in that area.

1.7 The 73rd and 74th Constitutional Amendment Acts marked a new era in democratic decentralization in India. The 73rd Amendment envisaged establishing a three-tier system of Panchayats at the village, intermediate and district levels and the 74th Amendment proposed establishment of municipalities to provide a robust legal framework to strengthen local self-government institutions. These amendments were, however, in the nature of enabling measures for the states to create these bodies and entrust them with authority and resources, as were considered appropriate and adequate. Apart from making it obligatory for the states to constitute these bodies and entrust them with authority and resources, the amendment made it obligatory for the states to hold elections; prescribe quotas for representation of women and scheduled castes/tribes; and constitute a finance commission to review the financial position of the panchayats. The Eleventh Schedule to the Act, containing a list of 29 items, indicates that education, including primary and secondary schools, technical training, vocational education, adult education and non-formal education will be the responsibility of these institutions. Under the Act, provisions of Section 243G are not mandatory, giving enough flexibility to the states to take decisions

in their prevailing situations. However, the states are expected to act in the spirit of the Constitution by devolving powers for management of educational institutions and programmes to the Panchayati Raj bodies. While the Panchayati Raj legislation articulates the national commitment for decentralized power to PRIs, the National Policy on Education, too, reiterates this commitment.

1.8 The National Policy on Education (NPE) of 1986 was in one way a significant development in the education landscape of the country though it has many loopholes for centralization. It articulated grassroots level involvement through micro planning. The Program of Action (POA) of 1992 was prepared to work out the specific details needed to take forward the NPE. However, the policy or its POA did not consider the devolution of powers to local self -governing institutions. It essentially talked about the concentration streamlining the bureaucracy, decongesting the higher level education offices and creating a district board of education vested with authority and autonomy (Govinda and Bandyopadhyay, 2010).

1.9 The Central Advisory Board of Education (Ministry of Human Resource Development, Government of India) constituted a Committee in February 1993 chaired by Veerappa Moily the then Chief Minister of Karnataka, to formulate guidelines on decentralized management of education in the context of the 73rd and 74th Constitutional Amendments. The Committee, while recommending responsibilities and functions to Panchayati Raj bodies, stressed that Panchayat Samitis and Zilla Parishads should have the authority to recruit and appoint teachers for their schools (subject to government guidelines) and administer the services of

government school teachers and subordinate officials of the education department (with their service conditions being protected) should be placed at the disposal of these bodies. The guiding principle of the recommendations was that development of rural areas can be best achieved by entrusting the local people with the responsibility of managing their own affairs. It cautioned against hasty decentralization of management since Panchayati Raj bodies would require time to equip themselves to effectively discharge their role. The underlying principles of the CABE Committee's recommendations were based on the following factors: Panchayati Raj bodies would require adequate preparation and strengthening before they are able to perform their new roles; being inexperienced in administration, they would need capacity building; they would need, at least in the initial stages, financial and resource support from Central and State governments; they must be sensitized to the needs of handling education cadres with restraint and imagination; delegation of powers should take into account past experience and future requirements for the Constitution of the Standing Committee on Education at Zilla Parishad and Panchayat Samithi; their functions should include supervision of elementary schools and enrolment drives, mobilization of resources, construction and repair of physical facilities, preparation of plans on the basis of prescribed norms and so on.

1.10 The 86th Amendment of the Constitution of India in 2002 marked a significant deviation from the original commitment to providing universal elementary education. Although the Supreme Court had recognized the 'Fundamental Right to Education' in 1993, the amended Article 21A on the Right to Education included an ambiguous clause stating that "the state may, by law, determine" the

manner in which free and compulsory education will be provided to children aged 6 to 14 years. This dilution of the original Constitutional provision undermines the goal of providing education to all children until the age of fourteen, and leaves room for the state to offer inadequate quality education to those who are most disadvantaged.

1.11 Despite the amendment being passed over five years ago, it has not been implemented, and no law has been framed. Several drafts of the 'Free and Compulsory Education Act' have been proposed, but none have been presented before Parliament. The 2004 draft Bill was especially problematic as it aimed to legalize low-cost 'alternate' arrangements using poorly paid para-teachers. In contrast, the 2005 draft Bill focused on setting norms for schools and teachers to ensure equal access to quality education for all children. However, citing financial constraints, the government used a poorly drafted Model State Bill to direct states to frame their State Acts, threatening to reduce central funding if they did not comply. Many states have raised objections and questioned the central government's role and commitment, while lawyers have questioned how a 'fundamental right' can be subject to individual states' discretion, many of whom are struggling with fiscal deficits.

1.12 The central and state governments have been expanding the provision of education to provide quality education to all the children up to the age of fourteen. Accordingly the governments have implemented a number programmes to bring about qualitative changes in the education system. The enactment of Right to Education Act 2009 has made education a fundamental right of the child. The RTE entrusts the state and central governments the responsibility to provide free and compulsory education to every

child of the age from six to fourteen years. It also advocates for devolving role and responsibilities to local authorities for effective implementation of the act. However, one of the challenges of the country is to sustain and deepen the current reforms in education and encourage local planning and management of strategies for expanding and improving the quality of elementary/secondary education. And the effort to address this issue calls for an active involvement of the local communities in the decision making process of education and achievement of the goal of Universalization of Education.

1.13 The understanding that achievement of the Universalization of Education will remain elusive without active involvement of the local communities has compelled the governments to strengthen the school-community linkages by promoting proactive involvement of the community and the local administration in the functioning of the schools. It is of vital importance that strengthening of the school-community linkages requires systemic intervention to decentralize the process of educational planning.

1.14 By making use of the favorable conditions for decentralization Kerala tried to develop its own experiences before and after the enactment of Panchayati Raj and Nagarapalika act through District councils and then the Local Self Government institutions. Janakeeyasoothranam (Peoples plan campaign) has been functioning as social platform for bringing the community as an inevitable part of the planning process since 1997. The experiences gained through these experiences have to be assessed before a leap forward.

1.15 The major concern of education policy reforms has always been to make the delivery of educational programmes more effective. As schools are the ultimate delivery points in the overall educational

management, administration of school education in India has undergone unprecedented changes. The direction of policy reforms in management of elementary education indicates enormous efforts towards the changes that have taken place from the centralized command and control of education to the decentralized participatory management of people. In decentralized management, the flow of delivery becomes quicker and decision-making easier and more realistic when planning decisions can be taken at the lower spatial level. Since decentralization of administration encourages people to participate in the planning and decision-making process, enormous efforts have been made in the past to empower people and to decentralize educational administration at district, block and village levels.

Statement of the Problem

1.16 Kerala's achievements in social development and quality of life are, no doubt, inspiring and encouraging. The state has achieved a human development index comparable to the developed countries of the World. Prof. Amartya Sen has attributed these achievements largely to the priority which the state has accorded to high literacy among all Indian states and education for a long time. The society attaches so much importance to education that the school in Kerala is really the nucleus of the social microcosm. Extensive growth of education has been a major contributing factor to the socioeconomic development of Kerala. Better education kindles the aspirations of the people and the main concern is on how to improve the quality of education.

1.17 Decentralization is a process of transitioning from a governance structure in which power is concentrated at the central or national

level to one in which authority to make decisions and implement them is shifted to lower level governments or agencies (Okojie,2009). It consists of a transfer of public functions from higher tiers to lower tiers of governance. In recent years, decentralization as a strategy for effective local development has become an important aspect of discourses on issues relating to democratization, democracy and local participation. This has attracted more attention to the idea of strengthening or reforming the local government system, particularly in Kerala. Over the last few decades decentralization of school management has occurred in most education systems around the globe. Ideally, local government is premised on the idea that it is the level of government that is better placed to effectively formulate and implement development policies and programmes that can effectively deliver public goods such as education.

1.18 In Kerala decentralization plays a major role in the governance of the schools. Eleventh Schedule of 73rd constitutional amendments (Item 17) takes in its ambit "Education, including primary and secondary schools" which it should be noted, comprises the whole range of primary and secondary schools in its jurisdiction without any distinction between Government and Aided schools. Entry 13 in the Twelfth Schedule relating to municipalities refers to "promotion of cultural, educational and aesthetic aspects." Bringing the administration of schools from pre schooling to higher secondary level, without distinction of government and aided, under the ambit of Local self-government institutions thus, has ample Constitutional sanction. The direction of policy reforms in management of elementary education indicates enormous efforts towards the changes that have taken place from the centralized command and control of education to the decentralized

participatory management of people. In decentralized management, the flow of delivery becomes quicker and decision-making easier and more realistic when planning decisions can be taken at the lower spatial level. In India, the administration of school education has rapidly marched towards development administration and witnessed a major transformation in its approaches, structures and functions. Emphasis on structural changes has made administration more responsive to the educational needs of people at the grass root (Tyagi, 2006). Efforts have been made to decentralized planning and management of education to the local level so as to make the delivery of educational programmes more effective. It is in this context that the establishment of grassroots level democracy through local self-governance has become significant. Against this backdrop, the present study explores the comparative strengths, and weaknesses in terms of structures, functions, roles and responsibilities of Panchayati Raj Institutions (PRIs) in Kerala for managing education at primary, secondary and higher secondary schools. It also discuss whether powers of educational planning and management of elementary education, as mentioned in the 73rd Constitutional Amendment, have devolved to three-tier Panchayati Raj Institutions at district, block and gram Panchayat levels.

1.19 According to the Kerala Panchayat Raj Act (as amended in 1999) Government Pre-primary and Primary schools and their staff are under the control of Gram Panchayat. Necessary changes have been made in the Kerala Educational Rules also in tune with the Kerala Panchayat Raj Act. All their assets are vested with the Gram Panchayat. It is the responsibility of the Gram Panchayat to bring all the children in the age group of 5-13 years who are in primary

schools within the Gram Panchayat area to the nearby schools and provide them quality education.

1.20 Along with learning activities, many other activities having social relevance, take place in schools. Some of them are activities under SSA (presently Samagra Shiksha), midday meals, availability of free books, scholarships and financial aids, special facilities for physically and mentally challenged students etc. Such programs can be implemented effectively only by continuous evaluation and strong support from the Gram Panchayats, District Panchayats and Municipalities. Creating infrastructure for schools such as class rooms, office, compound wall, water supply, toilets, playground, setting up library, laboratory, IT infrastructure and furniture etc. comes under the preview of Local Governments. Respective LSGIs have to formulate projects to improve infrastructure facilities and to improve quality of education based on the government guidelines.

1.21 The management of every Government school and that of aided school shall vest with Gram Panchayat, District panchayat and Municipality in urban areas. The proximity of the Local government to the grassroots makes it especially suited to provide certain functions far more efficiently and in a more cost effective manner than the much more remote government at the higher level. Critically taking decentralization as a development model, the present study broadly looks in to the impact of local self-government interventions in school education which explores the effect of decentralized governance - giving special emphasis after 1997 the period of peoples plan campaign - in public good delivery and the nature of citizen participation under it.

Research Questions

1. What are the changes happen in school education in Kerala in the post-independence era?
2. What are the roles/functions of LSGs in school education?
3. What are the challenges in management of government schools?
4. What are the challenges in management of Aided/private schools?
5. What are the impacts of the involvement of LSGs in school education?
6. What are the social dynamism and interest factors related to school education and how they influence the system?
7. How the intervention of LSGs can be improved?

Objectives

The general objective of the study is to explore the influence and impact of Local self-government institutions interventions on School Education in Kerala.

Specific objectives

1. To study the historical trajectories of school education in Kerala.
2. To understand the role and functions of LSGIs in school management in Kerala- both academic and administrative.
3. To study the influence of various socio-political interests at the local level in school education.
4. To explore the decision making process in development interventions in schools by the LSGIs.
5. To understand the role of various democratic bodies/ departments /Governmental/ different government agencies / other agencies and their influence in school education.
6. To analyse the role of LSGs in maintaining social accountability of schools.

7. To explore the challenges in management at various levels and sectors (Government/Aided)

Research Methodology

1.21. The study adopts a mixed research methodology combining both qualitative and quantitative tools of data collection. Qualitative methods include semi-structured key informant interviews, focus group discussions, and documents analysis. Questionnaire survey will be used to collect the quantitative data. Respondents consists of elected representatives of Local self-governments, People Representatives, members of the different school bodies such as PTA, Alumni groups etc. Focus Group discussions will be conducted among the teachers, Parents Teachers and elected panchayat members. Personal interview will be conducted with the officials of education department, P.T.A/Alumni Members, HMs, Elected representatives and officials of local self-government institutions. The detailed stakeholder's list for methodology is as follows:

Universe & Sample of the study

1.22. Out of the total 14 districts, the study takes 7 districts for the sample collection. Seven districts from the State of Kerala is selected using purposive sample method that was used for the selection of seven districts based on following criteria:

- Cover districts from northern, central and southern regions
- Cover districts from coastal, plain and hilly regions

• Cover best performing district and poor performing district in terms of literacy rate.

1.23. The selected seven districts were Thiruvananthapuram, Alappuzha, Kottayam, Palakkad, Kannur, Malappuram and Wayanad. From the selected seven districts Government and Aided schools along with the respective Panchayati Raj Institutions will be studied in detail. The selection of these institutions will be carried out using purposive sample method.

Samples selected for study

Table1.1.Sample LSGs for the study		
Sample District	**Gram Panchayat**	**Municipality**
Trivandrum	Vidhura	Varkala
Alappuzha	Mararikulam South	Cherthala
Kottayam	Kumarakom	Pala
Palakkad	Agali	Ottapalam
Malappuram	Urangatteri	Tirur
Kannur	Kalliasseri	Payyanur
Wayanad	Tirunelli	Kalpetta

Sample size

1.24. A total of 14 local self-government institutions have been selected from the seven districts. From each district, a Gram Panchayat, and a municipality will be taken for the study. Four government school and two Aided school have been selected from each of these units. A total of 42 schools (list attached in appendix) have been selected

from seven districts for the study. A total of 28 focus group discussions have been conducted. The sample selection conducted based on the following chart.

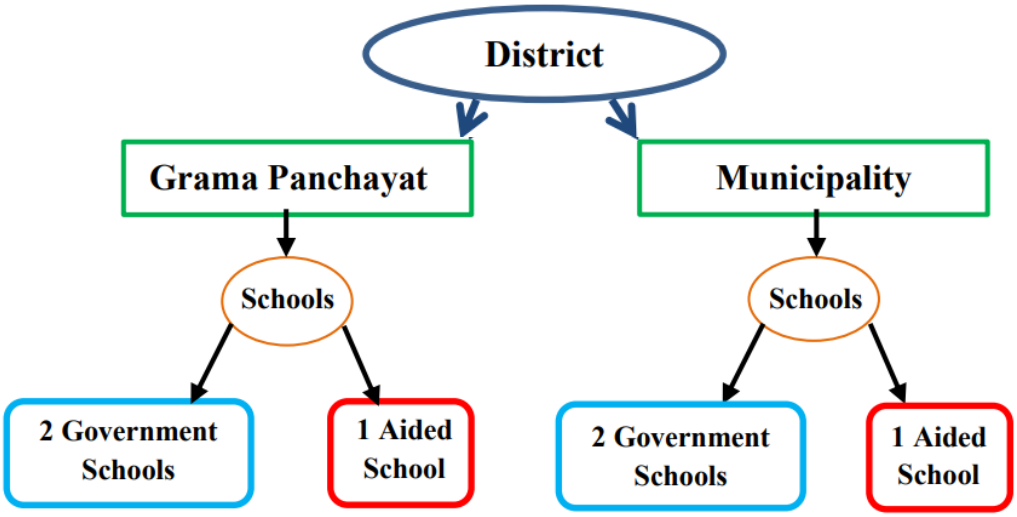


Figure.1.1.Sample selection – Flow Chart

1.25. On the basis of the above categorization, the total number of sample LSGIs and schools are listed in table 1.1.

Table.1.2. Sample selection criteria

Sample	District-wise Samples	Selected Samples	Total
Districts	1 District	7 * 1	**7 Districts**
LSGIs	2 LSGIs *1 Gram Panchayat & 1 Municipality*	7 * 2	**14 LSGs**

Schools	6 Schools *2 Government & 1 Aided Schools*	7* 6	**42 Schools**

1.26. A total of 364 stakeholders interviews conducted from seven districts in which 14 implementing officers, 14 panchayat/municipal secretaries, 14 educational officials, 36 current ward members and 55 previous ward members, 28 current HMs from government schools and 27 previous HMs from govt, 14 HMs from aided school, 42 current PTA and 42 previous PTA members were interviewed for the study. It will enable the researcher to have more insight of the problem by giving a deeper understanding of the perception of the respondent. 28 focus group discussions have been conducted with schools selected for the study.

Methodology of Tools

1.27. The methodology of tools includes the detailed structure of questionnaire tools scheduled for data collection from Local self-government institutions, schools, details of focus group discussions and interview with stakeholders. The details of the tools with expected number of respondents and the details of sources in a district is classified in the table 1.3.

Data Analysis

1.28. For the purpose of analyzing the interviews, the recorded interviews have been transcribed in to verbatim and informal chatting and observation have been added into the qualitative analysis. The focus group discussion have been recorded and analyzed accordingly. Analytical approach have been followed for analyzing the secondary

data collected from various sources like LSGI orders, rules and other proceedings and IKM publications etc. With regard to analysis of data, grounded theory approach have been adopted. A thorough reading and re-reading of transcripts have been done which helped the researcher to reflect upon the patterns, themes and meanings. It helped the researcher to categories themes into which the phenomena observed would be grouped. After thematic categorization the data further verified to make comparison or contrast.

Limitations

1. Main thrust of the study have been given since 1997 to 2019
2. Spill-over projects remains to be constant (to avoid double counting)
3. Data from 1997-2012 calculated in a 5 year duration and remaining 2012 -2019 on annual basis.
4. Study is limited to Gram Panchayats and municipalities; inclusion of district panchayat is conducted through another study.
5. Data for the details regarding education in 2011-12 is not available.

Table.1.3. Tools for Impact of LSGI's on School Education (Detailed Questionnaire attached as Appendix 5 & 6)

Set no	*Sections*	*Data Collection Mode*	*Target Group & Authority*	*Output*	*Documents / Authority Needed*		*No. of Questionnaires*		
SET 1	LSGI Schedule – **(Data Sheets) DS** (Appendix 5.1)	Secondary Data (Quantitative)	LSGIs	Total Expenses, Analysis of Projects (Joint Projects + Integrated Projects)	Project register. IKM & Sulekha. Administration `report Policy documents. RDS Files & DPC Proceedings		7 * 2 = 14 (1GP + 1M)		
SET 2	School Schedule – **(School Questionnaire) SQ** (Appendix 5.2)	Secondary Data (Quantitative) Primary Data (Qualitative – Remarks)	Schools (Govt.& Aided)	Current status on Panchayat intervention	School Stock register. Institutional Statistics register(1996 onwards) Implementing Officers register. Project register. Administration report		3 Schools in each LSGI. **7 * 6 = 42** (1LSG = 2G + 1A) From 2 Govt. Schools, 1 should be HSS & Alternate selection of aided HSS from each district.		
	Focus Group Discussion PTA (Parents & Teachers. Mothers)	Primary Data (Qualitative)	School wise	Status of Schools and intervention of LSGIs	Direct Interview		2 Govt. Schools from GP & Municipality. **Total : 7*4 = 28 FGD**		
SET 3	**Stakeholders interview schedule(SIS)** (Appendix 6)						**Respons e**	**No.s**	**Total**
	Peoples representative Vard Member)	Primary data (Qualitative)	School wise	2 Previous and 1 Current	Direct Interview	6 Schools	3	18*7	126

	Education Officials (EO/DEO)	" "	District wise	1 Current & 1 Previous	Direct Interview	1 District	2	2*7	14
	HM – Aided HM – Govt.	" "	School wise	Current only 2 Previous & 1 Current	Direct Interview	2 Schools 4 Schools	1 3	2*7 12*7	14 84
	Implementing Officer	" "	LSGI wise	1 Current & 1 Previous	Direct Interview	1 District	4	4*7	28
	President PTA /Alumni Association	" "	School wise	1 Current & 1 Previous	Direct Interview	1 District	12	12*7	84
	Panchayat Secretary/ Municipal Secretary	" "	LSGI wise	Current only	Direct Interview	1 District	2	2*7	14
						Total Interview	**364 SIS**		

***LSG**: Local Self Government, **G**: Government Schools, **A**: Aided Schools, **M**: Municipality, **GP**: Gram Panchayat*

Table.1.4. Peculiarities of case studies in box (Chapter 4)

Sl.no	Type	Name of LSGIs	Project Feature
1	Gram Panchayat	**Mararikulam, Alappuzha**	Pre-school education through the medium of mother language
2		**Ramapuram, Kottayam**	Disabled education and skill development
3		**Veliyamattam, Idukki**	Tribal Education with convergence of departments
4		**Mulamthuruthy, Ernakulam**	Gram Panchayat Sports facilities for swimming pool with convergence of Mahatma Gandhi N.R.E.G.S
5		**Kunnumkara Ernakulam**	Integration of District, Block and Gram Panchayat
6		**Meppadi Wayanad**	Innovative projects and Language development
7		**Noolpuzha, Wayanad**	Tribal education development focusing on students
8		**Munderi Kannur**	Utilization of CSR fund for infrastructural development
9		**Panniyanoor Kannur**	Overall development through Comprehensive education program
10		**Kumarakom, Kottayam**	Community (Nieghbourhood) education programme
11		**Peringanam Thrissur**	Involvement of PTA and Gram Panchayat
12	**Block Panchayat**	**Attappady, Palakkad**	Intervention of Block in tribal educational development program

13	**District Panchayat**	**Malappuram**	Convergence of educational agencies and school wise coordinators for academic development
14		**Kannur**	Equal development of Skills & Quality of students.
15		**Palakkad**	Various projects for overall educational development
16		**Thrissur**	Various projects for inculcating scientific temper
17	**Municipality**	**Koyilandy Kozhikode**	Overall development of education through municipality
18		**Payyanur, Kannur**	School as a model for quality education
19		**Kanjhangad, Kasargod**	Resource efficiency through year wise allocation and addressing aided schools in educational support

(Detailed descriptions of these cases are included in Chapter IV)

Chapterisation

1.29. **First chapter** deals with conceptual background and statement of problem of the study and it also deals with research questions, objectives, study area and methodology. **Second chapter** deals with review of related research which is categorized into Decentralization in Education: Over View, Models of decentralization in Education, Studies on Decentralization of Education, Studies on Decentralization, Studies on Educational Administration. **Third chapter** has two sections. First section deals with the history of

education before the formation of the state and the second section deals with the history of education after the formation of the state.

1.30. **Fourth chapter** focuses on the structure and roles of LSGIs in promoting quality school education and the following the research questions focused. The details of the analysis of these are classified as: The Structure of Local Self Governments in Kerala, Role of the LSGIs in Promoting Quality Education, Duties of Gram Panchayat under Right to Education Act 2009, Role of the LSGIs as perceived by different stakeholders.

1.31. **Chapter five** analyse the major objectives of the study on the influence /impact of LSGI in school education in Kerala. This chapter focuses on analyzing the trend of different categories of funding pattern (expenditure) and trend of projects wise details from selected local self-government institutions for last 22 years. The other section of analysis is deals with various stakeholders and their influence in the process of implementation of interventions of LSGI in school education with respect to the compilation of current and previous stakeholder's response on different dimensions of impact of LSGI in school education. In the final section it dealt with problems/ challenges faces by different stakeholders and further analyse the suggestions put forward by respective stake holders for the better implementation of interventions of LSGI for the transformation of school education.

1.32. **Chapter six** presents the analysis of the objective of the study on the impact in school management (Govt, Aided) on the interventions of LSGIs in Kerala and further focus on analyzing different stakeholders experience on the impact of LSGI in school education for last 22 years. The detailed analysis of this chapter is categorized as: Analysis on the status of school level data with respect to

different variables, Analysis of various stakeholders in schools and their influence in the process of implementation of interventions of LSGIs in school education, Analysis of focus group discussion on various stakeholders in schools.

1.33. Finally, **Chapter seven** is on summary and major findings of the study. It also presents some recommendations for improvement of local self-government initiatives in school education in grassroots level.

2
LITERATURE REVIEW

2.1. The present study aimed at investigating the influence and impact of Local self-government institutions interventions on School Education in Kerala in the context of decentralization. To get a theoretical understanding about the concepts in the present study, this is an attempt to review available studies in this area. Various literatures regarding the concerned subject is classified and presented under the following headings.

1. ***Decentralization: An Overview***
2. ***Models / Cases of Decentralized Education in the World***
3. ***Studies on Decentralized Education***
4. ***Studies on Educational Administration***
5. ***Decentralized Education in India***
6. ***Studies on Decentralization in Kerala***

Decentralization: An Over View

2.2. Decentralization is not a mere technical term used in the context of an administrative decision or a management functions. The term decentralization in India and the world over, over centuries has assumed philosophical, political, social cultural and administrative overtones. It has also donned the dimensions of a political slogan, administrative Jargon and social and cultural idiom. It is difficult, if not impossible to examine it dispassionately as though it is a mere function to be performed or an assignment to be completed. The

whole subject has become complicated and assumed emotional overtones and presents challenges that require mature consideration and careful response. India, since centuries even before the British rule, was experiencing the pulls and pushes of decentralization. Huge empires came up only to fall apart due to problems of centralization. Even the British Empire had its own problems resulting in the reform Acts of 1919 and 1935 moving towards decentralization of sorts. Many academics have provided different interpretations about the concept of decentralization. Some of them indicated the vagueness (Gershberg, 1998; Bray, 1999) the concept carries with it; while others note definitions of the term carrying a clear distinction between the redistribution of powers within the government machinery from the redistribution of functions between government and non- government organizations (Hanson, 1998, P112) and even to problems with both advocacy and implementation of decentralization policies (Chapman, 2002, Bray 2003).

2.3. Decentralization in education has been one of the most important phenomena for educational planners for more than two decades. MC Ginn and Welsh (1999, P – 17) describe that decentralization is mainly about shifts in the location of those who govern, and about transfers of authority from those in one location or level to those in another location or level. Hansen (1998) and Bray (1999) note three basic kinds of decentralization, such as (1) Decentralization (transfer of tasks and work but not authority), (2) Delegation (transfer of decision – making authority from higher to lower levels, but authority can be withdrawn by the centre) and (3) Devolution (transfer of authority to an autonomous with which can act independently without permission from the centre).

2.4. As stated by Manor (1999, P.4) numerous definitions of 'decentralization" emerge from the literature. Bray (1985, P.184) stated that the first problem with decentralization is that the term is vague, covers a wide range of processes and structures, and is often left undefined. Subsequently, Bray (1999, P.227) reasserted this by stating that the words 'centralization' and 'decentralization' can have many different meanings. Not only are the terms vague, they may even have contradictory meanings depending on the circumstances and perspectives of the persons making the judgments. Elaborating on the need for knowing more about the impact that decentralizing reforms have had on service outcomes in the social and urban sectors, and providing an operationally useful framework for analysis in this regard, Gershberg (1998, P.405) observed that the concept of decentralization, however is a slippery one. We have grown to believe it to be a term like empowerment and sustainability – empty enough on its own that one can fill it with almost anything.

2.5. Gershberg further argued that many reforms that decentralize aspects of service provision necessitate the strengthening of specific functions at the level of the government initiating the reforms. According to him this is equally true for national as well as sub – national or other levels of local government. He suggests that the real goal of reform efforts, which are depicted as 'decentralization' by various governments is performance accountability leading to improved outcomes in service provision. He further provided a framework which consists of seven important aspects for consideration in analyzing a reform process labeled decentralization. Gershberg, showed the application of this framework choosing four cases in Mexico and Nicaragua.

2.6. This in turn helps, as envisioned by Gershberg "to analyze the inter–relations between different aspects of performance accountability and, therefore, between different functions and responsibilities distributed across different levels of government". Gershberg stresses the need for strengthening of functions on the part of the central government to improve a transfer of authority to sub-units. He calls it 'recentralization' (Bailey, 1992, Bray, 1999; and deVries, 2000 for different interpretations of the same concept) this refers "to those aspects of service provision and accountability that central governments must maintain, develop, and reinforce in order to enhance the effectiveness of decentralized reforms". This observation, however, indirectly holds close relationship with one of the tenets projected by the proponents of "empowered deliberative democracy" (Fung and Wright, 1999 and 2001) which advocates certain degree of central authority in implementing, decentralized projects Gershberg (1998, P.406) further added that the use of this term (recentralization) does not necessarily refer to transferring functions and/or responsibilities from sub-national government to the center, nor to functions that had previously been transferred from the center to sub-national governments.

2.7. Samoff (1990) aptly observed that "the use of similar terms for sharply different meanings has produced a distorted and discordant discourse and has rendered effective dialogue nearly impossible". Many other academics have noted that decentralization has been a fashion in the development business of political systems (e.g. Conyers, 1983; Hurst, 1985; Slater 1989; Samoff 1990). According to Smith (1988) throughout the third world the concept of decentralization has proved to be ideologically indispensable. Edward Page and Goldsmith (1987) equated the question on

decentralization with the question what should be the powers and capabilities of local government in modern states. E. Page (1991) comparing experiences in different countries stated that the features of decentralization that any commentator is likely to highlight or value might differ, such differences being a result of the view of local government. These entire observations hint towards the complexity and abstractness, the concept decentralization carries with it and difficulties in understanding and analyzing the concept in its real sense.

2.8. Decentralization in education, as the term seems to suggest, is all about shifting the location of those who govern. It is about transfers of authority from those in one (higher) location to those in another (lower) location. For our discussion, the locations are the central government, state governments, district bodies, sub district governing bodies and school level institutions. In the case of the Panchayats, we are talking about the three-tier system at the district, block and village levels. Terms like de-concentration, delegation, devolution and privatization are used to characterize the different degrees and varieties of decentralization (Dennis Rondinelli, 1984). However, there are no watertight compartments in actual practice.

2.9. The measurement of decentralization becomes a difficult part because the phenomenon, can be interpreted subjectively what one person describes as a significant process of decentralization, another person might describe as only a modest change in a highly volatile and competitive political system where there is power race between various political parties such as that in India, indeed in some circumstances dispute may arise whether any decentralization has occurred. In an administrative perspective, decentralization involves the transfer of decision making authority for planning, management

and use of resources from higher levels of government (central authorities) to outer or lower tiers such as provinces, municipalities, local councils and school boards (Rondinelli 1981; Rondinelli and Nellis,1986; Corrales 1999) It can also be referred as a situation in which public goods and services are provided primarily through the revealed preferences of individuals by market mechanisms (Rondinelli et.al 1989). Bray observed that both centralization and decentralization are usually deliberate processes initiated at the apex of hierarchies. But this initiation in the hierarchy forms only one of those phases such as policy formulation, implementation, monitoring and evaluation, and during these processes, the initiation of centralization or decentralization follows a vertical or linear dimension. As a process, centralization or decentralization evolves into a situation or a state of affairs which affects many of the institutions and individuals of the society. It is in this process and situations that are considered throughout this study logically, though decentralization can be seen as a process, whether a decentralized system as recommended by the policy advocates has been achieved becomes the conceptual query underlying through this study.

2.10. Hicks (1961) and Rondinelli (1984) distinguished between different modes of decentralization along with the following three dimensions of **de-concentration** – spatial relocation of decision making – i.e. transfer of some administrative responsibility or authority to lower levels within central government ministers or agencies, **delegation** – assignment of specific decision making authority – i.e. the transfer of managerial responsibility for specifically defined functions to local governments, and **devolution** – transfer of responsibility for governing, understood more broadly – i.e. the creation or strengthening, financially or legally, of sub – national units of

governments, whose activities are substantially outside direct control of central government.

2.11. Weiler (1993) on the other hand, divides decentralization into three models: "**redistributive", "effectiveness" and "learning cultures" models**. His 'redistributive model' deals with top-down distribution of power, the 'effectiveness model' focuses on financial aspects and cost effectiveness of decentralization and 'learning culture' model addresses cultural diversity, and curricular adaptability to local needs. It could be argued that decentralization in some countries seems to have been responsible for an inverse relationship between devolution of power and regional inequalities – when centralization decreased, regional inequalities increased (Samoff, 1990) argued that when local autonomy in education was enhanced efforts to reduce regional inequalities were undermined. He illustrated this with the case of the 'bush schools' in Kilimanjaro, in Tanzania. These private secondary schools proliferated in the mid – 1970s as government schools were increasingly unable to meet the demand for secondary schooling whilst these schools expanded educational opportunities in Tanzania, the initiatives generally served to thwart national redistributive and equalization policies Samoff noted that the representatives of relatively disadvantaged regions preferred greater centralization, whilst Kilimanjaro leaders seeking to limit redistribution advocated local autonomy.

2.12. Similar contradictions between the rhetoric and reality of decentralization in education were demonstrated by experiences of some states in the USA. Evidence suggested according to Klugman (1994) that substantial disparities can arise in a decentralized system. She cited the example of the New York state constitution that requires the state legislature to provide for the maintenance and

support for a system of free common schools, where in all the children of this state may be educated. Here, local taxes constituted about 45% of the total school finances in long island; expenditure per pupil in 1991 was $5178 in the poorer districts, compared to $10529 in the wealthy districts of Great Neck.

2.13. Arenas (2004) argue that decentralization in education, and the dual role of the state in the decentralization / centralization process, which is ideological in essence, produced visible and pronounced inequality in education. Governments worldwide have embarked on educational decentralization for reasons of political convenience and ideology. In terms of ideology, decentralization receives support from a variety of philosophies that are often at odds with each other in terms of mechanisms and purpose.

2.14. Decentralization of political power has gained wide currency in modern decentralization evolved in the developing countries as well as developed countries. Broadly speaking the literature available belongs to two schools of thought, the liberal interventionist school and the radical popular school.

2.15. Laski (1930) discussed the issue of decentralization in his work "Liberty in the Modern State," argued that the idea of simply electing representatives and assuming that one's interests and wants are being safeguarded is unsupported. Instead, a more complex scheme is necessary that involves better relationships between parliaments and the administrative process, as well as greater integration of public services. External administration lacks the ability to be responsive to local opinion, and misses important nuances and urgent needs for successful governance. Decentralized government in local matters may, therefore, be more efficient than a centralized system as it is closer to the thing being done and can elicit creative

support from those involved, rather than simply applying uniform rules to dissimilar situations from a distant perspective.

2.16. White (1957) in "Encyclopaedia of the Social Science" points out the advantages of national legislatures from a constantly increasing burden, which is destroying their effectiveness equally in local, national and imperial spheres. It promotes the interest of the citizens in government by means of wider popular participation. It will retard the conditions favorable to bureaucracy by breaking the administrative hierarchy at specific level of government. The legislative and administrative methods will be adapted closer to the needs and opinions of given areas. It will enlarge the opportunity for experimentation. It will protect the public corporations against political interference in the conduct of administrative operations.

2.17. John. D Montgomery (1972) in his article, "Allocation of Authority in Land Reforms" examined that central policies and programs can be effectively implemented through administrative or political decentralization strategies. In his research, he found that centralized processes tended to strengthen local bureaucratic power, but had little impact on peasant incomes or political power, while de-concentrated processes showed more local benefits. Montgomery argued that developed processes had the best prospects for introducing distributive or democratic results, but did not advocate for severely limiting the center and transferring government power to local governments, communities, and people.

2.18. I.J.Sharpe (1979) in his study on "Decentralist Trends in Western Democracies", discusses that the objectives of local government reorganization naturally very form country to country and in development of public participation in national economic development and the enhancement of national unity. It is

nevertheless possible however, to discern two dominant objectives or reorganization that seems to be common to almost all western countries. The first we will call the socio-geographic objective which seeks to bring the local government structure up to date by enlargement in spatial terms. The second we will call the service efficiency objective which seeks to enlarge the population and resources of local units so as to increase their functional capacity and exploit economies of scale.

2.19. David and Olsan (1979) in their article 'Some Critical Issues in Government Centralization and Decentralization', are of opinion that the strongest argument in favour of political decentralization is that it will increase the ability of the elected constituents. Access citizen participation and political responsiveness are all expected to increase with political decentralization. The leaders of general purpose governments will be better able to distribute available resources according to local priorities, rather than being restricted to rigid functional categories as is often done in systems that are administratively decentralized. In other local bodies officials will be able to integrate and co-ordinate the resources coming to them from the federal government in such a way that they will meet the highest local priorities.

2.20. Lund (1981) in "Efficiency or Empowerment? A Meta – Theoretical Analysis of the concept of participation", has suggested a classification of the use of participation. He distinguishes between two participatory strategies 1) a Public management strategy, where the concept is used in an un-instrumentalist sense, i.e. as a means for development. Here the assumption is that increased involvement will improve development efforts and 2) a political strategy where the concept is used in a normative sense i.e., as an ideal model or a

development goal. Here the assumption is that the only way to improve conditions of life for the under privileged is a transfer of authority and resources.

2.21. Westergard (1981) in his "Introduction to the Debate on Decentralization and Participation", mentions that within political science decentralization has a long tradition. It is concerned with the extent to which power and authority should be dispersed through the geographical hierarchy of the state and the institutions and processes through which such dispersal occurs. Many of the arguments for decentralization follow the liberal arguments in favour of democratic local governments, which are claimed to be good for national democracy and provide benefits to the locality. It is assumed that institutions will be democratically recruited, that they will ensure political equality, and that they will be accountable and responsive. Within development studies there is a broad ranging literature on decentralization, the role of local institutions and institution building. By and large it is based on the liberal assumptions of decentralization and the focus is on decentralization as a tool for development.

2.22. Cheema and Rodinelli (1983) in their studies "Decentralization and Development: Policy Implementation in Developing Countries", put forward four main reasons for decentralizing the political system. Firstly, the political elite may want to increase its own legitimacy by bringing power closer to the people through decentralization. Secondly pressure from ethnic, regional, religious or tribal groups for greater participation in decision making may force the system to decentralize. Thirdly, decentralization can be seen as a way of improving the efficiency in development, planning and policy

implementation. Fourthly, international pressure can motivate decentralization.

2.23. The studies of decentralization policies in this volume reveal a kind of anti-feeling in the developing countries about the desirability and feasibility of transferring powers and responsibilities from central ministries to other organizations. In their desire to minimize political conflicts, governments in third world countries have discouraged the growth of community and nongovernmental organizations which support and carry out decentralization policies. Thus even when opportunities were created for greater involvement in decision making by local groups, the intended beneficiaries often lacked the organizational capacities to take advantage of them.

2.24. Gran (1983) in his work, "Development by people", presents another view on decentralization. He argues that bureaucratic organizations in general are obstacles to development since they do not have the possibility of mobilizing human resources. Bureaucratic organizations are top centered and do not allow participation among citizens at the grassroots level. He outlines three strategies to empower citizens at the grass roots level and increase their participation. First step is to make those citizens, who do not belong to the elite group to be aware of their own possibilities to influence political decisions. Second, barrier against popular participation must be broken down by creating organization for grassroots. And finally everyone should be given the same opportunity to influence development policies.

2.25. Dimock (1983) in "Administrative Vitality", points out that decentralization is a primary means of combining the best elements in bureaucracy and enterprise. When managerial responsibility becomes concentrated among a few executives, the result is to limit

initiative, creativity, delay, increase expense, reduce efficiency, and retard development. A characteristic of the bureaucracy is that most executives spend too much time worrying about the details of administration and meeting the critical situations that daily arise. The solution is centralization of policy and decentralization of execution.

2.26. Esman and Unhoff (1984) in their work, "Local Organizations intermediaries in Rural Development", are concerned with local organizations which may be self- help organizations or cooperatives where members' economic resources are used for their own benefit. In surveying a whole series of experiences they found that rural development depends on a network of organizations linked horizontally and vertically and which represents a combination of institutions which pool the respective strengths of government, private and membership sectors.

2.27. Guste Esteva (1987) points out, in 'Regenerating People's Space', it will be necessary to rely on the scientific and institutional infrastructure already created by development in order to reorient public policy. To be fruitful this strategy must reveal the consequences of the bureaucratization and rigidity that characterizes policy as a first step towards reorienting it. These efforts would coexist with the more autonomous initiatives undertaken by the grassroots and eventually the two lines of the strategy would reinforce each other, rather than combat each other, they will reach an agreement in difference. As more peasants 'marginal' and 'de-professionalized' intellectuals become visible their vision will probably affect government bureaucrats and professionals who within the limits of their constraints will begin to share that vision.

2.28. Smithin (1988) in his articles "Bureaucracy and Political Power" says that hostility to the bureaucratization of modern society; has led some social reformers to search for alternatives to organization itself. Others have expressed the belief that advanced industrial societies are entering an age of democratic industrial authority which will witness the demise of the rational legal form of legitimating and its bureaucratic administrative structures. One of the central problems of this new era will be the tension between the legitimacy of expertise and competence and the legitimacy of democratic rights. The search has been largely confined to the private rather than the public sector in the capitalist societies where the concept of industrial democracy is thought to be workable in manufacturing, enterprises but not in government agencies. However, in some socialistic societies the democratization of collectivized production and public services has been attempted on a large and ambitious scale. The purpose is to consider how organizations might be made to function democratically rather than hierarchically and to assess the significance of such attempts in societies with different social relations of production. Decentralization in the sense of a devolution power to units of democratically organized government at the local level has long been seen as a refuge from the over – concentration of power in the large bureaucracies of the modern industrialized nation. Decentralization is said to counter bureaucracy by restoring autonomy and initiative to decision making procedures.

2.29. Piffner (1990) in his studies, "Administration Organization" says that decentralization has come to be a "gospel" of management. First it is regarded as a way of life to be adopted at least partially on faith. Secondly, it is an idealistic concept with ethical roots in democracy. Thirdly, it is in the beginning a more difficult way of life because it

involves a change in behaviour running counter to historically rooted culture patterns of mankind. That is why the new literature of decentralization dwells on how to bring about change in organizational behaviour. Men find it difficult to delegate, to think in terms of the obstructions required by long-term planning to listen rather than to give orders, to evaluate other men and their work in terms of overall results instead of the irritations and tensions of the moment.

2.30. Samoff (1990) in his article, "Decentralization: the politics of inventionism", says that to focus on administrative decentralization and on interventionism is to assert a particular political orientation and then to use that to frame the analysis of concrete de-concentralisation programmes. Not to ask who rules, or who benefits, is surely as political as posing those questions. Not to ask those questions permits the presumption that decentralization necessarily empowers disenfranchised groups to go unchallenged. Posing those questions requires us to recognize that decentralization may or not be empowering and that administrative decentralization can be not only centralizing but also depoliticizing only by posing those questions are we completed to distinguish form from function, and to differentiate between sharing up sagging legitimacy and extending democratic participation.

2.31. Oakley (1991) in his studies, "Projects with People: The Practice of Participation in Rural Development", has identified two different schools stressing participation as a major force in development thinking. One school sees participation as the key to the inclusion of human resources. They believe that if one could include the human element in projects, there would be a stronger chance that people

would participate and that the projects would be successful, i.e., participation is seen as an input into a development project.

2.32. Another school links participation to structural causes and sees participation as a process whereby poor people seek to have some influence and to gain access to the resources which would help them sustain and improve their living standards. The first school is identified with the Liberal Interventionist School and the second school is identified with the radical populists and neo-Marxist school.

2.33. Anderson and Colson (1991) in "Voluntary Efforts in Decentralized Management: Opportunities and Constraints in Rural Development" are opinion that, people centered development initiatives can have, negative effects on local communities. This is because devolution or delegation to weak local level institutions or organizations frequently leads to increased central government penetration. After an extensive review of the literature on using local organizations for rural development, Ralston and her Berkeley colleagues concluded that regardless of the form selected, decentralization in systems with weakly organized local units usually leads to further penetration by the central power, which more often than not results in the extraction of what few local resources remain, including the most able of the local leaders. Despite legislation and administrative orders decentralization usually favors the central government or the local elite.

2.34. Wunsch and Olowu (1991) in their study "The Failure of Centralized State" concluded that highly centralized, unitary states are unable to promote equitable, democratically-based development processes because politicians and public servants are primarily concerned with ruling rather than serving and capturing monopoly rents rather than

development benefits. They are insensitive to the diversity of tasks, problems, and opportunities throughout the country, prone to policy errors, incapable of country-wide management, exploitative of the majority of citizens, unaccountable to the people, and inhospitable to local initiative, empowerment, and civic pluralism, especially when linked to ethnicity. Moreover, Wunsch and Olowu argued that conventional de-concentration and devolution merely replace one model of tutelage and elite control with another, albeit at a lower level. For them, effective administrative and political decentralization is self-governance, which is institutionalized empowerment of the people, expanding their ability to engage in collective choice and action at various scales of human organization. This permits citizens to join together to take collective action to tax, contract, hire, fire, borrow, mandate, and face the consequences of their choices. It can also facilitate many rule-based organizations that allow citizens to act as a mediating position between individuals and sovereign actions or government.

2.35. The proceedings of a UNDP Workshop (1993) held on decentralization put forward the view that democratic sections and responsible local officials and councils are essential for effective decentralization. According to it decentralization is a political process, not an administrative option, and simply delegating responsibilities out to out-posted central ministry officials without putting them under the control of locally elected leaders, will not result in the desired improvements. The political process is perhaps the most important mechanism for promoting decentralization, in that because of it the demand for socio-economic development and for reforming and modernizing the state machinery has been stimulated.

2.36. David Held (1994) in his essay, 'Sites of Power; Problem of Democracy' argues for a politics of empowerment. Such a politics is interested in the creation of equal autonomy for all citizens what he calls a common structure of action. A politics of empowerment is a politics that prevents us to address illegitimate asymmetries of power and opportunity. It is a political project defined by both democracy and justice. He recommends a diverse set of sites of power, needs to be considered encompassing realms that can be referred to as the body, welfare, culture, civic associations, the economy, regulatory and legal institutions and organized violence and coercive relations.

2.37. Rajni Kothari (1999) in his article, "Issues in Decentralized Governance", says that decentralization should be viewed in the context of an emerging need to reconcile two contrary tendencies, globalization on the one hand and local self-governance on the other. The entire world is undergoing wide ranging changes – the North-South dialogue, democratic upsurges, the decline of authoritarian regimes, experimentation with new institutions, problems of ethnicity, religiosity and basic social identities – some of these need redefinition and a political orientation. This need is felt everywhere but more particularly by Asian countries. There is a remarkable shift of interest and concern today in favour of giving concrete shape to the democratic upsurge and to local self-government institutions an immediate effect of globalization has been the impact of world capital marked on centralized and decentralized governance in respect of the making of vital decisions that changed context of economic and technological development that there has emerged a need to understand the imperatives of decentralized governance and to develop commitment to the philosophy of decentralization.

Models / Case studies of Decentralized Education in the World

2.38. The decentralization philosophy in its various dimensions, namely the political economic and administrative aspects of social policy, can be traced to the 1960s. By the 1970s, it had become a tool in countries like the UK, the USA, France and elsewhere for the decentralization of Welfare bodies to local units (Hanson 1995). In Tanzania, decentralization was closely linked with Nyerere's educational ideology of self-reliance. Decentralization in education perceived as a new education policy panacea, began to be widely implemented during the 1980s. Various models of decentralization of power and knowledge, political/administrative decentralization, and the transfer of 'decision making process;' are concerning the distribution of finances and resources to local bodies (Winkler 1991). In the 1980s, and 1990s economic globalization, as a new policy direction of the neo–conservative thought and of neo-liberalism reached the status of a new world wide hegemonic stance. What Morrow and Torrens refer to as the "hegemonic policy discourse". (Morrow and Torres 2000) resulted was a major paradigm shift in policy – the erosion of a national welfare state model in favour of a neo – liberal model characterized by state withdrawal, privatization and localization. The specific issues raised by decentralization in education include the nature of decision – making process and structure, political implications and level of financing.

2.39. In **Latin America** decentralization in education is fundamentally a question of the distribution of power among various groups in the society. Decentralization involves the necessary transfer of power and decision making process for policy, planning, administration and resource allocation from central authorities to accept arguments

for advancing decentralization policy are increasing the autonomy of schools – more flexibility and more accountability, increasing power, enhancing efficiency, improving the quality of learning and states attempting to increase their legitimacy, in order to "neutralize" or "atomise" conflict in society.

2.40. The centralism versus decentralization debate also refers to power and central of school curricula – the issue of defining selecting and the implementing curricular content and the use of relevant school – based assessment instruments. Astiz, Wiseman, and Baker (2002) argue that control over the content of school curricula and methods of "Curricular implementation within classroom" are one of the key features of decentralizing reforms globally. The degree of power and control over the content of school curricula and its classroom implementation also identify relevant strategies of decentralization in education. Some recent studies have focused on the link between globalization, education policy and curriculum implementation. One of the key issues is to determine to what degree globalization has influenced the spread of reforms for decentralizing school governance and the consequences for implementation of curricula in classrooms across nations. Astiz, Wiseman, and Baker (2002) have argued that curricular and implementation are indicators of a "mixing" of centralized decentralized models of curricular administration in national education systems. Similar evidence is provided by Zajda (2002) and others with reference to intra-regional fiscal decentralization in education within the Russian Federation.

2.41. Case studies of decentralization efforts around the world demonstrate that decentralization has been undertaken for a multiplying of stated and unstated reasons – political, educational, administrative, financial. **Decentralization in Colombia** was driven

by the need for the central political leaders to restore their own credibility and to foster national unity in the face of violence and chaos. In **Colombia**, decentralization of education finance improved enrolment rates in public schools. In **Bolivia**, decentralization made government more responsive by re-directing public investment to areas of greatest need. In both countries, investment shifted from infrastructure to primary social services. **In Hungary,** for example, the 1985 Education Act authorized local schools to define their own educational tasks and education system. Teachers were given considerable power in selecting principals and the old centralized inspection system was scrapped in favour of a more consultive one. Most schools are now owned and run by local authorities with constitutionally guaranteed autonomy in relation to central government.

2.42. **In Spain** during 1980s the Ministry of Education organized a national debate on a series of proposals for reorganizing the new regional educational system. Based on the debate result, a school based management system was setup under which local schools, including government – subsidized private schools would be run by school councils made of elected parents, teachers, and students. Their authority includes the right to elect school directors from among candidates in the teaching ranks. The central ministry retained control over the hiring of teachers and the authority to grant degrees. The results of Spain's decentralization of education have been mixed. Overall funding for education increased during the 1980s and it is widely believed that overall condition of education has improved.

2.43. **In the early 1990s in Brazil** government decided to improve the quality of education, as the major role was given to local communities. A series of measures were enacted to grant financial,

administrative and pedagogical autonomy to elected boards in each school composed of teachers, parents and students over the age of sixteen. Each school receives a grant based on enrolment and special needs, and it is up to the board to decide in a democratic fashion how to spend these funds as well as other funds raised locally. The boards also set short and long term goals for their schools and make the decisions on curriculum, pedagogy, the school calendar and other matters necessary to meet these goals. Lobo and others 1995 observed that "technical and professional criteria are now accepted by politicians and by the educational community as the path that leads to the efficient school management."

2.44. In 1988, a national commission headed by Brian Picot changed the educational system in **New Zealand**. Picot's investigations convinced the government that the existing administrative structure was over centralized. A follow – up report, 'Tomorrow's Schools: The Reform of Education Administration in New Zealand (Lange 1998), called for the elimination of school boards and just about every other bureaucratic structure that separated local from the national government. Under New Zealand's decentralization plan local schools are now run by boards of trustees consisting of five elected parents, the principal, an elected staff representative, and in, secondary schools, a student and four other people chosen to provide expertise or balance. One of the strengths of New Zealand's approach to school decentralization was that the initial administrative reforms were followed by pedagogical reforms that reflected board consensus on the goals of a national curriculum but also made provisions for schools to add local components.

2.45. Decentralization of education in **Mexico** was carried out in three stages. During the first stage from 1978 to 1982 management of the

education system was decentralized from the Ministry of Education to thirty one state delegations, one for each of the states of the Republic of Mexico. During the second phase, from 1983 to 1988 the government sought to take the additional step of transferring the delegations from Central Control to the authority of states. In 1988 a new government came to power and negotiated an agreement with the nation's governors and national teachers union that permitted the transfer to state authorities to proceed. Thus it was only in 1992-fourteen years after the decentralization process was initiated that the full extent of the plan could be carried out.

2.46. In 1987 the Ministry of Education in **Zimbabwe** issued a ruling that all teachers would henceforth be public servants paid directly by the government. This decision led the education ministry to seek an amendment to the Education Act allowing them to bypass the local government authorities and to direct funds to new school based structures known as school development committees, in which parents hold a majority of seats.

2.47. In the year 1980s, the Government of **Chile** transferred authority for running schools from the central government to Chile's 385 (Winkler and Rounds 1993) municipalities and enacted a system of Subventions under which the government paid the municipalities a form of voucher based on monthly attendance. In 1990 a new democratic government came into power in Chile. One of its first major policy changes was to begin a second round of decentralization. The main goal was to have pedagogical decentralization at the school level while strengthening governance at the central regional and municipal levels.

2.48. **The Venezuelan** Government has started its decentralization policy in education in the year 1969. Hanson (1995) describes Venezuela's

decentralization initiative as "the most elegant in design, comprehensive in coverage, noble of purpose and complete in its failure."

2.49. **Guinea** became independent from France in 1958. Since 1990, the country has been adopted decentralized management in education. In each state of education sector separate boards were constituted. For e.g. at the sub district level, the School Delegation for Elementary Education (DSEE) improves teaching and learning conditions at primary level, through the implementation of School Improvement Plans as well as regular monitoring and in-service teacher training conducted by DSEE; At the school level, principals are responsible for implementing the education policy in their respective schools, managing their school, supervising their teachers and so on.

2.50. Candy Lugaz & Anton De Grauwe studied the institutional and administrative reforms that were introduced in **Mali** in 1991 with the aim of decentralizing the education system. The responsibilities of various authorities at different levels, from the Ministry of Basic Education at the central level to principals at the school level, are outlined. Additionally, the transfer of responsibilities from the state to elected authorities with Circle Councils and municipalities being given responsibility for school construction, maintenance, and teacher recruitment. These bodies are also granted the authority to adapt the school calendar and curriculum to local needs, and are supposed to receive subsidies from the state to support their work. Finally, the involvement of School Management Committees and Parents' Associations in school management and fundraising is mentioned. (Candy Lugaz & Anton De Grauwe, 2010)

2.51. In **Senegal** the policy of decentralized education, this involved transferring responsibilities from the state to local elected authorities.

Specifically, in the field of education, municipalities and rural communities were given subsidies from the state to carry out tasks related to school construction, equipment, and maintenance, as well as the recruitment of non-teaching staff. The involvement of School Management Committees (SMCs) and Parents' Associations is also mentioned, with the former responsible for managing funds received from the state for school improvement plans and the latter responsible for collecting and managing school fees. (Candy Lugaz & Anton De Grauwe, 2010)

Studies on Decentralized Education

2.52. Soliman (1961) conducted a study on the effects of decentralization of educational administration on the schools of Giza zone in Egypt, with a main focus on its impact on educational improvement, administrative efficiency, financial efficiency, and equity. The study found that the introduction of decentralization led to qualitative improvements in all these areas.

2.53. Lawrence (1980) conducted a case study on the concept of educational decentralization, using Bolivia as an example to explore the challenges and issues related to this process. The study had specific objectives, which included describing the history of educational decentralization in Bolivia from the Revolution to the present day, providing an overview of the Bolivian context and the shortcomings of rural education to highlight the need for decentralization, and outlining the new educational administration structures and changes in decision-making authority that had been implemented.

2.54. Suleiman (1982) conducted a study on the implications of centralization and decentralization in educational administration for

Jordan. The study aimed to explore this issue from the perspective of administrators in Jordan and the USA. Specifically, the study investigated the desired levels for administrative decision-making in relation to selected functions of public schools, as perceived by educational administrators in both countries. A questionnaire was developed to study the differences in desired levels between administrators in the two countries, including two variables. The findings suggested that building principles in the US were perceived as having more roles for the state level than for district superintendents. Additionally, functions and activities of a general and business nature were considered a local responsibility, while those involving more interaction with students were seen as more of a state-level responsibility. The study also found that there was greater consensus among district educational officials in both countries regarding responsibility.

2.55. Atsushi (1983) focused on the centralization versus decentralization debate in Japanese education, with a particular emphasis on the issue of the board of education. The Meiji period marked the beginning of centralization in educational administration in Japan, which played a significant role in the country's rapid modernization and served the needs of nationalism. However, Atsushi's study suggested that a more distributed power structure, along with some level of fiscal autonomy, could be beneficial.

2.56. Maria (1989) in the work on 'Decentralization of the Educational System of Costa Rica' highlighted the advantages and disadvantages of this system, and drew several conclusions. Specifically, she found that there is currently only partial decentralization in terms of personnel, finance, and curriculum, and recommended a move towards almost complete decentralization in these areas. However,

financial and political barriers may hinder such decentralization efforts, and the availability of well-trained personnel can facilitate the process. Ultimately, the researcher recommends the implementation of decentralization across personnel, finance, and curriculum, and stresses the importance of providing the necessary financial and political support to make this a reality. Only through an effective decentralized system can an effective educational system be achieved.

2.57. Pilon and Mayo (1992) conducted a study that aimed to address the pressing educational needs of rural areas in Guatemala by proposing a framework for a decentralization program. The study highlights the importance of increasing parental responsibility and community involvement in local educational systems, especially for the rural population of Guatemala. As a developing country, Guatemala faces significant challenges in providing adequate education to its citizens. The proposed program is designed to align with the 1985 Guatemalan constitution, the 1991 National Education Act, and the current administration's policies on educational decentralization. The study also includes a pilot plan to initiate the proposed program.

2.58. Boutte, Cheryl, and Berot (1992) conducted a study titled 'Centralization and Decentralization: The Relationship of Bureaucracy, Autonomy, and Principal-ship in Elementary Schools.' The study aimed to investigate the impact of two different organizational structures, centralized bureaucracy and decentralized autonomy, on school leadership and the relationship between leadership and the school's culture. The study was conducted in two phases, with Phase 1 being quantitative and focusing on the principal's managerial practices. Phase 2 was qualitative and examined the culture of four schools operating under both

organizational structures, in both public and non-public sectors. The study found that in both sectors, decentralization appeared to enhance the principal's role in the culture-building process.

2.59. Yidan (1993) conducted a study titled "Educational Decentralization in China: A Case of Jilin Province" which aimed to investigate the process of implementing educational decentralization policies in China. The study focused on the shift of decision-making power and responsibility for education from the central level to the province, city, county, and township levels within the vertical system of educational authorities. The research examined the changes in inter-governmental relations that arose as the decentralized policies evolved, the economic and administrative context that influenced the implementation of the policies, and the new interventions that were developed to cope with the new policies. The study sought to answer questions such as how decentralized policies impacted the goals, functions, and responsibilities of basic education and how organizational and financial factors influenced the implementation of these policies. The study found that the Chinese experience with educational decentralization demonstrated both successes and failures and revealed a changed relationship between the levels of government.

2.60. Doris (1996) conducted a study on the decentralization of educational decision-making in Malawi with the main purpose of examining changes in control of educational decision-making in government secondary education within the country. The study found that pressures to decentralize the educational system came from both the World Bank and the government's assessment of the inadequacy of highly centralized administration. The study also

identified several implications for practice, theory, and further research in the field of educational decentralization.

2.61. Ann's (1998) work focused on the development and early operations of two parent-run charter schools in California using an ethnographic case study design. Charter schools are public schools of choice that can be established by parents, teachers, community members, educators, and entrepreneurs upon approval by a state or local sponsor. Ann's study identified some of the challenges faced by start-up charter schools in terms of funding and offered suggestions for parents to mediate these barriers. These include establishing partnerships with community non-profits or colleges, instituting parent involvement requirements as a condition of enrolment, and designing ongoing means for parents to learn how to make decisions, participate, and govern in their school organizations.

2.62. The focus of Lynn's (1998) research was on the impact of decentralization and school-based management on the roles and responsibilities of central office staff. The aim of restructuring central offices is to move away from hierarchical and traditional organizations and instead focus on facilitating and supporting site-based reform efforts. The study used qualitative research methods to identify the value reorientation and facilitation of the central office staff and determine the extent to which the actions of key central office personnel matched policy contexts supportive of SBM. The key finding of the study was that central office leadership and support is not always influenced by administrators' experiences at a school site. The study provides important insights into the importance of systematic change in leadership strategies as they relate to the values, beliefs, and orientations at the central office.

2.63. Ash (2000) did a study on decentralization and accountability in charter school reform. The study suggests that the implementation of accountability based reform is not a predictable process that mirrors policy discourse. One implication of the findings of the study is that policies designed to align decentralized schools with driven accountability systems may be undermined by conflicting attitudes and beliefs about how schools should demonstrate accountability in practice. The result of the study was that accountability based reforms may be implemented in ways that prioritizes the goals and interests of existing institutions and well to do or socially connected students and families above others.

2.64. Berk (2001) in his study on "Decentralization and Student Achievement: The Case of Nicaragua's School Autonomy Reform" which aimed to decentralize decision-making power regarding administration, finance, and pedagogy to participating schools. The study examined the reform's efficiency and equity implications in the education sector, and considered its viability in communities lacking school choice or suffering from high levels of poverty and income inequality.

2.65. Fernada (2002) study, titled "Institutions, socio-political environments, and educational change lessons from decentralization of educational services in Buenos Aires, Argentina: A comparative study," utilized an integrative approach and methodology to examine the impact of global trends at the national and local levels. The study identified the influence of both national institutional frameworks and local socio-political environments on the implementation and success of decentralization policies, highlighting the limitations of civic involvement and decentralization as tools for democratization in some cases.

2.66. Torress, Anizmendi & Anselmo (2004) study on the "Effects of decentralization of education in Mexico on the quality of education," experienced Mexican teachers in rural to urban settings participated in professional development through the Mexican government's program. The study employed interviews, focus groups, and observations and drew on literature about quality education, educational planning, and power. Despite challenges and uncertainty, the dedicated educators continued to participate in the program with the hope of future rewards.

2.67. Naidoo and Jordan (2004) study, titled "Educational decentralization and school governance in South Africa: From policy to practice," focused on the implementation of new policies for school governance in South Africa to address national goals of economic growth, equity, and redress. The study utilized a collective case study approach to examine the mediation of educational governance policy at the school level in two provinces. The research found that there was variation in the extent to which different types of schools had begun to implement the governance policy as officially intended, as well as differences in the involvement of school communities and their constituent stakeholders in social governance.

2.68. Pellini, Arnaldo, and Yliopisto (2007) study, titled "Decentralized policy in Cambodia: Exploring community participation in the education sector," analyzed the level of community involvement in education in Cambodia. The study found that while traditional associations provided material support to schools, their involvement in decision-making processes and educational matters remained limited. Furthermore, the decentralization policies in education had primarily focused on promoting community participation through the creation of ad-hoc committees and councils, which failed to gain

the same legitimacy as traditional associations at the village and community levels.

2.69. Chung (2008) comparative study, titled "Educational decentralization in China and Korea, 1985-1995: Motives, actions, and results," analyzed the similarities and differences between the two countries' approaches to educational decentralization during the specified period. The study found that both countries were motivated by economic and political crises and established legal infrastructures as part of their reforms. Both experienced positive outcomes, such as increased educational funds and local autonomy. However, the study also identified significant differences between the two countries, including financial problems in China and political problems in Korea, different activation strategies, and distinct consequences of educational decentralization, such as improved fiscal efficiency in China and enhanced political autonomy in Korea.

2.70. Rocio (2008) study, titled "Institutional change in Mexico through decentralization," concluded that sub-national authorities' control over the education system redefined the local political power structure by localizing corporatist mechanisms. This led to the decentralization of education institutions to local political elite groups, ultimately shifting power away from the federal level to local levels.

2.71. Kala Mandira (2009) study, titled "Decentralization in Kerala: Revealing the Deliberative Sphere, Political Agency, and Citizen Well-Beings," examined how democratic practices address distributional inequalities in terms of human capabilities and freedoms. Through analyzing the discursive strategies employed by citizens in the deliberative sphere of the Gram sabha, the study found that citizens' political agency influenced their pursuit of

valued well-beings. The study contributes to policy literatures by operationalizing the intersection between deliberation-based redistributive arrangements and the evaluation of such arrangements in terms of human capabilities and freedoms within the framework of a real-world policy setting in India.

2.72. Shahram (2010) conducted a study on organizational partnerships and educational decentralization, which examined the involvement of Gram Panchayats in primary education in Andhra Pradesh through partnerships with organizations. The study revealed that despite efforts to decentralize education, significant inequalities still exist in primary education among children from different backgrounds. The findings suggest that policymakers should provide additional policy and programming support to Village Education Committees and Gram Panchayats to address these disparities.

2.73. Mukundan and Bray (2004) pointed out that despite being widely advocated, the implementation of educational decentralization has faced various challenges. These difficulties have hindered the expected effects of decentralization in promoting local participation in education. Therefore, the authors emphasized the need to address the implementation challenges to make educational decentralization effective in promoting local involvement in education.

2.74. The decentralization of education governance finds mention in many an education document. Education Commissions such as the Kothari Commission[2] (1964-66) reiterated national commitment to it, while the various National Curriculum Framework (NCF) documents since the 70's invoked or implied decentralization in terms of creating

space for local knowledge and experience to be weaved into the curriculum, to give the 'local' element its due in the education of the child. The commission observed (P.12, 667): "At the primary stage, it is required to organize the program to bring the school close to the community with an accent on serving the community in different ways…" Further, "School education is predominantly a local-state partnership and higher education is a center-state partnership. It is this basic principle that should guide the evolution of delicate balance between centralization and decentralization which our planning needs."

2.75. Govinda and Rashmi Diwan, 2003 cited a study of fourteen states by Matthew and Nambiar (in 2002) in which the devolution of powers by state government to the Panchayats, vis-à-vis primary education, was looked at. The key observation was that despite the passing of the PR Acts, which talked about the transfer of education as part of the list of functions to be transferred to the Panchayats, 'Most Panchayats were not clear about their roles as well as functions with respect to education due to lack of information or official communication from the respective state governments.' In the same paper, a PRIA study of Himachal Pradesh is also mentioned. The important observation here is that the Panchayat has been gradually side-lined by the creation of bodies like School Improvement/Management Committees, Mother-Teacher Associations (MTA), Parent-Teacher Associations (PTA) and so on, by the state itself under the aegis of different schemes/programs like DPEP, etc.

2.76. Vinod Raina (2003) notes, in the context of Madhya Pradesh, that the government attempted a serious decentralization of school education to the PRIs, including school infrastructure, teacher appointments

and transfers, mainly through government orders. The well-known *Education Guarantee Scheme* (EGS) is part of this process. Along with this, Panchayats can locally recruit teachers to fill in the teacher shortage. Though these steps are a departure from past practice, Raina raises the moot point of whether they can actually contribute to improvements in the quality of education. The concern in this case is of the phenomenon of the 'Para teacher[3]' and it is contended that while large scale recruitments by the Local Panchayats of Para-teachers may satisfy an economic logic, there are serious questions about the quality of teaching-learning that results from such a move. In Rajasthan, Panchayat jurisdiction over education has actually been eroded over the years, leading to very little or no involvement in children's education.

2.77. Anita Rampal (2007) pointed out the 2004 draft educational Bill was most problematic since it had attempted to get legal sanctions for the thousands of low-cost 'alternate' arrangements with poorly paid Para-teachers. The 2005 draft, on the other hand, paid attention to the norms for a 'school' and a 'teacher', to ensure equitable quality education for all children. However, claiming financial constraints for a central legislation the government used a poorly drafted Model State Bill to direct the states to frame their State Acts, under threat of reduced central funding. Most states have objected and questioned this move, including the role and commitment of the central government, while senior lawyers have wondered how a 'fundamental right' can be left to the discretion of individual states, many of them already burdened with fiscal deficits.

[3] *Para teacher refers to any non-traditional teaching appointment in schools or alternative learning centers*

Studies on Educational Administration

2.78. Verma, Jagdish Prasad, and Srivastava (1973) conducted a study on the administrative issues faced by Double-shift Secondary Schools in Rajasthan. The study covered all double-shift schools in the state of Rajasthan. The researchers used check-lists to collect data from headmasters and supervisory authorities of these schools. The respondents were asked to rate the severity of administrative problems on a five-point scale. The study aimed to make observations on the administrative pattern of these schools in Rajasthan.

2.79. Chauha (1983) conducted a study titled "A Study of the Characteristics of Innovative Educational Administration in Gujarat State," which yielded significant findings in the field of educational administration. The study identified that an innovative educational administrator in Gujarat State exhibited certain characteristics, including a willingness to participate in community affairs, a tendency towards risk-taking behavior, self-confidence, strong recall ability, and a willingness to engage in interpersonal communication.

2.80. Bajpai (1983) conducted a study on the administration of secondary education in Uttar Pradesh after independence. The study found that secondary education in the state was managed by local bodies and voluntary agencies. In schools managed by local bodies, there was strict government control and staff members could be transferred. Primary and secondary sources were used to obtain information about the development of the administrative setup for secondary education, primarily relying on government reports and documents.

2.81. Misra Ram Kishore (1984) conducted a critical study of the administration of secondary education in rural areas of Faizabad Division, with three important objectives. The main findings of the

study was that the two districts were judged as having the best and worst educational facilities respectively for secondary education in the rural areas of the Faizabad division.

2.82. Kamala Radhakrishnan (1984) in her studies examined the educational administration in the state of Tamil Nadu with reference to decentralization. The major findings of the study show that teachers should have full power and discretion in the introduction of teaching aids and methods. Headmaster has full powers regarding admission, including evaluation and transfer.

2.83. Ellioh Daniel and Charles (1991) collaborated on a study titled "Collaborative, Decentralized School Management and Perceptions of Quality Schooling Outcomes." The aim of the study was to identify the relationship between perceptions of decentralized collaborative decision-making among parents, teachers, and principals, and perceptions of quality schooling outcomes. The study yielded several key findings, including that a higher proportion of parents, teachers, and principals perceived their schools with decentralized management as collaborative and credited them with having higher quality content, processes, and climate compared to other schools without decentralized management. The study supported earlier research that called for increased collaborative decision-making as a model to restructure and improve schooling. The study recommended further investigations to better define, evaluate, and support the implementation of collaborative decentralized school management as an effective component of educational restructuring.

2.84. William Faircloth (1991) conducted a study on eligibility decisions and congruence among school administrators, psychologists, and social workers for Virginia's developmentally delayed population. The study focused on investigating the construct of eligibility

decision congruence among professional decision-makers for children with suspected development delays. The study surveyed three district professional groups: school administrators, psychologists, and social workers. The study yielded mixed findings, and recommended increased collaborative decision-making as a successful approach in administration.

2.85. Dellaira and Joseph (1993) conducted a study titled "The Relationship of Decentralization, Parent Involvement, Student Achievement and Student Attendance in Elementary and Middle Schools: An Application of Open Systems Theory." The study aimed to investigate the relationship between decentralization and parental involvement, the relationship between parental involvement and community socio-economic characteristics, and the relationship between student attendance and student achievement. The study measured student achievement through scores in reading and mathematics, based on tests given with respect to the curriculum. The study found that while the implementation of decentralization increased parental and community involvement, it did not result in a corresponding increase in student achievement.

2.86. Doundero and Grace Maril (1993) study titled "School-based Management, Teachers' Decisional Participation Levels, School Effectiveness, and Job Satisfaction," found that decision-making in most educational settings has traditionally been the responsibility of central district offices or individual school administrators. However, research indicates that participation in the decision-making process is associated with positive factors such as increased employee morale and satisfaction, organizational commitment, and cooperation. The study investigated the overall level of decisional participation, specific types of decisions, and areas of school effectiveness and job

satisfaction levels of teachers in school-based management teams as well as non-team participants. Additionally, the study examined specific types of decisions and areas of school effectiveness and job satisfaction.

2.87. Allison and Edward (1993) conducted a study on similarities and differences between top-down and bottom-up district-school organizational patterns in the implementation of California's educational reforms policies. They identified five stages of implementation: Adoption, Foundation, Early Implementation, Full Implementation, and Institutionalization. The study examined 19 variables associated with successful program implementation and found that reform was occurring in both top-down and bottom-up sites. Schools that had reached more advanced levels of implementation had higher levels of outcomes for students, teachers, administrators, and schools. The study concluded that there is no pure top-down or bottom-up organizational pattern, and a combination of both approaches is necessary for successful implementation of educational reforms.

2.88. Barnes and Gene (1994) conducted a study on school-based management at the K-6 level in the state of Washington, with the aim of identifying potential obstacles to successful implementation. The study involved a survey questionnaire administered to teachers, principals, and central office administrators in six school districts. The questionnaire gathered information on respondents' demographics, background, and professional opinions regarding the types of blockages they encountered when implementing school-based management. Based on the study's findings, the authors recommend that school-based management be regarded as a political management structure, as it is founded on solid theoretical and

philosophical principles and has demonstrated its usefulness in many districts.

2.89. Chudek and Alan (1995) conducted a study on the relationship between collaboration for school improvement and district administrator behaviour that either fosters or hinders collaboration. The study focused on the experiences of a school improvement project called "Onward to Excellence" (later renamed "Effective Schools") and compared the perceptions of district administrative support with those of teachers and administrators regarding team collaboration. Based on the study's findings, the authors recommend that before implementing a planned, organized change, school district administrators should carefully consider the parameters of the change and establish incentives, timelines, and other support mechanisms that promote teacher collaboration.

2.90. Ekanem (1995) conducted a survey to investigate the role, scope, and functions of education deans in public and private colleges and universities in the United States. The study aimed to determine the responsibilities of education deans in a national sample of institutions. Based on the study's observations, the author recommends further research on the working relationship between education deans and central administration, especially given the increasing responsibilities of deans in critical areas such as budgeting, strategic planning, and long-term planning.

2.91. Kitts and Margerat (1996) conducted a study on the leadership role of an urban high school principal who was recognized for his innovative and award-winning leadership practices. The study aimed to explore the complexities associated with the principal's work as a school leader. The findings of the study revealed three themes for effective leadership, namely communication, symbolism,

and performance. The authors suggested that a successful school principal should focus on these three aspects of leadership to ensure efficiency in their role.

2.92. Georgian (1996) wrote an article exploring the roles and realities of local school board members based on conversational interviews with 15 suburban and rural school board members in northern Illinois. The study aimed to provide a rich description of the school board experience from the perspective of experienced board members. The author used a qualitative methodology that produced valuable data, and the article included numerous excerpts from the interview transcripts. The study's findings provide insights into the realities of local school board members' roles and experiences in the education system.

2.93. Marrith (1996) conducted a study on the posture of Belizean administrators towards the restructuring of higher education institutions. The study identified the unresolved concern of improving the quality of teaching and increasing access to higher education, particularly when resources were limited. The study's implications were significant for both faculty and students. Despite these challenges, all administrators contributed ideas to improve the education system of Belize. These ideas were aimed at assisting in the ongoing debate for the improvement of the entire education system in the country.

2.94. Rittenhouse Donnakey (1996) conducted a field-based study on the perceived professional development needs of administrators and teachers in a rural Maryland school district. The study aimed to identify the perceived professional development needs of five groups of educators, including elementary, middle, and secondary school teachers, as well as elementary school administrators. The study

collected data from the educators of each group and the teachers or administrators with whom they worked. The findings of the study provide insights into the perceived professional development needs of educators in a rural school district, which can be used to inform the design and implementation of professional development programs in the future.

2.95. Lynn (1996) conducted a study on differences in the relationship between elementary school teacher's participation in the decision making process and their job satisfaction in regulated and deregulated schools in South Carolina. The purpose of this study was to determine if there were difference in the relationship between elementary school teacher's participation in the decision-making process and their job satisfaction in regulated and deregulated schools in South Carolina. The sample of schools that was used in this study was selected randomly from each of the state's five comparison groups. The Decision Involvement analysis instrument was used to survey the teachers in these schools concerning their perceptions of their participation in the decision making process and their job satisfaction. Some of the conclusions of the study were Elementary teachers desire more involvement in the decision making process than they currently experience. Teachers in elementary schools are generally satisfied with their jobs.

2.96. Maureen and Clancy (1996) through their study on A comparative study of the traditional versus participatory decision making process in selected Missouri school districts as perceived by superintendents and building principles. The purpose of this study was to examine the perceptions of two groups of Missouri school administrators, superintendents and building principals regarding the character of the decision making process bureaucratic or participatory, utilized in

their perspective district. Significant differences exist between perceptions of superintendents and building principals specifically regarding participation in decision content areas in addition, relationships exist between school district size and perceptions of administrators.

2.97. Austen (1997) did a study on the organization, operation and policy influence of school community committees. The research findings consistently demonstrate that school community committee recommendations are perceived to influence Board of Education action and policies. The organizational and operational variations in committee that were studied did not appreciably affect their influence. It was further concluded that superintendents of schools play an important process role in the organization and operation of school community committee and execution of related Board of Education policies.

2.98. Bovino (1997) conducted a study on an analysis of decision making in a private international school. The purpose of this study was to examine decision-making as a framework for organizational analysis in private, international schools. The study acknowledged interdisciplinary research and decision models from the public sector. It also considered private school models associated with a tradition of self-management guided by a common mission and an established set of shared values. The cross-case analysis of 165 decisions corroborates the general theory that decision making consists of three dimensions: decision content, processes and involvement. They reveal that a values screen with a social humanities orientation permeates decision processes in private schools. The researcher recognizes that the study's linear framework

for analysis does not fully capture the group dynamics involved in each case study.

2.99. Clalfi (1997) conducted a study on shared decision making and human resource development and teacher initiatives. The important conclusions of the study were shared decision making in a school will not be successful without an organizational structure that connects decision making units. The shared decision making can generate human resource development throughout the activity of the school. Shared decision may be misused for some personal purposes also.

2.100. Hathaway Laura Katz (1997) conducted a study on the role of the school head in the independent school-decision making process made some observations on this issue. The result of the survey showed that participants are unclear as to their role in the process. The faculty and board give the head a stronger role in the process than the head does. This suggests that the head is besieged by groups with conflicting or demanding views he/she feels the need for support from the board and faculty.

2.101. Allen (1997) in his study focused on high school principal's effectiveness and district organizational structure. The focus of this study is how a unified school district organizational structure affects a high school principal in three different unified school districts in Los Angeles and Sen Bernardino counties. It explored the various factors that high school principals themselves influenced by organizational climate. The main finding which emerged from the research was the saliency of district organizational structure, particularly that related to the exercise of control by superintendents and school boards.

Decentralized Education in India

Article 40 of the Indian Constitution

"The State shall take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government."

2.102. The significance of local self-government and its role in empowering people at the grassroots level has been acknowledged through the provision mentioned above. Since the inception of the Indian constitution, Panchayats were considered to be the ideal units for the decentralization of governance. However, for almost four decades, until the early 1990s, the essence of this provision was not adhered to. The process of centralized governance, coupled with bureaucratic control and political insensitivity, inherited from the colonial legacy, undermined any effort towards participatory local governance. Although there were sporadic attempts at democratic decentralization, such as the Balwant Rai Mehta Committee's recommendations in 1957, which proposed the establishment of a three-tier organizational structure of democratic decentralization at the village, block, and district levels, these interventions were not sufficient for real progress in rural development.

2.103. All states had passed Panchayati Raj Acts by 1959, and by the mid-sixties, the three-tier system had been implemented throughout the country. However, after this initial period of enthusiasm, there was a lull until the late seventies when the second phase of Panchayati Raj began following the recommendations of the Ashok Mehta Committee in 1977. While many states had enacted Panchayati Raj Acts in the fifties, the Panchayats were given limited functions and resources, and regular elections were not held for these bodies.

Additionally, there was no clear interpretation of decentralization, which hindered the implementation of the idea. As noted by George Matthew, "For about 13 years between 1964 and 1977, Panchayati Raj was the target of all those who sought to discredit it. For them, Panchayati Raj represented all the evils in the villages." (Matthew 2000).

2.104. During the 1980s, there was a renewed interest in decentralization, with states like Karnataka, Kerala, Andhra Pradesh, West Bengal, and Jammu and Kashmir attempting to establish their own models of Panchayati Raj institutions. This was done either by passing new Acts or modifying existing ones based on the recommendations of the Ashok Mehta Committee. These interventions not only included regular elections but also grants to Panchayat bodies accompanied by autonomy to use these finances, as in the case of Karnataka. In Kerala, District Councils were established in the late 1980s, and they functioned as autonomous councils for some time before the Panchayati Raj constitutional amendments. These developments ultimately led to the constitutional amendments of 1992 & 1993.

2.105. In response to these developments, the first significant response to the constitutional directive of Article 40 came in the late 1980s, specifically in May 1989, with the introduction of the 64th Constitutional Amendment Bill. This bill was ultimately adopted in 1992 as the 73rd and 74th Amendments, which catered to both rural and urban local governance. These constitutional amendments recognized that centralized governance tended to stifle local initiative and participation, create dependency, and exclude large groups of people from development. It was believed that good governance could only be achieved when people participated in and

practiced democratic decision-making, particularly in regards to decisions that affected the quality of their lives.

2.106. Jayaprakash.R.K (2013), In India, PRIs (Panchayati Raj Institutions) have been established throughout the country as local level political bodies to manage various economic, academic, and administrative tasks related to educational management and other socio-political responsibilities. This establishment aims to address historical inequalities by explicitly identifying the representation of traditionally underserved groups such as women, Scheduled Castes, and Scheduled Tribes. India faces multiple problems in providing educational services, including geographical barriers and sociological factors such as caste, religion, ethnicity, and gender. The rural-urban divide also affects the delivery of educational services and leads to multiple inequalities in society.

2.107. In this context, decentralization becomes necessary in the pursuit of equality. The decentralization system allows local communities to manage educational services delivery according to their local needs, leading to the identification of local problems and the provision of quick solutions. This approach may not have been understood by authorities at the central level. The central and state governments, along with their administrative machinery, facilitate the decentralization system by providing resources, monitoring management, and providing technical support to these bodies. The decentralization system has been considered a way to achieve social justice in India.

2.108. The rationale for decentralization rests on the political, and in fact, democratic imperative that all those whose interests are affected by decisions should participate in the decision-making process. This is particularly relevant when it comes to the education of children, as

parents, community representatives, teachers, and others have a significant stake in the various processes that comprise the education of children. This includes decisions related to the articulation of educational aims, knowledge and curriculum, teaching-learning processes, and so on. Local self-government institutions, such as Panchayats, can be seen as representing the collective voice of these stakeholders.

2.109. The 73rd and 74th constitutional amendments have provided a mandate for the control and governance of education by the elected Panchayat bodies, thereby articulating the link between education and decentralization. These amendments have delineated specific powers and responsibilities to be transferred from the state to the local bodies. Article 243 G of the eleventh schedule specifies that the Legislature of a State may endow the Panchayats with necessary powers and authority to function as institutions of self-government. This law may also contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to the preparation and implementation of plans and schemes for economic development and social justice, including those related to matters listed in the Eleventh Schedule. Education is one such matter included in this delineation of 'funds, functions, and functionaries'.

2.110. The Eleventh Schedule to the Indian Constitution lists 29 items that are the responsibility of local self-governing institutions such as Panchayats, including education at all levels, from primary to vocational and adult education. Although Section 243G of the Act does not mandate the devolution of power for education to Panchayats, it is expected that states will act in the spirit of the Constitution and empower these bodies to manage educational

institutions and programs. This provides flexibility for states to make decisions based on their individual circumstances.

2.111. In 1993, the Central Advisory Board of Education in India established a committee to create guidelines for the decentralized management of education in light of the 73rd and 74th Constitutional Amendments. The committee recommended that Panchayat Samitis and Zilla Parishads be given the power to hire and appoint teachers for local schools, with government guidelines to be followed. It also proposed that the local bodies be given the authority to administer the services of government school teachers and education department officials, while protecting their service conditions. The committee emphasized that empowering local people with the responsibility of managing their own affairs is essential for rural development. However, it also warned against hastily decentralizing management, as Panchayati Raj bodies would need time to develop the necessary skills to effectively carry out their roles.

2.112. It is important to note that the implementation of these provisions varies across states, and some states have further delegated powers and responsibilities to Panchayats beyond what is mentioned in the Act. However, the broad framework of responsibilities for Panchayats in education is outlined in the 73rd and 74th constitutional amendments.

- The Gramasabha (council of all villagers) will be responsible for adult education.
- The Gram Panchayat (local self-governing institution at the village level) is responsible for formal education through primary and elementary school, ensuring enrolment, mobilizing local communities/parents on their children's education, and undertaking school construction and maintenance.

- The Panchayat Samithi (at the block level) has the general functions of promoting education including construction, maintenance of school buildings, hostels, provision of support to marginalized children in the form of scholarships, supply of books, T-L materials, etc.
- The Zilla Parishad (District Panchayat) is expected to look at school infrastructure/basic facilities (up to secondary/higher secondary level, including residential schools), improvement in physical access, hostel construction, support through scholarships and teaching-learning materials for SC, ST and other backward caste children.

2.113. The constitutional amendment allows for the formation of standing committees, comprising elected members, for different areas/subjects at all levels within the three-tier system. Education committees, if formed, would be responsible for all functions related to education in their jurisdiction. States have enacted their own Panchayati Raj Acts to strengthen local governance, but implementation depends on the state's interpretation of the framework provided by the amendments. Following the constitutional amendments on decentralization, there was a growing emphasis on community participation in education. This was reflected in policies such as the POA of 1992, which aimed to achieve long-term goals like universal enrolment and retention through decentralized management and community participation in education, as outlined in the eleventh schedule of the constitution, including Article 243 G.

2.114. The Program of Action (1992) in Education Policy of 1986 is an important document that presents a national policy perspective on decentralization and public participation in the education sector. As part of this, the Central Advisory Board of Education (CABE) has

issued guidelines to ensure public participation in education and school development projects, as well as the attention of the people's representatives. The committee also recommended the formation of various committees on school education with the involvement of the public under the supervision of local self-government.

2.115. The constitution of Village Education Committees (VECs) and School Development and Management Committee (SDMC) in India were a response to the need for external funding to universalize primary education. These committees were meant to have links with the local Panchayat and were headed by the Panchayat President, with a teacher as its Secretary. The membership of these committees included selected community representatives, parents, teachers, etc. Many states had similar guidelines and their Panchayat Acts also envisaged a VEC structure. The assumption was that these committees would come under the control of Panchayats, but the programs for their training were sporadic and not planned with a long-term view. The success of these committees in improving primary education is debatable. While they provided a platform for community participation, their effectiveness was limited by issues such as lack of resources, inadequate training, and bureaucratic control. In-order for committees to function more effectively, they must be equipped with sufficient resources, training, and assistance. The government should establish a comprehensive, long-term strategy for their advancement. Moreover, these committees should have greater autonomy to make decisions regarding the allocation of resources and the management of schools. By empowering these committees, the government can establish a more responsive and responsible primary education system in India.

2.116. On the whole, the purpose of these committees was to act as watchdogs, ensuring that teachers arrived on time and that all students were present in school, among other similar duties. The actual process of education, including teaching and learning, was not a focus of these interventions. These responsibilities were believed to be the domain of bureaucrats in the education department, with local community structures considered unfit for handling such tasks or contributing to them. Critically important aspects of any educational endeavour, such as teacher development, curriculum development, and textbook development, were typically excluded from community participation. Examining real-world experiences, it is apparent that these committees often operate without the involvement of Local Self-Government Institutions (LSGIs). This approach tends to bypass or diminishing the authority of LSGIs. In practice, the role of LSGIs is largely limited to the provision of school infrastructure and basic amenities, as well as individual student support.

2.117. However, lack of specificity exists in describing the transfer of educational responsibilities to LSGs. Using terms such as "responsibility for" or "management of primary/elementary education" in relation to LSGIs' education function is not particularly informative unless it is clear what specific roles, functions, and actions are intended, and why they should be devolved from the current arrangements. Without such a clear description, which appears to be intentional, LSGIs tend to focus on peripheral issues, such as infrastructure and provision, which are less controversial but do not directly impact the education of children.

2.118. In 2002 the 86th Amendment of the Constitution of India, for the first time since it was framed over half a century earlier, diluted the state's commitment to universalize elementary education. Under pressure to

acknowledge the 'Fundamental Right to Education', which had earlier been declared by a ruling of the Supreme Court in 1993, an ambiguous clause was added to the new Article 21A on the Right to Education: "*The State shall provide free and compulsory education to all children of the age of 6 to14 years, in the manner as the state may, by law, determine*" Not only does it reduce the original Constitutional provision for 'all children until they complete the age of fourteen years', but the qualifying caveat allows the state to get away with whatever 'quality' it deems fit for those who, in fact, suffer the severest inequalities. The amendment has not been notified even five years later and no law has been framed; several drafts of the 'Free and Compulsory Education Act' have since been prepared but not placed before the Parliament. (Anita Rampal, 2007)

2.119. The reflections on education that you describe focus on the importance of incorporating local community knowledge, culture, and experience into the educational process. It is essential to consider what knowledge, abilities, skills, and values we want our children to develop in the context of the community in which they live. The National Curriculum Framework (NCF) of 2005 recognizes the significance of incorporating people's knowledge into the school curriculum, which is a step towards decentralizing education. Decentralization allows for the recognition of diversity and the creation of space for it, which is crucial for local governance of education. It is essential to understand that knowledge is at the center of the educational process, and it is essential to incorporate local community knowledge into the educational aims of any society. Doing so can help children develop a deeper understanding and appreciation of their community, which can lead to a stronger sense

of belonging and a more profound connection to the world around them.

2.120. Vinod Raina (2003) makes an interesting comparison between community participation in education and watershed development and highlights some significant differences observing that while traditional systems of managing common property resources are recognized and valued in the Watershed Development Guidelines (WDG), such recognition is absent in formal education. The community knowledge about various areas such as agriculture, clothing, food, music, medicine, literature, production systems, and materials is ignored in formal education, which instead relies on expert knowledge and techniques. The emphasis is often on memory-based examinations, which does not necessarily reflect a comprehensive understanding of the subject matter.

2.121. In contrast, the WDG emphasizes the usage of traditional knowledge and culture of a community in watershed development. The guidelines recognize the need for significant fiscal devolution and corresponding structures to ensure that the community's knowledge and experience are put to use. However, in education, the control remains with the line department, with VECs, SDMCs, and other education committees only overseeing some monitoring aspects. The Panchayats, which have a more significant role in local governance, are not significantly involved in education.

2.122. Raina's comparison underscores the importance of recognizing and valuing the knowledge and experience of local communities in education. It also highlights the need for greater community participation in the governance of education and the development of corresponding structures to ensure that community knowledge is integrated into the education system. The Panchayats as institutions

of local self-governance would therefore have a crucial role to play in this entire process.

2.123. The relationship between local, regional, national, and international levels is complex and interconnected. As the world becomes more globally integrated and supranational organizations gain influence, the traditional concept of the nation-state may need to evolve. This will inevitably impact education and the role of local communities. A critical question is how national education systems can maintain their unique character amidst pressures for global homogenization, while also fostering pluralism, especially in a diverse country like India. Notably, lower-caste power blocs are emerging, even as right-wing nationalism competes for dominance in Indian politics.

2.124. The current situation should be viewed in the context of neo-liberalism, which promotes an idealized free market economy and advocates for state withdrawal from the economy and social and political spheres. This approach is characterized by an instrumentalist view of the state. However, evidence shows that over fifteen years of neo-liberal policies have only exacerbated the gap between the rich and the poor, as seen in the ongoing global fiscal crises. Despite this, some support a Public-Private-Partnership (PPP) as a solution, arguing that the state is inefficient in providing quality services, especially for marginalized groups. Others propose increased government responsibility and participation. These debates have implications for education, particularly regarding the role of local governance in education. Krishna Kumar (2008) argues that PPP is an ideology that seeks to replace the government's role in education with large-scale privatization. This approach prioritizes immediate tasks such as access and improvement in learning levels, reflecting an instrumental view of education, rather than the more

critical and relevant task of institution building. This observation has become particularly relevant in the context of NEP 2020. On the other hand, increased government participation aims to ensure the welfare of the poor and marginalized, which pro-market or pro-privatization approaches often ignore. Decentralization is crucial in promoting the welfare of the poor and marginalized, as it allows people to take control over the developments that affect their lives and those of their children. The People's Planning Campaign in Kerala over 25 years ago was founded on this idea.

Studies on Decentralization in Kerala

2.125. Varghese (1996) pointed out People's Planning Movement formed in Kerala during 1996-97 as part of the decentralization process witnessed the enthusiastic participation of the common people in local planning and implementation. This popular participation was evident in the development of schools and in improving the quality of education. As mentioned above, the new curriculum was introduced in schools in Kerala around the same time. The new curriculum focused on a decentralized education system that envisioned a more democratic, participatory, and environmentally friendly learning process.

2.126. Meenakshi Sundaran (1999) in the article, "Decentralization in Developing Countries", discusses about the decentralized systems of governance that have recently emerged in different parts of the world. They are structured, funded and held accountable in different ways. They entail different modes and degrees of popular participation. The environment at present is quite congenial for a comparative study of decentralization. The concepts of nationally planned development and rule by the people through centralized

institutions were largely the contribution of the Eastern European Bloc to the developing world. The current counter – revolutionary trends in Eastern Europe which rest mainly upon their economic failure, widened by poverty, inequality and inefficiency have generated a favorable climate for decentralization in the developing world as well. During the latter half of the 1980s, there was a noticeable tendency to decentralize in a number of developing countries, whose limited experiences need to be documented. It is true that historical and cultural factors have an impact on the extent and pattern of decentralization in any country.

2.127. Ramachandran, 2000; and Franke & Chasin 1994 in their studies pointed out the social reform movements that emerged in the first decades of the twentieth century played an important role in popularizing education in Kerala. For these social groups to create awareness among the general public that education is essential to overcome the social and economic oppression they face in their daily lives.

2.128. Gurukkal (2001) in his article, "When a Coalition of Conflicting Interests Decentralizes, A Theoretical Critique of Decentralization Politics in Kerala", puts forward the view that the popular consciousness about democratic decentralization is made up of a mixture of ideas drawn arbitrarily from the interventionist and the Radicalist schools of thought. The rhetoric of the developmentalists dominates the consciousness of the general public for it is ostensibly idealistic and neutral. In the popular consciousness decentralization is a public policy of the central government.

2.129. In "Globalisation, A Subaltern Perspective", Kunhaman (2002) says that democratic decentralization in Kerala has opened the way for women's entry into leadership positions. Initially it was feared that

the women representatives will be manipulated and controlled by men. Studies show that some of the best run local bodies are headed by women. However statutory power is one thing, the real people's power is another. The litmus paper in this regard shows how much empowered an ordinary woman outside the administrative fold feels. Here one has to look at the ayalkoottams (neighborhood group cluster of households) the real repositories of people's power, which enable collective decision making process.

2.130. Jeffrey (1992) mentioned that by 1950s education become a political agenda where no democratically elected government could ignore this factor.

2.131. Biju & Pandya (1991) revealed that the first ministry after the formation of the State of Kerala headed by Sri.E.M.S.Namboothiripad constituted the Administrative reforms committee and proposed through its report the importance of decentralized governance. Based on this report bills are presented in legislative assembly for enactment with a basic concept "devolving power to people". And education is one of the subjects proposed to hand over to Local Self Governments. But many of the progressive steps were withdrawn by successive governments which come into power after the dismissal of the EMS ministry.

2.132. Varghese (1996) pointed out that Democratic decentralization; through the people's plan campaign provided exciting experience in local level planning where common people get ample opportunity for active participation. When people become part of the planning process their creative participation is evident in school development programmes and even in the quality enhancement programmes.

2.133. Democratic decentralization of planning implies that people can be involved not merely in making demands but in taking decisions on

how to improve their lives and their communities. Decentralization requires a number of changes in administrative structure, allocation of functions and powers and control of resources. All three are interrelated and, to an extent, have to be introduced simultaneously. (Thomas Isaac & Richard. W. Franke, 2000)

2.134. Ramachandran (2000), Franke & Chasin (1994) pointed out that the social reform movements emerged during the first decade of 20th century had paved the ground for educational progress of the Kerala and also popularized the need for education by which the common people realized that for emancipation education became a precondition.

2.135. Ashok Mitra (1999) Report of the Kerala Education Commission argued for decentralized mode of comprehensive involvement and decision making process. Decentralization involves local arrangements for decision-making not only in administration and content; there has to be sufficient space for effective people's participation in education. People's participation is essential in representing the nature of the social demand and assessing the quality of supply. It therefore calls for a structured monitoring and auditing process from below. Channels of interaction should be opened with the local community, and schools should keep the people in the neighborhood informed about the nature of the changes taking place in the teaching-learning process. Responses from the people, including their suggestions and advice, will be valuable inputs for finalizing the syllabi. People's participation is also essential for maximizing the efficiency of schools in terms of enrolment and deployment of facilities and resources. Bodies ensuring people's participation should function at different rungs of the decentralized

system so that interactive and democratic decision-making develops at all levels.

2.136. K.N.Panikkar pointed out what constitutes democratization in the field of education has different interpretations. One view tends to equate democratization with universalization. The democratization of education fundamentally draws upon access, autonomy, and authority (Panikkar 1999: 70-71). K N Panikkar envisages a holistic concept of democratization of education focusing on its structure and content, and says that such a holistic concept of democratization has not yet become central to educational policy and practice. According to him, democratizing of education is now facing a major threat from two sources, communalization and globalization (Panikkar 1999: 70-71).

2.137. Tharakan, Sunaina & Kumar (2004) described how alternative models evolve before decentralized planning and peoples planning started in the state of Kerala. The experiences gained through various educational programmes lead by the people's science movement namely Kerala Sasthra Sahithya Parishads pave a way forward to realize the relevance of decentralized planning and implementation even in the quality improvement programmes. *Eureka Vigyanolsavams* (assessing children in a joyful way), *Aksharavedi* (Platforms for educational support) Science co-living camps are examples for child friendly, activity oriented, life related pedagogy which demands the participation of local community.

2.138. Robinson (2005) notes financial devolution, crucial to any process of political devolution, has actually progressed to a very limited extent with the exception of states like Kerala. 'The scope for local revenue mobilization is very restricted, resulting in high level of dependence on fund flows from higher levels of government.' On the other hand,

large scale, centrally sponsored programs like the DPEP and SSA (which are flush with funds) have had very little to say regarding Panchayats.

2.139. N.Ajith Kumar and K K George (2009), observed that as is well known, Kerala was the first [Indian] State to have achieved universal literacy, with a near-universal school enrolment. The dropout rate in schools is also low. Another notable feature of Kerala's educational system is that it developed mainly through institutions that are owned or aided by the government [so much so that] there are no fees at any level in schools. Therefore, the public educational institutions (both government-owned and government-aided schools) in Kerala are the instrumental entities that satisfy the thirst for education of a large section of students who come from different economic classes and social groups.

2.140. Jafar. K (2014) pointed out that it has been widely acknowledged that democratic governance is best promoted through the widest participation of the people in local democracy and decentralized planning. Though with its own unique local context, Kerala's achievements in micro level planning democratic participation can be treated as a useful example to understand, plan and engage with local development process.

2.141. As per the School Education Quality Index (SEQI) for 2019 Kerala has emerged at the top among 20 large Indian states with a score of 76.6 out of 100. The index has been prepared on the basis of 30 indicators divided into two broad categories. The first 16 indicators are related to learning, access, infrastructure facilities and equity outcomes. The second set consists of 14 indicators related to the governance process aiding the outcomes covering student and teacher attendance, teacher

availability, administrative adequacy, training, accountability and transparency (NITI Ayog 2019).

2.142. T.M. Thomas Isaac & Richard W. Franke (2021) pointed out the post-decentralization period also witnessed a remarkable improvement in school infrastructure. The LGs invested in school buildings, toilets, drinking water, classroom separation, furniture, teaching aids and sports facilities. The big push came during the last four years when the Kerala Infrastructure Investment Fund Board (KIIFB) agreed to finance digitalization of all classrooms (government as well as aided schools) and construct additional buildings in government schools with more than 500 students.

2.143. They also argued that the LGs played an important role in vitalizing parent– teacher associations (PTAs), school management committees (SMCs), mothers' committees and other forms of community mobilization to support the local schools. The involvement of the LGs was more in the co-curricular and extra-curricular activities. Remedial education programmes, supplementary school feeding programmes, special support to the marginalized such as SC/ ST students, scholarships and awards, camps, counseling and special coaching for arts and sports constituted the typical projects taken up. Innovative projects included school complexes, talent promotion and district-wide integrated programmes.

Decentralization & Education in Kerala

2.144. Kerala has established a strong decentralised governance system at the regional level, which was initiated during the first Cabinet of Kerala by the Administrative Reforms Commission led by Chief Minister E.M.S. According to the commission's report, democratically elected local governments should be given significant administrative and financial authority, including in the realm of school education.

However, as with many other progressive bills introduced at that time, it was abandoned during the 'Liberation struggle' (Vimochana Samaram). (Biju & Pandya, 1991).

2.145. Kerala has the highest literacy rate in India, with 93.91%, and has almost doubled its literacy rate since 1951. The State Literacy Mission has implemented successful literacy programs, resulting in a reduction in illiteracy and a narrow gender gap in literacy. The number of individuals attending equivalency exams also has decreased, indicating the success of the program. Spirit of hard works reflects in the journey of People's Plan Campaign for its effective implementation in Kerala since its inception.

2.146. Public action is seen as the key impetus for these achievements. As Sharma notes (2003), 'Nearly a third of Kerala's adult population is affiliated to mass organizations such as trade unions, peasant associations, and student, youth and women's organizations. These are supplemented by a wide variety of sports clubs, theatre and art groups, science movements and voluntary organizations.' The spirit of voluntarism thus pervades the social fabric. Perhaps the best example in education is that of the Kerala Shastra Sahithya Parishad (KSSP), a people's science movement that emerged in the early sixties. Since then, KSSP has addressed the challenges of developing scientific temper in the public domain, environmental concerns, besides actively promoting literacy and education in the state. KSSP members have also played a key role in the conception and implementation of the People's Plan Campaign and the decentralization process.

2.147. The Kerala Education Acts & Rules include the provision that clearly defines the roles and responsibilities of Local Self Government Institutions and Education Councils at different levels. This provision

should also specify how local government powers and authorities can be applied in the education sector as a transferred responsibility. In addition, the responsibilities and duties of the Educational Standing Committee should be incorporated to ensure that the educational system functions smoothly without any ambiguity.

Experiences of Decentralised Planning

2.148. By the 1950s, Role of education in Kerala had become a political agenda that could not be ignored by a democratically elected government (Jeffrey, 1992).

2.149. The Administrative Reforms Commission headed by Chief Minister EMS Namboothiripad was set up during the first cabinet of United Kerala. Underlying that report was the introduction of bills during this cabinet that reserved large amounts of administrative and economic power to democratically elected local governments with the goal of "power to the people." School education was one of the various areas in which these bills were envisioned to be passed on to the local authorities.

2.150. The story of local self-government in Kerala has not been very different from the rest of India. It was only in 1991 that the state came to have elected bodies at the district level for the first time. This is surprising because civil conditions in Kerala, when compared to the other states in India, were ideal for democratic reforms in the state structure. Kerala is the ideal state for the introduction of participatory local democracy because of its widespread literacy. According to the 1991 census, 91 percent of the population over 7 years of age is literate as against the all-India average of 49 percent. (Thomas Isaac & Richard. W. Franke, 2000)

2.151. Many an earnest attempt was made by the local bodies to enhance the basic amenities of the public education institutions handed over to them as part of the decentralization of power. As per the statistics available, during the period of the 9th Five year plan between the years 1997 and 2002, 1,80,680 square meters of buildings were constructed for the schools in the whole state (Economic Review 2007). And during the tenure of the 10th Five year Plan from 2002 to 2007, the local self-governments made serious interventions in this sector. (K Rajesh, 2000)

2.152. Ramakrishnan (2000) argued that Local Self Government Institutions also intervene in quality enhancing programmes through placing various experiences led by LSGIs. Panniyanoor Gram panchayat had under taken teacher training programmes, teacher get together, Learning Aid workshops, prepared a comprehensive time table for the academic year etc. Vidhura gram panchayat implemented programmes for English learning and math's learning etc. Vembayam gram panchayat planed and implemented innovative practices for improving English leaning. Likewise Amarambalam panchayat, Padiyoor panchayat, Thodanoor Block Panchayat, Many district panchayats formulated plans and executed programmes for improving school education.

2.153. The evidence of Kerala's various tiers of local self-government institutions interventions (Ramakrishnan. C, 2000) into the field of education development are as follows:

- In addition to improving English language learning, math festivals, drama camps and library development, children's Sabhas, children's gatherings and neighborhood children's forums were organized with the aim of inculcating a sense of democracy in children. The Panchayat Education Network was set up to coordinate and monitor

educational activities by **Vidhura Gram Panchayat**. As panchayat facing shortage of teachers for the smooth running of schools, the services of the unemployed who have completed teacher training have been utilized.

- **Vembayam Gram Panchayat** introduced innovative methods and tried to improve children's English language learning. Teachers and parents worked together to find and solve problems in English language teaching.
- Teacher training, children's literature meet, reading meet, Film festival, traveling magazine, guest-hosted learning festival for children, special program for 10th class backward classes, Vaithiri - folk song collection and book publishing, holiday celebrations, parent education programs, school health and hygiene program and improved school libraries were implemented by **Amarambalam Gram Panchayat**.
- Workshops for parents and teachers, school level learning courses, neighborhood groups, evaluation workshops and question paper production were conducted under the leadership of the **Padiyoor Gram Panchayat** Education Committee.
- Although the Kerala Panchayat Raj Act did not prescribe any formal responsibilities for the block panchayat in the field of education, **Thodanoor Block Panchayat**, took over various educational activities, like remedial coaching, teacher training, efforts to develop a comprehensive evaluation method, monthly teacher meetings, learning tool making workshop, children's literature societies, manuscript magazines, Wall magazines, children's festivals, fellowship camps, public monitoring of schools, National Day celebrations, classroom beautification, etc. to increase the success rate, Special events like art fairs, exhibitions of materials produced by the

children as part of the learning activity, teaching manual development, evaluation system that tests the child's acquired training at the three levels of oral, written and practical were conducted.

- **Thrissur District Panchayat** initiated teacher training, parent awareness programs, preparation of reading materials in schools and math's festivals.
- **Madikkai Gram Panchayat** - It is one of the Panchayats where panchayat level school complex was experimented as a part of the district council program. The experiences gained influenced education sectoral planning during the peoples plan. During the plan period the panchayat involved in preschool education deeply. In addition to the 28 Anganwadis in the panchayat, pre-primary classes were started in ten schools under the leadership of the panchayat. The panchayat has implemented English training to make first class teachers in all schools irrespective of high school and higher secondary. The models were developed under the guidance of eminent teachers and educators in the area. All LP-UP classrooms (24 classrooms) in schools are equipped with laptops and LCDs. The panchayat also plans to convert digital classrooms with projector, sound system and screen facilities.

2.154. In the field of education, the role of school atmosphere is equal to the atmosphere of houses. The local self-government institutions are capable of developing physical facilities by providing better infrastructure to schools. However, in the case of academic development in schools, the local self-government institutions in Kerala have not been able to utilize the possibility of community based education groups adequately. There are many possibilities for the local self-government institutions to understand the family

background of the child and overcoming their limitations to create a learning environment at local level (K Rajesh, 2005)

2.155. Ajith Kumar, Aswati Rebecca Asok and Bibin Thambi (2020) explain the interventions made by LSGI. They explained that in addition to infrastructure development, including school buildings, the attempts included Dust Free School project, which replaces blackboards with whiteboards and sketch pens in all classes, including high school and higher secondary schools, a scheme to provide free healthcare card to all first graders, remedial coaching with the aim of educating children with learning disabilities, scheme for providing motivational classes and career guidance to selected children, setting up of math labs and children's parks in schools, distribution of first aid kits in all schools in the panchayat including high school and higher secondary, installation of water purifiers in schools, distribution of children's magazines and newspapers and various other interventions such as sports training for children to improve the physical condition of schools, etc. The panchayat has implemented all these to improve academic quality and to make learning a fun for the children.

2.156. The practice was that the share of SSA and RMSA was to be paid directly by the State Government up to 2008-09. However, from 2009-10, the responsibility of paying state share on SSA was shifted to local bodies (CSES, 2019) and RMSA for higher secondary schools continued by the state government. The reason for this decision is that the primary schools are under the control of the local self-governments. This reduces the financial capacity of the local government to intervene in the field of education. Later SSA and RMSA combined led to the introduction of the "Samagra Shiksha" Plan and the transfer of funds became more complex. The present practice is that the Gram Panchayats are responsible for the allocation

of primary education under "Samagra" as SSK and the allocation for secondary education is made directly by the State Government.

Issues flagged during the Peoples Plan Campaign & Implementation of RTE

2.157. In 1994, the Kerala Legislative Assembly outlined the powers of local bodies in the realm of education following the Constitutional Amendment to the Panchayat Raj and Municipal Acts. As per the amendment, government Lower Primary (L.P.) and Upper Primary (U.P.) schools were transferred to the Gram Panchayat, High Schools and Higher Secondary Schools to the District Panchayat, and all schools within municipal/corporation limits to the respective local authorities. Besides schooling, local governments have the responsibility for pre-primary education, adult education, and literacy programs. The district panchayats also manage library societies. Since the 1997 People's Plan period, local government authorities have been making efforts to improve schools within their respective local bodies. This decentralization effort has led to a significant increase in the development of physical infrastructure. Some district panchayats have also intervened in academic affairs to improve educational quality in their districts.

2.158. The Right to Education Act provides significant opportunities for local governments to uphold the right to education. Their tasks include ensuring schools are available within prescribed land limitations, preventing discrimination in enrolment, retaining school records, providing adequate infrastructure and equipment, ensuring sufficient teachers, timely provision of textbooks and learning materials, providing special education for children who need it, enforcing compulsory attendance for school-going children, training

teachers, admitting immigrant students, monitoring school activities, preparing academic calendars, and forming school management committees. However, when local self-governing bodies began to intervene in education, they faced various constraints in exercising their powers, despite being handed over to institutions. LSGIs lack the mechanisms and powers to intervene effectively in transferred institutions.

1. LSGIs are required to allocate a significant portion of their funds to the centrally sponsored Samagra Shiksha Kerala scheme, which limits their ability to invest in their own education initiatives.
2. Despite the implementation of RTE 2009, there are still several barriers to LSGIs intervening in aided schools, which comprise 60% of all schools in Kerala.
3. The intervention of LSGIs in education is often restricted by society's perception of education. There is a widespread belief that education is primarily for securing jobs abroad, which leads to a focus on a global or centralized all-India curriculum. This perception creates a barrier to decentralization. However, this could be modified by adding relevant local knowledge treasures into the curriculum to enrich their local perception.
4. Gram Panchayats are responsible for LP and UP Schools, the LP and UP sections of high schools fall under the jurisdiction of District Panchayats. This arrangement makes it challenging for Gram Panchayats to formulate comprehensive plans that encompass all LP and UP students under their purview.
5. Presently, schools have distinct heads of institutions for high school and higher secondary sections, and vocational higher secondary sections have three principals. This has led to various coordination issues, which need to be addressed by the government. It is essential

to find a solution to these issues and enable district panchayats, municipalities, and corporations to intervene effectively in these institutions.

6. The district panchayat faces limitations in exercising authority over district-level systems such as DIET and BRC, which are responsible for ensuring the quality of education.
7. Monitoring is crucial to ensure that students receive textbooks, study materials, scholarships, and midday meals on time. However, there is lack of sufficient monitoring mechanisms, which limits the pace of development.
8. Local governments face limitation in improving pre-school facilities and coordinating activities of Anganvadis and pre-primary facilities within their jurisdiction. The physical and academic environments of these facilities need to be modified from their current state to a modern and appealing level. However, there is lack of state-level public policy to guide local governments in developing a pre-school strategy and an action plan.
9. Local governments can play a crucial role in addressing parental attitudes towards education by implementing regular parental education programmes. Additionally, schools should involve parents in community skill development. However, there are systemic obstacles in schools that hinder their ability to address these issues effectively.
10. The proposed efforts under the Right to Education Act must also be implemented through effective coordination and appropriate mechanisms, particularly for matters related to merit and education. However, the current system of implementing officers is inadequate. The lack of a panchayat level education officer is one of the reasons for the lack of coordination in promoting quality education.

Therefore, it is necessary to establish such a position to ensure proper implementation of education-related initiatives at the local level.

2.159. Public participation in education during the people's plan campaign manifested in three areas: prioritizing the educational needs of weaker sections, improving the quality of education through remedial education, and enhancing the physical environment of schools. (Michael Tharakan, 2003) Before the people's plan campaign, parent-teacher committees already existed in schools, but they only became active after educational institutions were transferred to local self-government. The Kerala Panchayat Raj Act mandates that PTAs in schools under the Gram panchayats should be supported by the respective Gram Sabhas.

2.160. This chapter has provided a comprehensive analysis of the literature surrounding educational administration, decentralization, and decentralized education at the international, national, and state levels. It has highlighted the crucial role played by committees and agencies in governing education through local authorities, and has shed light on the various aspects of community involvement in the decentralization process. Based on these insights, the next chapter will focus on the history of education in Kerala through the lens of decentralized means.

3
HISTORY OF SCHOOL EDUCATION IN KERALA

3.1. Kerala's school education has contributed significantly to the advancement of social justice, democracy, and secularism, with a progressive outlook. As the society evolves, so does the education system, with a strong emphasis on creating a fair and equitable world where marginalized groups have equal opportunities. The primary objective of education is to achieve holistic development and move away from a narrow-minded and divisive mindset. This chapter chronicles the evolution of Kerala's school education from its inception to the present day. Kerala is on the way to achieve this goal. To effectively analyse the history of school education in Kerala, it is important to divide it into two distinct phases. The first phase covers the period before the formation of Kerala, while the second pertains to the period after the formation of Kerala where different trends and patterns in educational management have emerged.

School Education - Before the Formation of Kerala

3.2. Kerala boasts of a well-organized public education system that provides access for education to all children up to 12th class. This achievement can be attributed to the social fabric of the society and diverse social processes, particularly the social reform movements. Children of all religions, castes, genders, economic and social

backgrounds have been able to gain access to schools in a secular learning environment through these movements. The development of primary education in Kerala dates back to the renaissance period, supported by the active participation of the people. Even in times of financial crisis, voluntary contributions were collected from well-wishers to establish schools in the region. Notable efforts include V.T. Bhattathiripad's 'Yachana Yathra' or Begging March in 1931, which involved Namboothiri youth for developing schools, as well as contributions from parishioners of Christian churches and volunteers from the community. The social reform movement and the activities of missionaries played crucial roles in the growth of education and the spread of educational institutions. Caste movements such as NSS and SNDP played significant roles in establishing schools in villages. Later, Democratic Movements in Kerala took up the challenge and created opportunities for all to access education. Private individuals and organizations also came forward to meet the educational needs of the community, resulting in achieving universal school education in Kerala.

3.3. Following the formation of the State of Kerala, there was significant improvement in the spread of secondary education. This progress was possible with the active participation of all sections. To start a secondary school in the government sector during that time, the local people join together to construct buildings with five classrooms and provide three acres of land to the government. The Kerala society thus contributed crores of worth assets to the government to establish government schools, including high schools. A similar trend was observed in the setting up of higher secondary schools after the 1990s. Thus, public participation played a crucial role in achieving universal primary and secondary education in Kerala.

Presently, there are also schools in Kerala affiliated with various boards, including government-funded public education with private participation and unaided private schools.

3.4. In the past, the caste system held significant influence in the society, while all sections desired for education, some sections were denied accessibility. During the Sangam period, women and the present marginalized communities were held in higher positions and were treated equally in different spheres of society. However, with the arrival of Brahmins, this system was altered, and the world of knowledge became the property of the elite social group, and patriarchy prevailed. From the 8th century AD onwards, Vedic study centers and schools were established in temples across South Kerala, but admission was restricted to Brahmins, who were taught the Vedas, Mimamsa, Grammar, Medicine, Philosophy, and Law. Non-Brahmins among the upper castes had to go to 'Ezhuthupalli' for education, where children were taught Reading, Writing, Mathematics, and Poetry under the strict supervision of Ashan. Higher caste Nair youth were trained in various arts and sports in the Kalaries under the leadership of 'Panicker' or 'Kurup' until the 19th century. In the past, the Gurukulam system was prevalent, where disciples lived and studied with the guru to master higher realms of knowledge. These caste-based educational institutions were not permitted to educate lower castes. They continued to nurture the skills they earned through generations for their livelihood.

3.5. Till the first half of the 1800s, Malabar had an upper hand in terms of educational facilities, with around 759 schools in the 1820s (Tharakan 1984). In terms of population, there were more educational institutions in Malabar than in Travancore and Kochi. However, this scenario changed considerably as Travancore and Kochi made progress in education, causing the status of Malabar to decline.

Box.3.1. British & English Education

The Charter Act, which was introduced in the British Parliament in 1813, led to Rani Lakshmibai's famous proclamation of education in 1817. Later, all the views brought by the British in the field of education have influenced the overall educational development of the state. The Macaulay Minutes of 1835 had a profound effect on Kerala education. Macaulay aimed to develop Indians only in terms of their blood and colour, but in their tastes, opinions, aspirations, and moral principles, in line with British ideals. Preference was given to individuals with English education for government jobs.

3.6. During the 19th century, the Christian missionaries played a crucial role in the educational development of the Travancore-Cochin region. Their focus was on uplifting the education of the lower castes, and they also emphasized women's education. Modern schools were established in Travancore in 1806, and besides conducting religious studies, they made efforts to provide secular education using the mother tongue as the medium of instruction. This enabled the missionaries to reach out to the downtrodden and common people and emphasize the importance of education in their lives. The first girls' school was established in Kottayam in 1818. In the early 20th century, most of the existing schools were run by missionaries. The importance of education for development

prompted other communities to start more schools, resulting in an increase in the number of private schools in Travancore and an increase in the literacy rate of all communities.

3.7. In the mid-19th century, Divan of Travancore Madhava Rao recognized the importance of education in mother tongue and implemented plans to establish numerous local educational institutions. His vision was to provide education facilities to all children in their own village. In 1867, the government decided to give financial aid to develop education facilities for all communities, leading to the establishment of grant-in-aid institutions in Travancore in 1869. This change in the medium of instruction from English to Malayalam led to the spreading and development of education in the state.

3.8. As a continuation of this effort, grant-in-aid institutions were established in Kochi in 1888, and by 1890, all villages in Kochi had established government vernacular schools. The expansion of schools led to the establishment of the first Textbook Committee in Travancore in 1867, and teacher training also began at this stage. The Normal School was established in 1865 for teacher training and was later renamed the Trivandrum Training College in 1889.

3.9. During the tenure of Lord Rippon as the Viceroy, the poor state of education in India was brought to the attention of the government. To address this issue, the Hunter Commission was appointed in 1882. The commission recommended that education should be imparted in the vernacular language and suggested the establishment of government schools only in areas where primary schools could not be opened by local bodies and boards with grants. The commission did not recommend direct government interference in education. The government used this recommendation to avoid

direct involvement in education and instead encouraged the establishment of local educational institutions with government grants.

3.10. In the late 1800s, the Ezhava community in Travancore made significant progress in promoting education. The community's economic upliftment, resulting from increased income from traditional occupations and ownership of agricultural land, enabled them to respond to social disadvantages they had faced previously. The Ezhavas recognized the importance of education for social upliftment and sought admission to government schools. Community leaders, including Sree Narayana Guru, spearheaded efforts for universal education, women's education, English education, Vocational education, and the establishment of libraries and reading rooms. They also aimed to combat untouchability, superstition, and social decay in society through education.

The social organizations like NSS, SNDP, SJPS, and MMEA in the first half of the 20th century made efforts to expand education. One of their strategies was to influence parents to send their children to school and to ensure community participation in establishing and developing schools. They also accepted donations, including cash, land, timber, and agricultural produce. These efforts were positively received by the people, and the result was the expansion of education.

Box.3.2. Social Reformers on Education

The social reform organizations played a crucial role in the development of education in Kerala. To gain further education, acquire admission to government schools, receive jobs in government, progressing industrially and commercially, and addressing all other social evils the one and only solution is to organize our self. With the blessings of Sree Narayana Guru in 1903 SNDP (Sree Narayana Dharma Paripalana Sangam) was formed. Many schools were established under the leadership of this organization.

The Scheduled Castes were the most vulnerable sections of the population. They were often not even considered human being. All public spaces were forbidden to this section. It was also during this period that the Scheduled Castes organized against their deplorable situation. In 1907, the Sadhu Jana Paripalana Sangham (SJPS) was formed under the leadership of Ayyankali.

It was during this period that the Nair community began to organize to preserve the prestige that had been lost, to ensure greater representation in the government service, to advance education, and to reform family rule and rights. This was followed by the formation of the Nair Service Society (NSS) in 1914. The aim of the Nair Service Society was to increase its capacity and efficiency in the field of education and in positions of administrative authorities.

They established schools and colleges, and also worked towards eliminating social evils such as caste discrimination and untouchability. The efforts of these organizations helped in increasing literacy rates and promoting social equality in Kerala.

3.11. When Islam arrived in z The primary centers of education for Muslim children were the makthabs, where they could learn enough to be eligible for madrassa studies. Madrasas provided both religious and material education, teaching interpretations of the Holy Qur'an, the Prophet's doctrines, and Islamic Law as well as Arabic Grammar, Prose, Literature, Logic, Philosophy, Law, Astronomy, Mathematics, Medicine, and Agriculture. However, women did not have access to this education at the time and were taught Arabic and Arabic Malayalam through Muslim mosques. Despite the Muslim

community's lack of interest in modern education, some progressives recognized its importance and made efforts to promote it among their children.

3.12. In 1901, efforts were initiated in Travancore to establish Muslim education, leading to the formation of the South Indian Muhammadan Association. This association approached the Travancore government for education and employment opportunities. Vakkom Abdul Khader Moulavi, a prominent leader, established the All Travancore Muslim Mahajana Sabha to raise awareness of the importance of education and pressure the government to increase facilities for Muslim education. The Arabic learning facility established in the 1920s attracted a significant number of Muslim children to educational institutions. In 1911, the Malabar Muslim Educational Association (MMEA) was formed in Kochi to promote educational advancement in the Malabar region. The Khilafat movement and the Mappilah Mutiny in the 1920s also influenced the community towards modern education. The Muslim Educational Society (MES), founded in 1964, has played a vital role in providing modern education to the Muslim community.

3.13. The 19th century saw the beginnings of educational progress, economic development, and political enlightenment, which gained significant momentum in the 20th century. Each community fought for reform and progress in the face of changing circumstances, resulting in a number of developments with far-reaching consequences. Important milestones on the path of socio-economic progress include the regulations enacted during 1925 and 1931, such as the Landlord-Tenant Amendment Act of 1932, and the Temple Entry Proclamation of 1936. Socio-economic developments and educational advances progressed simultaneously, and the economic,

social, and political upheavals of the time were reflected in education.

3.14. In 1894, the Government of Travancore assumed responsibility for providing education to all sections of the population. All schools were placed under a single authority, and the government mandated the teaching of textbooks prescribed by the government, appointment of teachers with the permission of government inspectors, and the avoidance of forcing children to study religious education. The socio-political pressures that contributed to the growth of education during the British period were more prominent in Travancore and Kochi than in Malabar.

Box.3.3.Reform Movement

The history of Kerala is marked by both progress and challenges in achieving success, particularly in relation to education for underprivileged children. A notable figure in this regard is Ayyankali, who led movements to push for access to education for marginalized communities. In 1914, a young girl named Panchami attempted to enroll in the Ooruttambalam Government School in Neyyattinkara Taluk under Ayyankali's guidance, but was met with resistance from the headmaster and upper castes who refused to allow her entry. Despite the Pulaya community's support for Panchami, the general public sided with the school authorities, resulting in the school being set on fire and Panchami being denied admission. However, such conflicts were not isolated incidents, as evidenced by the Thiruvalla Pullat School also being set on fire during this time. It was through intense ideological and direct conflicts that the idea of providing education to underprivileged children eventually gained wider acceptance among the general public. In this regard, Ayyankali's famous declaration "if our children are not allowed to enter school, we are not ready to work in your fields" remains significant even in today's neoliberal era.

3.15. Towards the end of the 19th century, the national movement had already taken root in India. The movement began to react against the neglect of primary education, leading to a resolution introduced by

Gopala Krishna Ghokale in the Imperial Legislative Assembly in 1910, urgently calling for a firm foothold in primary education and the provision of free and universal education. The growth and interventions of national movements had significant repercussions on the social conditions in Kerala.

3.16. Communities and organizations representing various social groups brought to notice the grievances and limitations of different sections of society. The Education Code of 1910 and the recommendations of various education committees in 1920, 1923, 1933, and 1945 led to the universalization of primary education. Private agencies were encouraged to establish schools through generous grants. This period was crucial for the educational development of Travancore. Factors such as changes in land tenure systems and economic systems contributed to the advancement of education. However, there were no significant changes in land tenure practices in Kochi during the 19th century, while Kochi emerged as the most important center of trade in Kerala. Travel and communication facilities also grew, resulting in an improvement in the education system in Kochi over time.

3.17. In 1945, the idea of mandatory primary education was embraced in Travancore, and necessary funds were earmarked for this purpose. Teachers were appointed and efforts were made to improve physical infrastructure. At that time, there were no other regions in India that had even contemplated the idea of compulsory education. Various incentives and subsidies were introduced to encourage children from marginalized and disadvantaged communities to attend school, such as fee waivers, free lunches, textbooks, and clothing. Different criteria were developed at each stage to ensure that benefits were provided based on the educational status of different groups. From

1946 onwards, poverty was also taken into consideration as a criterion for providing assistance. In addition to economic factors, social and cultural factors were also taken into account. These changes, driven by the needs of the time, greatly contributed to the educational development of Travancore.

3.18. In 1818, the government of Kochi began to directly intervene in the development of education, and gradually started establishing schools under its leadership. In 1889, laws were passed to provide grants-in-aid to private schools. Towards the end of the 19th century, the government started to focus on the education of socially backward communities and girls in Kochi. In 1908, primary education was made free for backward classes and girls. The Education Code came into force in Kochi in 1911, which was later amended in 1921. This led to private schools being generously granted funds, teachers being paid better salaries, and incentives and subsidies being offered to students. The Education Code helped to streamline the education system and make it more efficient. In 1934, almost all of the proposals put forward by the Education Survey Committee were approved by the government. The government also took liberal measures to attract backward and marginalized communities to pursue school education during this time. Similar efforts were taken by the government in Kochi for the development of education, just as in Travancore.

3.19. Malabar, which was under the direct control of the British, had a completely different experience from that of Travancore and Kochi when it came to education. Historical facts show that severe neglect during the British rule acted as a barrier to the progress of education in Malabar. The British promoted English education, leading to the collapse of the unique educational institutions that existed in

Malabar. In contrast, Travancore and Kochi naturally integrated the modern education system with the existing education system. Due to the negligence of the rulers, English education did not develop in Malabar. Conscious efforts for modern education in Malabar began in 1822, with the establishment of three taluk schools. However, these efforts were not successful due to the indifference of the British rulers. After Wood's Education Dispatch in 1854, the British government started a few vernacular schools and implemented the grant-in-aid system, which was introduced in Malabar earlier than the other two regions. However, this was only allowed for nominal schools, and the requirement to charge fees from children in order to receive a grant prevented poor children from enrolling in schools.

3.20. The transfer of financial responsibility for primary education to the Local Fund Board in 1871 was a significant decision in the educational history of Malabar. The decision was taken by the British Government to reduce the responsibility of the Provincial Government from the field of primary education and to focus more on the secondary and higher education sectors in the interest of the elites in society. However, this decision had a negative impact on the development of education in Malabar, as the Local Fund Board was not able to make significant contributions to the development of education due to financial constraints. Therefore, unlike in Travancore and Kochi, development activities in school education were not taken place in Malabar.

3.21. During the early 20th century, the responsibility for primary education was transferred from district boards to taluk boards, with some taluks making education cess compulsory. However, during the British period, education for girls and marginalized communities received little attention. In response, there was a period of resistance

and struggle that began in 1921. Schools were established for Scheduled Castes in the 1930s, and in selected areas, compulsory education was introduced for Muslims. Special scholarships and lunches were also provided. Despite these efforts, positive outcomes were not seen until after India gained independence.

3.22. ***Movements in Travancore:*** The direct intervention of the Travancore government in education began with Rani Gouri Parvati Bai's reign in 1817. The free education scheme was initiated under the leadership of Lord John Munro, and Malayalam primary schools were established in villages for children less than five years of age. The government paid two teachers in each school, and the Tahasildar in charge of education was required to visit and submit a report on the standard of education. This was the first step in acknowledging the state's responsibility for education. During Swathi Thirunal reign, the first government school was established, and from 1866-69, several schools were opened under the government's direct responsibility and grants-in-aid were given to private agencies interested in starting schools. The Travancore Education Rules were implemented in 1894, clarifying the curriculum and responsibilities of teachers. Only those who agreed with these provisions were eligible for grants-in-aid. The Education Act of 1904 recognized the government's obligation to provide free primary education entirely, and the Education Code was published in 1909-10. The Department of Education revised the terms of grants for private schools, and a special education department was established under the leadership of the DPI in 1909.

3.23. An important milestone in the educational progress of Travancore region was achieved in 1904 when the government declared that it would bear the entire cost of education for students belonging to the

backward classes. The same year witnessed the acceptance of the principle that it was the state's responsibility to provide education to all students, irrespective of their caste, creed or belief. The government systems were responsive to the community's needs, which led to the establishment of new schools, resulting in an increase in the number of government and private schools. In some cases, unaided school administrators surrendered schools to the government or closed them down.

3.24. All special schools established exclusively for backward class children were converted into public schools by 1928-29, and a few years earlier, the government had allowed Ezhava children to attend government schools. In 1906-07, a government order made it clear that the state would bear the entire cost of primary education for schools where the majority of children were from backward classes. Private schools established after 1929 were only permitted to admit children of all castes and religions. In 1936, the Travancore Government began providing lump sum grants to promote education among children from backward communities. In order to promote primary education and combat the barrier of poverty, the Government of Travancore took a significant step after 1940 by implementing the mid-day meal program. This program provides meals to children during school hours, thereby encouraging attendance. The Travancore Education Reform Committee's 1933 report highlighted the issue of starvation among school children and the reasons behind it

3.25. ***Movements in Kochi:*** The CMS missionaries played a crucial role in introducing English education in Kochi and establishing various educational institutions across Kochi, Thrissur, and Mattancherry. In 1818, the government of Kochi took over the responsibility of

providing education and initiated the establishment of 33 schools. Later, a department was formed in the 1890s to regulate vernacular schools, and new schools were established nationwide with grants provided to aided schools. In 1899, clear guidelines were established for grants, and in 1892, education was brought under the supervision of a single superintendent. In 1898, private and government-owned high schools were removed from the superintendent's control and placed under the direct administration of Diwan. In 1908, the Director of Education was appointed to oversee education, and a Chief Inspector and three Deputy Inspectors were appointed to supervise high and primary school inspections, respectively.

3.26. ***Movements in Malabar:*** The Basel Evangelical Mission was instrumental in introducing Western education to Malabar. The Madras Local Board Act of 1834 enabled legal action that facilitated education in the region. The Elementary Education Act of 1920 required each local board to establish a fund for elementary education and initiate the establishment of several schools. The Malabar District Board stimulate Malabar, which had been neglected in the field of education and the District Educational Council were established in 1920, providing grants to aided schools until their abolition in 1939, after which grant-in-aid was distributed through district education officers. In 1922, primary education became compulsory, and Kozhikode and Thalasseri municipalities were selected for a pilot implementation.

3.27. In post-independence India, policies had a significant impact on the educational progress of Travancore, Kochi, and Malabar. On July 1, 1949, Kochi and Travancore were merged to create the state of Travancore and Cochin, which led to elected governments gaining more power. The Travancore government introduced compulsory

primary education in 1946, which was later followed by the Pattom Thanu Pillai government in 1948. As a result of various reasons, many private school managers were willing to hand over their institutions to the government. Even after the merger, this trend continued, but unfortunately, the compulsory primary education system was not sustained.

3.28. In the first decade of independence, significant changes occurred in the field of education in Travancore and Kochi, reflecting the changing socio-political climate. Even private schools received government grants. The integration of Travancore and Cochin also brought about fundamental changes in education, as the diversity of the two regions had to be coordinated in various aspects of education. The new curriculum was implemented, and the public examination conducted in the Third Forum was omitted. The first SSLC examination took place in March 1952, replacing the Exam for the Elementary School Leaving Certificate (ESLC) examination for the school phase, accompanied by various changes in the curriculum and school structure.

School Education - After the Formation of Kerala

3.29. The formation of the state of Kerala brought about significant changes in the education sector. Prior to its formation, the education system in Travancore-Kochi and Malabar regions, which were merged to form Kerala, had varying structures, content, rules, and regulations. In 1956, the government of Kerala took the necessary steps to harmonize the education system. At the time of the state's formation, almost all private schools, except for little percent, were grant-in-aid schools. These schools received grants from the government, which were disbursed at the discretion of the school

managers. Unfortunately, many teachers in these schools were subject to severe exploitation, with low salaries. The managers often even dictated the teachers' work and paid them very little, leaving them in dire straits. However, the teachers soon organized themselves and became active in community collectives, fighting against exploitation and inequality in society. Teachers have always been at the forefront of addressing societal issues, including their own struggles. As a result, the problems faced by teachers were seen as society's problems as well. The people of Kerala recognized the plight of the teachers and joined the struggle against the exploitative practices of the school managers. The newly elected government in 1957 placed a high priority on education reform, along with land reform, to address these issues.

Status of education

3.30. During the integration of Travancore, Kochi, and Malabar to form united Kerala, there were a total of 9,137 schools, although this number may vary in different statistical sources due to some un-aided schools being left voluntarily by their management. Of these schools, 762 were categorized as high schools, 1,589 as upper primary schools, 6,699 as lower primary schools, and 87 as training schools. Breaking down the high schools, 18.37% were under government management, 80.31% were aided by the government, and 1.31% was un-aided. For upper primary schools, the percentages were 16.05%, 82.69%, and 1.23%, respectively, while lower primary schools had 24.29%, 74.62%, and 1.09% respectively. Interestingly, nearly 80% of all schools in the region were privately owned.

3.31. During that period, there were a total of 8,153 (10.5%) teachers in high schools, 18,021 (23.2%) teachers in upper primary schools, and

5,187 (66.29%) teachers in lower primary schools in Kerala. Unfortunately, only 41% of these teachers were female. The schools had an enrolment of around 27.09 lakh children during this time, with girls accounting for 45% of the total number of students. Among these children, 1.86 lakh belonged to Scheduled Caste families, of which 41% were girls. Furthermore, there were 10,887 children from Scheduled Tribes, of which only 33% were girls. In the year 1956-57, a total of 47,260 children attended the S.S.L.C. Exam, of which only 17,075 (36.13%) were girls. The overall pass percentage for this exam was 44.7%.

3.32. When the Government of Kerala considered education reform in 1957, they faced a challenge as the main provisions of the Private Secondary School Scheme (also known as the Panampally Scheme) introduced in 1953, could not be implemented without legal provisions. The enormous problems existed in private schools, including feudal behaviour of managers towards teachers and other employees, non-compliance with service-pay conditions, and job insecurity for teacher's led the government to address these critical issues and introduce new legislation to reform the education system in the state. The pressure from society and the government's responsibility towards its citizens necessitated this action. Prof. Joseph Mundasseri, the Minister of Education, introduced the Kerala Education Bill on July 13, 1957, which caused far-reaching and significant changes in the education system of Kerala.

3.33. The primary objective of the enactment was to unify the education system in Kerala under a common framework and emphasize decentralized governance. To achieve this, Kerala was divided into 31 education districts, and a District Education Officer was appointed for each district. All government-aided schools came

under the purview of this Act, and it was mandated that teachers in these schools would receive direct payment from the government. The Act recommended for the ***formation of a local education committee*** and prescribed criteria for teacher recruitment. Service conditions for teachers were also specified through KER. The Act also proposed improvement of physical facilities in schools.

Box.3.4. Key provisions of the Bill

- The government will have complete control over school education.
- The government will pay the salaries of teachers and other staff directly through school headmasters in government and aided schools.
- Schools must remit the fees collected from students to the government.
- The government will provide the necessary maintenance grant to school managers for space, buildings, and equipment.
- Private school managers have the legal authority to appoint employees, including teachers, but only from the list of eligible candidates prepared by the Public Service Commission.
- The service conditions for teachers in private schools will be similar to those of government school teachers.
- The Kerala Education Rules grant the government the legal right to take over schools or revoke their accreditation in the event of rule violations or misconduct.
- The government may ***appoint a Local Education Authority to identify and address local education needs,*** and a State Education Advisory Committee may also be established.

3.34. After thorough deliberations, the Education Bill was passed by the Legislative Assembly on September 2, 1957. However, the bill was sent back to the Assembly for clarification and with suggestions from the President. The suggestions were incorporated, and the bill was reintroduced in the Assembly on November 24, 1958, and passed on November 28. The bill was approved on 19 January 1959 to reform the education system, which was opposed by caste-based

organizations and managers. They launched an agitation called '*Vimochana Samaram*' or The Liberation Struggle, which combined with other issues, intensified their opposition to the bill. The struggle led to the dismissal of the Kerala Cabinet by the central government in 1959. However, those who had led the agitation later admitted that it was wrong. Despite this, caste-based and profit-driven individuals turned education into an industry, destroying its core values. The government under Pattom Thanu Pillai, which came to power after the liberation struggle, amended the Education Act of 1958. The amendment allowed the managers of aided schools to appoint teachers, subject to government rules and conditions, based on their qualifications.

3.35. The Education Bill proposed in Kerala had significant consequences, one of which was the enactment of the ***Kerala Education Act of 1958***. This act was published as an Extraordinary Gazette on February 24, 1959, and the ***Kerala Education Rules of 1959*** were published in the Gazette on April 16, 1959. The first ministry under EMS laid the groundwork for further strengthening primary education and the development of secondary education through this act.

Structure and Administration of Schools

3.36. The structure and content of education varied in each region, which led to the implementation of coordination in education by the Government of Kerala in 1956. The new education policy envisioned 12 years of school education with a fixed school entry age of 5 years. The primary category consisted of standards 1 to 4, the middle school included standards 5 to 7, and standards 8 to 10 were considered high schools. In the 1990s, the school education system in Kerala underwent further changes, with the introduction of

standards one to twelve. However, there are several variations in the structure of schools, ranging from schools that cover standards one to four, one to seven, one to ten, five to seven, five to ten, and so on. Some schools only offer education for grades eight to ten, while others may only have grades eleven and twelve. Additionally, there are several types of specialized schools, such as Technical High Schools, Technical Higher Secondary Schools, Model Residential Schools under the Scheduled Caste Department, Fisheries Schools under the Fisheries Department, and those managed by the IHRD. Therefore, the school education sector in Kerala is a combination of various types of schools.

3.37. The Kerala Assembly passed the Kerala Education Rules (KER) in September 1957, which outlined the regulations and guidelines for administering education. The provisions include mandating the teaching of English and Hindi. English became a part of the curriculum from 5th standard, while Hindi was introduced in 6th standard. In 1962, the school curriculum was reformed to allow students in 9th class to choose a specific subject for in-depth study, providing opportunities for talented students. However, in 1964, the curriculum was revised again, standardizing school education up to 10th class and requiring all students to study all subjects. This remained the case until the partial implementation of school education up to 12th class in 1991, followed by the complete separation of the academic year 2000-01 from undergraduate colleges, making it part of a special directorate.

3.38. In 1966, the Kothari Commission Report highlighted the need for significant changes in the curriculum, syllabus, and textbooks to meet the demands of the modern era. In response, the National Council of Educational Research and Training (NCERT) suggested

revising the syllabus, with particular emphasis on scientific study. The proposal called for separate teaching of physics, chemistry, and biology even in primary classes, resulting in the implementation of large textbooks with detailed descriptions. Kerala adopted the revised syllabus in 1970-76 followed by another revision in 1982-83, which led to revisions in textbooks. However, these reform efforts lacked a clear vision and failed to adequately equip teachers through training, undermining their effectiveness. Despite the importance of teachers in the classroom, the educators overseeing the reforms did not trust teachers or invest in their training to implement the changes effectively.

3.39. The implementation of the Complete Literacy Program in 1991 in Kerala indirectly highlighted the issue of classroom quality as a social concern. Consequently, the newly established district councils began investigating ways to improve the quality of primary education. In Kasargod district, various initiatives such as *'Ammathan Manikuttan'*, and '*Vigyanavedi*' were undertaken to build on the '*Aksharappulari*' program launched by the Literacy Committee, DIET, and the District Council. Teachers took the lead in developing the concept of school complexes, which was first introduced in the Kothari Commission Report, into a panchayat school complex that leveraged the potential of the panchayat raj system. The Madikkai panchayat school complex in Kasargod district and the Kaliasseri panchayat complex in Kannur district were the pioneering initiatives in this area. Additionally, new learning aids were developed as part of this process.

3.40. In Kerala, efforts were made to align the curriculum with the National Education Policy of 1986 and the National Curriculum of 1988, which aimed to set better goals and teaching styles. However,

the gap between theory and application was too wide, and no action plans were included to achieve the proposed goals and capabilities. As a result, the government was unable to achieve any of the proposed objectives. Discussions to address this issue were ongoing at the local and national levels. In 1991, after consultations at the national level, the Minimum Level of Learning (MLL) project was launched, spearheaded by NCERT. The revised syllabus and textbooks were implemented in Kerala during the academic year 1994-95 in 280 selected schools, with 20 schools in each district. In the first phase, the revised syllabus was extended to classes one, two, and four in the same schools. However, the NCERT critically evaluated the MLL project and highlighted its limitations.

3.41. In Kerala, there were efforts to improve the quality of school education by reforming the curriculum. The District Primary Education Programme (DPEP) was established through discussions involving the community and experts from various fields to develop a new curriculum for the lower primary level. New textbooks were also created as part of this initiative, and extensive training was provided to teachers to help them adopt the new teaching methodology. The revised syllabus was first implemented in six districts under the DPEP scheme during the academic year 1997-98. Based on the experiences gained from these districts, the new primary curriculum was extended to all schools in the state during 1998-99 which was recognized as a feature of this project. Various initiatives and highlights of the school education system are as follows:

3.42. **Enrolment & Drop out:** The number of students increased from 27 lakh in 1956-57 to 59 lakh in 1991-92. The government has taken initiatives to increase enrolment in public schools, especially for girls

and the educationally backward. There has been a significant increase in girls' enrolment, and the majority of girls' schools and primary schools have become mixed schools. Dropout rates have decreased, and almost all children who enroll in first grade complete high school. However, first-class enrollment has steadily declined since 1971-72. The positive factors including the establishment of new schools have attracted more students to the upper primary and high school levels.

3.43. **Free Education:** Kerala is a community that places a high value on the education of children, and the governments have always emphasized the importance of providing equal educational opportunities to children from economically disadvantaged backgrounds. In 1957, the government led by EMS took a significant step towards achieving this goal by eliminating tuition fees for primary classes. This policy was later extended to cover education up to the Higher Secondary level. Currently, education up to the 12th grade in Kerala is free, ensuring that all children have access to quality education regardless of their financial situation.

3.44. **Travel Concessions:** Discounts on school travel expenses for children were introduced in Kerala during the 1950s. The scheme was initially implemented by the Travancore-Kochi Government and later extended throughout the state after the formation of Kerala. Under this scheme, students are eligible for discounts on public transport, including private buses.

3.45. **Free Textbook:** On May 31, 1987, it was decided to provide free slates and books to all first-grade students in Kerala as an incentive. This initiative still continues. Moreover, as part of the Sarva Shiksha Abhiyan scheme, textbooks are currently being distributed free of cost to children up to 8th standard in Kerala.

3.46. **Mid-day meal program:** The mid-day meal program was initiated during 1961-1962 with the aim of providing lunch to children from poor families. It was implemented in collaboration with CARE (Co-operative for American Relief Everywhere). By 1984, CARE had gradually withdrawn from the program and had completely exited later. To continue providing lunch to children in need, a pilot lunch scheme was initiated on 1984 in Fishermen's Villages and Tribal Villages. The program was subsequently extended to cover all needy students up to 7th Standard in aided/government schools in Kerala from 1985.

3.47. Today, with the support of PTA and others, most schools in Kerala provide lunch to high school students as well. In Kerala, the headmaster of the school and the Parent-Teacher Association (PTA) play a significant role in organizing the mid-day meal program. The school-level organizing committee includes the PTA president, faculty members, and local government representatives. At the state level, there is a committee responsible for monitoring the program. Currently, the Director of Public Instruction (DPI) serves as the nodal officer for the mid-day meal program.

3.48. In short, Kerala had made several significant changes in the educational system. The government ensured free and accessible education till the Plus Two level and gradually abolished all tuition fees. Transportation facilities were also provided for students. The introduction of classes till the Tenth standard in every Panchayat helped popularize secondary school education. Educational policies were revised regularly, and the system of evaluation was reformed. Vocational and Technical Education became a part of the school curriculum, and Pre-degree courses were delinked from colleges and added to the school structure as Higher Secondary education. The

potential of IT was integrated into the educational system with initiative IT@School. Educational channels like Edusat and Victers were established to leverage the latest technological advancements, and a web portal was designed to facilitate comprehensive use of technology for the teaching-learning process.

Public Education Rejuvenation Campaign

3.49. The Pinarayi Vijayan led government in Kerala launched the 'Nava Kerala "(New Kerala) Mission in 2016, with the aim of promoting overall development in the state. One of the key initiatives under this mission is the 'Public Education Rejuvenation Mission', which aims to improve the quality of education in public schools and make them centers of excellence. The focus of this mission is to provide students with an enriching educational experience that promotes democratic and secular values. The goal is to ensure that all students, regardless of their socioeconomic background, have access to high-quality education that prepares them for success in the future. The mission emphasizes the involvement of the public in the education process. This includes encouraging parents and community members to actively participate in school activities and decision-making, as well as ensuring that teachers are trained to provide students with the best possible education.

3.50. The rise in student enrolment in public schools is a clear indication that the Public Education Mission has gained people's trust, particularly evident in the current academic year. While the highest enrolment was recorded in 1991-92, subsequent years saw a decline due to decreasing population growth and other factors. However, the Public Education Rejuvenation Mission has contributed to a steady improvement in enrolment. For instance, the number of students

from classes 1 to 10 increased from 36.80 lakhs in 2017-18 to 37.04 lakhs in 2018-19 in government, aided, and unaided public schools, with 89% of them studying in government and aided schools. However, many students depend on other syllabi and must be included in public education. It is important to make efforts to include these students in public schools. The trend of declining enrolment in public schools reversed in 2017-18 with an increase of 1.57 lakh newly enrolled students, including over 40,000 in the fifth standard and over 30,000 in the eighth standard. The same trend continued in 2018-19, with a total increase of 1.85 lakh newly enrolled students. Overall, 3.41 lakh students were newly enrolled in public schools in these two years.

Table.3.1.Schools in the State 2019-20

Sl.no.	Schools	Govt.	Aided	Unaided	Total
1	Higher Secondary	839	858	380	2077
2	Vocational Higher Secondary	261	128	0	389
3	High School	1228	1432	458	3118
4	Upper primary	870	1873	242	2985
5	Lower Primary	2595	3911	342	6848
6	Special Schools	7	36	2	45
7	Anglo Indian	0	18	1	19
8	Teacher Training Institutes	38	64	74	176
9	Fisheries Schools	14	18	26	58
10	Tribal Schools	90	0	0	90
11	Sports schools	3	0	0	3
12	Modal Residential Schools	13	7	1	21
13	MGLC	270	0	0	270

14	Technical High Schools	39	0	0	39
15	Technical Higher Secondary Schools	15	0	0	15
Total		6282	8345	1526	16153

Source: DPI Statistics (Higher Secondary Directorate)

3.51. The State of Kerala currently provides education up to the 12th class for approximately 47 lakhs students in 15476 public schools, which are government, aided, and unaided, with the support of over 1.8 lakhs teachers. As of 2022 statistics from Sametham, the majority of these schools, numbering 13972, are government or aided schools.

Other Associated Institutions

1. ***SCERT***

3.52. The State Council of Educational Research and Training (SCERT) in Kerala is an education authority that offers academic advice to the government to help shape policy decisions. It serves as an R&D institute at the state level, providing guidance, support, and assistance to the State Education Department in improving the quality of elementary and secondary education as well as teacher education. The SCERT plays a vital role in developing curriculum and instructional materials for schools and teacher education programs. It also conducts research and evaluation studies to assess the effectiveness of different educational programs and policies.

2. ***SIMAT***

3.53. The State Institute of Management and Training (SIMAT) is an organization in Kerala that is dedicated to improving the management skills of educational administrators and institutional heads. SIMAT offers various programs, courses and workshops to

help educational administrators develop their leadership and management skills.

3. ***SIET***

3.54. The State Institute of Educational Technology (SIET) Kerala, established in 1999, is an institution dedicated to the development of educational technology and the improvement of the teaching-learning process in the state. The primary goal of SIET is to develop innovative methodologies and resources for teaching and learning using technology. It also provides training and support for teachers and educators to effectively integrate technology into their teaching practices.

4. ***DIET***

3.55. District Institute of Education and Training (DIET) were established under the National Policy on Education (NPE) in 1986, and their main objective is to provide academic and resource support to primary and upper primary schools in the district. DIETs are responsible for conducting pre-service and in-service teacher training programs, developing and producing teaching-learning materials, conducting research and evaluation studies, and providing academic and technical assistance to schools in their respective districts.

5. ***B.R.C***

3.56. The BRCs (Block Resource Centre) were set up to provide academic and resource support to elementary schools in their respective blocks or clusters. The BRCs were responsible for organizing teacher training, developing teaching-learning materials, and ensuring the effective implementation of the curriculum at the block level. The BRCs is an important component of the SSA scheme, which aims to provide universal access to quality elementary education.

6. *KITE*

3.57. Kerala Infrastructure and Technology for Education (KITE) is a state owned special purpose vehicle under Department of General Education of the Government of Kerala. It was developed to support ICT enabled education for schools in Kerala. The erstwhile IT@School Project was transformed into KITE for extending its scope of operations in August 2017. KITE was the first SPV (Special Purpose Vehicle) company to get funded by KIIFB (Kerala Infrastructure and Investment Fund Board). It operates under education department and is responsible for monitoring school-based educational initiatives. Each institution serves a unique role in the education sector, working towards improving access to education and ensuring success of educational programs. KITE is the nodal agency for implementing the EDUSAT network, and runs an exclusive channel for education called KITE VICTERS (Versatile ICT Enabled Resource for Students), which offers interactive virtual classrooms that enable the school students as well as the teachers to directly communicate with the subject experts and educationists.

3.58. There are other institutions in the education department in Kerala, such as SCOLE and SIMC that serve specific purposes related to education. SCOLE is primarily focused on promoting open education, while SIMC is dedicated to providing education for children with mental challenges. Despite the presence of these associated agencies, popular committees and decentralized governance have made significant contributions to the education sector in Kerala. (*Detailed in the Chapter 4*)

3.59. It is the responsibility of both the state and society in Kerala to challenge and transform the existing assumptions and practices within the educational sector. This requires changes to the structure,

content, instructional methods, evaluation systems, and monitoring processes of education. Such changes must prioritize democratic values and secularism, while also promoting equal rights and social justice for all students.

3.60. This chapter tried to traces the evolution of the school education system in Kerala from the pre-independence period to the present. Throughout this period, we have witnessed numerous interventions aimed at transforming the system, including social reform movements, religious involvement, and voluntary contributions from individuals regardless of their economic status. Today, the society itself serves as the foundation of the current education system, with public education mission, education committees, and local self-governments providing modern and standardized forms of popular intervention in education. These interventions have played a crucial role in the development of education in Kerala and have helped to create a system that is accessible and beneficial to all students, regardless of their social or economic background.

For Additional Reading:

1. Public Education Commission Report, Published by KSTA (Kerala School Teachers Association) March 2017.
2. Report by the Expert Committee on Excellence in School Education Vol I, Government of Kerala, January 2019.

4
ROLE OF LSGIs IN SCHOOL EDUCATION

4.1. The objective of the study is to ascertain the involvement of LSGIs in promoting quality school education. The analysis in this chapter focuses on the **structure and roles of the LSGIs in promoting quality education.** The various aspects covered under this study can be classified into different sections. They are: the Structure of Local Self Governments in Kerala, Role of LSGIs in Promoting Quality Education, Duties of Gram Panchayat under Right to Education Act 2009 and the assessment of education under 13th Five year plan.

Box.4.1. Mararikulam Gram Panchayat

- ***Bala Kairali project*** *to provide for proper education to pre-school children to the medium of their mother language officially launched on 25th May 1999 with the new curriculum.*
- *Gram Panchayat conducts education backwardness survey to identify the status of students.*
- *Currently, there are 22 teachers and over 300 students' in 11 schools under the monitoring committee of the parents.*

Structure of Local Self Governments in Kerala

The Kerala Legislative Assembly enacted the Kerala Panchayati Raj Act, 1994 and the Kerala Municipalities Act, 1994 in accordance with the 73rd and 74th constitutional amendments. These laws replaced the Kerala Panchayati Raj Act, 1960 and the Kerala Municipal Act, 1961. Although some modifications

were subsequently introduced, the Panchayats and Municipal Corporations in Kerala continue to operate based on the provisions outlined in these Acts.

4.2. As laid down in Kerala Panchayat Raj Act and the Kerala Municipality Act 1994 and the insertions made subsequently the administrative set up of the local self-government in the State consists of Gram Panchayats, Block Panchayats, District Panchayats and the urban local governments. The act provides for a Gram Panchayat for each village or for group of villages, a block panchayat at intermediate level, and a district panchayat for each district panchayat area with specific names and headquarters for each Gram Panchayats. At present the local self-governments in the state include 941 Gram Panchayats, 152 Block Panchayats, 14 District Panchayats, 87 Municipalities and 6 Corporations.

4.3. The panchayats at the three levels consist of elected members equal to the number of seats filled by persons under sub-section (1) of section 6 of the act. All the seats in the panchayats are filled by members chosen by direct election in accordance with the provisions of the Act. The panchayats at all the levels are entrusted with powers to constitute various committees. In every Panchayat standing committees are constituted. In village and block panchayats educational matters are dealt with by respective Standing Committees for Welfare, whereas in the district panchayat it is the Standing Committee for Health and Education which deals that with public education. Besides standing committees there is a steering committee in every panchayat that co-ordinates and monitor the functions of the standing committees and perform such other powers and functions as may be trusted to it by the panchayat. Panchayat may constitute subcommittees to assist the Standing Committees or

Functional committees for the execution of any work, scheme, project or plan. Additionally, panchayat may, along with one or more local self-government Institutions constitute a Joint Committee for any purpose for which they are jointly responsible, if required.

4.4. The Gram Panchayat may constitute Ward Committee for each constituency with the member of the constituency concerned and other local inhabitants who may be nominated by the village panchayat to study and report on the needs of the constituency.

Box.4.2. Ramapuram Gram Panchayat

- *Buds Rehabilitation Centres to enable holistic capacity development that provide equal opportunities and consideration for children's with disabilities*
- *It is associated with activities include skill development centres for the children's after 18 years, Women skill development centres, Women Café, Biodiversity park, Talent lab etc.*
- *Mathematical Science Park with technical supports from Malappuram tech. a private agency and monitored by PTA*
- *Fund sources from Kudumbasree Mission and own fund for BRC*
- *Plan fund and Own fund for women skill development centre*
- *Talent lab from the own fund*
- *Fund from Kerala state bio-diversity board for Biodiversity Park*

The Grama Sabha is a body consisting of all persons whose names are included in the electoral rolls relating to each constituency of a Gram Panchayat. It performs various functions and powers, such as assisting in the collection of details for development plans, formulating proposals and fixing priorities for development programs, preparing a list of eligible beneficiaries for schemes, providing assistance to implement development schemes, mobilizing voluntary service and contributions, suggesting the location of public utility schemes, promoting awareness on matters of public interest, monitoring and verifying eligibility of beneficiaries,

collecting information regarding proposed works, knowing the rationale behind decisions taken by the Panchayat, cooperating in sanitation processes, suggesting remedial measures for deficiencies in arrangements, and assisting public health activities. It may also perform such other functions as prescribed from time to time. One of the key responsibilities of the Grama Sabha in the education sector is to support the activities of parent-teacher associations in schools located within its jurisdiction.

Box.4.3.Veliyamattam Gram Panchayat

- *Gram Panchayat aims at conducting comprehensive education with social support to tribal students of Ilamdesam block in Idukki district.*
- *For ensuring safe to school the gram panchayat conducted safety mapping*
- *Safety mapping conducted with convergence of various departments like in District Legal Service Authority, Jana-maithri police, Excise Department and Social Justice Department with support from social activities and Parents.*
- *The other activities include night classes for academic backward students from 6 - 9 pm in the porches of houses, community halls and buildings with the assistance of snacks from Gram Panchayats.*

The responsibilities of the Grama Sabha under Section 3B of the Kerala Panchayat Raj Act include disseminating information about developmental and welfare activities, participating in and promoting programs related to health and literacy, collecting essential socio-economic data, providing feedback on the performance of development programs, promoting tax payment and loan repayment, maintaining environmental cleanliness, and social harmony, mobilizing local resources to support the Panchayat, supervising development activities as volunteer teams, and reporting incidences of epidemics and natural calamities

LSGs and Education

The Kerala Education Act was amended in accordance with the Constitutional Amendment and the Kerala Panchayat Raj and Municipal Act, 1994. Various central government schemes such as DPEP, SSA, and RMSA have been introduced in the education sector, which are implemented through the efforts of local government bodies. The RTE Act 2009 has played a crucial role in defining the responsibilities of these bodies and ensuring free and compulsory education for all children. As a result, local government bodies have been entrusted with greater responsibilities in the field of education.

In 1999, significant amendments were made to both Acts, including provisions for education under the purview of local governments as outlined in the 11th and 12th schedules of the Constitution. Additionally, education was included in the development responsibilities of the three-tier panchayats and municipalities. The responsibilities of the local self-governments under education are as follows:

Box.4.4. Mulamthuruthy Gram Panchayat

- *Swimming is an essential element in the fact of increasing floods and drowning of students in kerala.*
- *Mulamthuruthy Gram Panchayat allocated 1.5 crore for two years (2019-21) for Government U.P School constructed in Mahatma Gandhi semi Olympic swimming pool*
- *Convergence of MGNREGS.*

Duties of Local Governments in Education

The government has outlined the duties and powers of local government bodies and the Department of Education through the circular (No. 44667/E.M.2/08/Local Self-Government Dept. dated 19.10.2010). The Department of Education is responsible for academic matters, such as admissions, syllabus, textbooks, exams, grading and promotion.

Box.4.6. Meppadi Gram Panchayat

- *Transformation of high tech classrooms to internationally standardized classes.'*
- *Orientation of English languages to students and teachers using the program - 'CLAP'*
- *Madhura Mittayi (Sweet candy) a learning tutorial guide for 1st to 4th class students.*
- *Digital card with QR code for students associated with various related card such as picture card for acceptance of innovative concepts from students, Reading card for independent reading, Model card for academic activities of students which is highly relevant to during the Covid lockdown times.*
- *Malayalathilakkam (Shinning Malayalam) program in which resources including handbooks and practice books for reading and writing of Malayalam Language*
- *Art studies including classes for art forms, music's, paintings*
- *Physiotherapist for exercise of students*
- *Shalabha Koottam - an innovative type of child panchayat which consists of two children under the age group of below 15 years in each ward consisting of total 44 students.*
- *A complete breakfast program for about 1800 students for 2 years*

However, local government bodies have the authority to monitor and evaluate these matters, and may offer recommendations and suggestions to the government for action based on its guidelines.

On the other hand, improving the physical facilities of educational institutions, enhancing student learning standards, hiring teachers on a daily wage basis, providing study materials, uniforms, and other educational aids to students, ensure every child's right to education, preventing dropouts, and disbursing scholarships and financial assistance to deserving students fall under the responsibilities of local governments.

Local self-government institutions have a range of responsibilities aimed at

Box.4.5.Kunnumkara Gram Panchayat

- *Unnarv Project of Kunnumkara Gram Panchayat mainly aims to improve physical condition of schools.*
- *Convergence with aid from social welfare department, grant from education department, plan fund from district and block panchayat utilized for the project.*
- *The main activities of the project include Computer Education to all; from pre-primary students to old age people, nutrition supplements, smart classrooms and Vehicles, etc.*

promoting community development and education, including supporting socio-cultural activities and festivals, managing health and hygiene programs, conducting awareness campaigns against smoking, drug abuse, and food adulteration, and implementing social welfare programs. They also focus on SC/ST welfare, including adult education and financial support for various aspects such as marriage and medical treatment, and provide guidelines for projects that create job opportunities for them. Additionally, they encourage sports and games and provide training for them, including the construction and maintenance of stadiums and playgrounds.

The sectoral responsibilities of ***urban LSGs*** are

1. Management of government pre-primary, primary and high schools.
2. Implementation of literacy programs.
3. Management of Government Industrial Training Centers in the municipal area.
4. Management of government higher secondary schools in the municipal area.

Box.4.7. Noolpuzha Gram Panchayat

- *Kanmani Program an education plan for tribal students under the five year plan of Noolpuzha Gram Panchayat for 53 schools.*
- *Volunteers were trained as facilitators for each 14 students whom facing academic backwardness*
- *People's participation was ensured for the sake of popularity and weekly monitoring conducted by the Parents Teachers Association of schools.*

5. Management of Government Technical School in the municipal area.
6. Management of Government Vocational Training Centers and Polytechnics in the municipal area.
7. Management of Government Vocational Higher Secondary Schools in the municipal area.
8. Management of libraries

Box.4.9. Panniyanoor Gram Panchayat

- *Comprehensive education program prepared by Gram Panchayat for 5 years with education calendar*
- *Communicative English for teachers, LSS-USS training program, Library and chess village program were the associated activities of the program*
- *PTA monitoring should be conducted and schools change their project activities in years*

The sectoral responsibilities of ***District Panchayat*** are

1. Management of Government High Schools (including Lower Primary and Upper Primary Sections along with High Schools)
2. Management of Government Higher Secondary Schools.
3. Management of Government Technical Schools.
4. Management of Government Vocational Training Centers and Polytechnics.
5. Management of Government Vocational Higher Secondary Schools.
6. Management of District Institutes for Education and Training
7. Coordinate Central and State sponsored programs on education.

Box.4.8. Munderi Gram Panchayat

- *Mudra project for improving the schools to international level of Excellence with the support of CSR funds and MP/MLA assistance to schools grouped in clusters of Gram Panchayat*
- *Reading Room by the CSR assistance of Coal India Private Limited*
- *Container Corporation provides Smart classrooms*
- *Power Grid Corporation supports classrooms and maintenance of smart classrooms*
- *Cochin shipyard provides Higher Secondary classrooms*
- *Block NTC provides dining and kitchen*

The sectoral responsibility of ***Block Panchayat*** is:

1. Management of Government Industrial Training Institutions. The sectoral responsibilities of ***Gram Panchayats*** under education mentioned in the third schedule of Kerala Panchayat Raj Act 1994 have assigned the following:
2. Management of Government Pre-primary schools.
3. Implementation of literacy programmes in Government Pre-primary Schools and Primary Schools.
4. Management and promotion of reading rooms and libraries.

Box.4.10. Kumarakom Gram Panchayat

- *Vidyalekshmi project aims to a community level education development model for academic quality.*
- *The projects conducted a baseline assessment exam for identifying the educational standards and analyse the academic quality enhancement through the status report of the Gram Panchayat.*
- *Learning and Teaching methodology of existing curriculum were tuned for the easiness of academically backward students.*
- *Education committees at ward level and neighbourhood education groups formed with volunteers as facilitator for each 4 students in all round development of the student.*
- *In addition to the time of schools in the morning and evening classes were conducted. The academic and non-academic doubts of the students were written down and cleared by the experts.*
- *Classical musical exercise for healthy mind in children with the assistance of the facilitators*

The orders and circulars related to decentralization specified the following responsibilities of the Gram Panchayat to promote education.

1. Control of the L.P schools in the Gram Panchayat.
2. Construction and maintenance of the government school buildings.
3. Provide midday meal to the school students.
4. Management of the schools established by the Gram Panchayat including the pre-primary schools and industrial training centers.

5. Distribute scholarships and grants to the students.
6. Implement non-formal, adult education programmes and other literacy activities.
7. Control and supervision of grama reading rooms.
8. Establish libraries and promote the library movement.
9. Provide grants to *Nilathezhuthu Ashans*.
10. Introduce and promote sports culture in the schools.
11. Establishing vocational training centers in the Village.

Box.4.11. Peringanam Gram Panchayat

- *Peringanam Gram Panchayat is notable for the feature that a school accelerated to develop with the intervention of PTA.*
- *Digital classrooms by the donation of PTA, alumni and other social volunteers in each year.*
- *Better school library and classroom library for reference under social participation.*
- *New buildings, Drinking water facilities, Science club and training for musical instruments were the other supporting features of PTA to Govt.UP School, Peringanam.*
- *Gram Panchayat supporting them with providing mid-day meal and breakfast to all students.*

In addition to the above; several other responsibilities are also assigned to the Gram Panchayat under various headings like culture and tradition, health and hygiene, social welfare, welfare of SC & ST, general responsibilities etc. The important among them and those related to education directly or indirectly are given below (KILA, 2007 Vol-1).

Box.4.12. Attappady Block Panchayat

- *Munnottu program for improving the educational quality of tribal students of Attappady*
- *Orientation to Social awareness and Health aid were conducted*
- *KILA campus of Agali provides capacity building to trainers of SSLC students in the last 2 years.*

In 1995, the Government issued an order transferring the institutions, functions and employees to the local self-government institutions on the basis of the Panchayati Raj Act

Box.4.13.Malappuram District Panchayat

- *Vijayasmeram started in 2001 as Vijayabheri to improve the quality of education and pass percentage in SSLC and Plus two level in Malappuram district.*
- *Monitoring conducted by Malappuram DDE, Block panchayat and municipality and also the convergence of all educational agencies such as DIET, SSK and RMSA.*
- *The school coordinator in each school coordinates project activities.*
- *Study camps, raising awareness to parents, mental health classes for Holistic improvement in students, career guidance for higher class students, etc. are the major programmes of the project.*

& Kerala Municipality Act. When various institutions were transferred to local government bodies, their employees were also transferred along with them. .The transfer of schools from the Department of Education to local authorities serves the purpose of encouraging more public involvement in matters concerning education, promoting transparency and effectiveness, improving the quality of service delivery, and fostering greater community engagement in school management. To regulate this process, the Kerala Panchayat Raj (Restraint on Officers) Rules, 1997 were established, which provide guidelines for employees. Similarly, rules were also introduced for the Municipal Corporation, and a Code of Conduct for Public Relations Officers was issued by the government. The provisions under the transfer of establishment are:

1. Institutions, projects, buildings, other properties, and assets can be transferred to local self-government institutions.
2. Local self-government institutions must administer the schools that have been transferred to them and implement projects in accordance with government guidelines, technical advisories, and state and national policies.

3. The transferred schools will be recognized as institutions under the name of the local self-government institutions and will be referred to as such.
4. Local self-governing institutions are not authorized to sell, transfer, alienate, lend, or utilize for any other purpose the properties of the transferred schools. While the properties of the schools are under the control of the local self-governing institutions, ownership remains with the Government and cannot be transferred or used for any other purpose. Therefore, the property of a school must only be utilized for the purpose of that particular institution.
5. The Right to Education Act has clearly outlined the responsibilities of local institutions, including the addition of new responsibilities in the field of education for local self-government institutions. In 2000, the Government issued G.O. (P) 188/2000, which transferred Deputy Directors of District Education, District Education Officers, Sub District Education Officers, and their staff to the District Panchayat, further increasing their involvement in education.

Box.4.14.Kannur District panchayat

- *Mukulam project for quality development under the guidance of DIET and SSK*
- *E-Mukulam material for the academic activities of Mukulam project*
- *The Projects aims the students to achieve academic standards, Mental and Physical Health Fitness, Skill Development,*
- *Awareness to Parents, Bio-diversity parks to schools, etc. were the major activities.*
- *Under the cooperation of ASAP Skill development classes for 8th and 9th standards using the Smart App*

The transfer of educational institutions to local self-government institutions has resulted in significant positive changes, including the establishment of working groups at the grassroots level to focus on the education sector, enabling the development of long-term policies and action plans. There has been a strengthening of the relationship between

society and education, with improving school quality becoming a top priority. The involvement of local self-government institutions in improving infrastructure facilities has also helped to solve educational problems to a great extent.

The evaluation of educational projects was formulated during peoples plan campaign, which emphasized the need for effective planning to enhance the quality of education. The academic projects evaluation methods for educational projects under LSGs using pre-test, remedial and post-test assessments, monthly teacher meetings, teacher training, and the development of innovative assessment methods were properly planned. It is recommended to prepare a package of co-curricular activities on a Panchayat basis. At the school level, teachers should be trained to develop programs tailored to their specific school. The project should also prioritize strengthening the mother PTA and PTA committees.

Box.4.15.Palakkad District Panchayat

- *Harisree project was started to create an environment for the consolidation of Democratic values and the rejection of the commercialization of public education system.*
- *Website of Harisree includes the various activities performed by the project*

Associated projects and programmes

- *Vijayasree project aims for development of education quality in Higher Secondary level and SSLC level.*
- *Haritha Vidhya project for the development of environmental awareness in students*
- *REAP project for English language proficiency*
- *Jalasree project for forwarding the community generated at the time of flood in Kerala*
- *Bhasayum Thalavum (Language & Rhythm), Galileo Little Scientist, Science Experiment Tour, Karate classes, Teachers Art festival, Film festival, Educational camps, Subject educational camps, Telescope to High Schools, etc. were the associated programmes of Harisree project*
- *District Pedagogy Park for the self-learning of teachers*

In order for education project to achieve its goals and involve the community, a robust organizational structure is essential. Therefore, all educational initiatives whether aimed at improving academic quality or physical facilities, are conducted in the form of a campaign. This campaign should be led by a well-structured organizing committee and academic committee at both the panchayat and school levels. The committees should be composed of individuals with relevant expertise and experience and should have clear functions and responsibilities. By establishing and following such a structure, the success of the educational project can be greatly enhanced.

Popular Structure – PTA

The PTA has played a crucial role in promoting the participation of parents in the education process, thereby democratizing it. This organization has also played a

Box.4.16.Thrissur District Panchayat

- ***Vigyan Sagar, Astronomy Olympiad, Children science congress**, and **Vinjanolsavam** are the four major initiatives taken by DP to develop scientific temper and nurture science education.*
- ***Charithranweshana Yathrakal** was a program intended to promote enquiries on local history within the students.*
- *DP has undertaken various teacher development programs such as training for teachers on specialized subjects and teacher's science congress.*
- *Students' academic and artistic development was also undertaken through **Kaliyarangu** (Theatre camps) and **Ilamchundukal,** a digital collection of poetries.*
- *Digitalization of classrooms through the provisioning of LCD projectors in schools was a major initiative taken up by the DP.*
- *They have also implemented special programs for supporting the below-average students through remedial coaching programs in the schools.*
- *The digital devices were also provided to the students from marginalized communities to build their capacities.*
- *LSGD is mandated to strengthen secondary education, and they have been able to build collaborations with many agencies and academic institutions within the district.*

significant role in improving school infrastructure, leading to an overall enhancement in the quality of education. The Parent-Teacher Association (PTA) has also been extended to include new initiatives such as class PTA and Mothers PTA, which are widely implemented throughout Kerala.

School Management Committee

The SMC, on the other hand, is a legally protected entity that was established as part of the Right to Education Act. This committee is responsible for managing and overseeing the functioning of schools, and plays a critical role in ensuring that the educational needs of students. The School Management Committee is responsible for overseeing the academic and non-academic activities of the school. The committee is composed of a Chairperson, Vice Chairperson, Convener, Joint Convener, and Members. The composition of the committee ensures representation from various stakeholders including parents, teachers, retired education workers, voluntary organization workers, and the community. The duties of the committee include discussing school activities, conducting resource mobilization, ensuring physical conditions of the school are conducive for learning, and carrying out the activities devised by the LSGs Education Committee. The responsibility of organizing study festivals (*Padanolsavam*) to promote academic and cultural enrichment among students falls under the purview of the committee. However, the prevalence of Parent-Teacher Associations (PTAs) and the compulsory education mandate up to the 8th standard under the Right to Education (RTE) Act have weakened the School Management Committees (SMCs) in Kerala.

Panchayat / Municipal Education Committee

The Panchayat - Education Committee is a crucial body that oversees the educational initiatives and programs in the local community. The committee is composed of a Chairperson, Convener, Coordinator,

Members, and an Executive. The Chairperson is the Panchayat President, while the Lead School Headmaster or Headmistress serves as the Convener. A teacher from the lead school serves as the Coordinator. The committee is responsible for developing and implementing educational initiatives that benefit the community. The Executive is responsible for coordinating and supervising the various activities of the committee. The committee also ensures that the local schools have adequate infrastructure and resources to provide quality education to students.

Box.4.17. Koyilandy Municipality

- *From 2015 to 2020, a five-year project of Koyilandy municipality focus on the prevention of dropouts, repatriation, improvement in infrastructure facilities, provisions of learning materials, teachers empowerment, coordination of parents, conducted awareness classes and PTA interference in day to day activities of the schools*
- *Drug free team with the coordination of PTA, Police department and Student Police Cadets*
- *Smart classroom and smart teacher projects are associated projects in Koyilandy municipality*
- *Swimming classes and cycling for athletic development of students.*

Panchayat / Municipal Level Academic Committee

The Educational Quality Improvement Committee is responsible for organizing various academic activities, as well as designing and implementing programs that aim to enhance the quality of education. The committee is in charge of arranging monthly meetings for teachers and establishing effective monitoring systems to ensure everything runs smoothly. The committee is composed of a Chairperson, Convener, and Members. The Chairperson is a retired teacher, and the Convener is a senior educationist. The members of the committee include Subject Committee Conveners, three Local Experts with academic expertise, two

Secondary School Teachers, two Primary Teachers, and one Pre-Primary Teacher.

Duties of Local Authorities under Right to Education Act 2009

- Provide free and compulsory education to every child.
- Ensure availability of neighbourhood schools.
- Ensure that the child belonging to weaker and disadvantaged sections are not discriminated against and prevented from pursuing and completing elementary education on any ground.
- Maintain records of all children up to the age of 14 years residing in its jurisdiction
- Ensure and monitor admission.
- Ensure admission, attendance and completion of elementary education by every child residing within its jurisdiction.
- Provide infrastructure including school building, teaching staff and learning material
- Provide special training facility. Provide good quality education conforming to the standards and norms specified by in the Schedule.
- Ensure timely prescribing of curriculum and courses of study for elementary education.
- Provide training facility for teachers.
- Ensure admission of children of migrant families.
- Monitor functioning of schools within its jurisdiction, and
- Decide the academic calendar.

Box.4.18. Payyanur municipality

- *Government L.P School Velloor changed as a Model School by the intervention of Payyanur municipality.*
- *IT enabled education, class library, child-friendly furniture's and computers in all classes provided by the municipality.*
- *PTA fund utilized for purchase of school buses.*
- *Better results in LSS-USS exam, Championship in Arts festivals and Science fair are results of academic enrichment by the municipality.*

Role of Local Self Governments in educational development

- **Educational leadership to schools:** As the LSGIs are a constitutional authority of education; it should give strong educational leadership to the schools coming under its purview. It should function as connecting agency between Teachers, parents, students, community and agencies of education like SSA, department of education, and NGOs for bringing out qualitative improvement in education.
- Progressive outlook about school education: The LSGIs should have proper understanding about different aspects of school curriculum and take initiatives to bring about innovative changes in educational practices.
- Strengthening of PEC: The PEC must be empowered by inducting eminent persons working in the field of education and giving orientation to its members on formulation, planning, implementation and monitoring of educational programmes for the schools.
- Basic infrastructure development: The LSGIs has to improve the physical conditions of the schools, including school building, furniture, drinking water, lighting and technological support for teaching learning.
- Planning and implementation of need based programmes: The LSGIs has to take up its own programmes based on the educational needs of the children and needs of the teachers, schools and the community for improving the quality of school education.
- Monitoring of school level activities: The LSGIs has the mandate to monitor and evaluate all the programmes including academic activities of the schools. This will help in improving the quality of school education.
- Collaboration with other agencies: The LSGIs have to collaborate with Department of Education, SSA, Health Department, District Panchayat,

and NGOs and coordinate implementation of their programmes in schools.

- Mobilization of resources: This includes allocation of adequate funds in the LSGIs budget for various programmes, mobilization of additional resources from the community and voluntary organization, utilization of the available human and material resources.
- Appointment of teachers: Temporary vacancies need to fill up in time by appointing qualified candidates through appropriate procedures. Need to provide the services of specialist teachers for dance, sports, computer studies etc.
- Enrolment and retention of the students: The LSGIs have to strive to enrol the children in the schools and take measures to ensure that they are having complete school education.
- Ensuring conducive learning environment in the schools: Help the schools to create conducive

Box.4.19. Kanjhangad municipality

- *The fund source of the municipality is limited for making the classrooms in schools attractive. Municipality intervene the matter in a step by step approach – implemented class-wise in years.*
- *Library, I.T. equipment's, Child friendly furniture's were distributed to school as associated activities.*
- *Steering committee consists of Municipal Education Committee secretary, implementing officers, and 2 HMs for coordination and implementation of the project*
- *Municipality took 4 years to complete an IT enabled education facilities in schools*

Construction of Smart classrooms implemented in years as projects

- *Onnaam Class Onnaam Tharam (First standard first grade) in 2016-17*
- *Mikhavarnna 2nd class (Excellent 2nd standard) in 2017- 18*
- *Mizhivekhum 3rd class (Brilliant 3rd Standard) in 2018 - 19*
- *SSA & IT mission supported with interactive boards in the program under IT based education at schools*
- *Municipality also supported the aided schools by providing each laptop to 5 schools.*

learning environment by providing better physical facilities, ensuring discipline, and promoting good relationship between the students, teachers, parents and the community.

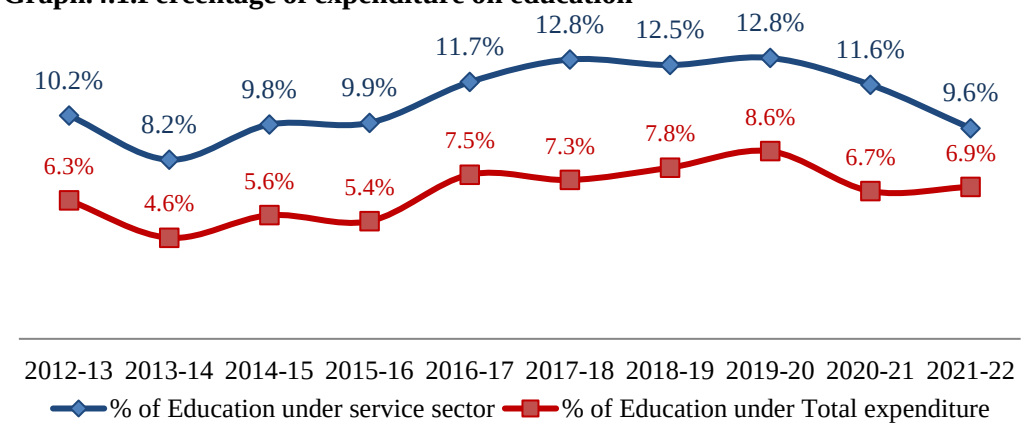
- Training of teachers: Competencies of the teachers in different areas school curriculum should be developed through training programmes and workshops.
- Workshops/training programmes for students: In order to develop children's capabilities the LSGIs have to organize programmes in academic and co scholastic areas by involving professionals in the concerned field.
- Organize awareness programmes for parents and villagers: LSGIs have to organize orientation programmes for the parents to make them aware of the need for educating children and their role and duties in providing education to the children, and enable them to support the children in their studies.
- Educational supports to the disadvantaged children: The LSGIs should provide support the economically, socially and physically disadvantaged children in the form of scholarships, educational materials, school uniforms, study tables and chairs etc. Implementing learning enhancement programmes: For the children who have learning difficulties, particularly for the children belonging to deprived sections of the society.
- Developing teaching learning materials: The LSGIs need to take initiative to develop teaching learning materials for the schools and support materials for teachers.
- Health and hygiene programme: Initiative should be taken to implement health and hygiene programmes for the school with the help of local hospital or health centres.

- Replication of innovative practices: The innovative practices/programmes of other panchayats or organizations should be studied and implemented in the LSGIs with necessary modification to suit to the local situation. Similarly best practices of a school in the LSGIs can be implemented in other schools.

12th & 13th Plans for Education Sector under LSGs

In 2011-12, the last annual year of 11th Five year plan shows that LSGs expended an amount of Rs.8267.74 lakhs for education (includes Culture, Arts, Youth welfare and Sports). Out of the allocation of Rs.11305.67 lakhs, it shows utilization of 73% funds in education sector, which is 8.8% of the service sector and 3.1% of the total expenditure. From 12th Plan onwards, LSGs utilize the amount on education under service sector on separate heads. The expenditure under service sector constitutes to around 54 – 72 percent of the total expenditure of LSGs from 2012 to 2022. The development fund expenditure trends in the 12th and 13th five year plans on education under service sector are shown in the following graph.3.3.

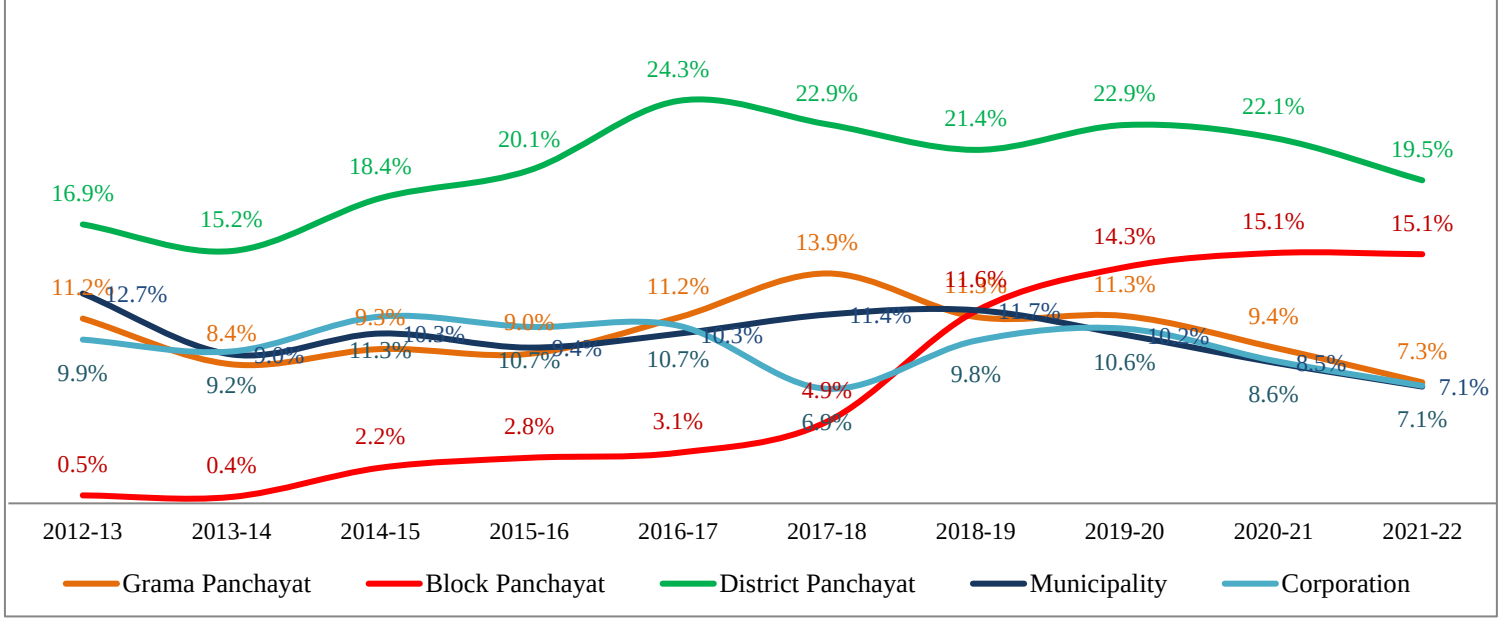
Graph.4.1.Percentage of expenditure on education



(Source: Economic Review, GoK)

The plan fund expenditure on education during the last decade (2012-22) is 11 percent of the service sector and 6.7% of the total plan fund expenditure. In the 12th Five year plan expenditure on education under LSGs amounts to 1109.91 crores, which is 10% of the service sector and 5.8% of the total expenditure. It increased to 2048.73 crores in the 13th Five year plan, 11.7% of the service sector and 7.4% of the total expenditure. The details of the development fund expenditure are attached in the appendix.

Graph.4.2.LSGs wise Percenatge of utilization on education sector



(Source: Economic Review, GoK)

The graph 3.4 shows the percentage utilization for education in the service sector over the past decade. It indicates that the development or plan fund expenditure on education by Block Panchayat has increased 59 times from 2012-13 to 2021-22. While District panchayat shows thrice, corporation shows 2.6 times, municipality shows twice and Gram Panchayat shows 1.5 times the amount increase over the last decade. However, it is ironic that Gram Panchayat has spent the highest amount on education, with 1527.53 crores, followed by District Panchayat with 760.19 crores and Municipality with 336.89 crores. Block Panchayat and Corporation have spent 310.31 crores and 228.63 crores respectively on education. The service sector wise details of expenditure on education during the last decade are attached in the appendix.4.

The data suggests that there has been an increased focus on education by LSGs, with varying degree of intervention and expenditure. This chapter examines the involvement of local self-government institutions in school education development, including their functions and responsibilities. It also explores the allocation of resources towards specific areas within the education sector. Furthermore, the chapter reviews the roles of educational acts, grama sabha, and committees in the education sector. The subsequent chapter utilizes these provisions to analyze the interventions made by local self-government institutions in the field of education.

5

INTERVENTIONS OF LOCAL SELF GOVERNMENTS IN SCHOOL EDUCATION: ANALYSIS

5.1. This chapter analyse the major objectives of the study on the influence /impact of LSGI in school education in Kerala. It focuses on analyzing the trends in the different sources of funding and project wise details from selected local self-government institutions for last 22 years. This is followed by stakeholder interviews where the members made assessments on their intervention, influence and suggestions relating to the process and transformation of school education monitored and directed by LSGs in their region.

I. Analysis on the trend of funding pattern from selected local self-government institutions.

II. Analysis of project wise details from selected local self-government institutions.

III. Analysis of various stakeholders and their influence in the process of implementation of interventions of LSGIs in school education.

SECTION - I

Analysis on the trend of funding pattern from selected local self-government institutions

5.2. The funding pattern of the panchayats and municipality and the funding pattern in education sector during last 22 years are analyzed for the first three plans, followed by annual trend. The plan periods are 1997-2002, 2002-07 and 2007-2012 and the remaining years were compiled annually. The data provides average fund allocated to different categories and the trend is also graphically represented. The analysis includes:

a. Expenditure pattern of LSGIs in total projects

b. Funding pattern in education sector

Note:

1. The expenditure on education was not available from 1997 to 2002 from all selected LSGIs hence the total percentage is calculated from the expenditure incurred from 2002 onwards to that of the total expenditure incurred during the same period.

2. The expenditure on education for the year 2011-12 is also not available.

3. Maintenance fund started in the year 2008-09 in the time phase of 2007-12

a. Expenditure pattern of LSGIs for total projects

1. Panchayat wise expenditure pattern of total fund during the last 22 years.

Table.5.1. Gram Panchayat wise expenditure pattern of total fund (In Lakhs)											GRAND TOTAL
LSGI	1997-2002	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	
Vidhura	281.86	773.51	1248.76	448.04	621.60	624.22	670.70	587.40	702.20	1117.42	**7075.71**
Mararikulam	308.43	719.59	1147.52	348.73	523.09	403.90	580.66	453.25	684.55	1305.47	**6475.19**
Kumarakom	186.57	379.72	1022.45	217.63	254.38	317.59	428.55	270.53	388.36	580.27	**4046.05**
Agali	375.95	798.82	1914.47	401.50	836.31	738.66	1216.61	972.64	1301.81	1981.81	**10538.58**
Urangatteri	200.28	579.85	1218.92	306.03	615.27	438.84	628.81	365.58	953.00	742.52	**6049.10**
Tirunelli	350.92	796.47	1636.13	430.00	961.68	575.52	1087.34	1052.99	1173.79	1630.62	**9695.46**
Kaliasseri	173.85	346.17	794.00	191.96	252.29	282.30	326.67	281.71	354.91	629.82	**3633.68**
Total in years	**1877.86**	**4394.13**	**8982.25**	**2343.89**	**4064.62**	**3381.03**	**4939.34**	**3984.10**	**5558.62**	**7987.93**	**47513.77**
Percentage	**3.95**	**9.25**	**18.90**	**4.93**	**8.55**	**7.12**	**10.40**	**8.39**	**11.70**	**16.81**	**100.00**
Average	**53.65**	**125.55**	**256.64**	**334.84**	**580.66**	**483.00**	**705.62**	**569.16**	**794.09**	**1141.13**	**6787.68**

(Source: Sulekha, Information Kerala Mission)

5.4. The table (5.1) illustrates the trend in the total expenditure of panchayats on development over the past 22 years. It is found that a substantial amount of 47,513.77 lakhs has been spent on development. The average expenditure for development shows a rising trend.

2. Municipality wise expenditure pattern of total fund in the last 22 years.

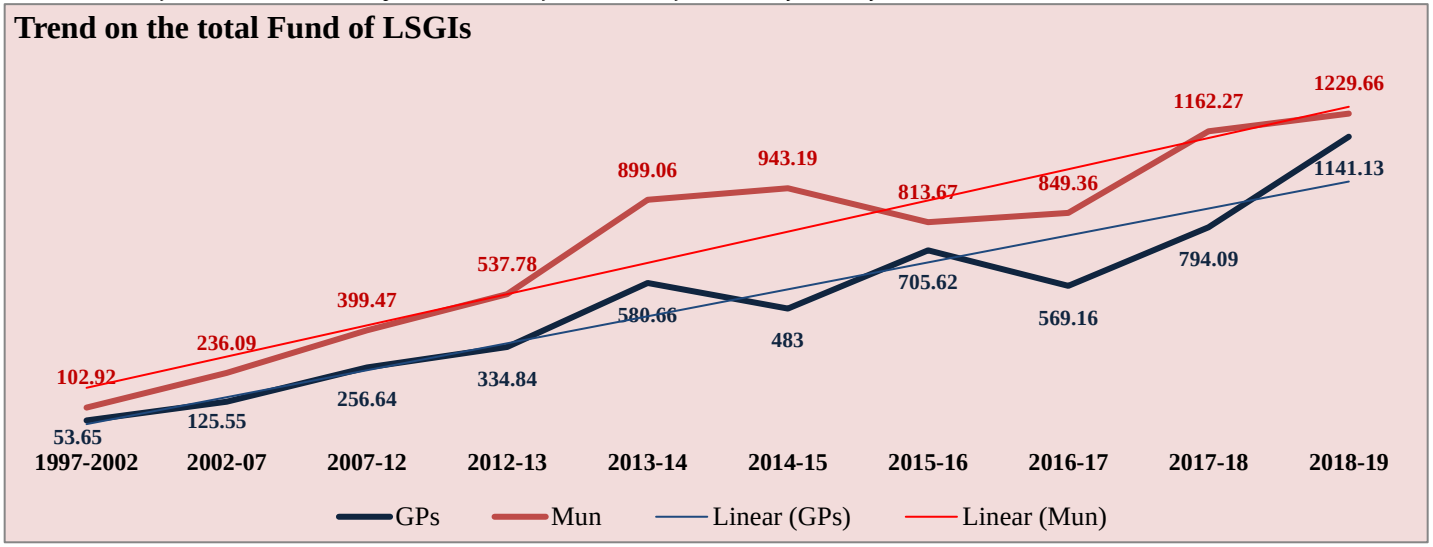
Table.5.2.Municipality wise expenditure pattern of total fund (In Lakhs)											Grand Total
LSGI	**1997-2002**	**2002-07**	**2007-12**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	
Varkala	527.85	910.09	1640.84	328.01	720.13	448.15	574.11	887.89	997.01	1136.72	8170.80
Cherthala	445.55	977.67	1387.12	454.07	666.11	632.43	698.52	889.05	1116.10	1074.00	8340.62
Pala	239.13	342.72	946.63	361.90	468.40	441.01	429.12	451.02	614.56	692.11	4986.60
Ottapalam	576.00	1173.51	2278.37	781.35	740.72	730.75	934.81	1176.01	1373.58	1388.89	11153.99
Tirur	552.62	977.61	1620.70	523.67	658.28	752.22	772.15	399.62	1154.93	1097.68	8509.48
Kalpetta	383.91	1186.21	3206.82	512.54	1869.24	2205.29	897.73	731.55	941.89	1246.77	13181.95
Payyanur	877.04	2695.43	2901.09	802.95	1170.55	1392.50	1389.28	1410.36	1937.83	1971.47	16548.50
Total in years	**3602.10**	**8263.24**	**13981.57**	**3764.49**	**6293.43**	**6602.35**	**5695.72**	**5945.50**	**8135.90**	**8607.64**	**70891.94**
Percentage	**5.08**	**11.66**	**19.72**	**5.31**	**8.88**	**9.31**	**8.03**	**8.39**	**11.48**	**12.14**	**100.00**
Average	**102.92**	**236.09**	**399.47**	**537.78**	**899.06**	**943.19**	**813.67**	**849.36**	**1162.27**	**1229.66**	**10127.42**

(Source: Sulekha, Information Kerala Mission)

5.5. The total expenditure of municipalities on development over the last 22 years amounts to 70,891.94 lakhs on development and the average expenditure for development purposes is also rising in municipalities.

Graph 5.1: Trend on year-wise expenditure pattern of total fund in selected LSGIs (in Lakhs)

5.6.



The graph (5.1) shows a positive trend in the expenditure pattern, and it is evident that the year wise increase is not similar in both gram panchayats and municipalities. The expenditure incurred during the fiscal year 2018-19 is 21 times higher in gram panchayats compared to the initial year, whereas in municipalities, the increase is only 11 times higher.

3. Category wise expenditure pattern of LSGIs in the total projects

5.7. This sub-section deals with the category wise expenditure pattern of different sources of fund for development in the selected Gram Panchayats and municipalities for the last 22 years.

Table.5.3.Gram Panchayat wise expenditure pattern of total fund based on category (In Lakhs)

LSGI	GENERAL	SCP	TSP	ODF	PLAN	MF	OF	OT	TOTAL
Vidhura	2451.37	593.86	767.46	1011.01	**4823.70**	1079.17	264.59	908.25	**7075.71**
Mararikulam	2821.28	347.64	30.67	1026.73	**4226.32**	575.67	356.23	1316.97	**6475.19**
Kumarakom	1468.99	187.29	15.96	564.68	**2236.92**	283.95	872.48	652.70	**4046.05**
Agali	2912.74	320.24	2493.48	1285.05	**7011.51**	1471.24	304.06	1751.77	**10538.58**
Urangatteri	2230.50	622.20	164.87	1045.72	**4063.29**	805.48	522.15	658.18	**6049.10**
Tirunelli	2790.22	95.38	2688.04	1245.26	**6818.90**	1120.95	263.67	1491.94	**9695.46**
Kaliasseri	1278.74	254.28	0.04	376.06	**1909.12**	406.37	852.32	465.87	**3633.68**
Total	**15953.84**	**2420.89**	**6160.52**	**6554.51**	**31089.76**	**5742.83**	**3435.50**	**7245.68**	**47513.77**
Percentage	**33.58**	**5.10**	**12.97**	**13.79**	**65.44**	**12.09**	**7.23**	**15.25**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.8. The table (5.3) presents the utilization of total funds from various sources in Gram Panchayats over the last 22 years. The General Fund contributed the highest amount of 15,953.84 lakhs (33.58%), followed

by SCSP with 2,420.89 lakhs (5.10%), TSP[4] with 6,160.52 lakhs (12.97%), and other development plans with 6,554.51 lakhs (13.79%), totaling to 31,089.76 lakhs (65.44%) of the total plan fund. The remaining amount of 5,742.83 lakhs (12.09%), 3,435.50 lakhs (7.23%), and 7,245.68 lakhs (15.25%) came from maintenance fund, own fund, and other sources like World Bank assistance, respectively. It is evident that the selected Gram Panchayats spent a total of 47,513.77 lakhs for developmental activities in the last 22 years, averaging to 3.08 crores of rupees per year per Gram Panchayat.

Table.5.4.Municipality wise expenditure pattern of total fund based on category (In Lakhs)

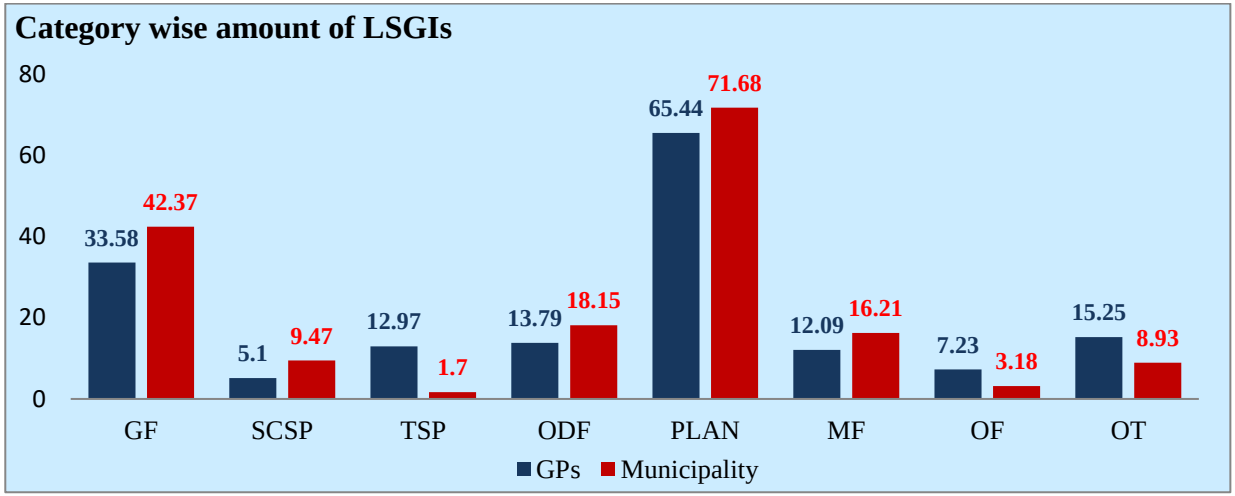
LSGI	GENERAL	SCP	TSP	ODF	PLAN	MF	OF	OT	TOTAL
Varkala	3441.73	2000.41	0.00	1233.51	**6675.65**	1097.13	69.33	328.69	**8170.80**
Cherthala	4342.29	462.03	0.67	1818.89	**6623.88**	1237.26	97.22	382.26	**8340.62**
Pala	1981.43	195.04	0.59	903.65	**3080.71**	1783.48	0.93	121.48	**4986.60**
Ottapalam	4819.05	1339.38	1.60	2461.87	**8621.90**	1874.92	123.00	534.17	**11153.99**
Tirur	4022.25	863.80	0.00	1610.93	**6496.98**	1619.57	23.33	369.60	**8509.48**
Kalpetta	5052.88	642.66	1200.79	1804.20	**8700.53**	1310.78	356.63	2814.01	**13181.95**
Payyanur	6375.44	1206.91	0.00	3036.01	**10618.36**	2566.40	1580.88	1782.86	**16548.50**
Total	**30035.07**	**6710.23**	**1203.65**	**12869.06**	**50818.01**	**11489.54**	**2251.32**	**6333.07**	**70891.94**
Percentage	**42.37**	**9.47**	**1.70**	**18.15**	**71.68**	**16.21**	**3.18**	**8.93**	**100.00**

(Source: Sulekha, Information Kerala Mission)

[4] The TSP is higher than SCP because in the tribal panchayats of Agali, The TSP share is 24% and in Tirunelli this share is 28%.

5.9. The table (5.4) illustrates the utilization of total funds from various sources in Municipalities over the last 22 years. It can be seen that contribution forms General Fund constituted the highest amount of 30,035.07 lakhs (42.37%), followed by SCSP with 6,710.23 lakhs (9.47%), TSP with 1,203.65 lakhs (1.70%), and other development plans with 12,869.06 lakhs, totaling to 50,818.01 lakhs (71.68%) of the total plan fund. The remaining amount of 11,489.54 lakhs (16.21%), 2,251.32 lakhs (3.18%), and 6,333.07 lakhs (8.93%) came from maintenance fund, own fund, and other sources like World Bank assistance, respectively. It is evident that the selected Municipalities spent a total of 70,891.94 lakhs for developmental activities in last 22 years, averaging to 4.60 crores of rupees per year per Municipality.

Graph.5.2.Category wise average amount of LSGIs



5.10. The graph (5.2) presents a comprehensive overview of the expenditure incurred from various sources, indicating that municipalities received and spent more of plan fund and other funds compared to gram panchayats

Table.5.5 Category wise expenditure pattern of total funds in Gram Panchayat for the last 22 years

Years	General (A)	SCSP (B)	TSP (C)	Other Development Fund (D)	Plan Fund (E=A+B+C+D)	Maintenance Fund (F)	Own Fund (G)	Other Fund (H)	Total (I=E+F+G+H)
1997-02	1359.71	163.21	354.94	0.00	1877.86	0.00	0.00	0.00	1877.86
2002-07	2208.29	263.92	604.31	122.77	3199.29	0.00	301.65	893.19	4394.13
2007-12	3370.67	523.69	1288.74	0.38	5183.48	874.46	980.04	1944.27	8982.25
2012-13	725.26	169.90	416.81	552.31	1864.28	311.79	102.52	65.30	2343.89
2013-14	980.72	239.09	579.91	1047.47	2847.19	837.07	297.46	82.90	4064.62
2014-15	1062.46	153.16	503.14	731.30	2450.06	525.51	285.85	119.61	3381.03
2015-16	1353.26	262.63	704.45	1075.80	3396.14	869.66	382.69	290.85	4939.34
2016-17	1245.57	152.10	592.81	657.09	2647.57	426.04	236.67	673.82	3984.10
2017-18	1576.34	238.02	622.83	1525.23	3962.42	924.10	297.91	374.19	5558.62
2018-19	2071.56	255.17	492.58	842.16	3661.47	974.20	550.71	2801.55	7987.93
TOTAL	**15953.84**	**2420.89**	**6160.52**	**6554.51**	**31089.76**	**5742.83**	**3435.50**	**7245.68**	**47513.77**

(Source: Sulekha, Information Kerala Mission)

5.11. The table (5.5) analyzes the trend in different funding sources, including General Fund, SCSP, TSP, Maintenance fund, Own Fund, and Other Funds for development by the sample Gram Panchayats in the last 22 years. Gram Panchayats utilized a total of 65.43% of the Plan fund for development purposes and with the General Fund accounts the highest percentage of 33.58%, followed by Other Development Fund 13.79%, TSP 12.97%, and SCSP 5.10%. Additional funds include Maintenance Fund 12.09%, Own Fund 7.23% and Other Fund 15.25%. During the plan period 1997-2002, the average per year expenditure of selected Gram Panchayats was Rs 53.65 lakhs. However, during 2018-19, the total expenditure was 11.41 crores, indicating that the expenditure incurred was 21.52 times higher than that of the initial year.

Table.5.6 Category wise expenditure pattern of total funds in municipality for the last 22 years

Years	General (A)	SCSP (B)	TSP (C)	Other Development Fund (D)	Plan Fund (E=A+B+C+D)	Maintenance Fund (F)	Own Fund (G)	Other Fund (H)	Total (I=E+F+G+H)
1997-02	3057.00	454.22	90.88	0.00	3602.10	0.00	0.00	0.00	3602.10
2002-07	4809.09	724.64	42.64	108.25	5684.62	0.00	742.94	1835.68	8263.24
2007-12	7362.54	1848.60	379.81	0.18	9591.13	2265.92	625.55	1498.97	13981.57
2012-13	1326.35	365.47	82.03	968.82	2742.67	832.41	97.06	92.35	3764.49
2013-14	1834.00	482.17	120.95	1291.85	3728.97	1320.08	121.87	1122.51	6293.43
2014-15	1932.25	463.77	86.14	1133.12	3615.28	1369.93	111.98	1505.16	6602.35
2015-16	2079.37	592.18	108.76	1410.49	4190.80	1370.14	109.76	25.02	5695.72

2016-17	2081.81	476.65	44.68	2159.27	4762.41	1024.63	85.94	72.52	5945.50
2017-18	2419.83	639.01	130.68	3217.40	6406.92	1517.24	192.96	18.78	8135.90
2018-19	3132.83	663.52	117.08	2579.68	6493.11	1789.19	163.26	162.08	8607.64
TOTAL	**30035.07**	**6710.23**	**1203.65**	**12869.06**	**50818.01**	**11489.54**	**2251.32**	**6333.07**	**70891.94**

(Source: Sulekha, Information Kerala Mission)

Maintenance fund started in the year 2008-09 in the time phase of 2007-12

5.12. The table (5.6) analyzes the various funding sources, such as General Fund, SCSP, TSP, Maintenance fund, Own Fund, and Other Funds for development undertaken by the sample municipalities during the last 22 years. It can be seen that municipality utilized a total of 71.68% of the Total Plan fund for development purposes, the General Fund accounting the highest percentage 42.37%, followed by Other Development Fund 18.15%, SCSP 9.47% and TSP 1.70%. Additional funds include Maintenance Fund 16.21%, Own Fund 3.18% and Other Fund 8.93%. During the plan period 1997-2002, the average per year expenditure of selected municipalities was Rs 1.02 crores. However, during 2018-19, the total expenditure was a huge 12.29 crores, indicating the expenditure incurred was 11.9 times higher than that of the initial year.

4. Year wise expenditure pattern of development fund in the selected LSGIs.

Table.5.7.Gram Panchayat wise expenditure of development fund in the last 22 years (In Lakhs)											PLAN TOTAL
LSGI	1997-2002	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	
Vidhura	281.86	471.92	804.27	349.23	423.94	430.97	468.47	480.34	499.49	613.21	**4823.70**
Mararikulam	308.43	438.00	652.14	284.65	378.85	312.71	426.50	374.77	527.29	522.98	**4226.32**
Kumarakom	186.57	225.51	372.28	166.09	157.33	195.77	235.48	154.13	269.82	273.94	**2236.92**
Agali	375.95	752.49	1067.39	332.98	653.79	521.50	940.12	663.51	945.72	758.06	**7011.51**
Urangatteri	200.28	450.21	687.60	227.27	372.97	295.25	419.72	226.84	710.48	472.67	**4063.29**
Tirunelli	350.92	642.35	1253.59	381.34	718.07	506.90	743.99	609.68	828.51	783.55	**6818.90**
Kaliasseri	173.85	218.81	346.21	122.72	142.24	186.96	161.86	138.30	181.11	237.06	**1909.12**
Total in years	**1877.86**	**3199.29**	**5183.48**	**1864.28**	**2847.19**	**2450.06**	**3396.14**	**2647.57**	**3962.42**	**3661.47**	**31089.76**
Percentage	**6.04**	**10.29**	**16.67**	**6.00**	**9.16**	**7.88**	**10.92**	**8.52**	**12.75**	**11.78**	**100.00**
Average	**53.65**	**91.41**	**148.10**	**266.33**	**406.74**	**350.01**	**485.16**	**378.22**	**566.06**	**523.07**	**4441.39**

(Source: Sulekha, Information Kerala Mission)

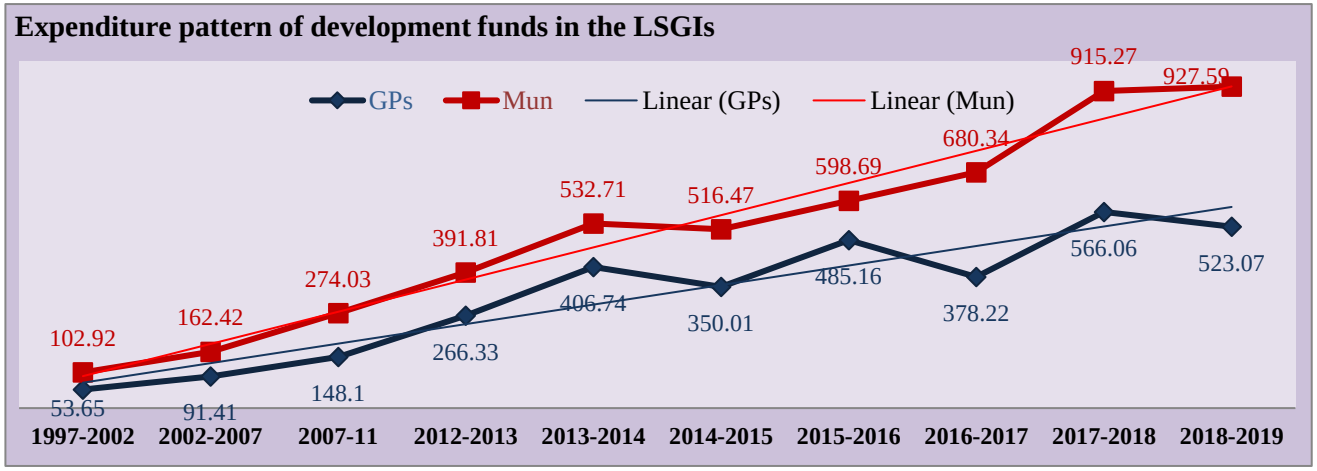
5.14. The selected gram panchayats over the last 22 years had spent a total of 31089.76 lakhs for developmental purposes. There has been a consistent increase in the expenditure of the development fund, approximately 9.74 times higher in 2018-19 compared to 1997-98. Furthermore, each gram panchayat had incurred an average expenditure of 2.01 crores of rupees per year as development fund.

Table.5.8.Municipality wise expenditure of development fund in the last 22 years (In Lakhs)											TOTAL
LSGI	**1997-2002**	**2002-07**	**2007-12**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	
Varkala	527.85	788.78	1217.52	257.69	546.38	356.72	461.14	734.95	891.94	892.68	**6675.65**
Cherthala	445.55	705.79	989.60	366.94	562.45	468.87	504.73	784.68	936.14	859.13	**6623.88**
Pala	239.13	334.60	539.43	187.23	253.43	203.34	244.24	296.80	406.06	376.45	**3080.71**
Ottapalam	576.00	837.47	1609.31	617.89	543.83	557.26	693.64	989.67	1098.28	1098.55	**8621.90**
Tirur	552.62	777.89	1175.84	371.85	473.77	552.72	549.65	356.37	891.98	794.29	**6496.98**
Kalpetta	383.91	1180.99	2352.46	391.74	562.27	570.65	765.26	645.76	804.32	1043.17	**8700.53**
Payyanur	877.04	1059.10	1706.97	549.33	786.84	905.72	972.14	954.18	1378.20	1428.84	**10618.36**
Total in years	**3602.10**	**5684.62**	**9591.13**	**2742.67**	**3728.97**	**3615.28**	**4190.80**	**4762.41**	**6406.92**	**6493.11**	**50818.01**
Percentage	**7.09**	**11.19**	**18.87**	**5.40**	**7.34**	**7.11**	**8.25**	**9.37**	**12.61**	**12.78**	**100.00**
Average	**102.92**	**162.42**	**274.03**	**391.81**	**532.71**	**516.47**	**598.69**	**680.34**	**915.27**	**927.59**	**7259.72**

(Source: Sulekha, Information Kerala Mission)

5.15. The selected municipalities have spent over the last 22 years, a total of 50818.01 lakhs for developmental purposes there has been consistent increase in the expenditure of the development fund by approximately 9.01 times higher in 2018-19 compared to that of 1997-98. Furthermore, each municipality has incurred an average expenditure of 3.29 crores of rupees per year from its development fund.

Graph.5.3.Average utilization of development fund by LSGIs



5.16. There seems to be a positive trend in the expenditure pattern of development fund during the last 22 years. During the two plan periods and the annual plans later. However the graph seems to show that the change of government after 2015 has given stimulus to expenditure from development funds in Municipalities for various rehabilitation projects to help the flood and land slide affected families.

b. Funding pattern in education sector

5.17. The expenditure pattern for education in selected LSGIs in Kerala for the past 22 years is analyzed. The data of the expenditure for the plan period 1997-2002 in the various LSGIs and for the financial year 2011-12 is not available. Hence for analyze is limited to 16 years only.

1. Year wise expenditure pattern for educational projects from the total fund

Table.5.9.Year wise expenditure pattern for educational projects in Gram Panchayats (In Lakhs)											PLAN TOTAL
LSGI	1997-2002	2002-07	2007-11	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	
Vidhura	0.00	10.25	38.09	21.68	27.73	34.26	34.61	39.93	37.33	69.42	**313.30**
Mararikulam	0.00	6.73	10.65	21.42	23.55	25.93	35.39	20.55	49.42	54.10	**247.74**
Kumarakom	0.00	6.55	13.19	9.41	6.00	12.55	6.36	24.51	11.80	47.47	**137.84**
Agali	9.33	18.78	15.14	14.98	19.65	43.06	38.58	35.99	68.26	60.47	**324.24**
Urungatteri	0.00	37.36	68.19	44.45	28.58	34.61	51.28	34.94	124.88	64.52	**488.81**
Tirunelli	0.00	34.58	52.36	20.34	39.14	28.11	42.03	31.48	65.08	99.87	**412.99**
Kaliasseri	6.55	14.82	18.15	9.97	11.20	7.50	14.20	12.95	18.93	26.27	**140.54**
Total in years	**15.88**	**129.07**	**215.77**	**142.25**	**155.85**	**186.02**	**222.45**	**200.35**	**375.70**	**422.12**	**2065.46**
Average	**1.59**	**3.69**	**7.71**	**20.32**	**22.26**	**26.57**	**31.78**	**28.62**	**53.67**	**60.30**	**18.44**

(Source: Sulekha, Information Kerala Mission)

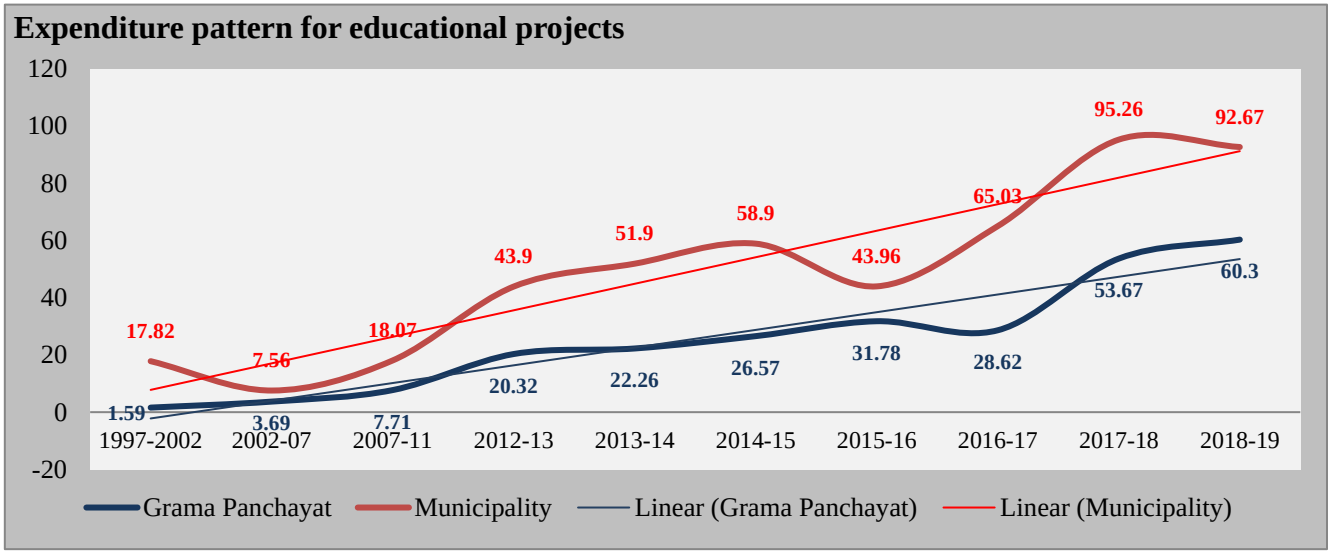
5.19. The total educational expenditure of all the Gram Panchayats under study over the past 21 years (excluding 2011-12) is 2065.46 lakhs. The expenditure for the five-year plan of 1997-2002 and for the year 2011-12 are not available. As a result, the average expenditure for the past 16 years has been calculated by excluding these years. It is observed that the educational expenditure in 2018-19 is 16.35 times higher than that of 2002-2003. On average, a gram panchayat spends 18.44 lakh rupees per year on education.

Table.5.10.Year wise expenditure pattern for educational projects in Municipalities (In Lakhs)											TOTAL
LSGI	1997-2002	2002-07	2007-11	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	
Varkala	0.00	38.02	31.24	43.75	40.38	19.40	29.27	49.76	94.71	93.54	**440.07**
Cherthala	0.00	26.25	64.71	34.55	23.04	46.75	52.44	93.60	109.99	112.70	**564.03**
Pala	0.00	27.56	37.01	17.75	24.92	26.06	20.04	8.78	8.35	5.29	**175.76**
Ottapalam	0.00	13.37	37.69	22.47	35.00	24.99	49.61	18.56	49.27	40.68	**291.64**
Tirur	0.00	56.19	57.89	60.69	87.01	114.51	34.67	41.05	82.29	98.01	**632.31**
Kalpetta	0.00	50.71	92.10	52.75	66.86	51.21	40.41	71.13	57.65	65.43	**548.25**
Payyanur	89.08	52.39	185.36	75.31	86.07	129.35	81.30	172.35	264.54	233.01	**1368.76**
Total in years	**89.08**	**264.49**	**506.00**	**307.27**	**363.28**	**412.27**	**307.74**	**455.23**	**666.80**	**648.66**	**4020.82**
Average	**17.82**	**7.56**	**18.07**	**43.90**	**51.90**	**58.90**	**43.96**	**65.03**	**95.26**	**92.67**	**33.79**

(Source: Sulekha, Information Kerala Mission)

5.20. The total educational expenditure of all the municipalities under study over the past 21 years (excluding 2011-12) is 4020.82 lakhs. The expenditure for the five-year plan of 1997-2002 and the year 2011-12 are not available. It is seen that the educational expenditure in 2018-19 is 12.26 times higher than that of 2002-2003. On average, a municipality spends 35.90 lakh rupees per year on education, almost twice the amount spent by a Gram Panchayat.

Graph.5.4.Average utilization of expenditure for educational projects



5.21. The trend in expenditure is by and large positive. But the increasing trend is not steady; fluctuations are evident in the graph for both Gram Panchayats and municipalities.

Table.5.11.Fund source wise expenditure on education in Gram Panchayats (In Lakhs)									
LSGI	**General Fund**	**SCSP**	**TSP**	**ODF**	**Plan Fund**	**Maintenance Fund**	**Own Fund**	**Other Fund**	**Total Fund**
Vidhura	132.86	14.34	30.00	25.65	202.85	84.60	15.29	10.56	313.30
Mararikulam	118.81	47.60	5.63	39.93	211.97	34.93	0.59	0.25	247.74
Kumarakom	65.09	10.06	1.95	14.64	91.74	45.83	0.00	0.27	137.84
Agali	107.06	4.43	22.86	83.05	217.40	106.66	0.18	0.00	324.24
Urungatteri	194.82	38.96	7.78	82.33	323.89	138.25	11.32	15.35	488.81
Tirunelli	175.89	4.58	101.53	28.66	310.66	79.81	21.84	0.68	412.99
Kaliasseri	93.26	18.37	0.00	5.20	116.83	15.78	6.87	1.06	140.54
Total in years	**887.79**	**138.34**	**169.75**	**279.46**	**1475.34**	**505.86**	**56.09**	**28.17**	**2065.46**
%	**42.98**	**6.70**	**8.22**	**13.53**	**71.43**	**24.49**	**2.72**	**1.36**	**100.00**

(Source: Sulekha, Information Kerala Mission)

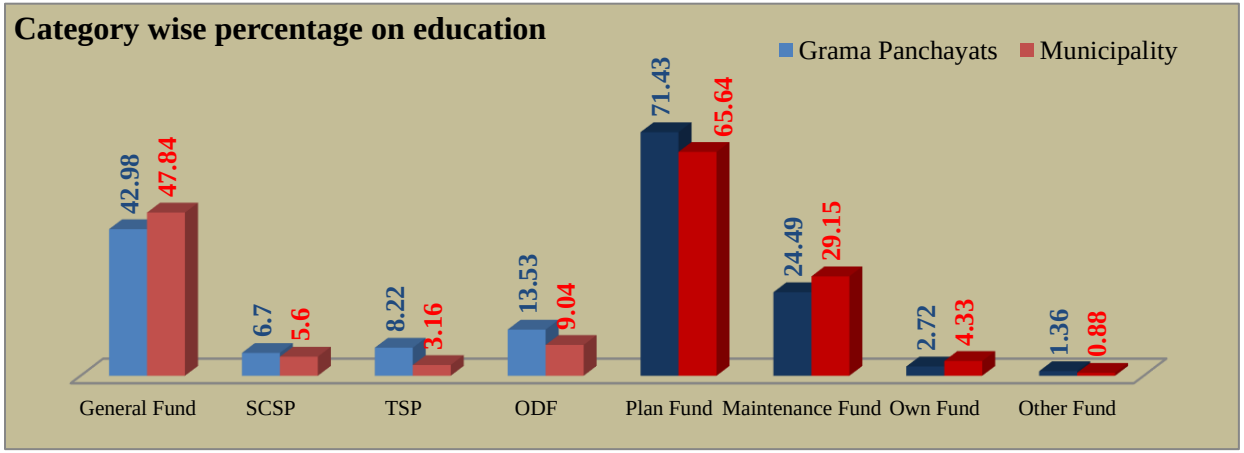
5.22. The table (5.11) provides information on the utilization of funds for education by various sources for the past 21 years (excluding 2011-12) at the Gram Panchayat level. The data shows that 42.98% of the total expenditure is met from the General fund, 6.70% from the Scheduled Caste Sub-Plan (SCSP) fund, and 8.22% from the Tribal Sub-Plan (TSP) fund. In addition, 13.53% of the total expenditure is met from other development funds, while 24.49% comes from maintenance funds, 2.72% from own funds, and 1.36% from other funds. Plan fund and maintenance fund together contribute 95.92 % of the total expenditure for education.

Table.5.12.Fund source wise expenditure on education in municipalities (In Lakhs)									
LSGI	General Fund	SCSP	TSP	ODF	Plan Fund	Maintenance Fund	Own Fund	Other Fund	Total Fund
Varkala	257.72	45.28	0.00	36.12	339.12	96.45	4.50	0.00	440.07
Cherthala	252.18	32.91	0.00	175.44	460.53	103.50	0.00	0.00	564.03
Pala	56.89	10.90	0.00	0.29	68.08	101.21	0.00	6.47	175.76
Ottapalam	168.64	54.20	0.00	13.89	236.73	54.91	0.00	0.00	291.64
Tirur	387.2	36.64	0.00	17.43	441.27	190.38	0.18	0.48	632.31
Kalpetta	272.92	7.94	126.70	9.50	417.06	124.06	0.00	7.13	548.25
Payyanur	528.07	37.11	0.46	110.84	676.48	501.39	169.49	21.40	1368.76
Total in years	**1923.62**	**224.98**	**127.16**	**363.51**	**2639.27**	**1171.90**	**174.17**	**35.48**	**4020.82**
%	**47.84**	**5.60**	**3.16**	**9.04**	**65.64**	**29.15**	**4.33**	**0.88**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.23. The table (5.12) provides information on the utilization of funds for education from various sources for the past 21 years (excluding 2011-12) at the municipality level. The data shows that 47.84% of the total expenditure is met from the General fund, 5.60% from the Scheduled Caste Sub-Plan (SCSP) fund, and 3.16% from the Tribal Sub-Plan (TSP) fund. In addition, 9.04% of the total expenditure is met from other development funds, while 29.15% comes from maintenance funds, 4.33% from own funds, and 0.88% from other funds. Plan fund and maintenance fund together contribute 94.80% of the total expenditure for education.

Graph.5.5.Comparitive percentage share of expenditure by fund source



5.24. This graph provides a comparative analysis of expenditure incurred in GPs and Municipalities.

Table.5.13.Year wise expenditure pattern for education in selected Gram Panchayats (In Lakhs)

GPs	General Fund	SCSP	TSP	ODF	Plan Fund	Maintenance Fund	Own Fund	Other Fund	Total Fund
1997-2002	14.60	0.28	1.00	0.00	15.88	0.00	0.00	0.00	**15.88**
2002-07	75.36	1.66	0.00	36.69	113.71	0.00	3.34	12.02	**129.07**
2007-11	113.50	3.71	5.71	0.00	117.35	80.76	0.00	12.09	**215.77**
2012-13	95.81	5.97	3.69	25.13	130.60	10.44	1.21	0.00	**142.25**

2013-14	94.96	0.46	3.52	7.89	106.83	46.42	0.11	2.49	**155.85**
2014-15	77.50	5.74	19.25	21.05	123.54	58.41	3.39	0.68	**186.02**
2015-16	57.14	23.53	21.52	48.27	150.46	70.70	1.29	0.00	**222.45**
2016-17	87.99	19.51	21.55	16.94	145.99	49.12	4.35	0.89	**200.35**
2017-18	105.92	29.87	46.51	104.40	286.70	80.24	8.76	0.00	**375.70**
2018-19	165.01	47.61	47.00	19.09	278.71	109.77	33.64	0.00	**422.12**
Total	**887.79**	**138.34**	**169.75**	**279.46**	**1469.77**	**505.86**	**56.09**	**28.17**	**2065.46**

(Source: Sulekha, Information Kerala Mission)

5.25. The table (5.13) provides the trend of category wise total expenditure pattern for education by selected Gram Panchayats for the last 21 years which includes General Fund, SCSP, TSP, Maintenance fund, own fund and other funds. From the table it can be inferred that for general fund amounts to a total of 887.79 lakhs, SCSP amounts to 138.34 lakhs, TSP amounts to 169.75 lakhs, other development fund amounts to 279.46 lakhs and comprising a 1469.77 lakhs of the Total Plan fund and for Maintenance fund amounts to 505.86 lakhs, for own fund amounts to 56.09 lakhs and for other fund amounts to 28.17 lakhs amount had been utilized for the development purpose respectively by sample Gram Panchayats in Kerala. The average education expenditure per year of the gram panchayats covered in the study during the plan period of 2002-07 was Rs. 1.29 crores. The total expenditure for the year 2018-19 was Rs. 4.22 crores, which is 3.27 times higher than the

expenditure in the initial year, 22 years back indicates a significant increase in expenditure on education over the years.

Table.5.14.Year wise expenditure pattern for education in selected municipalities									
Muni	**General Fund**	**SCSP**	**TSP**	**ODF**	**Plan Fund**	**Maintenance Fund**	**Own Fund**	**Other Fund**	**Total Fund**
1997-2002	88.18	0.90	0.00	0.00	89.08	0.00	0.00	0.00	89.08
2002-07	240.51	5.60	5.95	6.12	258.18	0.00	3.53	2.78	264.49
2007-11	272.15	0.00	7.00	0.00	279.15	194.95	0.00	31.90	506.00
2012-13	174.07	6.69	19.86	38.27	238.89	62.52	5.86	0.00	307.27
2013-14	175.89	10.71	17.34	0.23	204.17	158.31	0.00	0.80	363.28
2014-15	201.65	17.61	15.52	16.74	251.52	160.75	0.00	0.00	412.27
2015-16	120.34	25.49	15.15	14.89	175.87	131.77	0.10	0.00	307.74
2016-17	156.08	16.91	16.40	114.37	303.76	129.45	22.02	0.00	455.23
2017-18	257.43	45.86	16.75	73.31	393.35	185.28	88.17	0.00	666.80
2018-19	237.32	95.21	13.19	99.58	445.30	148.87	54.49	0.00	648.66
Total	1923.62	224.98	127.16	363.51	2639.27	1171.90	174.17	35.48	4020.82

(Source: Sulekha, Information Kerala Mission)

5.26. The table (5.14) provides the trend of category wise total expenditure pattern for education by selected municipalities for the last 21 years which includes General Fund, SCSP, TSP, Maintenance fund, own fund and other funds. From the table it can be inferred that for general fund amounts to a total of 1923.62 lakhs, SCSP amounts to 224.98 lakhs, TSP amounts to 127.16 lakhs, other development fund amounts to 363.51 lakhs and comprising a 2639.27 lakhs of the Total Plan fund and for Maintenance fund amounts to 1171.90 lakhs, for own fund amounts to 174.17 lakhs and for other fund amounts to 35.48 lakhs amount had been utilized for the development purpose respectively by sample municipalities in Kerala. The average per year education expenditure of the municipality covered in the study during the plan period of 2002-07 was Rs.2.64 crores. The total expenditure for the year 2018-19 was Rs.6.48 crores, which is 2.45 times higher than the expenditure in the initial year, 22 years back.

2. Year wise expenditure pattern for educational projects from the development fund

Table.5.15.Expenditure pattern from development fund to education projects (In Lakhs)											PLAN TOTAL
LSGI	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	
Vidhura	0.00	7.86	17.78	13.00	19.68	18.18	18.87	29.67	34.14	43.67	**202.85**
Mararikulam	0.00	6.40	9.20	19.80	17.85	25.93	28.49	16.27	33.94	54.09	**211.97**
Kumarakom	0.00	6.55	9.91	9.41	6.00	7.55	6.36	12.27	11.80	21.89	**91.74**
Agali	9.33	18.78	11.27	14.98	12.08	20.05	26.95	25.38	44.03	34.55	**217.40**

Urungatteri	0.00	27.20	25.28	44.45	14.10	22.00	28.94	27.56	97.73	36.63	**323.89**
Tirunelli	0.00	32.27	35.77	20.07	27.10	23.81	27.77	22.67	50.56	70.64	**310.66**
Kaliasseri	6.55	14.65	13.71	8.89	10.02	6.02	13.08	12.17	14.50	17.24	**116.83**
Total in years	**15.88**	**113.71**	**117.35**	**130.60**	**106.83**	**123.54**	**150.46**	**145.99**	**286.70**	**278.71**	**1469.77**
Average	**1.59**	**3.25**	**4.19**	**18.66**	**15.26**	**17.65**	**21.49**	**20.86**	**40.96**	**39.82**	**12.35**
%	**1.08**	**7.74**	**7.98**	**8.89**	**7.27**	**8.41**	**10.24**	**9.93**	**19.51**	**18.96**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.28. The table (5.15) shows the expenditure pattern of development funds for education projects over the past 21 years by the selected Gram Panchayats, with the exception of the years 1997-2002 and 2011-12. To determine the average expenditure, the data from the past 16 years was considered. The data indicates a positive trend in the expenditure pattern, with the expenditure for education projects in 2018-19 being 12.25 times higher than in 2002-03 in Kerala. The study found that each Gram Panchayat spends an average of 13.12 lakhs per year from the development fund for education.

Table.5.16.Expenditure pattern of development fund to education projects in municipalities (In Lakhs)

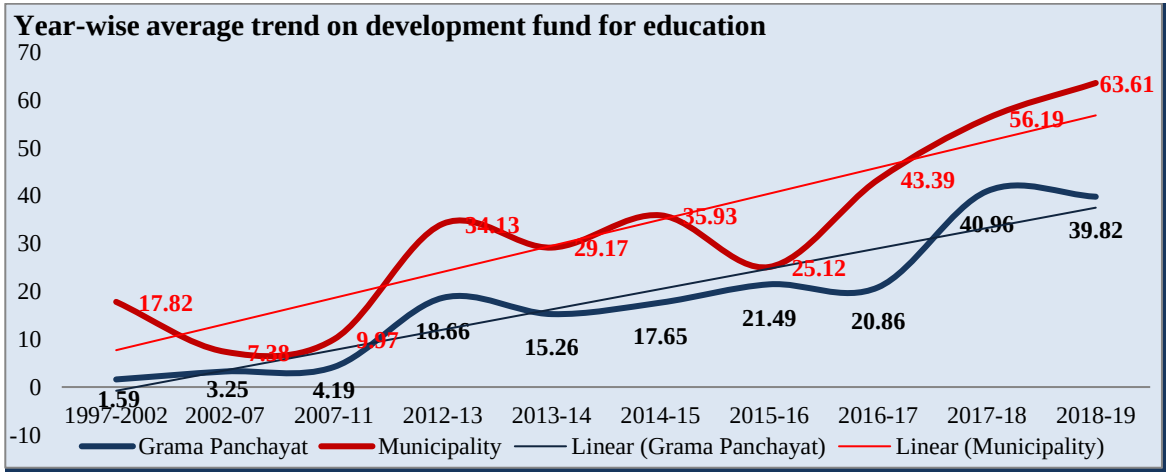
LSGI	1997-2002	2002-07	2007-11	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	TOTAL
Varkala	0.00	35.79	26.04	32.20	29.68	19.25	24.55	24.45	60.84	86.32	**339.12**

Cherthala	0.00	26.25	28.37	34.55	23.04	32.29	29.57	87.60	86.16	112.70	**460.53**
Pala	0.00	27.56	11.33	3.55	4.21	3.84	2.49	5.00	4.81	5.29	**68.08**
Ottapalam	0.00	13.37	32.54	12.45	28.62	17.28	30.33	18.56	42.90	40.68	**236.73**
Tirur	0.00	55.53	56.64	54.00	46.83	92.47	23.05	36.37	34.71	41.67	**441.27**
Kalpetta	0.00	50.71	61.08	45.46	34.85	37.25	35.81	46.40	48.47	57.03	**417.06**
Payyanur	89.08	48.97	63.15	56.68	36.94	49.14	30.07	85.38	115.46	101.61	**676.48**
Total in years	**89.08**	**258.18**	**279.15**	**238.89**	**204.17**	**251.52**	**175.87**	**303.76**	**393.35**	**445.30**	**2639.27**
Average	**17.82**	**7.38**	**9.97**	**34.13**	**29.17**	**35.93**	**25.12**	**43.39**	**56.19**	**63.61**	**22.18**
%	**3.38**	**9.78**	**10.58**	**9.05**	**7.74**	**9.53**	**6.66**	**11.51**	**14.90**	**16.87**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.29. The table (5.16) shows the expenditure pattern of development funds for education projects over the past 21 years by the selected municipalities, with the exception of the years 1997-2002 and 2011-12. To determine the average expenditure, the data from the past 16 years was considered. The data indicates a positive trend in the expenditure pattern, with the expenditure for education projects in 2018-19 being 8.62 times higher than in 2002-03 in Kerala. The study found that each municipality spends an average of 23.56 lakhs per year from the development fund for education.

Graph 5.7.Average utilization of development fund for education in LSGIs.



5.30. The graph provides a general picture of the trend of expenditure incurred by the LSGIs.

3. Contribution to SSA in selected LSGIs

5.31. Allocation of fund for the SSA projects by the LSGIs during the last 22 years shows that an amount of 1888.38 lakhs had been contributed by the selected LSGIs.

Table.5.17.Year wise contribution of SSA from Gram Panchayats

SSA contribution from Gram Panchayats											
LSGIs	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**Total**
Vidhura	0.00	3.52	12.95	11.00	14.00	14.00	15.00	15.00	10.00	30.00	**125.47**
Mararikulam	0.00	3.27	7.74	10.00	5.97	9.39	10.00	4.00	10.00	15.65	**76.02**
Kumarakom	0.00	3.76	5.32	6.00	6.00	6.00	6.00	8.54	8.00	11.74	**61.36**
Agali	0.00	18.19	11.17	14.01	9.08	9.50	12.00	10.00	14.00	15.00	**112.95**
Urungatteri	0.00	14.70	16.39	33.24	10.00	19.00	21.57	15.00	17.00	17.00	**163.90**
Tirunelli	0.00	22.90	13.35	15.76	16.71	7.88	5.51	5.38	12.00	35.00	**134.49**
Kaliasseri	0.00	8.77	6.54	8.89	4.65	6.02	5.71	9.71	9.94	13.02	**73.25**
Total	**0.00**	**75.11**	**73.46**	**98.90**	**66.41**	**71.79**	**75.79**	**67.63**	**80.94**	**137.41**	**747.44**
Average	**0.00**	**3.58**	**2.62**	**14.13**	**9.49**	**10.26**	**10.83**	**9.66**	**11.56**	**19.63**	**53.39**

(Source: Sulekha, Information Kerala Mission)

5.32. The table (5.17) shows the contribution of Gram Panchayats' towards SSA projects over the past 16 years. The panchayat share in the projects has been increasing. Specifically, during the year 2018-19, Gram Panchayats allocated an average amount of rupees 19.63 lakh for the centrally sponsored SSA project (now known as Samagra Shiksha).

Table.5.18.Year wise contribution of SSA from municipalities

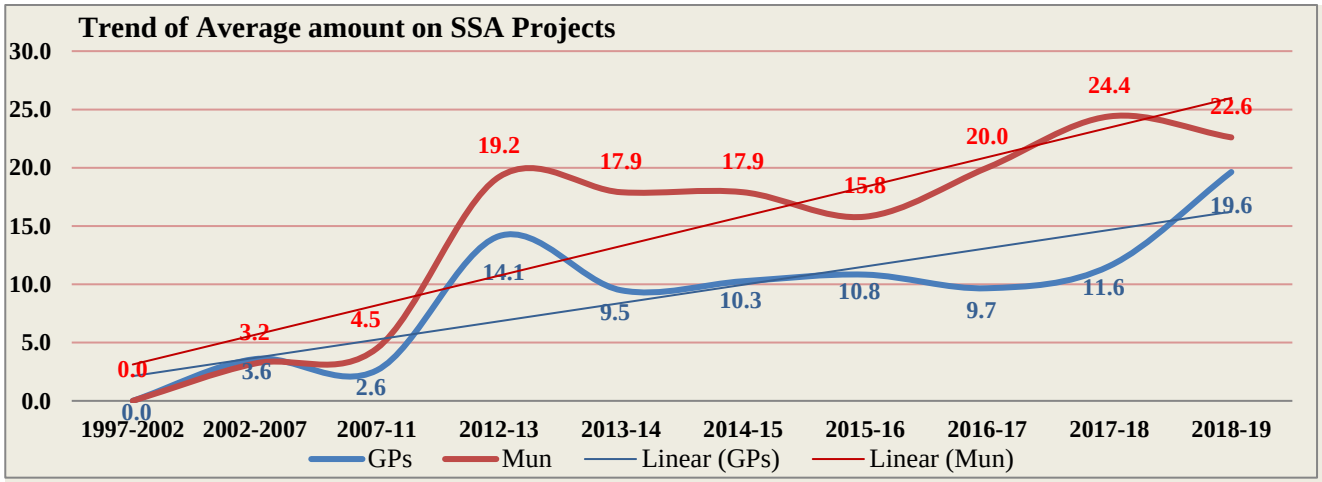
SSA contribution from Municipalities											
LSGIs	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**Total**
Varkala	0.00	7.60	24.28	32.20	25.00	17.00	15.00	10.00	25.18	18.00	**174.26**
Cherthala	0.00	11.46	12.24	16.81	21.01	26.78	29.07	49.28	44.60	40.35	**251.60**
Pala	0.00	9.43	10.34	2.00	2.00	2.00	2.00	2.00	3.00	5.00	**37.77**
Ottapalam	0.00	4.40	25.16	9.00	24.32	12.68	14.49	7.00	29.25	25.00	**151.30**
Tirur	0.00	14.95	21.51	20.00	20.00	21.03	20.00	20.00	24.08	20.00	**181.57**
Kalpetta	0.00	8.25	11.78	21.10	8.01	12.19	13.16	20.50	22.00	25.14	**142.13**
Payyanur	0.00	11.56	20.39	33.44	25.12	33.47	16.91	30.87	22.36	24.82	**218.94**
Total	**0.00**	**67.65**	**125.70**	**134.55**	**125.46**	**125.15**	**110.63**	**139.65**	**170.47**	**158.31**	**1157.57**
Average	**0.0**	**3.2**	**4.5**	**19.2**	**17.9**	**17.9**	**15.8**	**20.0**	**24.4**	**22.6**	**68.1**

(Source: Sulekha, Information Kerala Mission)

5.33. The table (5.18) gives contribution of municipalities to the SSA projects over the past 16 years. This share in the projects has been increasing. Specifically, during the year 2018-19, municipalities set apart an average amount of rupees 22.61 lakh for the centrally sponsored SSA project. SSA was started in the year 2001-2002 for the development of education under RTE Act. But the major

contribution from Local self-governments starts from 2005-06, except Kumarakom (2003-04) and Urangatteri (2002-03 & 2003-04) in GPs and Pala Municipality (2003-04 & 2004-05). In 2007-11, the data shows that out of 4 years, SSA contribution in 3 years was from 2 GPs and 2 years from 5 GPs. For municipalities, SSA contribution was from 3 LBs in 3 years and 2 LBs in 2 years.

Graph.5.8.Average share of LSGIs to SSA Projects



5.34. The graph provides a general picture of cost sharing for SSA by LSGIs shows their commitment towards the provisions on Right to Education Act.

1. **Percentage share of total amount to the education projects**

Table.5.19.Percentage of total amount utilized on educational projects in Gram Panchayats (In %)											
LSGIs	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**TOTAL**
Vidhura	0.00	1.33	3.05	4.84	4.46	5.49	5.16	6.80	5.32	6.21	4.43
Mararikulam	0.00	0.94	0.93	6.14	4.50	6.42	6.09	4.53	7.22	4.14	3.83
Kumarakom	0.00	1.72	1.29	4.32	2.36	3.95	1.48	9.06	3.04	8.18	3.41
Agali	2.48	2.35	0.79	3.73	2.35	5.83	3.17	3.70	5.24	3.05	3.08
Urungatteri	0.00	6.44	5.59	14.52	4.65	7.89	8.16	9.56	13.10	8.69	8.08
Tirunelli	0.00	4.34	3.20	4.73	4.07	4.88	3.87	2.99	5.54	6.12	4.26
Kaliasseri	3.77	4.28	2.29	5.19	4.44	2.66	4.35	4.60	5.33	4.17	3.87
% Total	**0.85**	**2.94**	**2.40**	**6.07**	**3.83**	**5.50**	**4.50**	**5.03**	**6.76**	**5.28**	**4.35**

(Source: Sulekha, Information Kerala Mission)

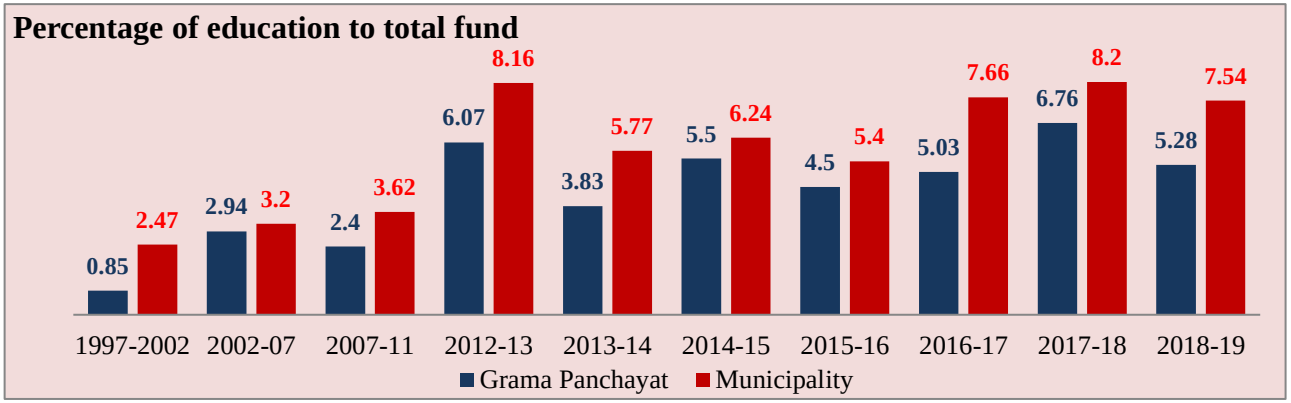
5.37. The table shows the percentage of year-wise utilization of total funds towards educational projects by Gram Panchayats over the last 21 years. It is important to note that the calculations have been done for 16 years. Gram Panchayats utilized an average of 4.35% of their total fund for the implementation of educational projects. The expenditure pattern has remained almost stable with a slight increase in recent years.

Table.5.20.Percentage of total amount utilized on educational projects in Municipalities (In %)											
LSGIs	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**TOTAL**
Varkala	0.00	4.18	1.90	13.34	5.61	4.33	5.10	5.60	9.50	8.23	**5.39**
Cherthala	0.00	2.68	4.67	7.61	3.46	7.39	7.51	10.53	9.85	10.49	**6.76**
Pala	0.00	8.04	3.91	4.90	5.32	5.91	4.67	1.95	1.36	0.76	**3.52**
Ottapalam	0.00	1.14	1.65	2.88	4.73	3.42	5.31	1.58	3.59	2.93	**2.61**
Tirur	0.00	5.75	3.57	11.59	13.22	15.22	4.49	10.27	7.13	8.93	**7.43**
Kalpetta	0.00	4.27	2.87	10.29	3.58	2.32	4.50	9.72	6.12	5.25	**4.16**
Payyanur	10.16	1.94	6.39	9.38	7.35	9.29	5.85	12.22	13.65	11.82	**8.27**
% Total	**2.47**	**3.20**	**3.62**	**8.16**	**5.77**	**6.24**	**5.40**	**7.66**	**8.20**	**7.54**	**5.67**

(Source: Sulekha, Information Kerala Mission)

5.38. Municipalities utilized an average of 5.67% of their total fund in the implementation of educational projects and it is higher than the utilization by the Gram Panchayats. The analysis reveals year wise fluctuations in the expenditure pattern.

Graph.5.9.Comparison of Percentage total fund on education of GP & Municipality



5.39. The graph reveals the fluctuation of the expenditure pattern on education over the years.

2. Percentage share of development fund to the education projects.

5.40. The sub-section shows the percentage of development fund utilized for educational projects by LSGIs for 16 years.

Table.5.21. Percentage of development fund utilized on educational projects in Gram Panchayats

Percentage of Development Fund Utilized on educational Projects in Gram Panchayats											
LSGI	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**PLAN TOTAL**
Vidhura	0.00	1.67	2.21	3.72	4.64	4.22	4.03	6.18	6.83	7.12	**4.21**
Mararikulam	0.00	1.46	1.41	6.96	4.71	8.29	6.68	4.34	6.44	10.34	**5.02**
Kumarakom	0.00	2.90	2.66	5.67	3.81	3.86	2.70	7.96	4.37	7.99	**4.10**
Agali	2.48	2.50	1.06	4.50	1.85	3.84	2.87	3.83	4.66	4.56	**3.10**
Urungatteri	0.00	6.04	3.68	19.56	3.78	7.45	6.90	12.15	13.76	7.75	**7.97**
Tirunelli	0.00	5.02	2.85	5.26	3.77	4.70	3.73	3.72	6.10	9.02	**4.56**
Kaliasseri	3.77	6.70	3.96	7.24	7.04	3.22	8.08	8.80	8.01	7.27	**6.12**
% Total	**0.85**	**3.55**	**2.26**	**7.01**	**3.75**	**5.04**	**4.43**	**5.51**	**7.24**	**7.61**	**4.73**

(Source: Sulekha, Information Kerala Mission)

5.41. Gram Panchayats had utilized 4.73% of their development fund towards educational projects over the past 16 years. There is an increasing trend in the expenditure pattern for educational projects and it is much noticeable in recent years.

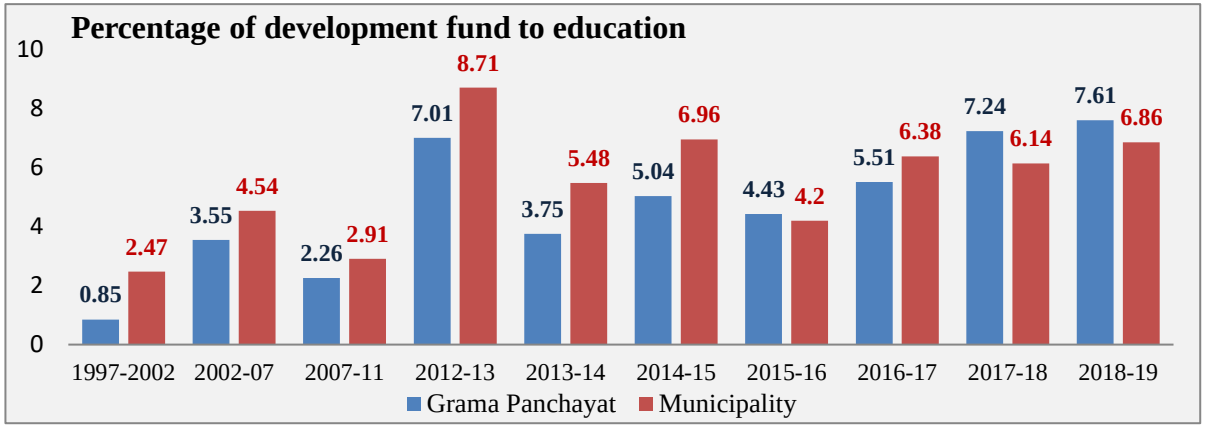
Table.5.22.Percentage of development fund utilized on educational projects in Municipalities

%	Plan Fund – education Municipalities										
LSGI	**1997-2002**	**2002-07**	**2007-11**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**2017-18**	**2018-19**	**TOTAL**
Varkala	0.00	4.54	2.14	12.50	5.43	5.40	5.32	3.33	6.82	9.67	**5.08**
Cherthala	0.00	3.72	2.87	9.42	4.10	6.89	5.86	11.16	9.20	13.12	**6.95**
Pala	0.00	8.24	2.10	1.90	1.66	1.89	1.02	1.68	1.18	1.41	**2.21**
Ottapalam	0.00	1.60	2.02	2.01	5.26	3.10	4.37	1.88	3.91	3.70	**2.75**
Tirur	0.00	7.14	4.82	14.52	9.88	16.73	4.19	10.21	3.89	5.25	**6.79**
Kalpetta	0.00	4.29	2.60	11.60	6.20	6.53	4.68	7.19	6.03	5.47	**4.79**
Payyanur	10.16	4.62	3.70	10.32	4.69	5.43	3.09	8.95	8.38	7.11	**6.37**
% Total	**2.47**	**4.54**	**2.91**	**8.71**	**5.48**	**6.96**	**4.20**	**6.38**	**6.14**	**6.86**	**5.19**

(Source: Sulekha, Information Kerala Mission)

5.42. Municipalities utilized 5.19% of their total development funds for educational projects. However, the trend in the expenditure pattern for educational projects by municipalities is fluctuating and not very positive over the years.

Graph.5.10. Comparison of percentages of development fund for education by GP & Municipality



3. Share of education expenditure in total expenditure of LSGIs

5.43. The sub-section provides information on the amount and percentage of three categories of funds (total development fund, total other fund, and total fund) utilized for educational projects by selected Gram Panchayats and municipalities over 16 years. However, the expenditure for educational projects during the financial year 2002-07 and 2011-12 is not available.

*Table.5.23.Amount & percentage of education expenditure by development fund and total fund**

CROSS-TABULATION OF FUND ALLOCATION				
	Type of Fund	**Panchayat**	**Municipality**	**LSGI**
Education (In Lakhs)	Development Fund	1469.77	2639.27	4109.04
	Other Funds	595.69	1381.55	1977.24
	Total Fund	2065.46	4020.82	6086.28
All projects (In Lakhs)	Development Fund	31089.76	50818.01	81907.77
	Other Funds	16424.01	20073.93	36497.94
	Total Fund	47513.77	70891.94	118405.71
Percentage (%)	*Development Fund*	4.73	5.19	5.02
	Other Funds	3.63	6.88	5.42
	Total Fund	4.35	5.67	5.14

(Source: Sulekha, Information Kerala Mission)

5.44. The total amount spent for educational projects by Gram Panchayats and municipalities was 60.86 crores of rupees, out of the total development fund of 1184.05 crores of rupees, which accounts for 5.14% of the total development fund. In total, the selected LSGIs utilized 5.02% of the total development fund and 5.42% of other funds for educational projects over the last 16 years.

SECTION II

Analysis of projects wise details from selected local self-government institutions

5.45. This section deals with category wise funding pattern in education sector and specific project wise details of selected GPs and municipalities for the development in education sector in last 22 years. The details of the sub-sections categorized as follows:

a. Category wise amount (funding pattern) on educational projects

b. Specific project wise details and funding pattern

a. Category wise expenditure on educational projects

1. Trend of expenditure pattern of education projects in different category in LSGIs

Table.5.24.Gram Panchayat wise amount utilization of educational projects (In Lakhs)										
Amt. of Projects	**Academic**	**Infra-structure**	**IT & Science**	**Arts & Sports**	**Mid-day Meal Assistance**	**Marginalized sections**	**Innovative**	**SSA**	**Others**	**GT**
Vidhura	3.34	119.16	5.24	7.25	7.24	45.62	0.00	125.47	0.00	**313.32**
Mararikulam	0.00	38.68	17.52	6.44	5.39	46.30	11.10	76.02	39.55	**241.00**
Kumarakom	0.24	36.49	23.84	0.95	0.12	12.01	4.37	61.36	0.14	**139.52**
Agali	6.01	145.03	1.96	17.09	15.00	25.74	1.99	112.95	7.71	**333.48**
Urungatteri	1.94	207.72	13.66	3.61	20.97	46.77	25.04	163.90	2.07	**485.68**
Tirunelli	14.34	76.66	17.36	1.00	46.41	101.39	0.68	134.49	13.03	**405.36**
Kaliasseri	3.65	32.02	1.18	0.44	2.50	29.83	2.64	73.25	1.67	**147.18**
Total	**29.52**	**655.76**	**80.76**	**36.78**	**97.63**	**307.66**	**45.82**	**747.44**	**64.17**	**2065.54**
%	**1.43**	**31.75**	**3.91**	**1.78**	**4.73**	**14.89**	**2.22**	**36.19**	**3.11**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.49. It can be inferred that out of the total amount of 2065.54 lakhs, 29.52 lakhs (1.43%) were utilized for academic projects, 655.76 lakhs (31.75%) were allocated for infrastructural projects, 80.76 lakhs (3.91%) for IT & Science, 36.78 lakhs (1.78%) for Arts & sports, 97.63 lakhs (4.73%) for Mid-day meal assistance, 307.66 lakhs (14.89%) for marginalized sections, 45.82 lakhs for Innovative projects, and 64.17 lakhs (3.11%) were used for other projects by Gram Panchayats. Among these categories, the SSA project received the highest amount of 725.4 lakhs (36.19%) for educational projects from the share of Gram Panchayats.

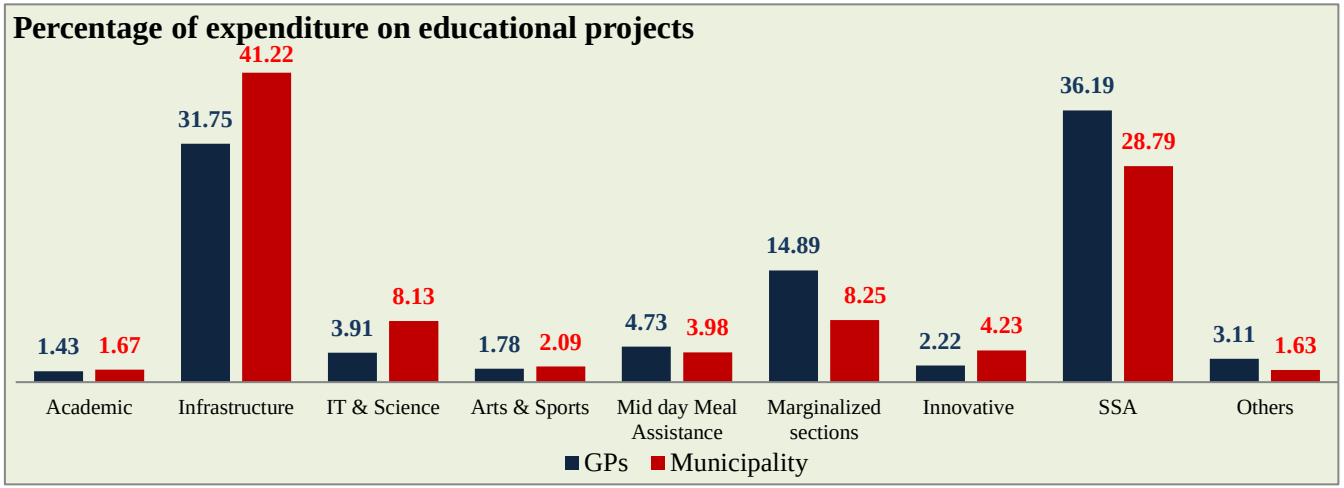
Table.5.25.Municipality wise amount utilization of educational projects (In Lakhs)

Amt. of Projects	Academic	Infra-structure	IT & Science	Arts & Sports	Mid-day Meal Assistance	Marginalized sections	Innovative	SSA	Others	Total
Varkala	7.36	110.71	40.52	2.98	40.38	49.26	9.05	174.26	4.61	439.13
Cherthala	2.62	199.53	33.56	0.00	11.18	30.66	31.27	251.60	5.10	565.52
Pala	1.45	110.94	0.00	11.95	2.77	10.32	0.00	37.77	0.00	175.20
Ottapalam	3.98	72.12	7.41	5.49	0.60	37.61	22.38	151.30	0.33	301.22
Tirur	7.91	255.14	109.15	2.48	8.90	36.60	34.37	181.57	11.90	648.02
Kalpetta	24.51	171.41	20.50	2.73	8.04	131.55	12.30	142.13	11.06	524.23
Payyanur	19.44	737.59	115.69	58.50	88.14	35.75	60.84	218.94	32.62	1367.51
Total	**67.27**	**1657.44**	**326.83**	**84.13**	**160.01**	**331.75**	**170.21**	**1157.57**	**65.62**	**4020.83**
%	**1.67**	**41.22**	**8.13**	**2.09**	**3.98**	**8.25**	**4.23**	**28.79**	**1.63**	**100.00**

(Source: Sulekha, Information Kerala Mission)

5.50. Out of the total amount of 4020.83 lakhs, 67.27 lakhs (1.67%) were utilized for academic projects, 1657.44 lakhs (41.22%) were allocated for infrastructural projects, 326.83 lakhs (8.13%) for IT & Science, 84.13 lakhs (2.09%) for Arts & sports, 160.01 lakhs (3.98%) for Mid-day meal assistance, 331.75 lakhs (8.25%) for marginalized sections, 170.21 lakhs (4.23%) for Innovative projects, and 65.62 lakhs (1.63%) were used for other projects by municipalities. Among these categories, the SSA project received the highest amount of 1157.57 lakhs (28.79%) for educational projects from the share of municipalities.

Graph.5.11.Sector wise expenditure on educational projects



Municipalities had lower priority than Gram Panchayats in the implementation of projects such as mid-day meal programs, initiatives for marginalized communities, and the Sarva Shiksha Abhiyan (SSA).

Table.5.26.Year wise expenditure on various sectors of education in Gram Panchayats (In Lakhs)

Year	Academic	Infra-structure	IT & Science	Arts & Sports	Mid-day Meal Assistance	Marginalized sections	Innovative	SSA	Others	Total
1992-02	0.85	12.79	0.00	0.00	0.00	0.00	0.00	0.00	2.24	**15.88**
2002-07	4.52	31.95	2.82	2.64	4.99	2.73	3.74	75.11	0.58	**129.08**
2007-11	8.62	76.41	10.47	3.75	20.87	13.60	8.34	73.46	0.20	**215.72**
2012-13	1.16	11.15	4.04	6.88	0.60	12.03	2.09	98.90	5.42	**142.27**
2013-14	1.09	45.85	10.33	5.00	5.00	14.46	0.11	66.41	7.72	**155.97**
2014-15	0.97	62.58	12.82	1.00	3.91	25.80	1.43	71.79	5.71	**186.01**
2015-16	1.30	66.53	7.24	5.00	6.09	47.20	6.77	75.79	6.55	**222.47**
2016-17	2.23	66.02	3.14	1.00	5.26	46.27	1.80	67.63	6.97	**200.32**
2017-18	1.97	156.47	2.47	10.01	21.76	80.60	13.95	80.94	7.54	**375.71**
2018-19	6.81	126.01	27.43	1.50	29.15	64.97	7.59	137.41	21.24	**422.11**
Total	**29.52**	**655.76**	**80.76**	**36.78**	**97.63**	**307.66**	**45.82**	**747.44**	**64.17**	**2065.54**
Average	**1.74**	**31.23**	**5.05**	**2.30**	**6.10**	**19.23**	**2.86**	**46.72**	**3.06**	**98.36**

(Source: Sulekha, Information Kerala Mission)

5.51. The table provides information on the category-wise total amount spent on education projects in selected Gram Panchayats over the last 22 years. It includes the average yearly amount spent on various categories, such as Academic (1.74 lakhs), Infrastructure (31.23 lakhs), IT & Science (5.05 lakhs), Arts & Sports (2.30 lakhs), Mid-day meals (6.10 lakhs), Innovative (2.86 lakhs), others (3.06 lakhs), and SSA (46.72 lakhs) projects, respectively.

Table.5.27.Year wise expenditure on various sectors of education in municipalities (In Lakhs)

Amt. of Projects	Academic	Infra-structure	IT & Science	Arts & Sports	Mid-day Meal Assistance	Marginalized sections	Innovative	SSA	Others	Total
1992-02	12.63	44.85	0.00	0.00	0.00	0.00	0.00	0.00	31.60	**89.08**
2002-07	12.27	100.68	15.94	6.48	2.54	13.41	44.51	67.65	1.03	**264.51**
2007-11	13.34	272.92	23.13	11.72	22.08	10.98	25.83	125.70	0.32	**506.02**
2012-13	12.49	105.60	16.41	7.91	0.69	16.42	9.53	134.55	3.69	**307.29**
2013-14	3.23	149.52	34.33	3.00	5.59	29.55	11.40	125.46	1.23	**363.31**
2014-15	4.45	219.17	10.82	6.69	7.62	25.10	12.46	125.15	0.81	**412.27**
2015-16	3.26	90.95	17.80	3.40	22.80	44.75	10.68	110.63	3.50	**307.77**
2016-17	0.00	131.90	75.93	31.07	23.63	32.71	13.30	139.65	7.04	**455.23**
2017-18	1.00	307.25	59.77	6.93	41.95	60.51	3.16	170.47	15.73	**666.77**
2018-19	4.60	234.60	72.70	6.93	33.11	98.32	39.34	158.31	0.67	**648.58**

Total	**67.27**	**1657.44**	**326.83**	**84.13**	**160.01**	**331.75**	**170.21**	**1157.57**	**65.62**	**4020.83**
Average	**3.20**	**78.93**	**20.43**	**5.26**	**10.00**	**20.73**	**10.64**	**72.35**	**3.12**	**191.47**

(Source: Sulekha, Information Kerala Mission)

5.52. The table (5.27) shows the category-wise total amount spent on education projects in selected municipalities in the last 22 years. The table includes the year-wise average amount spent on academic projects (3.20 lakhs), infrastructure projects (78.93 lakhs), IT & science projects (20.43 lakhs), arts & sports projects (5.26 lakhs), mid-day meal projects (10 lakhs), innovative projects (10.64 lakhs), other projects (3.12 lakhs) and SSA projects (72.35 lakhs). However, it is noted that lack of documentation or proper recording of many innovative projects formulated and implemented during the initial phase of decentralized planning i.e. in the plan period 1997-2002.

c. Specific project wise details and expenditure pattern in education sector

1. Total amount on Academic projects

5.54. The selected Gram Panchayats and municipalities have utilized a total amount of 96.79 lakhs for academic purposes in schools during the last 16 years. This includes funding for various initiatives such as reading enhancement programs, remedial coaching, learning resources, quality development, and educational camps.

Table.5.28.Gram Panchayat level interventions on academic activities (In Lakhs)							
LSGs	**Reading Improvement Program**	**Remedial or Special Coaching**	**Educational Equipment's**	**Quality Development**	**Educational Camps / Study Tours**	**Other includes Teachers salary**	**Total**
Vidhura	3.21	0.00	0.00	0.00	0.00	0.13	**3.34**
Mararikulam	0.00	0.00	0.00	0.00	0.00	0.00	**0.00**
Kumarakom	0.24	0.00	0.00	0.00	0.00	0.00	**0.24**
Agali	0.87	0.00	5.14	0.00	0.00	0.00	**6.01**
Urangatteri	0.44	0.00	0.89	0.07	0.54	0.00	**1.94**
Tirunelli	6.70	6.64	0.00	0.20	0.80	0.00	**14.34**
Kalliasseri	2.26	0.00	0.54	0.00	0.00	0.85	**3.65**
TOTAL	**13.72**	**6.64**	**6.57**	**0.27**	**1.34**	**0.98**	**29.52**
%	**46.5**	**22.5**	**22.3**	**0.9**	**4.5**	**3.3**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.55. The analysis of the expenditure by Gram Panchayats reveals that a significant portion, 46.5%, is allocated towards improving reading skills. 22.5% of the expenditure is spent on providing educational support to underprivileged children, while another 22.3% is utilized for providing learning aids. Quality improvement programmes constitute a small portion, only 0.9%, of the

expenditure. The Gram Panchayats also allocate 4.5% of their expenditure towards organizing co-living camps, and 3.3% towards other academic supporting activities.

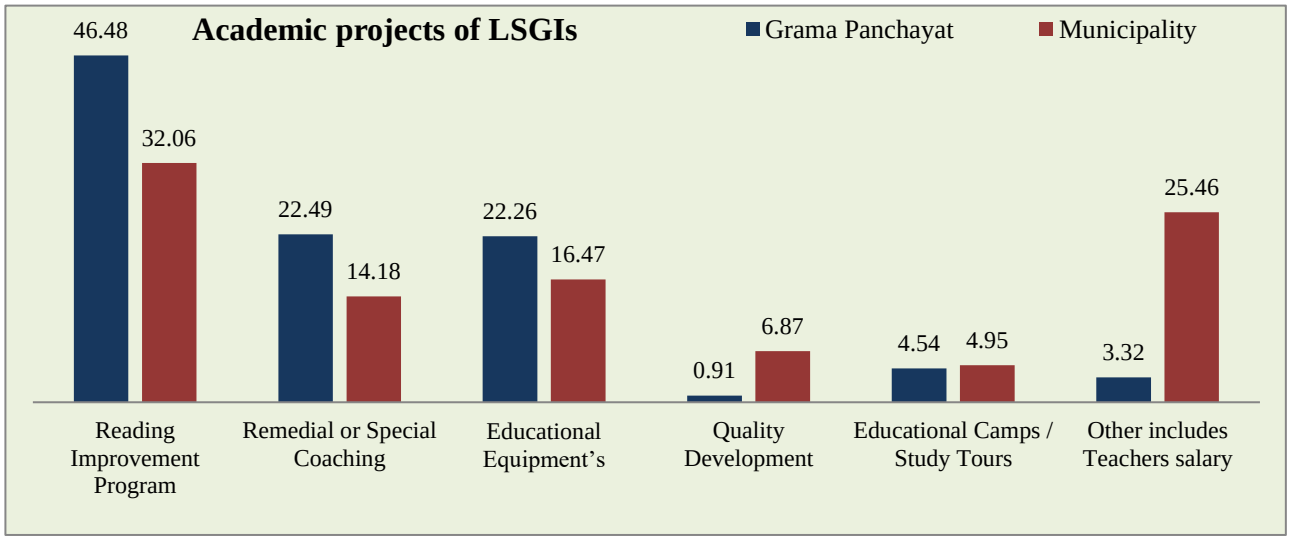
Table.5.29.Municipality level interventions on academic activities (In Lakhs)							
LSGs	**Reading Improvement Program**	**Remedial or Special Coaching**	**Educational Equipment's**	**Quality Development**	**Educational Camps / Study Tours**	**Other includes Teachers salary**	**Total**
Varkala	2.10	0.00	0.00	1.76	0.00	3.50	**7.36**
Cherthala	0.00	0.00	0.00	2.62	0.00	0.00	**2.62**
Pala	1.26	0.00	0.00	0.19	0.00	0.00	**1.45**
Ottapalam	2.57	0.41	0.00	0.00	0.00	1.00	**3.98**
Tirur	5.41	0.47	0.60	0.00	1.43	0.00	**7.91**
Kalpetta	5.15	6.93	10.48	0.05	1.90	0.00	**24.51**
Payyanur	5.08	1.73	0.00	0.00	0.00	12.63	**19.44**
TOTAL	**21.57**	**9.54**	**11.08**	**4.62**	**3.33**	**17.13**	**67.27**
%	**32.1**	**14.2**	**16.5**	**6.9**	**5.0**	**25.5**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.56. The analysis of the expenditure by municipalities reveals that a significant portion, 32.1%, is allocated towards improving reading skills. 14.2% of the expenditure is utilized for providing educational support to underprivileged children, while 16.5% is utilized for providing learning aids. The

municipalities also allocate a portion of their expenditure, 6.9%, towards quality improvement programmes. Furthermore, 5% of the expenditure is allocated towards organizing co-living camps, and 25.5% is dedicated towards other academic supporting activities.

Graph.5.12.Percentage of academic projects of LSGIs



2. Total amount on infrastructural interventions

5.57. The expenditure incurred for infrastructure includes building and renovating school buildings, classrooms, office rooms, toilets, latrines, roofs and floors, compound walls, gates, partitions for classrooms, conference halls, stages, land purchase, furniture, and other infrastructure-related

activities. The amount spent by the selected LSGIs on infrastructure development for the period of 16 years amounts to 18.18 crores of rupees.

Table.5.30.Gram Panchayat level interventions on infrastructural activities (In Lakhs)

LSGs	School Building / Classroom / Office room	Toilet /Latrine	Roof & Floor	Compound Wall/ gate/ Wall for classes	Conference Hall / Stage	Maintenance / Protection	Infrastructural Development / Land Purchase	Furniture	Electrification	Waste & Cleanliness	Others & unknown infrastructural projects	Total
Vidhura	10.81	20.25	0.00	21.01	7.22	51.63	0.00	5.42	2.35	0.0	0.47	**119.16**
Mararikulam	6.90	1.89	0.00	4.63	0.00	13.52	0.00	5.83	3.85	0.0	2.06	**38.68**
Kumarakom	0.51	0.00	0.69	0.48	1.66	21.50	1.28	7.60	0.27	0.0	2.50	**36.49**
Agali	9.00	34.02	0.00	22.43	2.85	40.58	0.00	21.23	0.00	3.0	11.92	**145.03**
Urangatteri	18.70	0.66	0.00	11.64	0.00	143.69	1.45	26.70	2.39	0.0	2.49	**207.72**
Tirunelli	7.45	10.80	0.00	10.97	14.73	19.80	1.08	9.62	0.62	0.0	1.59	**76.66**
Kaliasseri	5.43	3.22	0.00	7.34	0.00	5.81	1.76	4.26	0.00	0.0	4.20	**32.02**
Total	**58.80**	**70.84**	**0.69**	**78.50**	**26.46**	**296.53**	**5.57**	**80.66**	**9.48**	**3.0**	**25.23**	**655.76**
%	**9.0**	**10.8**	**0.1**	**12.0**	**4.0**	**45.2**	**0.8**	**12.3**	**1.4**	**0.5**	**3.8**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.58. The table shows 9% spent for the construction of school building/class room/ office room. 10.8% toilet/ latrine, 0.1% for roofing and flooring, 12 % for compound wall/ gate / class partitioning, 4 % for conference hall or constructing stage, 45.2 % for maintenance/renovation, 0.8 % for land purchase, 12.3 % for furniture, 1.4 % for electrification, 0.5 % for cleanliness and waste management and 3.8 % for other items. The main share goes to the renovation & maintenance and for purchasing furniture.

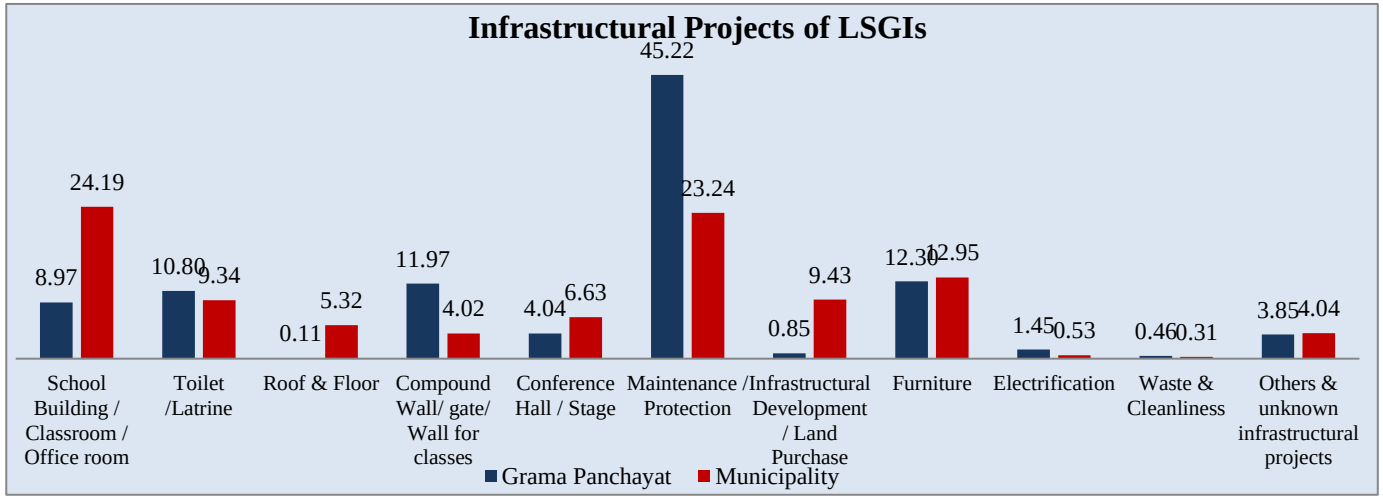
Table.5.31.Municipality level interventions on infrastructural activities (In Lakhs)

LSGs	School Building / Classroom / Office room	Toilet/ Latrine	Roof & Floor	Compound Wall/ gate/ Wall for classes	Conference Hall / Stage	Maintenance / Protection	Infrastructural Development / Land Purchase	Furniture	Electrification	Waste & Cleanliness	Others	Total
Varkala	25.43	12.08	7.11	5.56	0.00	38.71	0.00	18.52	1.25	1.05	1.00	**110.71**
Cherthala	14.01	4.51	2.38	8.14	21.25	80.49	0.00	68.06	0.00	0.00	0.69	**199.53**
Pala	0.99	22.54	20.51	10.44	0.00	36.97	0.00	2.90	0.00	0.29	16.30	**110.94**
Ottapalam	0.00	2.05	1.46	13.24	0.00	20.62	6.87	21.12	4.25	0.00	2.51	**72.12**
Tirur	29.09	9.78	1.31	3.71	5.00	16.64	141.91	42.85	3.22	0.00	1.63	**255.14**
Kalpetta	70.37	3.40	0.00	7.08	0.00	73.56	0.00	14.50	0.00	2.50	0.00	**171.41**
Payyanur	261.05	100.51	55.33	18.52	83.71	118.20	7.44	46.64	0.00	1.29	44.90	**737.59**
TOTAL	**400.94**	**154.87**	**88.10**	**66.69**	**109.96**	**385.19**	**156.22**	**214.59**	**8.72**	**5.13**	**67.03**	**1657.44**
%	**24.2**	**9.3**	**5.3**	**4.0**	**6.6**	**23.2**	**9.4**	**12.9**	**0.5**	**0.3**	**4.0**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.59. The table (5.31) shows 24.2% spent for the construction of school building/class room/ office room. 9.3% toilet/ Latrine, 5.3% for roofing and flooring, 4% for compound wall/ gate /class partitioning, 6.6% for conference hall or constructing stage, 23.2% for maintenance/renovation, 9.4% for land purchase, 12.9% for furniture, 0.5% for electrification, 0.3% for cleanliness and waste management and 4% for other items. The main share goes to the construction of school building and class/office rooms and the renovation & maintenance.

Graph.5.13.Percentage of Infrastructural projects of LSGIs



3. Total amount spend on arts and sports

5.60. The amount utilized for activities related to development of Arts, Sports, Culture and School ground amounts to 412.03 lakhs by the selected LSGs for the last 22 years.

Table.5.32.Gram Panchayat level interventions on arts & sports (In Lakhs)							
LSGs	**Arts Festivals**	**Sports Kit / Arts equipment's**	**Sports Training & competition**	**School Ground & Stadium**	**Culture**	**NCC/ SPC/ Scouts**	**Total**
Vidhura	0.00	0.00	6.25	1.00	0.00	0.00	**7.25**
Mararikulam	0.60	0.00	0.40	5.19	0.00	0.25	**6.44**
Kumarakom	0.00	0.00	0.00	0.95	0.00	0.00	**0.95**
Agali	0.00	5.50	0.00	10.59	0.00	1.00	**17.09**
Urangatteri	0.00	0.00	0.35	3.26	0.00	0.00	**3.61**
Tirunelli	0.00	1.00	0.00	0.00	0.00	0.00	**1.00**
Kalliasseri	0.00	0.30	0.00	0.00	0.00	0.14	**0.44**
TOTAL	**0.60**	**6.80**	**7.00**	**20.99**	**0.00**	**1.39**	**36.78**
%	**1.6**	**18.5**	**19.0**	**57.1**	**0.0**	**3.8**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.61. The table (5.32) reveals that the expenditure on arts and culture by GPs was relatively low, with only 36.78 lakhs of rupees being spent. The majority of this expenditure, specifically 57.1%, was allocated

to school grounds. Meanwhile, 19% was used for promoting sports, and 18.5% was used for distributing sports kits and equipment. In contrast, only a small portion, specifically 1.6%, was allocated for arts-related activities.

Table.5.33.Municipality level interventions on arts and sports (In Lakhs)

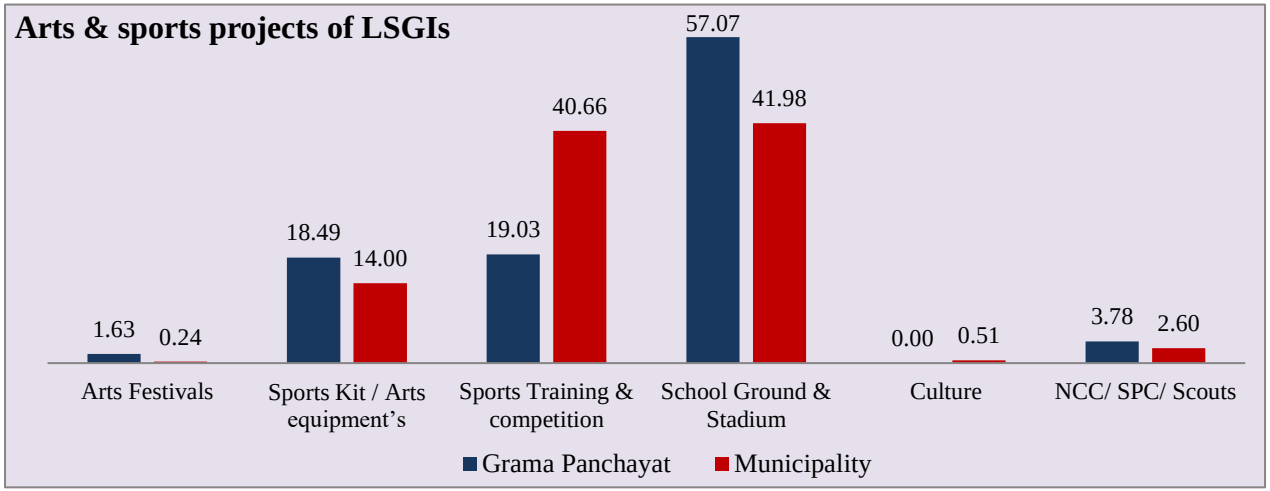
LSGs	Arts Festivals	Sports Kit / Arts equipment's	Sports Training & competition	School Ground & Stadium	Culture	NCC/ SPC/ Scouts	Total
Varkala	0.00	2.98	0.00	0.00	0.00	0.00	**2.98**
Cherthala	0.00	0.00	0.00	0.00	0.00	0.00	**0.00**
Pala	0.00	0.00	0.00	11.95	0.00	0.00	**11.95**
Ottapalam	0.00	0.00	4.00	0.00	0.00	1.49	**5.49**
Tirur	0.20	1.28	0.30	0.00	0.00	0.70	**2.48**
Kalpetta	0.00	2.25	0.48	0.00	0.00	0.00	**2.73**
Payyanur	0.00	5.27	29.43	23.37	0.43	0.00	**58.50**
TOTAL	**0.20**	**11.78**	**34.21**	**35.32**	**0.43**	**2.19**	**84.13**
%	**0.2**	**14.0**	**40.7**	**42.0**	**0.5**	**2.6**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.62. The total amount spent in this category was 84.13 lakhs of rupees. Out of this, a significant portion, 35.3%, was allocated to developing school grounds. 40.7% of the total amount is spent on sports

development is higher compared to Gram Panchayats. However, the amount spent on arts was relatively low, with only 0.2% and only 0.5% was spent on culture-related activities.

Graph.5.14.Percentage of arts & sports activities of LSGIs



3. Total expenditure towards mid-day meal assistance

5.65. The total amount utilized for activities related to mid-day meal assistance amounts to 2.80 crores for the last 16 years by the selected LSGs.

Table.5.34.Gram Panchayat level interventions on mid-day meal assistance (In Lakhs)					
LSGs	**Kitchen**	**Utensils**	**Mid-day meal / breakfast**	**Others including drinking water supply / kitchen equipment's**	**Total**
Vidhura	6.24	0.00	1.00	0.00	**7.24**
Mararikulam	4.64	0.75	0.00	0.00	**5.39**
Kumarakom	0.00	0.00	0.12	0.00	**0.12**
Agali	11.50	1.50	0.00	2.00	**15.00**
Urungatteri	12.99	1.96	4.57	1.45	**20.97**
Tirunelli	11.99	4.59	26.37	3.46	**46.41**
Kalliasseri	1.35	0.25	0.00	0.90	**2.50**
TOTAL	**48.71**	**9.05**	**32.06**	**7.81**	**97.63**
%	**49.9**	**9.3**	**32.8**	**8.0**	**100.0**

(Source: Sulekha, Information Kerala Mission)

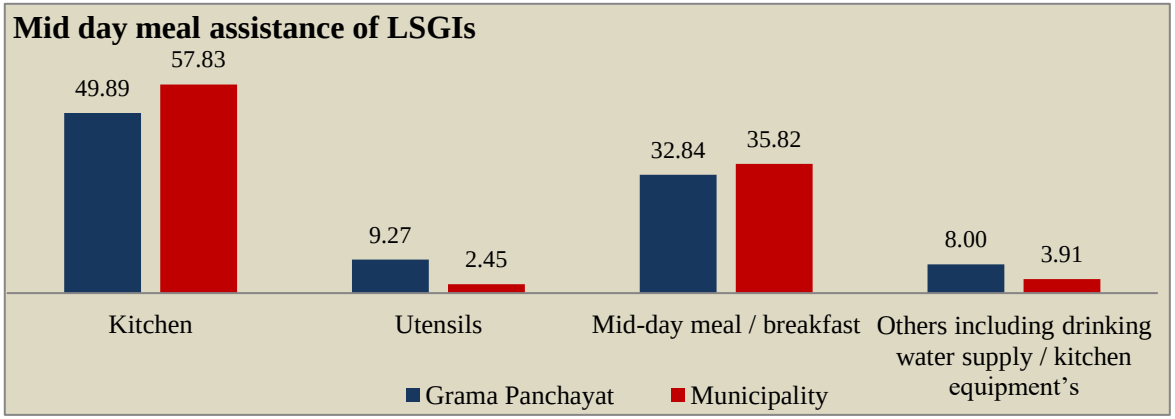
5.66. The expenditure of selected Gram Panchayats on mid-day meal assistance was 97.63 lakhs. The highest amount of expenditure spent on the kitchen, with 48.71 lakhs (49.9%) being allocated to it. The second highest expenditure was made on midday meals/breakfast, with 32.06 lakhs (32.8%) being spent on it. Other related activities received 7.81 lakhs (8%) of the total expenditure, while the distribution of utensils received 9.05 lakhs (9.3%).

Table.5.35.Municipality level interventions on mid-day meal assistance (In Lakhs)					
LSGs	**Kitchen**	**Utensils**	**Mid-day meal / breakfast**	**Others including drinking water supply / kitchen equipment's**	**Total**
Varkala	0.00	0.00	40.38	0.00	**40.38**
Cherthala	4.93	0.00	0.00	6.25	**11.18**
Pala	1.68	1.09	0.00	0.00	**2.77**
Ottapalam	0.00	0.25	0.35	0.00	**0.60**
Tirur	8.01	0.89	0.00	0.00	**8.90**
Kalpetta	3.39	0.00	4.65	0.00	**8.04**
Payyanur	74.52	1.69	11.93	0.00	**88.14**
TOTAL	**92.53**	**3.92**	**57.31**	**6.25**	**160.01**
%	**57.8**	**2.4**	**35.8**	**3.9**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.67. The expenditure made by selected municipalities on mid-day meal assistance was 160.01 lakhs. The highest amount of expenditure spent on the kitchen, with 92.53 lakhs (57.8%) being allocated to it. The second highest expenditure utilized on midday meals/breakfast, with 57.31 lakhs (35.8%) being spent on it. Other related activities received 6.25 lakhs (3.9%) of the total expenditure, while the distribution of utensils received 3.92 lakhs (2.4%).

Graph 5.15.Percentage of mid-day meal assistance of LSGIs



5. Total amount spend on education for marginalized sections

5.68. The utilization is based on the TSP and SCP allocation based on the population share of SC & ST population in the Gram Panchayats and municipalities. The total amount utilized for marginalized sections such as SC Category, ST Category, Fisher-folks and Disabled peoples of the selected LSGIs amounts to 6.40 crores for the last 16 years.

Table.5.36. Gram Panchayat level interventions on marginalized sections (In Lakhs)					
LSGs	**SC category**	**ST category**	**Fisher folks**	**Disabled / HIV Infected**	**GT**
Vidhura	14.84	29.81	0.00	0.97	**45.62**
Mararikulam	33.02	6.33	6.76	0.19	**46.30**
Kumarakom	10.06	1.95	0.00	0.00	**12.01**
Agali	4.43	16.15	0.00	5.16	**25.74**
Urungatteri	33.66	7.78	0.00	5.33	**46.77**
Tirunelli	4.30	88.78	0.00	8.31	**101.39**
Kalliasseri	18.09	0.00	0.28	11.46	**29.83**
TOTAL	**118.40**	**150.80**	**7.04**	**31.42**	**307.66**
%	**38.5**	**49.0**	**2.3**	**10.2**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.69. Out of the total 307.66 lakhs, the highest amount spent on the education development of ST category holds an amount of 150.80 lakhs (49 %), SC category holds 118.40 lakhs (38.5 %), disabled sections holds 31.42 lakhs (10.2 %) and fisher folk sections holds 7.04 lakhs (2.3 %) respectively by the selected Gram Panchayats.

Table.5.37.Gram Panchayat wise assistance to marginalized sections (In Lakhs)									
	Gram Panchayat	**Vidhura**	**Mararikulam**	**Kumarakom**	**Agali**	**Urungatteri**	**Tirunelli**	**Kaliasseri**	**Total**
SC	Academic	0.00	10.00	6.09	0.00	12.95	0.00	0.00	**29.04**
	Study materials and equipment's	12.84	23.02	3.97	4.43	19.08	3.18	18.09	**84.61**
	Sports	2.00	0.00	0.00	0.00	0.00	0.00	0.00	**2.00**
	Food systems	0.00	0.00	0.00	0.00	0.00	1.12	0.00	**1.12**
	Personality development	0.00	0.00	0.00	0.00	1.63	0.00	0.00	**1.63**
	Sub Total SC	**14.84**	**33.02**	**10.06**	**4.43**	**33.66**	**4.30**	**18.09**	**118.40**
ST	Academic	1.25	1.00	0.00	0.00	0.00	2.06	0.00	**4.31**
	Study materials and equipment's	24.81	5.34	0.70	16.15	7.78	22.95	0.00	**77.73**
	Sports	3.75	0.00	0.00	0.00	0.00	0.00	0.00	**3.75**
	Food systems	0.00	0.00	0.00	0.00	0.00	63.57	0.00	**63.57**
	Financial assistance	0.00	0.00	1.25	0.00	0.00	0.20	0.00	**1.45**
	Sub Total ST	**29.81**	**6.34**	**1.95**	**16.15**	**7.78**	**88.78**	**0.00**	**150.81**
FF	Study materials and equipment's	0.00	3.76	0.00	0.00	0.00	0.00	0.28	**4.04**
	Financial assistance	0.00	3.00	0.00	0.00	0.00	0.00	0.00	**3.00**
	Sub Total Fishermen	**0.00**	**6.76**	**0.00**	**0.00**	**0.00**	**0.00**	**0.28**	**7.04**
PD	Financial assistance	0.97	0.19	0.00	5.16	5.33	8.31	11.46	**31.42**
	Sub Total Disabled	**0.97**	**0.19**	**0.00**	**5.16**	**5.33**	**8.31**	**11.46**	**31.42**
Grand Total		**45.62**	**46.31**	**12.01**	**25.74**	**46.77**	**101.39**	**29.83**	**307.67**

(Source: Sulekha, Information Kerala Mission)

5.70. It shows that almost same assistance was provided to SC & ST students. Distribution of study materials shares the highest amount among SC (84.61 lakhs), ST (77.73 lakhs) and fisher folk students (4.04 lakhs). Financial assistance provided (31.42 lakhs) to disabled students.

Table.5.38.Municipality level interventions on marginalized sections (In Lakhs)

LSGI Name	SC category	ST category	Fisher folks	Disabled / HIV infected	GT
Varkala	45.28	0.00	3.98	0.00	**49.26**
Cherthala	30.66	0.00	0.00	0.00	**30.66**
Pala	9.40	0.00	0.00	0.92	**10.32**
Ottapalam	37.61	0.00	0.00	0.00	**37.61**
Tirur	32.10	0.00	0.00	4.50	**36.60**
Kalpetta	7.86	119.71	0.00	3.98	**131.55**
Payyanur	30.81	0.46	0.63	3.85	**35.75**
TOTAL	**193.72**	**120.17**	**4.61**	**13.25**	**331.75**
%	**58.4**	**36.2**	**1.4**	**4.0**	**100.0**

(Source: Sulekha, Information Kerala Mission)

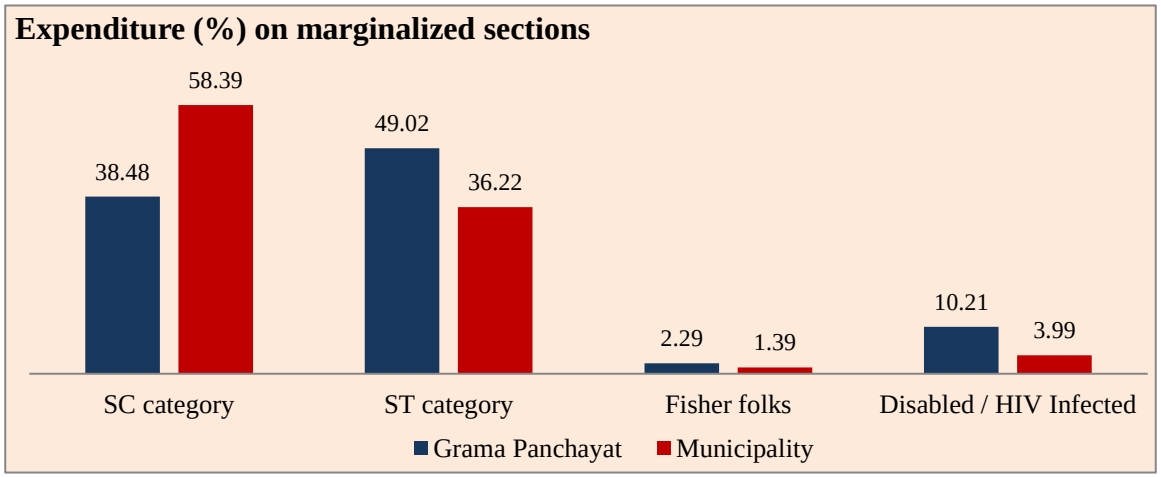
5.71. It can be inferred that out of the total 331.75 lakhs, the highest amount spend on the education development of SC category holds an amount of 193.72 lakhs (58.4 %), ST category holds 120.17 lakhs (36.2 %), disabled sections holds 13.25 lakhs (4 %) and fisher folk sections holds 4.61 lakhs (1.4 %) respectively by the selected municipalities.

Table.5.39.Municipality wise assistance to marginalized sections (In Lakhs)									
	Municipalities	**Varkala**	**Cherthala**	**Pala**	**Ottapalam**	**Tirur**	**Kalpetta**	**Payyanur**	**Total**
SC	Academic	32.60	9.80	4.81	0.00	1.93	0.00	2.66	**51.80**
	Study materials and equipment's	9.03	18.06	4.59	37.61	30.17	4.72	24.70	**128.88**
	Financial assistance	3.65	2.80	0.00	0.00	0.00	3.15	3.45	**13.05**
	Sub-total SC	**45.28**	**30.66**	**9.40**	**37.61**	**32.10**	**7.87**	**30.81**	**193.73**
ST	Academic	0.00	0.00	0.00	0.00	0.00	0.22	0.00	**0.22**
	Study materials and equipment's	0.00	0.00	0.00	0.00	0.00	84.08	0.46	**84.54**
	Food systems	0.00	0.00	0.00	0.00	0.00	35.40	0.00	**35.40**
	Sub-Total ST	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**	**119.70**	**0.46**	**120.16**
FF	Study materials and equipment's	3.88	0.00	0.00	0.00	0.00	0.10	0.63	**4.61**
	Sub-total Fishermen	**3.88**	**0.00**	**0.00**	**0.00**	**0.00**	**0.10**	**0.63**	**4.61**
PD	Study materials and equipment's	0.00	0.00	0.00	0.00	0.00	0.00	0.48	**0.48**
	Financial assistance	0.00	0.00	0.92	0.00	4.50	3.98	3.37	**12.77**
	Sub-total Disabled	**0.00**	**0.00**	**0.92**	**0.00**	**4.50**	**3.98**	**3.85**	**13.25**
Grand Total		**49.16**	**30.66**	**10.32**	**37.61**	**36.60**	**131.65**	**35.75**	**331.75**

(Source: Sulekha, Information Kerala Mission)

5.72. It shows that almost same assistance was provided to SC & ST students. Distribution of study materials shares the highest amount among SC (1.28 crores), ST (84.54 lakhs) and fisher folk students (4.61 lakhs). Financial assistance provided (12.77 lakhs) to disabled students. It is evident that Gram Panchayat and municipality follows a same pattern of support to marginalized sections.

Graph.5.16.Percentage of expenditure on marginalized sections by LSGIs



6. Total amount on other projects on education

5.73. The total amount utilized for other projects of education such as social participation, health programme in schools, adolescence education program and Honouring/ Awards/ encouragement activities by the selected LSGIs amounts to 1.29 crores for the last 16 years.

Table.5.40.Gram Panchayat level interventions on other sectors of education (In Lakhs)						
LSGs	**Social Participation / Clubs**	**Health Program including first aid kit, self-defense, napkin machines, medical camp**	**Adolescence or legal Awareness program /Counseling**	**Encouragement / Honouring / Recognition / Awards**	**Other expenses for schools such as electricity charge, water charge.**	**Total**
Vidhura	0.00	0.00	0.00	0.00	0.00	**0.00**
Mararikulam	0.00	39.23	0.00	0.32	0.00	**39.55**
Kumarakom	0.00	0.00	0.14	0.00	0.00	**0.14**
Agali	0.00	6.97	0.00	0.00	0.74	**7.71**
Urungatteri	1.00	0.00	0.07	0.00	1.00	**2.07**
Tirunelli	0.00	0.00	0.03	0.00	13.00	**13.03**
Kaliasseri	0.00	0.09	0.08	0.00	1.50	**1.67**
Total	**1.00**	**46.29**	**0.32**	**0.32**	**16.24**	**64.17**
%	**1.6**	**72.1**	**0.5**	**0.5**	**25.3**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.74. It can be inferred that out of the total 64.17 lakhs, the highest amount spend on health programme in schools amounts to 46.29 lakhs (72.1%), adolescence education program amounts to 0.32 lakhs (0.5 %), honoring and awards amounts to 0.32 lakhs (0.5%), and for social participation holds an amount

of 1.00 lakhs respectively on projects of other expenses on education amounts to 16.24 lakhs (25.3%) by the Gram Panchayats.

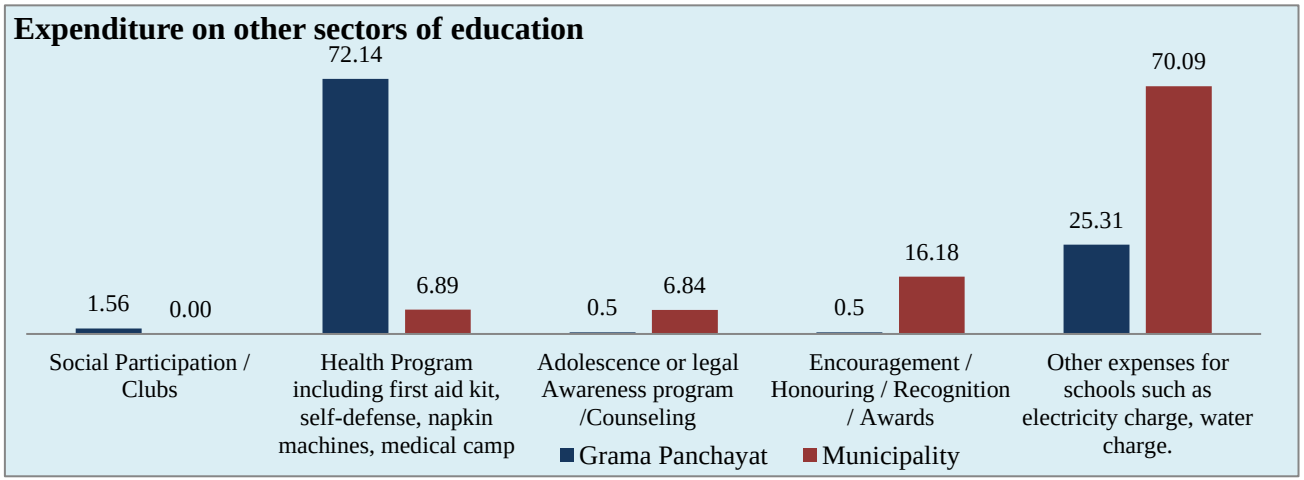
Table.5.41.Municipality Level Interventions on other sectors of education (In Lakhs)						
LSGs	**Social Participation / Clubs**	**Health Program including first aid kit, self-defense, napkin machines, medical camp**	**Adolescence or legal Awareness program /Counseling**	**Encouragement / Honouring / Recognition / Awards**	**Other expenses for schools such as electricity charge, water charge**	**Total**
Varkala	0.00	1.39	0.37	0.31	2.54	**4.61**
Cherthala	0.00	2.00	0.85	2.25	0.00	**5.10**
Pala	0.00	0.00	0.00	0.00	0.00	**0.00**
Ottapalam	0.00	0.33	0.00	0.00	0.00	**0.33**
Tirur	0.00	0.00	0.05	0.00	11.85	**11.90**
Kalpetta	0.00	0.00	3.00	8.06	0.00	**11.06**
Payyanur	0.00	0.80	0.22	0.00	31.60	**32.62**
Total	**0.00**	**4.52**	**4.49**	**10.62**	**45.99**	**65.62**
%	**0.0**	**6.9**	**6.8**	**16.2**	**70.1**	**100.0**

(Source: Sulekha, Information Kerala Mission)

5.75. It can be inferred that out of the total 16.06 lakhs, the highest amount spend on projects of other expenses on education amounts to 45.99 lakhs (70.1 %), adolescence education program amounts to 4.49 lakhs, health programme in schools amounts to 4.52 (6.9 %) lakhs and for honoring and awards

holds an amount of 10.62 lakhs (16.2 %) respectively. For social participation there are no such initiatives in the selected municipalities.

Graph.5.17.Percentage of expenditure on other sectors of education by LSGIs



7. Consolidation of innovative projects on education

5.76. The total amount utilized for innovative projects particularly focusing on the overall development of students and schools amounts to 2.16 crores by the selected LSGIs during the last 16 years.

Table.5.42.Panchayat Level Interventions through innovative projects on education (In Lakhs)

LSGIs	Project Name	Nos.	Amount
Mararikulam	Model School - TMLPS	4	10.69
Mararikulam	Samagra Vidhyabhyasam (Comprehensive Education Program)	1	0.41
Kumarakom	Model Classroom	1	4.37
Agali	Samagra Vidhyabhyasam - Reading enrichment (Comprehensive Education Program)	1	1.99
Urungatteri	Samagra Vidhyabhyasam (Comprehensive Education Program)	10	18.05
Urungatteri	Vijayabheri	3	1.76
Urungatteri	1st Class First Standard	1	2.00
Urungatteri	Integrated Education Programme	1	1.43
Urungatteri	Vidhyabhyasa shakthikaranam	1	1.80
Tirunelli	Athulyam Project - Extended Education Project	1	0.47
Tirunelli	Community Maths Lab	1	0.21
Kalliasseri	Samagra Vidhyabhyasam (Comprehensive Education Program)	4	1.71
Kalliasseri	Kiran Education Program	1	0.22
Kalliasseri	Make 1st standard 1st Place	1	0.71
	Total	**31**	**45.82**

(Source: Sulekha, Information Kerala Mission)

5.77. Out of the total 45.82 lakhs, Urangatteri Gram Panchayat spend the highest an amount of Rs.18.05 lakhs on comprehensive education program (Samagra Vidhyabhyasa Paripadi) continuously for the

projects in the last 10 years and for Samagra Vidhyabhyasam, Kalliasseri spends an amount of 1.71 lakhs regularly in 4 years. This shows the participation and involvement of the Gram Panchayats in maintaining the sustainability of implementing projects annually for the welfare of the students and schools.

Table.5.43.Municipality level interventions through innovative projects on education (In Lakhs)

Municipalities	Project Name	Nos.	Amount
Varkala	QIP Quality Improvement Program	7	9.05
Cherthala	Samagra Vidhyabhyasam	7	6.37
Cherthala	Sampoorna Vidhyabhyasam	1	2.90
Cherthala	Centre for excellence Project	1	22.00
Ottapalam	Valaraam Vayanayiloode	6	3.62
Ottapalam	Vijayaveedhi	6	4.50
Ottapalam	QIP Quality Improvement Program	12	14.26
Tirur	QIP Quality Improvement Program	2	15.90
Tirur	Vijayasmeram	3	2.01
Tirur	Vijayabheri	11	4.60
Tirur	Samagra Vidhyabhyasam	2	2.52
Tirur	Multimedia English	1	1.40
Tirur	School Campus is the text book	1	7.94
Kalpetta	Vision India	3	1.50
Kalpetta	Step football	2	2.80
Kalpetta	Quality Improvement Program	1	3.00
Kalpetta	Smart school	2	4.00
Kalpetta	Clean Campus	1	1.00
Payyanur	Samagra Vidhyabhyasa Paripadi	8	16.33
Payyanur	Overall development	1	3.39
Payyanur	Guru poornima	4	2.39

Payyanur	Samagra Vidhyabhyasa Pariposhana Paripadi	10	21.80
Payyanur	Samagra Kayika Vidhyabhyasam	3	1.24
Payyanur	Drishya Virunnu	2	5.23
Payyanur	Drishya Vismayam	2	5.77
Payyanur	Second standard to High level	1	4.69
	Total	**100**	**170.21**

(Source: Sulekha, Information Kerala Mission)

5.78. Out of the total 170.21 lakhs, the Cherthala municipality has spent Rs.22 lakhs for centre for excellence project; for Samagra Vidhyabhyasa Pariposhana Paripadi Payyanur municipality spends an amount of 21.80 lakhs regularly in 10 years and quality improvement program of Ottapalam municipality spends an amount of 14.26 lakhs continuously for 12 years. The highest number of year's continuously implemented project is *Vijayabheri* and its associated project *Vijayasmeram* of Tirur amounts to 6.61 lakhs continuously for 14 years. This shows the participation and involvement of the municipalities in maintaining the sustainability of implementing projects annually for the welfare of the students and schools.

Analysis of Joint Projects on Education

5.79. Joint projects are the projects shared at different levels by the local body. Integrated projects are projects implemented by convergence of resources, projects, sectors under different local bodies. From the data during 1997-2017 shows there is no Integrated Projects but only two joint projects in Tirur Municipality and Kaliasseri Gram Panchayat converging with district panchayat.

Table.5.44.Joint projects on education by the LSGs		
Local Body	Tirur	Kalliasseri
Type	Municipality	Gram Panchayat
Project Name	**Science Gallery**	**Financial Support for PwD**
Year	2018-19	2007-12 (5 years)
Convergence B/w	Municipality & District Panchayat	Gram Panchayat & District Panchayat
Implementing local Body	Municipality	Gram Panchayat
Project Share (Allocation)	8.00	10.66
Utilization (In Lakhs)	**7.94 (99 %)**	**10.65 (100%)**
Background	In the Municipality, there is concern for quality of science education to be provided to students. In order to address this issue, a project has been initiated to increase the overall quality of science education. The project aims to improve both the academic and infrastructural aspects of science education, with the goal of providing students with better learning environment and helping them achieve better academic performance.	The project's objective is to provide assistance to children residing within the Gram Panchayat, for those having physical or mental disabilities. In order to address their specific requirements Gram Panchayat and district panchayats collaboratively initiated the project. The project started as a joint project of District Panchayat and Gram Panchayat. After one year Block Panchayat also joined them.

Important Activities	The local governments have recognized the importance of providing students with hands-on learning experiences in science education. To support this goal, financial assistance was provided to schools for setting up labs in the subjects; Physics, Chemistry, and Biology. This initiative aims to enhance the experimental learning process for students and provide them with practical knowledge and skills	To facilitate the identification of eligible students, applications for the project are invited through schools. Financial support will be provided directly to the parents or guardians of these children by the implementing officer.
Key Outcomes	Municipality and district panchayat jointly provide well-equipped labs to 22 schools in the area with the necessary equipment and materials needed for conducting experiments.	The project boosts the enrollment of students with disabilities by providing extra support, thereby encouraging parents to send their children to school.
Reasons (Innovative)	Municipality has enabled better cooperation and coordination among teachers and schools in the project.	The project operates on a three-tier system that works in close coordination to avoid duplication of efforts. Financial assistance is provided to the beneficiaries through a single channel, ensuring

		efficient and streamlined delivery of support.
Other Features	TECH (Teachers Empowerment through Cooperation and Manual Help) is an organization that has been formed as a result of this project	In-school peer support plays a crucial role in fostering the personal growth, rehabilitation and development of students with disabilities. Due to an increase in the number of beneficiaries, the project underwent revision in 2010-11. This involved a proportional increase in the total share of local bodies, from the initial share of the project, to 0.75 lakhs, which equates to 25%.

5.80. It is essential to increase joint projects for various reasons. Firstly it helps to prevent duplication of efforts and avoid the double implementation of the same projects. Secondly, it enhances both horizontal and vertical planning through the convergence of resources and activities. It also ensures effective coordination of activities and the sharing of resources among participating entities. To facilitate this, local governments should be collaborate each other during the planning process and identify areas of joint activities. This policy formulation can help streamline efforts, optimize resources, and promote collaboration among stakeholders.

Section III

Assessment of LSG level stakeholders on the educational projects by LSGs

5.81. This section deals with the analysis of various stakeholders and their influence in the process of implementation of projects through LSGI in school education for the last 22 years. To collect information, interviews were conducted with Panchayat Secretary / Municipal Secretary, Implementing officer; ward members of selected LSGIs for the study. This can be categorised as:

a. Assessment of Panchayat Secretary / Municipal Secretary

b. Assessment of implementing officer

c. Assessment of ward members

d. Assessment of DEO/AEO

The details under the above heads are furnished below:

a. Assessment of stakeholder's interview with Panchayat Secretary / Municipal Secretary

5.83. Their assessment broadly relates to the following aspects.

1. Experience level in successful completion of educational projects
2. Official documentation process in LSGI
3. Projects undertaken by LSGIs
4. Experience in the implementation of education projects
5. Implementation of projects to enrolment and problems of auditing.

1. Experience level in successful completion of education projects

5.84. According to a survey conducted among 14 secretaries regarding the successful completion of education projects in their respective LSGIs, only 5 (36%) reported successful completion, while the remaining 9

(64%) encountered various problems during implementation. They have experienced technical problems, non-cooperation from teachers and schools and have stated that the projects were incompatible with the local situation.

Table.5.45.Successful completion of projects		
Responses	*Nos.*	*%*
Yes	5	36
Partial	4	28
No	5	36
Total	**14**	**100**

Source: Primary Data

2. Official documentation process in LSGIs

5.85. Based on the information provided, all secretaries are not involved in the official documentation processing in LSGIs, although it is likely that they are involved. However, all secretaries use ICT application (Sulekha) for documentation.

3. Opinion on projects undertaken in LSGIs

Table.5.46.Projects undertaken in LSGIs						
Responses	**Infrastructural Projects**		**Maintenance Programs**		**Awareness Classes /Legal Classes.**	
	Respondents	*%*	*Respondents*	*%*	*Respondents*	*%*
Yes	14	100	14	100	12	86
No	0	0	0	0	2	14
Total	**14**	**100**	**14**	**100**	**14**	**100**

Source: Primary Data

5.86. The secretaries have undertaken Infrastructural Projects and Maintenance Programs, and 86% of them are also involved in different projects related to awareness /legal classes.

4. Experience in the implementation of education projects

Table.5.47.Experience in the implementation of education projects								
Responses	**Schools Cooperation**		**Dept. Officials Cooperation**		**Cooperation of Peoples representatives**		**Students Cooperation**	
	Respondents	*%*	*Respondents*	*%*	*Respondents*	*%*	*Respondents*	*%*
Good	6	43	7	50	10	71	2	14
Partial	6	43	7	50	1	7	5	36
Poor	2	14	0	0	3	22	3	22
No response	0	0	0	0	0	0	4	28
Total	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**

Source: Primary Data

5.87. Secretaries' experience in the implementation of projects shows that 43% have responded having received good support from schools for various activities and 50% responded that they receive good support from department officials, Again 71% responded that they received good support from people representatives, only 14% did not receive good support from students.

5. Implementation of projects to enrolment and problems of auditing.

5.88. 64% of the secretaries have completed projects related to student enrollment. 78% of the secretaries are facing various problems related to auditing.

b. Assessment of stakeholder's interview with implementing officers.

5.89. This section deals with the assessment of implementing officers on the interventions of LSGI in school education. The interview intends to report the role of the implementing officers (14 nos.) in the projects on education in schools and their participation in the various local body meetings. They have made the following assessments:

1. **Implementation of educational projects**, 50% of implementing officers are involved in the implementation of the overall works related to educational projects, a smaller percentage (21.4%) are involved in quality improvement projects and (28.5%) purchasing works related to education projects in their respective LSGIs.
2. **Experience of implementing officer as working group convener**, 28.5% have responded that they gained good experience as working group convener, while (35.7%) reported having average experience as working group convener, and 14.3% gained poor experience and the rest 21.5% did not participate in working group meetings.
3. As **facilitator in gramasabha,** the majority of implementing officers (57.2%) did not participate in gramasabha as facilitator; only a smaller percentage (14.3%) participated and remaining 28.5% did not respond.
4. All respondents have positively response to **participating in the development seminar** and to highlighting the requirements of the schools.
5. They have recommended **baseline assessment study for the formulation of development plan**, and (57.2%) reported having conducted baseline assessment before the formulation of

development plan and 42.8% have not conducted baseline assessment.

6. **Monitoring education projects**, a significant proportion (42.8%) were as part of the monitoring committee, and (14.2%) were part of the working group. About 28.5% did not respond to the question.
7. A significant proportion of implementing officers (42.85%) have reported **to have used Non-road Maintenance Grant,** while a smaller percentage (28.57%) reported not using it and about 21.43% reported using it whenever required.
8. A significant proportion of implementing officers (78.5%) tried to **find solutions for the real issues** while the implementing projects in education, a smaller percentage (21.42%) reported being partially able to find solutions.

5.91. Implementing officials in the field of education often face a range of problems during the implementation of educational projects. These problems vary from financial constraints, technical issues and audit and tender processes. One of the major problems experienced during project implementation is the lack of financial resources, which can hinder the progress of a project. Technical issues, such as delays in the re-tender process due to tenders received without a quoted amount or delays in the commencement of projects, can also cause significant problems.

5.92. Ensuring the quality of educational projects is a major challenge faced by implementing officials. There are a range of factors, including lack of teacher cooperation in project implementation and lack of orientation training related to planned activities. Inappropriate government order or guideline barriers and lack of

recognized apparatus or measurement can also create obstacles for implementing officials, particularly when it comes to implementing projects in aided schools and in initiating innovative projects. Another challenge faced by implementing officials is the shortage of time due to heavy workloads in teaching and other official activities. This can make it difficult to prioritize and effectively manage educational projects.

Box.5.1.Suggestions to strengthen working group

- *School participation should be ensured by including all Headmasters in the capacity building process.*
- *The number of meetings and attendance should be properly monitored to ensure participation. Regular meetings should be held to review progress and discuss on issues and challenges.*
- *School mapping should be done under the leadership of the working group.*
- *At the stage of formulating the plan, group discussion should be practicable and those who are needed in the field should be found. A representative system should be put in place to ensure that the voices of all stakeholders are heard.*
- *Plans should be made on a priority basis and necessary attention should be given to the criteria.*
- *Notice of the information regarding the meeting should be communicated to all members at least two weeks in advance.*

Suggestions by the implementing officials

- It is better to either exempt those teachers who are responsible for full-time classroom duties or to assign a dedicated full-time officer to oversee the implementation of educational projects in the Gram Panchayat/municipality.
- The implementing officer should receive training from the officer in charge on project implementation, technical procedures involved in

planning, and monitoring systems. It is essential to provide comprehensive training to teachers and heads of institutions on planning to improve their performance and cooperation.

- Efforts should be made to minimize the obstacles of managing both office work and class work related to projects for schools, arts, and cultural activities in the local area.
- The practice of "marching projects" should be discontinued. Instead, the Panchayat should provide assistance in phases and introduce innovative ideas while changing recurring projects.
- Tender procedures should emphasize quality through reducing complications in the bills passed such as charging of fines to implementing officials in GST Updation.
- There is uncertainty to receiving funds from different agencies. A centralized single window method through local self-government institutions is necessary.
- It is recommended to formulate plans that align with the number of students who will benefit from the project and the needs of the target beneficiaries should adequately be addressed.

c. Stakeholder interview with ward members

5.92. Interviews were conducted with 36 current and 55 previous ward members[5] from selected Local Self Government Institutions (LSGIs) to assess their perceptions of decentralization in schools and to examine issues related to cooperation and convergence between local governments and schools in project implementation.

[5] No high variations in the responses of previous and current members noted.

Table.5.48.Percentage rating of responses from ward members					
Sl.no	**Variables**	**Yes / Good***	**Partial/ Average***	**No / Poor***	**Unknown / No opinion**
1	Positive impact of decentralized plan.	96.7%	0.0%	0.0%	3.3%
2	Necessary facilities provided by LSGIs.	79.1%	14.3%	6.6%	0.0%
3	*Involvement of Gramasabha in Schools.	47.3%	36.3%	16.5%	0.0%
4	*School management committee activities.	57.1%	34.1%	2.2%	6.6%
5	*Academic achievement in schools.	73.6%	24.2%	0.0%	2.2%
6	*Monitoring of academic activity by LSGIs.	51.6%	23.1%	8.8%	16.5%
7	Updating of status report of schools.	38.5%	31.9%	22.0%	7.7%
8	Interventions based on status report.	22.0%	7.7%	63.7%	6.6%
9	Restriction of democratic committees in school monitoring.	60.4%	17.6%	7.7%	14.3%
10	*Approach of schools towards the monitoring of democratic committee.	42.9%	3.3%	52.7%	1.1%
11	*Record keeping of assistance given by LSGIs for schools	75.8%	1.1%	23.1%	0.0%
12	Ward members visit to schools.	74.7%	0.0%	25.3%	0.0%
13	Participation from schools in PEC/MEC.	68.1%	0.0%	31.9%	0.0%

(Source: Primary data)

5.93. The table (5.48) shows the responses of both previous and current ward members perceive a positive impact of decentralized planning

on education. Moreover, approximately 79% of the ward members hold the belief that the Local Self-Government Institutions (LSGIs) adequately provide necessary facilities to schools.

5.94. Regarding the involvement of the Gramasabha in schools, 47.3% of the ward members perceive it to be good, while 36.3% consider it to be partially involved, and 16.5% believe there is no involvement of Gramasabha in schools. In terms of School Management Committee (SMC) activities, 57% of the ward members perceive them to be good, 34% consider the performance to be average, 2.2% believe no activities are carried out by the SMC, and the remaining respondents have no opinion on the matter.

5.95. A significant percentage of ward members hold positive views on academic achievement in schools, with 73% perceiving it as good. On the other hand, 24% of respondents expressed an opinion of average performance in academic achievement. Regarding the monitoring of academic activities by Local Self-Government Institutions (LSGs), 51.6% of the respondents stated that it is good, 23.1% responded that there is partial monitoring by LSGs in academic projects, while 8.8% opined that there is no monitoring of academic activities by LSGs.

5.96. In terms of updating the status report of schools, 38.5% of the ward members responded that it is done, while 32% stated that it is only partially updated during their time. Moreover, 22% of the respondents indicated that the status report of schools is not updated, and 7.7% reported being unaware of the updating process. Furthermore, when asked about LSGs' interventions based on the status report, 63.7% of the ward members responded that LSGs are not conducting any interventions. However, 22% of the respondents acknowledged that interventions are carried out based on the status report, and 7.7% mentioned partial interventions being implemented.

5.97. Majority of the ward members (60.4%) perceive restrictions on democratic committees in monitoring school activities. 17.6% of the respondents indicated partial restrictions, while 7.7% reported no restrictions on democratic committees in school activities. A small percentage (14.3%) not provides an opinion on this matter. Regarding the approach of schools towards the monitoring of democratic committees, 52.7% of the ward members stated that the approach is not good. In contrast, 42.9% of the respondents believed that the approach is good. A minority (4.4%) either had a partial opinion or did not provide any opinion on this aspect.

5.98. In terms of record-keeping, 76% of the ward members expressed that there is documenting of assistance given by Local Self-Government Institutions (LSGIs) for schools, while approximately 23% held the opposite viewpoint. When asked about visiting schools, 75% of the ward members reported having visited schools, while 25% stated that they have not visited schools. Participating in the PEC/MEC, 68% of the ward members responded that they have participated or are currently participating, while 32% indicated that they have not participated in these committees.

Table.5.49.Issues of schools to be intervened by LSGIs

Issues	*No of Respondents*	*%*
Academic Issues	16	16.3
Infrastructural Issues	11	11.2
Overall Issues	28	28.6
Physical Issues	9	9.2
Financial Issues	22	22.4
Other Issues	12	12.2
Total	**98**	**100.0**

(Source: Primary data)

5.106. The overall issues are the summation of academic and infrastructural projects by the local government institutions. The infrastructure issues include school ground, compound walls & gates, etc. The other issues include curriculum change of school education, teacher's empowerment, and proper improved guidelines of local governments' intervention in school education.

d. Assessment of stakeholder's interview with DEO/AEO

5.107. A sample size of 14 respondents was selected for interviews on the convergence of the Department of Education with Local Self Government Institutions (LSGIs). The respondents included 7 current and 7 previous District Education Officers (DEOs) / Assistant Education Officers (AEOs). The interviews aimed to gather insights from education officials on the effectiveness of educational projects, stakeholder cooperation, and the role of local bodies in planning and implementing these projects. The interviews also focused on the convergence strategy and its potential opportunities for social education through local bodies. The variables explored are:

1. Local government interventions on social education & educational Projects.
2. Relevance of the projects implemented.
3. Parallel projects of department and local bodies.
4. Rating of the projects associated with LBs.
5. Cooperation & attitude of stakeholders.
6. Participation in working groups and its burden.
7. Difference in the attitude of LBs and its influences.

1. *Local Self Government institutions intervention on social education and educational Projects*

5.108. 86% expressed a favorable view towards improving social education through LSGIs. Regarding the undertaking of educational projects by LSGIs, 29% of the respondents reported that LSGIs are highly interested in taking up such projects, while 64% reported that LSGIs are interested and 7% reported that LSGIs' interest in educational projects is satisfactory.

2. *Relevance of the projects implemented.*

5.109. While analysing the **relevance of projects implemented by the LSGIs**, 50% of them opined that only 70-89% of the implemented projects of LSGIs are relevant or needed. 29% of the respondents stated that 50-69% of the implemented projects are relevant, while the remaining 21% stated that 90-100% of the projects are relevant or needed.

3. *Parallel projects implemented by LSGIs and department*

5.110. While analysing the **parallel projects implemented by Department and LSGIs**, 43% of them stated that 25-50% of the projects are being done parallel by LSGIs and departments. While 14% stated that more than 50% of the projects are being done in parallel by the department and LSGIs and 7% stated that up to 25% of the projects are parallel projects. Furthermore, 36% of the respondents stated that there are no parallel projects.

4. *Rating of the projects associated with LSGIs.*

Table.5.50.Rating of the projects associated with LSGIs.										
	Construction of Buildings		**Hygiene Toilet**		**Sports Facility Assistance**		**Academic Projects**		**Drinking water Assistance**	
	Response	***%***	***Response***	***%***	***Response***	***%***	***Response***	***%***	***Response***	***%***
Very Good	4	29	2	14	0	0	9	64	3	22
Satisfactory	9	64	11	79	11	79	4	29	10	71
Poor	1	7	1	7	3	21	1	7	1	7
Total	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**

(Source: Primary data)

5.111. Regarding the ratings of projects implemented by Local Self Government Institutions (LSGIs), 64%, 79%, 79%, and 71% of the overall responses for infrastructural projects, toilet hygiene, sports assistance, and drinking water assistance, respectively, were found to be satisfactory. With respect to academic projects, out of the 14 respondents, 64% rated the performance of LSGIs as very good, 29% rated it as satisfactory, and the remaining 9% rated it as poor.

5. *Cooperation and Attitude of various stakeholders*

Table.5.51.Cooperation and Attitude of various stakeholders												
Labels	**Local Authorities**		**Higher officials**		**GO's**		**Schools & Teachers**		**Engineering Section**		**Public/PTA**	
	Response	***%***	***Response***	***%***	***Response***	***%***	***Response***	***%***	***Response***	***%***	***Response***	***%***
Very Good	4	29	11	79	5	36	7	50	2	15	4	29
Satisfactory	10	71	3	21	8	57	7	50	10	71	9	64
Poor	0	0	0	0	1	7	0	0	1	7	0	0
Unknown	0	0	0	0	0	0	0	0	1	7	1	7
Total	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**	**14**	**100**

(Source: Primary data)

5.112. Regarding the **Attitude and cooperation of various stakeholders,** 71% of the respondents rated attitude and cooperation of Local Self Government Institutions (LSGIs) as satisfactory, while the remaining 29.5% rated it as highly good in nature. With regard to higher officials, 79% of the respondents reported very good cooperation, and the remaining 21% reported a satisfactory level of cooperation. Concerning government orders, 57% rated as satisfactory, 36% rated it as very good, and 7% rated it as poor. In terms of the cooperation and attitude of the engineering section and PTA/public, 71% and 64% of the responses, respectively, rated it as satisfactory.

6. *Participation in working groups and its burden on educational projects*

5.113. In terms of participation in working groups and its burden on educational projects, 64% reported that they participated in working groups, 22% participate sometimes, and the remaining 14% do not participated. Regarding participation as a burden on implementing educational projects, 50% partially agreed, 21% fully agreed, and the remaining 29% of respondents stated that there is no burden on participation.

7. *Difference in the attitude of LSGIs and its influences*

5.114. In analyse, the **attitudes and influences of local self-government institutions in school education.** Out of 14 respondents, 64% reported facing differences in attitude while implementing projects. 29% and 7% of respondents did not face any difference or only sometimes faced differences in attitude from LSGIs. In terms of the influence of differences in attitude on activities, out of the 9 respondents, 56% and 22% stated that differences in attitude of LSGIs affected the activities slightly and partially, respectively.

5.115. This chapter examines the data from local self-government institutions and the attitudes of various stakeholders in the educational development through interventions of local self-government over the last 25 years. It is important to note that the study has some limitations related to the early stages of decentralization, particularly in terms of capturing the human/voluntary contributions that may have been made by the community. These could include voluntary labor, community mobilization, and other non-monetary forms of support that may have contributed to the success of decentralization initiatives. However, it is worth noting that the focus of Chapter 5 is primarily on the financial aspects of decentralization from the perspective of local governments, and non-financial factors were not explored in depth. The forthcoming chapter is expected to shed light on the contributions of various agencies specifically from the viewpoint of schools.

6
IMPACT OF DECENTRALIZATION: SCHOOL WISE ANALYSIS

6.1. This chapter presents an overview of the impact of Local Self Government (LSG) interventions in school education since 1997. The data used for analysis was collected by field investigators who identified three schools per LSG, consisting of two Government schools and one Aided school, using purposive sampling. In addition to data collection, focus group discussions (FGD) and interviews were conducted to obtain feedback from various stakeholders related to schools. Discussants include people's representatives, and officials who were involved in the decentralized planning and implementation process at different times since 1997 and parents of students. The analysis is organized as follows:

6.1. Analysis on the trend of school level data with respect to different variables

6.2. Assessment of school level stakeholders on the educational projects by LSGs

6.3. Highlights of the focus group discussions

6.1. Analysis on the trend of school level data with respect to different variables[6]

6.2. This section presents analysis of available school-level data based on various variables. These variables include:

1. Status of facilities provided by local self-governments and the expenditure incurred.
2. Agency wise number of projects and expenditure incurred
3. Category wise number of projects from *MP/MLA/SSA/RMSA/Department* and expenditure incurred.
4. Agency wise and category wise total number of projects with CSR funds and expenditure incurred.
5. Number of projects and expenditure incurred through School supporting groups and individual donations.
6. Category wise total number of projects from school supporting groups and individual donations to schools and expenditure incurred.
7. Comparison of status of facilities in schools.
8. Status of incomplete infrastructural projects.

Note: *The following are compiled from the primary data collected by the investigators from the 3 schools per LSGIs. The list of schools attached in appendix.*

6.1.1. Status of facilities provided by local self-governments to schools

Table: 6.1. Number and expenditure incurred on educational projects supported by LSGIs (Amt. In Lakhs)												
GP Wise	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.			Aided		
	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No.	Details available	Amt.	Actual No	Details available	Amt.
Basic facilities	41	30	113.36	1	0	0.00	35	20	97.15	0	0	0.00
Physical Amenities	50	42	308.21	0	0	0.00	18	12	61.03	1	0	0.00
Transportation	3	3	9.32	0	0	0.00	2	0	0.00	0	0	0.00
Arts & Sports	4	2	6.00	2	0	0.00	3	2	10.30	0	0	0.00
ICT Amenities	9	5	7.19	3	0	0.00	15	11	25.09	0	0	0.00
Academic Supporting Amenities	5	4	0.96	2	0	0.00	8	8	28.19	1	0	0.00
Food System Amenities	8	6	12.01	1	0	0.00	11	6	18.13	0	0	0.00
other Amenities	3	1	15.00	1	0	0.00	9	1	0.55	0	0	0.00
Unknown	4	1	0.58	0	0	0.00	1	0	0.00	0	0	0.00
Total	**127**	**94**	**472.63**	**10**	**0**	**0**	**102**	**60**	**240.44**	**2**	**0**	**0.00**

(Source: Primary & Secondary data)

6.3. The table (6.1) presents the details of the status of facilities provided by local bodies to schools since 1997. A total of 241 projects were undertaken with the support of LSGIs over the last 22 years. However, details of only 154 projects were available in the schools. The expenditure incurred for these 154 projects was Rs.713.07 lakhs. Out of these projects, 94 were undertaken by Gram Panchayats (GPs)

with an expenditure of Rs.472.63 lakhs, while 60 projects with an expenditure of Rs.240.44 lakhs were undertaken by Municipalities. The data also indicates that GPs undertook 10 projects for aided schools, while municipalities undertook 2 projects for aided schools. However, details regarding the implementation of these projects, including the expenditure incurred, were not available in those schools. *(Inference: Data availability in schools regarding the funds and facilities has to be developed.)*

6.1.2. Status of facilities provided by various agencies other than LSGIs to schools

Table: 6.2.Number and expenditure incurred for education projects by various Agencies. (Amount in Lakhs)

GP Wise	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.			Aided		
	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.
Basic facilities	29	23	190.44	1	0	0.00	23	10	75.30	1	1	5.00
Physical Amenities	32	29	1185.64	0	0	0.00	20	15	1037.46	1	1	25.00
Transportation	4	1	10.00	0	0	0.00	2	2	28.60	0	0	0.00
Arts & Sports	1	1	1.00	1	1	4.00	0	0	0.00	1	1	0.10
ICT Amenities	12	4	15.02	6	1	0.42	10	6	19.85	9	0	0.00
Academic Supporting Amenities	0	0	0.00	0	0	0.00	3	2	20.25	3	3	12.20
Food System Amenities	2	1	2.00	0	0	0.00	0	0	0.00	0	0	0.00

other Amenities	1	1	92.00	0	0	0.00	0	0	0.00	0	0	0.00
Unknown	6	3	4.21	1	1	0.01	6	3	11.50	0	0	0.00
Total	**87**	**63**	**1500.31**	**9**	**3**	**4.43**	**64**	**38**	**1192.96**	**15**	**6**	**42.30**

(Source: Primary & Secondary data from schools)

5.4. The table (6.2) presents an overview of the pattern of assistance availed from various sources, such as MPs, MLAs, SSA, RMSA, Department, and Central government, for implementing different education projects in schools which are selected for the study. A total of 175 projects were undertaken during the last 22 years. However, details of expenditure were obtained only for 110 projects, amounting to Rs.27.40 crores. The data indicates that government schools in both Gram Panchayats and municipalities received substantial support. However, aided schools in municipalities recieved more support compared to aided schools in Gram Panchayats.

Table.6.3.Agency wise number and expenditure incurred for implementing Education projects (Amount in Lakhs)

Source/ Agencies provided amenities to schools	**Gram Panchayat**						**Municipality**					
	Govt.			**Aided**			**Govt.**			**Aided**		
	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.
MP Fund	19	10	157.00	4	2	4.42	18	9	57.53	3	1	25.00
MLA Fund	15	9	637.90	2	0	0.00	17	10	133.08	6	1	5.00

SSA Fund	37	32	52.79	1	0	0.00	16	8	43.00	2	2	0.20
RMSA	2	2	87.00	0	0	0.00	2	2	5.40	0	0	0.00
Department Fund	3	1	197.00	1	1	0.01	1	1	350.00	2	1	0.10
KIIFB	1	1	300.00	1	0	0.00	1	1	525.00	1	0	0.00
MP Fund + SSA	2	2	0.47	0	0	0.00	0	0	0.00	0	0	0.00
MLA Fund + SSA	2	2	1.15	0	0	0.00	2	2	22.70	0	0	0.00
Unknown	7	4	67.00	0	0	0.00	6	5	56.25	1	1	12.00
Total	**87**	**63**	**1500.31**	**9**	**3**	**4.43**	**64**	**38**	**1192.96**	**15**	**6**	**42.30**

(Source: Primary & Secondary data from schools)

6.5. The table 6.3 presents an analysis of the number of projects provided to schools by different agencies, such as MPs, MLAs, SSA, RMSA, Department, etc., since 1997. It provides insights into the pattern of fund distribution from various government-related sources. The MLA fund (42.5 percent) is one of the primary sources of funding, especially in Gram Panchayats. The data also indicates that people's representatives give more importance to rural areas than urban areas. Moreover department also give priority to rural areas. Government schools in Gram Panchayats have received 10.47% share from MP fund, 20% from KIIFB fund, and 13.13% from department fund.

6.1.3. Agency wise number of projects with CSR funds to schools

Table.6.4.Category wise number of projects with CSR funds to schools (Amount in Lakhs)												
Source	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.				Aided	
	Actual No.	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.
Commercial Banks	3	3	4.80	0	0	0.00	4	1	9.24	2	1	0.25
KSFE	1	1	1.00	0	0	0.00	0	0	0.00	0	0	0.00
Sports Council	1	1	132.00	0	0	0.00	0	0	0.00	0	0	0.00
TATA	1	1	2.00	1	1	6.00	2	2	0.55	0	0	0.00
MRF	1	1	0.25	0	0	0.00	0	0	0.00	0	0	0.00
Others	5	5	15.25	0	0	0.00	0	0	0.00	0	0	0.00
Total	**12**	**12**	**155.3**	**1**	**1**	**6.00**	**6**	**3**	**9.79**	**2**	**1**	**0.25**

(Source: Primary & Secondary data from schools)

5.5. Table 6.4 illustrates the CSR sources that provide financial support to schools. These agencies also seem to give preference to rural schools over urban schools. The data indicates that Rs.1.55 crores were mobilized for 12 projects from different CSR sources for government schools in Gram Panchayats. The major share of the funding for government schools in Gram Panchayats came from the sports council for upgrading sports facilities. The table shows that aided schools also mobilized CSR funds for implementing education projects, but the major share (90.63%) was utilized by government schools.

Table.6.5.Category wise utilization of CSR funds (Amount in Lakhs)												
Amenities Provided using CSR	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.			Aided		
	Actual No.	Details available	Amt.	Actual No.	Details available	Amt.	Actual No.	Details available	Amt.	Actual No.	Details available	Amt.
Classroom	1	1	1.30	0	0	0.00	0	0	0.00	0	0	0.00
Toilets & latrine	3	3	10.50	0	0	0.00	1	1	9.24	0	0	0.00
Drinking water & Purifier	1	1	2.00	0	0	0.00	1	0	0.00	0	0	0.00
Electric Fans	0	0	0.00	0	0	0.00	2	0	0.00	1	1	0.25
Furniture	1	1	5.00	0	0	0.00	0	0	0.00	0	0	0.00
Basic Facilities	**6**	**6**	**18.8**	**0**	**0**	**0.00**	**4**	**1**	**9.24**	**1**	**1**	**0.25**
School Building	1	1	132.00	0	0	0.00	0	0	0.00	0	0	0.00
Conference Hall	0	0	0.00	1	1	6.00	0	0	0.00	0	0	0.00
Physical Amenities	**1**	**1**	**132.00**	**1**	**1**	**6.00**	**0**	**0**	**0**	**0**	**0**	**0**
Play ground	3	3	2.50	0	0	0.00	0	0	0.00	0	0	0.00
Arts & Sports Amenities	**3**	**3**	**2.50**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
Projector, printer & Screen	0	0	0.00	0	0	0.00	0	0	0.00	1	0	0.00
Smart classroom	0	0	0.00	0	0	0.00	1	1	0.35	0	0	0.00
ICT Amenities	**0**	**0**	**0**	**0**	**0**	**0**	**1**	**1**	**0.35**	**1**	**0**	**0**
Library books & Shelves	0	0	0.00	0	0	0.00	1	1	0.20	0	0	0.00

Academic Supporting Amenities	**0**	**0**	**0.00**	**0**	**0**	**0.00**	**1**	**1**	**0.20**	**0**	**0**	**0.00**
Save Kerala project	1	1	1.00	0	0	0.00	0	0	0.00	0	0	0.00
Not Specified	1	1	1.00	0	0	0.00	0	0	0.00	0	0	0.00
Other Amenities	**2**	**2**	**2**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
Total	**12**	**12**	**155.3**	**1**	**1**	**6.00**	**6**	**3**	**9.79**	**2**	**1**	**0.25**

(Source: Primary & Secondary data from schools)

5.6. The table (6.5) provides item-wise expenditure by utilizing CSR funds, indicating that the majority of the funds are utilized for developing physical amenities such as classrooms and school buildings. Commercial banks and SBI provide the highest number of CSR contributions to school projects, and other organizations such as EMC & OSCB and local organizations Shanti social service, Tirur nursing home also provide valuable support. In municipal areas, schools have also mobilized some amount through this source. *(Source: School level data)*

6.1.4. Mobilization through school supporting groups, individuals and voluntary groups

Table.6.6.Facilities provided by school supporting groups / individual donations / other voluntary groups. (Amt. In Lakhs)

Source	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.			Aided		
	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.
Alumni Association	12	9	22.10	0	0	0.00	12	3	3.37	3	3	0.21
PTA	5	4	10.17	1	0	0.00	1	1	10.40	4	4	43.00
Alumni Association + PTA	1	1	1.50	1	1	1.50	0	0	0.00	1	0	0.00
School Supporting Groups	1	1	0.15	0	0	0.00	0	0	0.00	1	1	10.65
Individual Donations	1	1	2.50	0	0	0.00	3	2	2.00	2	2	4.68
Others	3	3	13.50	2	1	2.00	5	4	5.30	7	6	17.75
Total	**23**	**19**	**49.92**	**4**	**2**	**3.50**	**21**	**10**	**21.07**	**18**	**16**	**76.29**

(Source: Primary & Secondary data from schools)

5.7. The table (6.6) provides an overview of the direct contribution of the community to schools since 1997. Social scientists emphasize the active participation of the community in the overall development of schools in Kerala. However, the limitation is that the school records do not properly document the contributions given by the society, and the table reveals this clearly. The community contribute in various ways to the school, including providing materials or physical labor, apart from financial

contributions. These voluntary contributions are not accounted. The alumni also contribute to schools in rural areas more than in urban areas. PTA contributions seem higher in schools of municipal areas than in GPs. In municipal areas, people contribute more for food-related activities (Table 6.7), and in rural areas, the main support for government schools is for improving physical amenities (Table 6.7). Aided schools located in urban areas get more community financial support than those in rural areas.

Table.6.7.Category wise utilization funds received from the community. (Amount in Lakhs)

GP Wise	Gram Panchayat						Municipality					
	Govt.			Aided			Govt.			Aided		
	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.	Actual No	Details available	Amt.
Basic facilities	4	4	5.57	0	0	0.00	4	2	10.52	4	4	27.03
Physical Amenities	8	8	24.90	0	0	0.00	9	3	5.85	3	3	2.50
Transportation	0	0	0.00	0	0	0.00	0	0	0.00	1	1	2.00
Arts & Sports	1	1	0.35	0	0	0.00	1	1	0.25	0	0	0.00
ICT Amenities	7	4	7.10	2	2	3.50	5	3	4.30	3	2	5.18
Academic Supporting Amenities	1	1	4.00	0	0	0.00	0	0	0.00	1	1	6.00
Food System Amenities	1	1	8.00	1	0	0.00	1	1	0.15	4	4	26.40
Other Amenities	0	0	0.00	1	0	0.00	1	0	0.00	2	2	7.18
Total	**22**	**19**	**49.92**	**4**	**2**	**3.50**	**21**	**10**	**21.07**	**18**	**17**	**76.29**

(Source: Primary & Secondary data from schools)

6.1.5. Consolidation of the amount provided by various agencies to schools.

5.8. The table (6.8) provides a consolidated view of the amount contributed by various agencies for the development of school education, totalling 37.75 crores of rupees. KIIFB is the largest contributor; accounting for 21.9 percent of the total amount, followed by MLA fund (20.6 percent) and LSGI fund (18.9 percent). Voluntary donations to schools account for 4 percent of the total amount, reflecting the social and community involvement in the education sector, particularly in aided schools. Government schools in Gram Panchayats account for 57.7 percent of the total funds mobilized, while government schools in municipalities account for 38.79 percent. Aided schools in municipalities received 3.15 percent of the funds, and aided schools in Gram Panchayats received only 0.36 percent.

Table.6.8. Percentage share of funds for schools by all agencies. (Amount in lakhs)

Source/ Agencies provided amenities to schools	**GP**				**Municipality**				**Total**	
	Govt.		**Aided**		**Govt.**		**Aided**			
	Amount	%	Amount	%	Amount	%	Amount	%	**Amount**	**%**
MP Fund	157.00	7.2%	4.42	31.7%	57.53	3.9%	25.00	21.0%	**243.95**	**6.5%**
MLA Fund	637.90	29.3%	0.00	0.0%	133.08	9.1%	5.00	4.2%	**775.98**	**20.6%**
SSA Fund	52.79	2.4%	0.00	0.0%	43.00	2.9%	0.20	0.2%	**95.99**	**2.5%**
RMSA	87.00	4.0%	0.00	0.0%	5.40	0.4%	0.00	0.0%	**92.40**	**2.4%**
Department	197.00	9.0%	0.01	0.1%	350.00	23.9%	0.10	0.1%	**547.11**	**14.5%**

Fund										
KIIFB	300.00	13.8%	0.00	0.0%	525.00	35.9%	0.00	0.0%	**825.00**	**21.9%**
MP Fund + SSA	0.47	0.0%	0.00	0.0%	0.00	0.0%	0.00	0.0%	**0.47**	**0.0%**
MLA Fund + SSA	1.15	0.1%	0.00	0.0%	22.70	1.6%	0.00	0.0%	**23.85**	**0.6%**
Unknown	67.00	3.1%	0.00	0.0%	56.25	3.8%	12.00	10.1%	**135.25**	**3.6%**
CSR Fund	155.30	7.1%	6.00	43.1%	9.79	0.7%	0.25	0.2%	**171.34**	**4.5%**
LSGI Fund	472.63	21.7%	0.00	0.0%	240.44	16.4%	0.00	0.0%	**713.07**	**18.9%**
Voluntary donations	49.92	2.3%	3.50	25.1%	21.07	1.4%	76.29	64.2%	**150.78**	**4.0%**
Grand Total	**2178.16**	**100.0%**	**13.93**	**100.0%**	**1464.26**	**100.0%**	**118.84**	**100.0%**	**3775.19**	**100.0%**

(Source: Primary & Secondary data from schools)

6.1.6. Status of facilities in schools

Table.6.9.Comparitive analysis on the status of facilities in schools (%)

Facilities	1997-98			2018-19		
	Yes	**Partial**	**No**	**Yes**	**Partial**	**No**
Adequate Classrooms	26.2	57.1	16.7	50.0	26.2	23.8
Office Rooms	38.1	45.2	16.7	69.0	21.4	9.5
Staff Room	26.2	88.1	9.5	47.6	38.1	14.3
Adequate Toilets	23.8	85.7	14.3	52.4	31.0	16.7

Compound Wall	14.3	76.2	9.5	45.2	28.6	26.2
Drinking Water	26.2	59.5	14.3	61.9	21.4	16.7
Kitchen	16.7	69.0	14.3	59.5	23.8	16.7
Furniture's	14.3	64.3	21.4	52.4	28.6	19.0
Play Ground	16.7	73.8	9.5	33.3	52.4	14.3
Library	11.9	71.4	16.7	38.1	35.7	26.2
Laboratory	11.9	83.3	4.8	28.6	50.0	21.4
Reading Room	2.4	95.2	2.4	23.8	71.4	4.8
Electrification	26.2	59.5	14.3	57.1	16.7	26.2
Waste Recycle Units	4.8	92.9	2.4	14.3	71.4	14.3
Sports Items	9.5	81.0	9.5	21.4	54.8	23.8
Dining Hall	2.4	92.9	4.8	21.4	73.8	4.8
Bio Park	4.8	92.9	2.4	26.2	45.2	28.6
Smart Classroom	0.0	100.0	0.0	54.8	23.8	21.4
Overall Percentage	**13.36**	**76.96**	**9.68**	**42.06**	**39.68**	**18.26**

(Source: Primary & Secondary data from schools)

5.9. The table (6.9) provides a comparison of the percentage analysis of the opinion of school authorities regarding the available facilities in schools during two distinctive periods: 1997-98 (the first year of the people's plan campaign) and 2018-19 (the year of the field level investigation for the study). The data clearly shows a shift in the aspirations of the society regarding infrastructure facilities and the emerging perspective of a learning campus. This highlights the impact of LSGI interventions in schools over the last 22 years, and the active participation of the community and school society,

including teachers, in having a more updated perception of the learning center and facilities in the schools.

5.10. It also reveals that school authorities responded positively regarding the infrastructural facilities available. During 1997-98, only 13.36% of the authorities responded that they were satisfied with the facilities in the school, while 76.96% responded that they were partially satisfied with the facilities, and a small percentage (9.68%) were not satisfied with the facilities. However, in the year 2018-19, there was a significant improvement in the satisfaction level of the school authorities, as 42.05% of them responded that they were fully satisfied with the facilities in the school, 39.68% were partially satisfied, and 18.26% were not satisfied.

6.1.7. Status of incomplete infrastructural projects

Table:6.10.Incomplete Infrastructural Projects

Sl. No	School Name	Projects	Problem faced	Year
1	Govt.HSS Vidhura	Play ground	Financial problems	2018-19
2	Govt. Girls HSS, Cherthala	Class room	Deficiency in construction	2007-08
3	Govt. LPS, Pala South	Play ground	Financial problems	2016-17
4	GHS, Vettilappara, Urangatteri	Compound wall and gate	Financial problems	1999-2000
5.	GBHSS Tirur	Smart class room	Lack of appropriate facilities	2013-14
6	Govt.HSS, Kuttikullam, Tirunelli	Maintenance	Financial problems	No Data

(Source: Primary & Secondary data from schools)

5.11. The table (6.10) shows the details of incomplete infrastructure projects of the selected samples since 1997. The major reasons for incompletion are financial problems, lack of appropriate facilities and deficiency in construction.

6.2. Assessment of school level stakeholders on the educational projects by LSGs.

5.12. This section deals with the analysis of following stakeholders in schools and their influence in the process of implementation of interventions of LSGIs in school education.

i. Assessment by HMs in government schools and aided schools
ii. Assessment by PTA and Old Students Association members

i. Assessment by HMs in government schools and aided schools

5.13. This section outlined the analysis of HMs in govt and aided school with respect to the impact of LSGIs in school education. From the **14 LSGIs, 28 government schools** were selected and **28 current HMs and 27 previous HMs** were interviewed and collected their opinions relating to interventions and the impact of LSGIs in schools.

Table.6.11.Responses of the Head masters/mistress of the government schools

Regarding	*Existing HMs (28 nos.)*	*Previous HMs (27 nos.)*	**Observation**
6.2.1. Implementation of sanctioned projects	50% of the current HMs who were surveyed, LSGIs have assigned PTAs to carry out sanctioned projects.	56% of the Ex-HMs responded PTAs in schools have independently undertaken the	Work undertaken by PTA has more beneficial than work undertaken by contractors.

through PTA	PTAs have taken on these projects for schools and believe that implementing them through PTAs has been advantageous.	projects sanctioned for schools. They pointed out that there are merits to having PTAs undertake the work rather than through contract work.	
6.2.2. Relationship with different stakeholders	21% of respondents reported having a stronger relationship with LSGIs, while 54% of current HMs stated that they are more committed to department officials. 14% indicated that they are equally committed to both stakeholders.	15% of the respondents expressed having a better relationship with LSGIs, while 44% reported being more committed to the department. 11% indicated that they are equally committed to both stakeholders.	The relationship between LSGIs and the School authorities are becoming much smoother than earlier time.
6.2.3. Utilization of Non Road Maintenance Fund	38% reported receiving the Non Road Maintenance Fund on a regular basis, while 22% received it occasionally. Furthermore, 22% indicated that they have not received the Non Road Maintenance Fund.	51% of the respondents reported receiving the Non Road Maintenance Fund regularly, while 29% indicated that they have not received the Non Road Maintenance Fund at all.	Number of schools receiving non road maintenance fund is increasing. It is important for each school to make a planned effort to receive the fund regularly.

6.2.4. Regular releasing of Contingency Fund from LSGIs	The majority of respondents, 64%, stated that LSGIs are releasing the Contingency Fund on a regular basis. 11% received it occasionally, while 18% reported that LSGIs are not releasing the Contingency Fund at all.	56% reported that LSGIs had released contingency funds regularly. 29% received it occasionally, while 15% indicated that LSGIs had not released contingency funds at all.	The number of schools getting contingency fund also is ascending. To receive funds consistently schools should ensure systemic planning
6.2.5. Participation in gramasabha	39% of the respondents reported participated in gramasabha meetings regularly, while 25% indicated that they participate occasionally. 11% reported not participated in gramasabha meetings.	55% had participated in the gramasabha meetings, 8% had participated occasionally and 8% hadn't participated in the gramasabha meetings.	The participation of HMs in gramasabha is decreasing. This has to be reviewed seriously.
6.2.6. Stating needs in gramasabha	46% of HMs participated in the gramasabha meetings are presented the needs of their schools.	30% participated in the gramasabha placed their needs in gramasabha and 22% placed their needs occasionally.	HMs realized the relevance of placing needs of their institution in the gramasabha.
6.2.7. Participation in MEC/PEC	71% of the HMs reported participating in MEC/PEC & WGs meetings, while 29%	37% reported participating in MEC/PEC & WGs meetings, while 33%	The participation of HMs in MEC/PEC & WGs is

& WGs	stated that they participate occasionally.	reported participating in these meetings occasionally. 22% of the respondents indicated that they had no knowledge about these meetings.	increasing.
6.2.8. Advantages in attending the meetings	47% of the respondents reported benefiting from attending PEC/MEC meetings.	26% of the Ex-HMs had benefited in attending the PEC/MEC meetings. While 33% had not benefited in attending these meetings.	The observation revealed that the system shall reconsider the conduct of PEC and MEC
6.2.9. Self-initiated special projects in schools with the help of LSGIs	Only 28% reported having formulated and implemented special projects for schools with the help of LSGIs. The majority of respondents reported that they had not undertaken such projects.	26% of the respondents have formulated and implemented special projects for their schools with the assistance of LSGIs.	More than one fourth of the HMs has been formulating unique plans for their schools with the assistance of LSGIs. This is a positive trend that should be recognized and promoted.
6.2.10. Future interventions of LSGIs (*Current HMs)*			
Opinions vary regarding the future action requirements through LSGs, 32% of the respondents need improvement of academic facilities and another 32% commented that they need a comprehensive plan for improvement. 29% reported that they require improvement of infrastructural facilities in schools, while 7% demanded financial support to schools for addressing school-level priorities.			

5.14. The interview among 14 current Headmasters (HMs) of selected aided schools to gather their opinions regarding the interventions and impact of Local Self Government Institutions (LSGIs) in their schools. The findings of the survey were then analyzed in detail:

- According to a survey conducted among 14 Headmasters (HMs) of aided schools, 35.5% of them claimed to have regularly attended gramasabha meetings, while 29% admitted to attending them rarely. However, 35.5% of the respondents said that they had never participated in these meetings. Among those who attended gramasabha meetings, 78% voiced their needs during the meetings, but only 27% of them reported benefiting from it.
- In terms of participation in MEC/PEC and WGs meetings, the survey found that 71% of the HMs had participated in it, while 29% had not. It is noteworthy that these meetings are typically held to discuss various issues and concerns related to education.
- It also revealed that only 7% of them had undertaken special projects for their schools with the support of Local Self Government Institutions (LSGIs). This means that a vast majority of 93% of the HMs had not made any such effort to improve their schools.
- Regarding their future requirements, the opinions of the Headmasters (HMs) varied. 35.5% of them demanded interventions related to overall assistance for schools, 21.5% of the HMs pointed out that they required interventions specifically focused on improving the academic facilities in their schools. Only 7% of the HMs stated that they required interventions related to infrastructural facilities, while another 7% expressed the need for financial support for their schools. Interestingly, 29% of the HMs reported that they did not require any assistance from Local Self Government Institutions (LSGIs)

ii. Assessment of PTA Members & Old Students Association Members of the schools

5.15. This section deals with the analysis on the interview with respect to PTA Members and Old Students Association Members of the schools. The total number of respondents out of expected 84 is 66 which consists of 38 current and 28 previous PTA and Old Students Association Members[7] from 42 schools.

Table.6.12.Percentage rating of responses from PTA/OSA members

Sl.no.	Variables	Good / High*	Average	Poor / No*	Unknown / No response
1	*Satisfaction level of academic & infrastructure through the assistance of LSGs	65.2%	10.6%	13.6%	10.6%
2	*Preference given by LSGIs to Schools	48.5%	25.8%	24.2%	1.5%
3	Ratings of implemented projects by LSGIs in schools	50.0%	28.8%	12.1%	9.1%
4	Consideration of LSGs to PTA/OSA	53.0%	15.2%	30.3%	1.5%
5	Participation of PTA/OSA in activities of schools done by LSGIs	71.2%	10.6%	16.7%	1.5%
6	Participation of PTA/OSA in education plan formulation process of LSGs.	54.5%	16.7%	16.7%	12.1%
7	Projects implemented by local governments to improve the quality of learning.	56.1%	0.0%	18.2%	25.8%
8	Infrastructure Program implemented under PTA/OSA	50.0%	12.1%	25.8%	12.1%

(Source: Primary data)

[7] No high variations in the responses of previous and current members noted.

5.16. The table (6.11) shows the overall responses of PTA/OSA members regarding various aspects of LSGs are as follows: 65.2% of the respondents expressed high satisfaction with the academic and infrastructure provided through the assistance of LSGs. On the other hand, 13.6% of the respondents reported dissatisfaction with the academic and infrastructure facilitated by LSGs. The remaining respondents were equally divided between partial satisfaction and having no opinion on this matter. Furthermore, 48.5% of the respondents indicated that LSGs showed a significant preference for schools, while 25.8% mentioned partial preference, and 24.2% stated that no preference was given by LSGs to schools.

5.17. 50% of the members rated the implemented projects in schools under LSGs are good, followed by 29% who considered them average. 12% of the respondents rated the projects as poor, while the remaining 9% did not have an opinion on the matter. In terms of consideration given to PTA/OSA by LSGs, 53% of the members responded that they received good consideration. On the other hand, 30% stated that they did not receive any consideration, and 15.2% reported receiving partial consideration from LSGs. The majority of respondents (71.2%) stated that they actively participated in school activities conducted by LSGIs. Conversely, 16.7% of the respondents indicated that they did not participate, and 10.6% mentioned partial engagement or participation in the school activities organized by LSGs.

5.18. Approximately, 54.5% of the respondents indicated their active involvement in the education plan formulation process of LSGs, while 16.7% reported partial participation. Similarly, 16.7% of the respondents stated that they did not participate at all, and the remaining 12.1% did not express any opinion regarding their involvement in the process.

5.19. Around 56% of the respondents expressed a positive opinion on the projects implemented by LSGs for improving the quality of education, while 18.8% held a contrary view. The remaining 25.8% either did not provide a response nor had an unknown opinion on the matter. Regarding infrastructural projects undertaken by PTA/OSA, 50% of the respondents considered them to be good, 12.1% rated them as average, and 25.8% marked them as poor. The remaining respondents stated that they had no opinion on the matter.

5.20. The responses regarding the nature of work undertaken by PTA/OSA members in the development of schools indicate that a majority (44%) of the respondents reported not being involved in any of the work. Among the respondents who did report involvement, 21.2% mentioned that PTA/OSA members have undertaken basic facilities, 10.6% focused on academic activities, 15.2% mentioned infrastructural activities and 9% mentioned overall activities.

SECTION III

Highlights of the focus group discussion in schools

5.21. This section analyzes the focus group discussions conducted with various stakeholders in schools to assess the impact of LSGI interventions in school education. 28 government schools, selected from seven districts had held one focus group discussion in each school. The FGDs were analyzed in detail and categorized based on the reflections of the participants regarding the impact of LSGI interventions in schools. This includes identifying the major problems prevalent in the schools and the future needs of these institutions.

I. Reflections from the participants on the impact of LSGIs interventions in schools

i. School Infrastructure

During the focus group discussions, participants reflected on the various interventions made by LSGIs and other stakeholders to improve the infrastructure of schools. These interventions included innovative approaches such as children's parks, school vegetable gardens, and smart classrooms, as well as other important contributions aimed at promoting the quality of education in schools. The key area of intervention was infrastructural activities, which involved the construction and renovation of buildings, classrooms, headmaster's rooms, library rooms, compound and separation walls, toilets (including girl-friendly toilets), and electrification. These interventions also included modernizing efforts such as paving tiles and providing LCD projectors, educational CDs, games, internet facilities, and computers in almost all classrooms.

The provision of school kitchen was another significant contribution, with almost all LSGIs spending money for construction and renovation. Efforts were made to create children's parks and to maintain school vegetable gardens, which provided vegetables for the midday meal program. Playgrounds, including panchayat stadiums and school grounds, were also constructed or renovated, and furniture or funds for buying furniture were provided.

Other contributions included the provision of computer accessories, tables, and chairs, as well as related materials for smart classrooms. Books or funds for purchasing books for school libraries were also provided, and efforts were made to improve drinking water facilities through the construction of bore wells and water tanks, plumbing works, cleaning of wells, water purifiers and providing water connections. Apart from the interventions, LSGIs also collaborated with SSA (Sarva Shiksha Abhiyan) to improve the infrastructure of schools. This collaboration involved providing additional funds or mobilizing resources from the community and voluntary organizations.

It is worth noting that some personnel in LSGIs believe that they do not need to spend more money on educational purposes after providing their share to SSA. However, teachers have highlighted that the funds provided by SSA for infrastructure development works are insufficient. Therefore, schools have to rely on additional funds provided by LSGIs, funds generated with the help of PTA, community members, local clubs, cooperative banks, and other non-governmental agencies. Additionally, schools look towards the support of MLA and MP funds. LSGs made efforts to mobilize resources for school development works, such as the distribution of school uniforms, bicycles, and teaching-learning materials.

These resources were obtained from various sources, including the community, arts and sports clubs, NGOs, and other voluntary organizations. Under the Public Education Rejuvenation Mission, amenities such as kitchen and dining halls, digital libraries, cyber training facilities for mothers, and other resources are provided to schools. These collaborations with multiple stakeholders and resource mobilization efforts aimed to improve the quality of education and create a more conducive learning environment for students in schools.

ii. Academic Interventions

LSGIs play a crucial role in supporting the academic programs of schools. Generally, the academic programs and activities of schools are planned and implemented under the guidance and supervision of the PEC, BRC, PTA, and alumni associations. As a result, the day-to-day academic activities of schools are collaborative in nature. The contributions of LSGIs in the academic domain mainly involve organizing resources such as financial, material, and human resources for the various programs and activities initiated by SSA at the state level. However, some schools implement academic programs with the help of MP and MLA funds. The LSGIs provide support in organizing

Box.6.1.Notable Academic interventions

- *Maths lab, Malayalam Thilakam, Hello English schemes have been implemented to improve student's efficiency in Maths, Malayalam and English respectively.*
- *In Mararikulam South Panchayat, there is a strong intervention to encourage class II students to participate in writing competitions.*
- *The Gothra-Sarathy project in Attappady for easy transportation implemented.*
- *The Kannur District Panchayat has implemented the Mukulam Project to improve the quality of education for children.*

(Refer. Chapter 4 or Jalakham Book by KILA)

resources for academic programs and activities, as shown in Box.6.1, which includes some notable academic interventions. Inspite of the direct academic interventions, LSGs are fostering the academic support initiatives through initiatives to increase enrolment, reducing drop outs and absenteeism among students. It was revealed in the discussion that 90% of the schools make significant efforts to enroll all school-aged children, with a special focus on ensuring the enrollment of girls, SC, ST, OBC, Muslims, and disabled children. These schools conduct awareness campaigns among parents and provide free support materials to children to facilitate enrollment. The schools, along with the Local Self Government Institutions (LSGIs), collaborate to ensure maximum enrollment. The discussion highlighted that 70% of the schools have implemented measures to prevent student dropout. These measures include addressing absenteeism among teachers and ensuring the availability of teachers to complete the required number of working days. Initiatives to achieve these goals include:

Box.6.2.Interventions to Marginalized class

LSGIs in the Agali region of Attappady Block have implemented various interventions to improve the education of the marginalized ST category. The activities implemented by different tiers of LSGIs are analyzed below:

The Gram Panchayat provides 25 lakhs and Block panchayat provides 8 lakh, with a total worth of 33 lakh, to schools to possess land. The construction of school buildings has reduced the playground area of the school. The Agali Gram Panchayat found a 2.8-acre plot of land and transformed it into a playground for the school. This plot of land is now under the control of the Agali Gram Panchayat.

Academic standards have improved with the provision of physical facilities, resulting in a pass percentage of 86% in 2018-19, up from less than 10%. KILA and the Tribal Department jointly provide 50 days of remedial teaching to Tribal SSLC students with boarding facility at a cost of Rs 12 lakh. The SSLC class is held from 9 a.m. to 5 p.m. with the help of teachers. The ITDP's GotraSarathi project provides transportation for

tribal students from home to school, and the District Panchayat serves breakfast to reduce drop-outs. ST promoters involved in reducing the absence of ST students from hamlets where there is no state to teach such children.

The Attappady Block Panchayat has submitted a proposal to convert the power line into an underline cable that go up inside the compound of school, which has been accepted by DPC. PTA and MPTA specialize in making meals better, and the school serves stews every week, including locally sourced vegetables.

The involvement of three-tier panchayats in the school's phenomenal growth after 1997 has caused some debate. Attappady is a center of excellence in the education sector, with a significant number of beneficiaries from the ST community, and there are about 20 ST hostels in Attappady.

1. *Parental awareness programs: Teachers and elected representatives from LSGIs conduct house visits and engage in discussions and campaigns during Grama Sabha/ward sabha meetings to increase awareness among parents. They also visit SC/ST colonies to encourage parents to send their children to school. Counselling for dropped out children have proven to be effective in bringing them back to school. Some schools also send letters to parents regarding the facilities available in government schools.*
2. *Distribution of support materials:* Schools provide free uniforms, school bags, notebooks, diaries, and other learning materials to socially and economically disadvantaged children. LSGIs collaborate with voluntary organizations, clubs, and cooperative societies to ensure all government school students have access to these support materials.

Box.6.3.Reflections on other supporting agencies

The following are some of the agencies and individuals that have supported the schools in various ways:

MP/MLA funds have been used to construct open auditorium and provide computers, printers, and projectors to enhance the quality of learning. The public education Rejuvenation Mission is also contributing to the construction of buildings and maintenance works. The district panchayats have assisted with the provision of furniture, school buses, drinking water, and special projects such as the girls' student amenity center with pad winding machines and the installation of solar panels for electricity generation. They have also supported the sub-district art festival and identified the role of PTAs and people in improving the academic model.

Some alumni have also contributed to the school's equipment, with one donating a photocopy machine and another contributing a projector screen. Mothers have actively participated in the PTA and Mother PTA, providing support in distributing lunch and organizing school activities. The PTA and teachers have also implemented a napkin processing facility for ten years.

The municipality provides assistance such as child magazines; rainwater harvesting units, and breakfast and meal assistance, but their involvement in academic activities is limited. They are also restricted in providing toilet facilities due to government regulations. Teachers participate in ward sabha, but there is no discussion related to assistance for aided schools. Monitoring intervention by local self-government is necessary for efficient functioning.

3. *Transportation arrangements:* Availability of transportation is crucial for ensuring children's admission to school, which is a challenge for many government schools. Therefore, some schools make arrangements for transportation.
4. *Identification of mentally challenged children:* Schools and LSGIs identify mentally challenged children and meet with their parents to ensure

their admission to school. LSGIs also provide medical aid to mentally challenged children and establish learning centers for them.

5. *Breakfast programs:* LSGIs, PTAs, and alumni associations work together to provide morning meals to socially and economically disadvantaged children and all children. This helps attract children from poor families and ensures their regular attendance in school.
6. *Praveshanolsavam* is a program aimed at welcoming the students who are entering the first standard in government schools. The program is organized by the Department of Education and SSA, with the involvement of local self-government institutions (LSGIs). The LSGIs provide financial assistance to the schools to make the program a success, and elected representatives, officials, and other stakeholders participate in the celebrations. The program is designed to create a festive atmosphere and motivate the children to start their education in a positive way.
7. *Teachers Bank:* Gram Panchayats maintain a list of qualified and trained teachers available for appointment in emerging vacancies in schools. They also appoint temporary/daily wage teachers through interviews conducted at the panchayat.
8. *Collaboration* among the school education committee, PTA, alumni association, and cluster PTA meetings to identify irregular students, take appropriate measures to ensure their attendance, and visit their homes to discuss their problems with parents and motivate them to attend classes. In addition, collaborative efforts by the Gram Panchayat, teachers, parents, and political parties are also important to avoid loss of working days due to students' strikes.

The reflections on the special interventions aimed at marginalized groups in the remote populated areas and the isolated interventions of various support groups discussed are depicted in Box 6.2 and 6.3 respectively.

These demonstrate the involvement and support of these stakeholders in addressing different issues in the school education system.

II. Major problems highlighted in the discussions

Based on the discussions, the major problems prevailing in the selected schools can be summarized as follows:

- There are some schools; which lacks necessary classrooms, toilets, and playgrounds, which are not proportionate to the number of students and also no community involvement in addressing the needs of the school. The grama sabha, ward sabha, and panchayat do not effectively collaborate with the school to provide necessary support.
- The school lacks financial support for the daily costs, including the driver's allowances for the school bus.
- Teachers are not adequately trained to develop physical and artistic skills in students, and their training interferes with school hours.
- Schools face challenges related to floods, rainwater harvesting, and remediation of bio-gas plants, which require interventions from local governments.
- The laboratory facilities and technical resources are not adequately functional.
- The municipality only provides infrastructure programs to schools, neglecting other academic projects.
- There is a lack of awareness about school facilities and the involvement of local governments in schools. People's representatives prioritize construction and infrastructural activities over academic affairs and individual beneficiaries receive preference in scheme-making.

- The lack of a handbook in tribal language, untrained mentor teachers, and insufficient promotion of tribal arts and athlete training hinder the development of these skills.
- Long-distance travel is required to get bills passed under sub-treasury, and many students have to walk more than 6 km to access education.
- Lack of professional excellence is prevalent in government schools, and changes are required in teacher education and the self-reliant education system envisaged by Gandhi.

III. Needs proposed during discussions

- Development of projects aimed at fostering positive character traits in children through parental involvement or curriculum should take into account the detrimental impact of media on addiction disorders in children. This underscores the need to raise social awareness among parents. To ensure the health of children, it is important to garner the cooperation of Panchayats in organizing medical camps and clinical services.
- Separate rooms are required for Student Police Cadet (S.P.C), NSS, Jr. Red Cross, and P.T.A. There is a need for a dining hall and well-constructed buildings. Proper sound systems are not available in all classrooms, and the laboratory lacks essential facilities. The physical conditions of the school library and reading room also require public assistance. Technical facilities, such as smart classrooms and projectors, need improvement. Panchayat interventions are necessary for constructing women/girls friendly toilets in schools.
- Special attention should be given to providing vocational training to children. There is a need for permanent teachers to teach mentally challenged students in schools. Local Self Government Institutions should appoint a Physical Education teacher/trainer to coach children

in sports activities and physical skills. Part-time Sports and Arts teachers should also be available in schools with the assistance of local bodies.

- Efforts should be made to enhance the cooperation of alumni associations in school programs and schemes. Panchayats need to prioritize the provision of smart classrooms and establish talent centers as per demands.
- It is essential to have adequate clean toilets, school buses, and water purifiers in schools. To strengthen the green protocol, a bio-waste treatment system should be established in the school, along with a bio-waste management plant and a well recharge system.
- In addition to the aforementioned interventions, the development perspective of schools should also encompass the improvement of the surrounding campus, such as ensuring good road access to schools and creating drug-free zones.

IV. Proposed recommendations on the LSGIs interventions in school education

It is crucial to focus on the development of education from two modes of beneficiaries - schools and students. From the earlier perspective, various projects and initiatives by Local Government (LSG) should undertake for the development of schools, such as building infrastructure, providing toilets and smart classrooms. The latter perspective will focus on the initiatives through academic activities, support to the needy students, and so on. There is need for short-term and long-term vision for education development in light of the condition analysis through status reports. The other major recommendations are summarized as follows:

1. Local governments should create awareness programs for parents and children to promote proper social awareness in addressing their children's difficulties in learning and other skills.
2. High-tech classrooms: Steps need to be taken to make high-tech classrooms useful in other disciplines, not just focusing exclusively on science. Although there are toilet facilities, they do not appear to be hygienically protected.
3. Local self-government institutions should ensure that monitoring of school academic projects is carried out properly.
4. Arrangements should be made to inform the school authorities in documenting the details of the schemes utilized by the representatives of the MLA/MP and the agencies.
5. Teacher training programs should be scheduled on non-working days to avoid the loss of teaching days.
6. Gramasabha is a crucial policy-making factor in people's planning, but today, the intervention of the gram sabha is ineffective and needs strengthening. Gram sabha conducts meetings casually, and negotiations and decisions are becoming non-democratic. The ward sabha should ensure the participation of schools. Local self-government institutions need to be implemented satisfactorily to mitigate natural calamities affecting schools.
7. Coaching should be provided from the primary level onwards to improve the physical and mental health of children.
8. With the improvement of infrastructural facilities, children's playing fields are becoming less, and more public playgrounds are needed to address these shortcomings. Schools in urban areas that lack playgrounds should be able to get support for sports projects.
9. Libraries should include reference books on more scientific and social issues and provide services for the benefit of children.

10. Providing breakfast for the kids would be the right decision, but a dining hall system must be in place to allow them to sit and eat properly.
11. Many of the local government's action plans are implemented through task forces, but the academic quality improvement projects do not seem successful.
12. Local bodies form working groups but fail to make decisions. Activities need to provide more attention to the preparation of long-term projects in schools. Long-term plans should be implemented to suit the physical conditions of each school.
13. Many councillors are inadequately trained, and the Education Development Committee is unable to perform its job well. Elected representatives to local self-government institutions should receive proper training at the outset and when changes to the rules and orders are issued. They should also be trained on the procedures and regulations of the local bodies from time to time.
14. It should be the responsibility of the local bodies to work in partnership with the School Management Committee and the PTA and ensure community participation. Under the leadership of the governing council, the Education Development Committee should be assembled every two months to conduct an assessment. Most schools don't make proper programs for their development. The roles of the Educational Standing Committee and Working Group Committee need to be defined to monitor school activities. It is advisable to re-constitute a committee consisting of local government officials and community members to deal with academic and disciplinary matters in schools.
15. The P.T.A. committees largely support the school's physical development activities, and the majority of P.T.A.s are concerned with financial mobilization.

16. Innovative projects are being implemented in Local bodies based on the interests and attitudes of the respective implementing officers in charge of education projects. Panchayats are making innovative plans to ensure social participation.
17. The Audit Division's negative attitude towards the Panchayat or permanent officers can result in mistrust.
18. The influence of teachers who are interested in school development is immense. The skills and interests of teachers play an important role in the development of schools.
19. Panchayat schools have been able to develop through local economic mobilization.
20. The gap between government schools and aided schools is high due to non-lead teachers being uninterested in becoming implementing officers. The fear of audit and having a double job turns them off.
21. The Engineering Department does not make any effort to test building methods according to changing architectural and aesthetic standards. Old-fashioned buildings are still being designed for schools.

In conclusion, these focus group discussions reveal a positive aspect of community engagement and a deep commitment to decentralization and the people's plan. It is evident that the Kerala society is mindful and conscious of the educational landscape, and actively utilizes the Local Self Government institutions to improve their local schools. This chapter analyses the various cases from the point of view of school level through various stakeholders and the different areas of interventions of LSGs. The next chapter deals with the observations and findings researcher achieved through the above analysis and the key points from the view point of experts in the field of education and decentralization.

7

KEY FINDINGS & OBSERVATIONS

7.1. The chapter presents the findings of the study, gathered through a review of literature studies, data collection, and focus group discussions. Various factors emerged from these sources, which have been analyzed and structured to provide a detailed understanding of the subject matter. The experts' observations and views have been given due consideration while presenting the observations. These findings will serve as a basis for further suggestions aimed at improving the system dealt with under decentralized education.

7.2. Decentralization has many dimensions and forms as part of India's history for centuries and as a political, administrative, social, and cultural idea. There are challenges to decentralization, including its definition and interpretation, and implementing rather difficult. The consequences of centralization were experienced in India before British rule, faced similar issues leading to reform Acts of 1919 and 1935.

7.3. Different works and literatures have shed light on the complex relationship between centralized education systems and the needs of a changing society. The key features of the decentralized education system in the international scenario highlights the importance of local control over education policy and decision-making, as well as the involvement of parents and communities in supporting their local schools. By providing subsidies and delegating responsibilities to lower administrative and political levels, the government sought

to increase efficiency and responsiveness in the education system. The roles of SMCs and Parents' Associations in school management and funding underscore the importance of community engagement in ensuring quality education.

7.4. In Kerala, it is the joint responsibility of both the state and society to challenge and transform the existing educational practices and assumptions. This involves making changes to the structure, content, instructional methods, evaluation systems, and monitoring processes of education, with a focus on democratic values, secularism, and promoting equal rights and social justice for all students. The evolution of the school education system in Kerala has witnessed numerous interventions aimed at transforming the system, including social reform movements, religious involvement, and voluntary contributions from individuals of all economic backgrounds. Today, the society itself serves as the foundation of the current education system, with public education missions, education committees, and local self-governments providing modern and standardized forms of popular intervention in education. These interventions have helped to create a system that is accessible and beneficial to all students, regardless of their social or economic background.

7.5. In accordance with the Constitutional Amendment and the Kerala Panchayat Raj and Municipal Act, 1994, the Kerala Education Act was amended. Various central government schemes such as DPEP, SSA, and RMSA have been introduced in the education sector, which are implemented through the efforts of local government bodies. The RTE Act 2009 has played a crucial role in defining the responsibilities of these local bodies and ensuring free and compulsory education for all children. As a result, local government bodies have been entrusted with greater responsibilities in the field of education.

7.6. The Parent-Teacher Association (PTA) has played a crucial role in promoting parent participation in the education process and improving school infrastructure, leading to an overall enhancement in the quality of education. The Panchayat - Education Committee oversees educational initiatives and programs in the local community and ensures that local schools have adequate infrastructure and resources to provide quality education to students. The Educational Quality Improvement Committee is responsible for organizing various academic activities and implementing programs that aim to enhance the quality of education. There has been an increased focus on education by local self-government institutions, with varying degrees of intervention and expenditure, and their functions and responsibilities in school education development have been examined. The roles of educational acts, grama sabha, and committees in the education sector have also been reviewed.

7.7. The expenditure on education under LSGs was allocated separately under the service sector from the 12th Five Year Plan onwards. The expenditure on education was 10% of the service sector and 5.8% of the total expenditure in the 12th Five Year Plan, while it was 11.7% of the service sector and 7.4% of the total expenditure in the 13th Five Year Plan. It seems that there is an increase in expenditure on education by various levels of Local Self Government (LSG) in Kerala over the last decade. The expenditure by Block Panchayat has increased the most, followed by District Panchayat, Corporation, Municipality, and Gram Panchayat. However, despite the lower increase in expenditure, Gram Panchayat has spent the highest amount on education among all the LSGs, followed by District

Panchayat and Municipality. Block Panchayat and Corporation have spent comparatively lower amounts on education.

7.8. The study highlights the limitations in capturing the human/voluntary contributions made by the community during the early stages of decentralization. These contributions could have played a significant role in the success of decentralization initiatives, particularly in terms of improving the quality of education. Such contributions could include voluntary labor, community mobilization, and other non-monetary forms of support. Data keeping can be done through various means and ways to capture and quantify these non-monetary contributions seem essential.

7.9. It is very important to analyze the expenditure pattern and the overall expenditure incurred by the LSGIs, with a specific focus on school education, and it is crucial in understanding the extent of interventions undertaken and the strengths and limitations of local-level planning and implementation of various projects. This will provide a comprehensive picture of the efforts made by LSGIs and will help identify areas for improvement.

7.10. The findings of Chapter 5 indicate that The total expenditure of local bodies has been increasing over the years. Specifically, the expenditure of Gram Panchayats has increased by 21 times over the last 22 years, while for municipalities it has increased by 12 times. On average, a Gram Panchayat has spent approximately 3.08 crores of rupees over the last 22 years, with a year-wise expenditure of around 53.65 lakhs of rupees during the initial phase of peoples planning (1997-02 Plan period) and 11.41 crores of rupees in 2018-19. Similarly, the average per year expenditure for municipalities over the last 22 years is around 4.60 crores of rupees, with an average expenditure of 1.03 crores of rupees during the 1997-02 plan period and an increased

average expenditure of 12.29 crores of rupees in 2018-19. These findings demonstrate a significant increase in the expenditure of local bodies, particularly in municipalities, over the years. (Table.5.1 & 5.2)

7.11. Out of the total expenditure of Gram Panchayats, 65.4% is from plan funds, 12% from maintenance funds, 7.2% from own funds, and 15.2% from other sources such as finance commission, state share, central share, and World Bank loan. On the other hand, for municipalities, the plan fund accounts for 71.6% of the total expenditure, maintenance fund accounts for 16.2%, own fund accounts for 0.8%, and other shares account for 8.9% of the total expenditure. These findings suggest that plan funds are the primary source of funding for both Gram Panchayats and municipalities, followed by maintenance funds. Own funds and other sources contribute a smaller proportion of the total expenditure. (Table.5.3 & 5.4)

7.12. The Gram Panchayat is more efficient in utilizing own fund (7.23%) and other fund (15.2%) compared to own fund (3.1%) and other fund (8.9%) by municipality from the total expenditure. (Table 5.5 & 5.6)

7.13. There has been a gradual increase in plan fund allocation to both Gram Panchayats and municipalities. Specifically, during the period 1997-2002, the average plan funds spent by Gram Panchayats was 53.65 lakh per annum, which increased by 9.8 times to 5.23 crores of rupees in 2018-19. Similarly, municipalities received an average of 1.03 crores per annum during 1997-2002, which increased 9 times that amount to 9.27 crores of rupees in 2018-19. This increase in plan fund allocation has also been reflected in education projects. These findings suggest that there has been a significant increase in plan fund allocation to local bodies, which has led to an increase in the

implementation of various projects, including education projects. (Table.5.7 & 5.8)

7.14. During the period 1997-2002, the Gram Panchayats spent an average of `1.59 lakh per annum on education projects, which increased to 60.3 lakhs in 2018-2019. This represents an increase of 16.35 times higher amount during 2018-19 compared to 2002-03. Municipality spends 12.26 times higher amount during 2018-19 to that of 2002-03. Similarly, municipalities spent 17.82 lakhs on education projects during 1997-2002, which increased to 92.67 lakhs in 2018-19. The expenditure shows an increase of 12.25 times higher amount during 2018-19 compared to 2002-03. These findings suggest that both Gram Panchayats and municipalities have significantly increased their expenditure on education projects over the years. (Table.5.9 & 5.10)

7.15. It seems that the 7 Gram Panchayats where the study is under taken has spent an over-all amount of 20.5 crores of rupees for education during 2002-03 to 2018-19 as a part of peoples plan. That means each Gram Panchayat spent an average of 2.92 crores of rupees as part of people's plan campaign. The expenditure incurred for education by municipalities was 39.3 crores of rupees which mean an average of 5.6 crores of rupees per municipality. Analyzing the trend of expenditure reveals that Gram Panchayats invest more money on education every year than by municipalities since 2002-2003. (Table.5.9 & 5.10)

7.16. Looking at the nature of expenditure in the education sector over the last 22 years, the sources of funding for the said expenditure are as follows:

- Plan funds accounted for 71.2 %, maintenance funds of 24.5 %, own fund of 2.7 % and other funds of 1.4 %, of which 43% general, 6.7 %

SCP and 8.2 % TSP sources give funds to Gram Panchayats. (Table 5.11)

- In municipalities, the plan fund is 65.6 %, the maintenance fund is 29 %, the own fund is 4.3 % and other funds is 0.8 %. Of this, 47.8 % of the plan fund is from the general fund and 5.6 % is from the SCP Fund, 3.2 % is from TSP and 9% other development funds. There are also municipalities that do not set aside any money for education from their own and other funds. (Table 5.12).

7.17. The major share of expenditure on education in Gram Panchayats comes from the plan fund, accounting for 71% of the total expenditure. When considering both Gram Panchayats and municipalities together, it can be observed that they account for 67.5% of the expenditure on education coming from the plan fund and 27.5% from the maintenance fund. Only 5% of the expenditure on education comes from own funds and other funds. These findings highlight the importance of plan funds in financing education projects in both Gram Panchayats and municipalities, and suggest that the utilization of maintenance funds for education projects is relatively low. (Table 5.13 & 5.14)

7.18. According to the trends received from the surveyed panchayats, the average annual income during 1997-2002 was`1.59 lakh and from 2018-19 it has increased to 39.8 lakhs. (Table 5.15) The rate of increase in the municipality is less than Gram Panchayats. During the period of 1992 – 2002, the average in all the 7 municipalities was`17.82 lakhs which increased to 63.6 lakhs in 2018-19. (Table 5.16)

7.19. The allocation to SSA as part of the plan fund, the activities undertaken and utilized by the panchayats for education are increasing. In addition to the above levels for education, the panchayats are allocating funds for the Sarva Shiksha Abhiyaan, a

centralized scheme. According to the available data, each panchayat is contributing an average of`19.6 lakh during the period 2018-19. In the past, there has been a significant fluctuation in the allocation every year (Table 5.17). The same trend has been observed in the municipality. In 2018-2019, the average contribution of each municipality was `22.6 lakh. (Table.5.18)

7.20. Analysis of the total expenditure and expenditure on education over the last 22 years shows that local self-governments generally set aside 5.14% of total expenditure. In Gram Panchayats; it is 4.35% (Table.5.19) and in Municipalities it is 5.67% (Table.5.19). There are large fluctuations in the expenditure of LSGs for educational projects every year.

7.21. If we look at the expenditure trend of the plan fund alone, 5.19% of the total plan fund has been spent on education by municipalities and Gram Panchayats spend an average of 4.7% over the last 22 years. Table.5.21 shows that the Gram Panchayat is spending more on education than during the early stages of the people's planning period. The same trend is seen in municipalities. In 2018-19, 6.8% of the total plan fund was spent on education. But Table.5.22 shows that the average over the last 22 years is 5.19%, which is a large increase over the first phase of the people's planning period. In the field of education, Gram Panchayat shares 3.6 % of the other funds where as 6.88 % in municipality.

7.22. LSGs, in the field of education, operate based on yearly educational projects and their corresponding funds. Over the past 22 years, it has been observed that Gram Panchayats typically prepare 8 to 10 educational projects. Similarly, the trend is followed in municipalities for educational projects. These projects include financing for Sarva Shiksha Abhiyaan, as well as other educational

activities that do not involve physical facilities for academic purposes. The municipality follows a similar structure.

7.23. In terms of recurrent expenditure, the percentage of the total expenditure spend on academic, infrastructure, IT & science, Mid-day meals, marginalized sections, innovative, others & SSA projects of Gram Panchayats and municipality depicts in the following table.

Table.7.1. Findings from the sector wise projects on education

Sl.no.	Sectors	Gram Panchayat (%)	Municipality (%)
1	Academic projects	1.43	1.67
2	Infrastructural projects	31.7	41.2
3	IT & science projects	3.91	8.1
4	Arts & sports projects	1.78	2.09
5	Mid-day meal projects	4.73	3.98
6	Marginalized Section projects	14.89	8.25
7	Innovative projects	2.22	4.23
8	SSA	36.19	28.79
9	Other projects	3.11	1.63

(Reference: Table.5.27)

7.24. Gram Panchayats generally considered for academic projects include project implemented for reading solutions to improve reading, learning materials, coexistence camps, and other quality-enhancing activities. Municipalities have come up with similar schemes. The Gram Panchayats have set aside 46.5% of the expenditure on academic projects for reading improvement and municipality spent 32.1% of the amount for this. Gram Panchayats spend 22.5% on

educational support to the needy children while municipalities spend 14.2%. The Gram Panchayats allocated 22.3% for learning materials while the Municipalities contributed 16.5%. Gram Panchayats and Municipalities have spent close to 8% for quality improvement. While the Gram Panchayat spends 4.5% for cohabitation camps, it is 5% in the Municipality (Table.5.28 & Table.5.29)

7.25. As part of the infrastructural development, the schools mainly school buildings, classrooms, urinals, toilets, roofs, perimeter walls, conference halls, stage maintenance, furniture, and so on. The Gram Panchayat spend 9% on the construction of school buildings, while the municipalities spend more than 24%. Gram Panchayats spend 10.8% for urinals / toilets, 9.3% from Municipalities, 12% for Compound wall / gate, 4% from Municipality, 45.2% for Maintenance in Gram Panchayat, 23.2% for Municipality. Gram Panchayats spent 12.3% and Municipalities 12.9% on furniture (Table 5.30. & 5.31)

7.26. Other projects include arts and sports, their education and health plan for the marginalized, and so on. Of this, a large percentage is spent on the school grounds in the arts and sports sector (Table.5.32 & 5.33). More money is spent on sports items than on arts and culture. Large sums are spent on the construction of kitchens and dining halls in schools by Gram Panchayats (49.9 %) and municipalities (57.8 %).

7.27. In addition, Gram Panchayat spend 19% on sports training & competition and 40.7% for municipality and 18.5% for sports kit in Gram Panchayat and 14% for municipality 57.1% for school ground in Gram Panchayat and 42.0% in municipality. 32.8% of the Gram

Panchayat and 35.8% of the municipality set aside lunch and breakfast. (Table.5.34 & 5.35)

7.28. While 38.5% is earmarked for educational upliftment of the Scheduled caste (SC) community by the Gram Panchayat and 58.4% by the municipality, the Municipality spends 36.2% for the ST section while the Gram Panchayat spends 49%. The LSGIs incure expenditure for fisheries and for children with disabilities recorded in (Table.5.36 & 5.37)

7.29. Both the Gram Panchayat and municipality focus on the distribution of study materials to SC, ST and fisher folks and provide financial support to disabled students. (Table.5.38 & 5.39)

7.30. While the Gram Panchayat spends 72 percent on health activities, the municipalities spend only close to 6.9 percent, but the school health program does not appear to have been taken over by the Gram Panchayat but the municipalities have paid great attention to adolescence or legal awareness programs and Honouring, etc. (Table 5.40 & 5.41). So there is obvious difference in the priorities given for different development activities undertaken under Gram Panchayat and municipality bodies.

7.31. Gram Panchayats and Municipalities have formulated activities for innovative projects. A general picture (Table 5.42 & 5.43) has been recorded.

7.32. Gram Panchayat and Municipalities have formulated joint projects identified like Science Gallery in 2018-19 and Financial Support for PwD in 2007-12, under the collaboration of Gram Panchayat and District Panchayat. (Table.5.44)

7.33. The findings from the **school questionnaire** help us to identify the development perspectives of the community in education. The findings are as follows:

1. The data from the schools shows Gram Panchayats incure major expenditure for providing physical amenities to government schools where as municipality shares cost for basic facilities. (Table.6.1)
2. Various agencies such as MP, MLA, SSA, RMSA, and Department focus on adding physical amenities to schools in Gram Panchayats and municipalities. Government schools in Gram Panchayat received 15 crores during the last 25 years; and government schools under municipality received 11.92 crores. (Table.6.2) Aided schools in Gram Panchayat receive 4 lakhs and aided schools in municipality have received 42.30 lakhs for the last 25 years. (Table.6.2) Major share of MLA fund (6.37 crore) was mobilized for government schools in Gram Panchayat followed by KIIFB (3 crore) fund and in the case of municipality, the major share is from KIIFB (5.25 crore) followed by department fund (3.5 crore) (Table.6.3)
3. In utilizing the MP, MLA, SSA, RMSA, Central & State assistance, the aided schools have an municipality has an impulse approach because this is the only resource available for aided schools without barrier of government order. There is a positive factor that more attention is given for institutions in rural areas and people representatives and departments provide active participation.
4. The mobilization of CSR funds is high for government schools in Gram Panchayats as evidenced in the share for rural development activities from CSR funds. New innovative ideas should be supported for the efficient mobilization of CSR funds. The highest share of CSR fund is utilized for the development of school infrastructural facilities such as school buildings and classrooms. (Table.6.4 & 6.6)
5. The contribution of society towards the development of education is not properly documented. In mobilizing voluntary donations through PTA / alumni associations and other sources, aided schools in the

municipal area dominate. Physical amenities development is a major activity of government schools in Gram Panchayat through resources from community donations. (Table.6.7)

6. Rural area development gets priority from all agencies compared to urban and local self-government institutions set apart more funds from various development and own fund sources. People of Kerala appreciate the development of the rural with urban facilities. It seems that, aided schools in Gram Panchayat are backward in raising funds. (Table.6.8)
7. There is great improvement in the facilities available of schools from 1997-98 to 2018-19 as for development is evident from the table 6.10. It shows an overall 77 percent improvement and the partially available facilities have moved to 40 % and improved the facilities from 13.36 percent to 42.06 percent during this period.
8. There are some pending activities in infrastructure development in schools mainly due to financial shortages. (Table.6.10)

7.34. Panchayat Secretaries / Municipal Secretaries

1. While only 36% of the secretaries surveyed have expressed confidence that the essential projects will be successfully completed, the remaining 64% however, made apprehensions about their successful completion, probably based on their experience. It is important to investigate the reasons behind their strong apprehensions.
2. All the secretaries pointed out that they have completed documentation for all projects, including in the Sulekha system. However, during cross-checking as part of primary data collection, investigators found that data from some years were missing even in Sulekha. Despite serious efforts, relevant data was not properly documented in many

places. In some cases, even though documents were available, the recording was not done properly.

3. It is interesting to note that almost all secretaries have expressed their views on the projects undertaken, and the majority felt that infrastructure development and its maintenance were the most important task for maintaining sustainable progress.
4. Many secretaries observed that cooperation from schools and departmental officials was not adequate for implementing educational projects and the cooperation from the students was also not satisfactory. However, a majority of people's representatives cooperated well. It is important to investigate why the school system behaved in this manner during implementation of educational projects.
5. 64% of secretaries responded that projects related to student enrolment have been completed. In this context, it is necessary to stream line the panchayat / municipal education register system in order to ensure that every child in the concerned LSG's area (panchayat / municipality) is registered and their education maintain continuity and achievement is ensured. (RTE. 2009)
6. There is a need to re-evaluate the audit processes pertaining to projects where a high level of people's participation is anticipated.

7.35. **Implementing Officer**

1. The interviews with implementing officers revealed various aspects during implementation of LSGI projects in school education. Only 50% of respondents have reported to have involved in the implementation of the projects.
2. 29% of respondents were involved in process and purchase-related activities, and 21% involved in quality improvement projects. It is

important to investigate why others remained indifferent across different local self-government institutions.

3. As the working group conveners of educational projects, majority of implementing officers reported that they did not have a good experience, and some of them did not even act as working group conveners. The role of implementing officers in different local self-institutions varied greatly, which resulted in their poor functioning as facilitators in gramasabha.
4. Many of the implementing officers lack knowledge and experience about monitoring education projects and about the utilization of non-maintenance grants.

7.36. **Ward Members**

1. A significant majority of participants perceived a positive impact of decentralized planning on education. An overwhelming majority, approximately 80% of the participants, expressed their belief that Local Self-Governments (LSGs) provide the necessary facilities to schools.
2. Less than 50% of the ward members acknowledged the involvement of schools in Gram Sabha. On the other hand, 57% of the respondents expressed their opinion that School Management Committees (SMCs) are actively involved in the schools.
3. A significant proportion of respondents hold a positive belief regarding academic achievement in schools, indicating a general confidence in the academic performance of students. Around 50% of the participants expressed their opinion that there is good monitoring of academic activities within schools. However, many people's representatives feel that the monitoring of academic activities needs to be strengthened.
4. Less than 40% of the respondents indicated that the status report is regularly updated in Local Self-Governments (LSGs). Furthermore,

more than 60% of the respondents stated that LSGs are not conducting interventions based on the information provided in the status report.

5. Approximately 60% of the respondents believe that there are restrictions on democratic monitoring activities within schools. The majority of respondents stated that schools have a negative approach towards the democratic committee. However, current people's representatives feel that the negative feeling still exists but it is disappearing.
6. When it comes to record-keeping of assistance given by LSGIs for schools, 31% of previous ward members felt that there is no proper record-keeping of assistance.
7. According to previous members, 62% of respondents feel that schools are not participating in PEC/MEC. However, there is a slight improvement in participation according to current ward members i.e. Participation is increasing.
8. Ward members have expressed that there are academic issues, infrastructural issues, physical issues, financial issues, and other issues that need to be addressed in schools. However, many of them have pointed out that a comprehensive intervention is needed to address these overall issues.

7.37.**AEO / DEO**

1. The majority of educational officials believe that the intervention of LSGIs has had a clear positive impact in enhancing the quality of public education.
2. The officers also believe that the majority of projects implemented by LSGIs are relevant. However, they suggest that LSGIs should carefully consider the relevance of some of the projects they formulate. 64% of

the officers feel that academic projects undertaken by LSGIs have shown very good performance.

3. 43% of the officials have observed that nearly 50% of the projects undertaken by LSGIs are parallel projects to that of the department programs.
4. The officials observed that one third of educational projects were implemented in a good way, while the majority of the projects including construction of buildings, hygiene toilets, sports facilities, academic projects, and drinking water assistance were done in satisfactorily.
5. The officials also noted that various stakeholders cooperated well during the implementation of the projects. However, a few higher officials felt that participating in working groups was a burden for them.

7.38. Government School Head Masters

1. The findings from the interview with government HMs indicate that relationship between Local Self Government Institutions (LSGIs) and school authorities has become smoother over time. The work undertaken by Parent-Teacher Associations (PTAs) has been more beneficial than the works undertaken by contractors. It was noted that the number of schools receiving non-road maintenance funds and contingency funds is increasing, but a planned effort is needed by each school to ensure regular receipt of funds.
2. It was found that the number of Headmasters (HMs) participating in Grama Sabhas is decreasing, which is a serious concern that needs to be reviewed. On the other hand, HMs has realized the relevance of placing the needs of their institution in the Grama Sabha and their participation in MEC/PEC and working groups is increasing.

3. More than one-fourth of the HMs have formulated unique plans for their schools, which is a positive trend that needs to be recognized and promoted. However, it was suggested that the system should reconsider the conduct of PEC and MEC, and that major problems exist at all levels in the formulation, implementation, and monitoring of education projects.

7.39. Aided school HMs

1. The education scenario in Kerala is undergoing a shift, as evidenced by recent observations. One significant finding is that 35.5 percent of Headmasters in aided schools are participating in gramasabha meetings, with 28 percent of them putting forward their needs. However, only 9.7 percent of these needs have been met. It is worth noting that the majority of Headmasters are participating in MEC/PEC committee meetings and working group meetings. Additionally, most of them suggest that a comprehensive assistance plan for aided schools from LSGIs is necessary.

7.40. Parents Teachers Association / Alumni Association Members

1. The majority of participants expressed high satisfaction with the academic quality and infrastructure provided by Local Self-Governments (LSGs). However, less than 50% of participants indicated that LSGs provide adequate reference support to schools.
2. Around 50% of the participants regarded the projects implemented by Local Self-Governments (LSGs) in schools as good. Moreover, over 70% of the participants actively participated in school activities organized by LSGs. There is higher participation in school activities initiated by LSGIs among previous members of PTA/OSA.

3. Based on the data, it can be observed that only 55% of the respondents actively participate in the formulation of plans for education. Additionally, approximately half of the respondents have a positive perception of the projects implemented by Local Self-Governments (LSGs) in terms of enhancing the quality of education and improving infrastructure.
4. Furthermore, a significant majority of 66% of the respondents is actively involved in various aspects of academic development, infrastructure improvement, basic facilities provision, and overall works related to schools by LSGs.

7.41. The findings depicted above are derived from various primary and secondary data sources analyzed as well as the diverse views expressed by the stakeholders. Several suggestions have emerged from these observations such as:

- The analysis of expenditure data in Gram Panchayats and Municipalities reveals that the Gram Panchayats focus more on addressing school education issues and their limitations than the focus of municipalities.
- The data shows a steady increase in spending on the education sector for both Gram Panchayats and Municipalities, with Gram Panchayats spending 16.3 times higher in 2018-19 than in 2002-03, while Municipalities spent only 5.02 times more in 2018-19 than in 2002-03.
- The spending pattern suggests that the elected bodies and the general public in Gram Panchayats have a more positive attitude towards marginalized and disadvantaged sections, which is reflected in their allocation of funds for education, particularly from the plan, SCP, and TSP funds. Overall, these findings suggest that rural areas are more

committed to improving education and prioritizing the needs of marginalized sections than urban areas.

- The expenditure analysis of both Gram Panchayats and Municipalities shows that they allocate a significant amount of funds to implement the centrally sponsored scheme Samagra Shiksha Keralam (previously known as Sarva Shiksha Abhiyaan). However, the participation of Local Self Government Institutions (LSGIs) in implementing the scheme is limited to transferring the funds to the relevant authorities.
- The data also indicates that both Gram Panchayats and Municipalities prioritize spending on improving infrastructure and allocating funds to implement the SSA or SSK scheme. However, Gram Panchayats allocate more funds towards other projects such as health awareness, legal counselling, club activities, reading improvement programs, recognizing talents, which are particularly relevant in the post-Covid scenario.
- Contrary to the earlier observation, it appears that the local self-governments prioritize different types of projects based on their focus and priorities. A comparison between Gram Panchayats and Municipalities shows that Gram Panchayats give more importance to academic projects and those providing educational support to underprivileged children. In contrast, Municipalities prioritize infrastructural development and projects related to maintenance activities. This suggests that the priorities of the local self-governments vary based on their focus areas and the needs of their constituents.
- The lack of proper documentation and record-keeping in schools and Local Self Government Institutions (LSGIs) makes it difficult or even impossible to obtain primary data on the funds received from various agencies and the amount of money invested in schools by LSGIs and

other agencies. There is a need to develop a mechanism for proper documentation of funding sources and their utilization in schools through LSGI channels.

- It appears that most funding sources prioritize infrastructural development over programs that enhance the quality of education. This suggests that there may be a need to re-prioritize funding allocation towards improving the quality of education in addition to infrastructural development.
- The data obtained from schools in a panchayat shows that they receive significant financial support, amounting to over one crore rupees, in addition to the funds received from Local Self Government Institutions (LSGIs). If we extrapolate this data to all schools in Kerala, it would amount to a substantial sum of money.
- The data obtained from aided schools also shows that they receive funds, although the amount may be meagre, from other sources. This suggests that schools in Kerala have access to multiple sources of funding, and there may be a need to streamline these sources to ensure effective utilization of resources towards improving the quality of education.
- Over the past 25 years of decentralization, there has been a significant shift in the infrastructure facilities of schools in Kerala. The conventional thatched sheds that were once common in school campuses have disappeared and new constructions have taken their place, largely due to the efforts of the people's plan. As a result, schools have been the major beneficiaries of decentralization in Kerala.
- The extent to which these funds have been utilized effectively varies based on the strength of the people's committees in individual schools. Schools with strong people's committees tend to have utilized the funds in a better way, resulting in better infrastructure facilities. On

the other hand, incomplete structures can be seen in schools where the people's committees are weak, indicating a need for greater community involvement and participation in decision-making processes.

- Government schools have a comparative advantage over aided schools in mobilizing Corporate Social Responsibility (CSR) funds. Comprehensive policy guidelines and strategies should be developed to enhance the potential of Local Self Government Institutions (LSGIs) in mobilizing CSR funds, as well as encouraging voluntary and individual contributions towards the development of schools.
- Over the period of two and a half decade, there has been a noticeable shift in perspective, with modern thinking playing a role in shaping the attitudes of people towards the facilities provided. The rapid pace of technological change and generational differences have contributed to a sense of slighter dissatisfaction among people regarding the level of facilities achieved.
- There is a need to improve the documentation of projects undertaken by LSGs, both in terms of their qualitative and quantitative aspects, as well as their funding requirements. Additionally, there appears to be a lack of proper coordination between LSGs and the school system, as well as the educational hierarchy. The school authorities may also lack a proper understanding of the audit system and process, which highlights the need for capacity building initiatives in auditing.
- It appears that the implementing officers are not provided with adequate training for their role. As a result, many of them lack the necessary understanding and commitment to carry out their duties properly.
- It is recommended to establish capacity building initiatives for the role of the implementing officer as Grama Sabha facilitator and the

responsibilities of the working group convener. This will help to ensure that the Grama Sabha is functioning effectively and the working group is able to carry out its duties in a structured and coordinated manner.

- There should be a clear policy for the preparation and submission of status reports for project formulation. This will help to ensure that the progress projects is tracked and reported regularly, and that any issues or challenges can be addressed in a timely manner.
- There is a need for developing proper indicators for assessing quality enhancement of programs and also ensuring the involvement of teachers in implementing projects.
- Aided schools require additional support to enhance their facilities, but they are currently unable to obtain resources from Local Self-Government Institutions (LSGs) or other financial sources. To promote educational development systematically, it is important to establish guidelines for innovative and collaborative (joint) projects, as well as ensure the inclusiveness of aided schools. Local governments should consult with each other during plan formulation for avoiding doubling of projects and identification of the areas of joint activities. Based on the identification, a minimum percentage of the development fund should be shared for the joint projects.
- People's representatives observed that community involvement is improving. They also that the schools observed that the schools society should cooperate in a better way to implement quality enhancement programs. They also advocate for a better monitoring system and the peoples representatives argued for a comprehensive intervention for addressing overall issues.
- The education department officials generally observed that there is positive impact in enhancing the quality of education due to the

intervention of LSGIs. They also pointed out the apprehension in the duplication of LSGIs educational projects with departmental projects.

- The quality of work carried out by Parent-Teacher Associations (PTAs) is superior to that done by contractors. The headmasters also expressed the need for a mechanism to ensure a smooth relationship between Local Self-Government Institutions (LSGIs) and school authorities. In addition, the headmasters suggested that there should be a planned effort or mechanism to ensure regular allocation of non-road funds and recommended revamping the conduct of PEC/MEC.
- The community is content with the decentralized planning process and is highly satisfied with the academic and infrastructure activities undertaken by Local Self-Government Institutions (LSGIS) as it encourages active involvement of the society, including LSGI representatives.
- LSGs may not consistently maintain and update the status report. LSGs are not effectively utilizing the status report as a tool for informed decision-making and implementing necessary interventions.
- Majority perceive limitations or barriers to the democratic involvement and lack of support or willingness from schools to actively engage with democratic committees, potentially hindering collaborative decision-making processes and participation in monitoring activities within the school context.
- The allocation of funds to schools often lacks proper and scientific analysis of needs. As a result, many stakeholders feel that Local Self-Government Institutions (LSGIs) are not giving sufficient attention to the recurring expenditure needs of schools within their jurisdiction. There is a need to develop scientific spatial planning for construction and location identification before preparing master plans.

- Intervening in academic aspects to enhance quality is often impeded by the restrictions and interpretations of the vetting officers in charge of reviewing plan guidelines.

7.42. The stakeholders' positive **reflections in the focus group discussion** have resulted in the following observations:

7.43. Regarding infrastructure activities, the local self-government has played a significant role in promoting innovative initiatives such as children's parks, biodiversity parks, and smart classrooms. The stakeholders also noted that the local self-government has been instrumental in developing school infrastructure through various means such as providing kitchen facilities, renovating and maintaining buildings, creating vegetable gardens, building playgrounds, providing furniture, ensuring access to drinking water, supplying IT equipment, and constructing toilets.

7.44. In the area of academic interventions, the local self-government has collaborated with other agencies, including Block Resource Centers, Parents Teachers Associations, and Alumni Associations to provide support for academic programs. The stakeholders noted that the local self-government has contributed resources in the form of manpower, materials, and finances to support academic activities. These academic interventions have included measures to address absenteeism, increasing home visits, providing uniforms and books, and supplying mid-day meals, including breakfast. Other efforts have focused on improving enrolment rates through parental awareness programs and providing transportation facilities. The stakeholders also observed that the local self-government has taken steps to reduce dropout rates, through counseling and providing financial assistance to students in the form of scholarships. Overall,

the stakeholders noted that the local self-government's interventions have helped to address some of the fundamental academic issues faced by schools.

7.45. It has been observed that various associated funding sources, including MP funds, district panchayat shares, contributions from PTA, alumni, voluntary contributions from Mothers PTA, and local people, are actively pursued for supporting educational development activities across different schools. The stakeholders noted that these contributions have played a significant role in promoting educational infrastructure development in schools. In addition, the stakeholders also observed that the Public Education Rejuvenation Mission has made substantial contribution to the infrastructural development of schools.

7.46. The stakeholders noted that the different tiers of local self-government have played a crucial role in the educational development example Attappady, where the intervention primarily benefits the ST community. Specifically, the block panchayat has implemented several programs, such as purchasing land for school buildings and playgrounds, providing transportation to remote hamlets, and engaging ST promoters to reduce absenteeism and dropouts. The stakeholders also observed that the block panchayat has focused on improving the physical and academic development of schools by offering remedial coaching to increase the pass percentage of schools. These interventions were carried out in collaboration with other agencies, including the district panchayat, Gram Panchayat, KILA, MP fund, and MLA fund, demonstrating the convergence and integration of local self-government institutions. Overall, the stakeholders highlighted the significant impact of these interventions

have made on improving education through decentralized form of governance.

7.47. Despite the positive interventions made by LSGIs in schools, stakeholders identified several persisting problems related to their interventions. These include lack of proportional availability of classrooms, furniture, toilets, and playgrounds for students in schools. The role of grama sabha in identifying school problems is limited, and daily expenses and other school-related costs are not always met by the gram panchayat. Stakeholders also noted that there is a need for behavioral inputs for personal development which has to be incorporated into the curriculum, since it is not currently addressed by LSGIs. Furthermore, regional and spatial planning related to the construction and location of schools is insufficient, as seen in the flood-prone schools of Alappuzha.

7.48. There is also a lack of promotion of local traits such as tribal arts and cultural promotion in the specified region and lack of curriculum designed for tribal students in their native language. There is no proper assistance to the modernization process of a green society through efficient waste management, rainwater harvesting, etc. in schools and lack of sports enrichment by providing schools / common playground to students. Educational visions of the state government are not encouraged in many areas and not supported by local self-governments. There are also monitoring and implementation issues in state-funded projects. There is lack of creative enhancement of students through skill development. Teachers should be trained in physical, artistic, innovative, and creative skills to achieve professional excellence as proposed by Gandhiji. There are also guideline restrictions in interventions on academic projects for quality education, and the right to education

act is not monitored properly. Addressing each of these aspects is very crucial to provide equal accessibility in schools for all. These problems require further attention and intervention from LSGIs to improve the overall quality and accessibility of education in the region for all eligible categories in the society.

7.49. The stakeholders suggest improvements in involvement of officials and representatives in financial management through systematic and transparent allocation of funds, through public-private partnerships. There needs to be better implementation of plans with regular monitoring and community involvement and long-term planning. LSGIs need to recruit and retain quality teachers, provide professional development opportunities and create a supportive work culture. Lastly, it is suggested that LSGIs promote local cultural heritage and physical activities in schools to promote healthy and civilized generation.

7.50. The above observations regarding the role of the LSGIs in education drawn from various sources reveal that the policy makers, the Gram Panchayat, municipality, teachers, and parents have common perceptions about ensuring quality education and the ways to achieve this objective. The views of the participants emerged in all the FGDs revealed that they have better understanding about the role of LSGIs in enhancing the quality of education in the state. The study has taken into account various aspects of promoting quality education within the ambit of local bodies at the Gram Panchayat level.

8
CONCLUSION

Local governments: opportunities for educational development

8.1. Local governments have shown that limitations can be turned into opportunities by implementing creative ideas within their jurisdiction. To ensure equitable education for all students, decentralization in school education must be effectively implemented with support from local governments. They should develop educational action plans tailored to their region's socio-cultural background and environment, and strengthen their education committees accordingly. Local governments have the power to improve public education through their control over schools, which serve a large portion of their jurisdiction and are essential to education. As schools are locally based, they are well-suited to address education issues. Kerala society values education, and with first-generation issues resolved, the focus should shift towards enhancing the quality of education provided to students.

8.2. The Kerala Panchayat Raj Act 1994 and the Right to Education Act 2009 have clearly specified the role of Gram Panchayats in promoting school education. Kerala Panchayat Raj act has assigned a number of duties to the Gram Panchayat to promote the quality of school education. These are reflected primarily in the orders and circulars issued time to time by the state ministry of local self-government.

8.3. The Public Education Rejuvenation Mission advocates for the long-term viability of quality education through local governments for all children, with a focus on academic excellence and modernization through the use of technology. Special care should be given to students who require learning assistance, and it is essential to democratize and popularize the importance of education. The mission emphasizes the importance of identifying each student's abilities and providing experiences that allow them to reach their full potential. Learning should be a process that utilizes both group learning opportunities and opportunities for individual development. To achieve these goals, it is crucial to use all available resources, including technology, judiciously and appropriately. The mission also emphasizes the importance of improving school facilities, including physical facilities such as classrooms, restrooms, playgrounds, and waste disposal facilities, as well as creating green school campuses with biodiversity gardens and drug-free zones.

8.4. The Kerala Development & Innovation Strategic Council (K-DISC) is conducting research into an effective method of teaching mathematics under the initiative Manchadi. Other initiatives, such as Mazhavillu, have experimented with improving education in science and social sciences, and local governments are exchanging innovative ideas to tailor projects to different regions. Joint projects and integrated initiatives, such as installing sports tracks and solar energy projects, adhering to green regulations, and providing better library systems, should be explored to improve school infrastructure and facilities. Discussions and proposals are necessary for effective implementation of these initiatives to transform schools into experiential paradises for future generations.

8.5. Schools are crucial institutions in society, and developing a decentralized education system is vital to ensuring that all children receive the support they need to overcome their unique challenges. This includes providing additional support to children from disadvantaged backgrounds and integrating them into mainstream education. To achieve this, each school should create an academic master plan, with input from people's representatives, parents, and local communities. The public education system is experiencing resurgence as decentralized school activities gain widespread recognition. This renewed interest in community-led education is exemplified by the growing popularity of initiatives such as the People's Plan campaign and the Literacy Mission. Local governments can play a vital role in ensuring that education standards remain high, given their considerable influence in this domain.

8.6. In Kerala, the society has successfully tackled most first-generation problems in school education, which means that the focus should now be on addressing quality issues as a second-generation problem. This requires local governments to take on a leadership role in ensuring that public schools provide quality education. Quality should be defined as promoting the overall development of the child, in alignment with the curriculum goals at each level, and identifying and nurturing diverse talents. Creating an appropriate learning environment is also crucial for effective learning experiences. However, this requires a shift from the current approach of viewing quality as an absolute, and instead adopting a more holistic approach to education.

8.7. The Right to Education Act mandates that local governments maintain educational records to ensure all school-age children attend school. To properly execute the education curriculum, the government should be able to guarantee the number of working days specified in the academic calendar. However, if holidays are being announced due to unavoidable circumstances, local governments should be involved to ensure they are properly compensated. Promoting holistic development of children is important in providing quality education in public schools. Local governments participate in the plan formulation of Samagra Shiksha Abhiyaan but may face limitations in implementation due to the centralized structure of the plan. It is important to work around such limitations. Local governments play a key role in ensuring objectives of the curriculum is met at every level. Quality education should not be solely determined by grades obtained through examinations, but should ensure students with necessary knowledge, skills, and confidence for current and future self-sufficiency.

8.8. In order to properly assess the quality of education, it is important to consider the overall development of children, including their physical, mental, emotional, and social needs. This approach involves prioritizing initiatives such as strengthening the mid-day meal program, promoting health efficiency, encouraging collaborative learning, nurturing abilities and talents, providing opportunities to excel in the world of work by involving parents and the community. Local government can collaborate with local experts and stakeholders to effectively implement these initiatives. Adequate nourishment

through meals such as breakfast and the mid-day meal is crucial for the physical growth and energy levels of children.

8.9. In Kerala, extreme weather events such as heavy rains, floods, and droughts are becoming more frequent, emphasizing the need to address disasters and climate change. The Biodiversity Garden project is an initiative that teaches children about biodiversity conservation, sustainable living, and community involvement in environmental issues. The garden provides hands-on learning experiences that connect academic knowledge to practical situations, making it a valuable addition to a school's educational program.

8.10. The Talent Lab initiative aims to recognize the individual talents of every child and provide them with opportunities to succeed by creating a supportive environment that combines their school and societal skills. Local governments can play a crucial role in leading this initiative. It is important to not deprive children of their natural independence and to not schedule their lives based on adult opinions. Outdoor activities such as games and sports are necessary for children's physical, mental, emotional, and social development.

8.11. The goal is to have a school campus that is waste-free and drug-free. To achieve this, waste management mechanisms should be set up on campus and local governments can help with the implementation. It's important to work together to fight against drugs, and local governments can assess the situation and track progress towards achieving a drug-free campus.

8.12. To improve education, we have to explore the potential in strengthening local self-government committees and delegating responsibility for monitoring schools. This is possible only by

devolving responsibilities regarding this to LSGIs Panchayats should be enabled to implement programs benefiting to all primary school children, including those attached to high schools/ higher secondary schools, and schools can become testing grounds for decentralized democratic governance by fostering a culture of democratic participation and engagement among students through class discussions and effective utilization of school parliaments. Local governments can provide opportunities for children to develop leadership abilities.

8.13. Local governments must ensure quality education in public schools by identifying different skills of children and creating learning opportunities that foster their development. The schools must not focus merely on teaching market-oriented work skills but aim to develop all children's knowledge, talents, and abilities while fostering democratic and secular ideals. Preparation of an effective learning environment and promoting cooperation, collaborative learning, scientific awareness, and a scientific approach are crucial for the success of this transformation. Local governments can learn from the experiences of the successful quality improvement programs undertaken as part of the People's Plan Campaign.

8.14. The conventional education system only helped a few children but the changed curriculum in a way addressed issues related to children from disadvantaged backgrounds. However, there are still some children who need more help including education support, and the system should address the cultural issues especially related with mother tongue. A new learning process may be necessary and efforts to integrate struggling students into mainstream education should be improved. Local governments should also develop plans

to address these issues. It is important to address the educational difficulties experienced by disadvantaged sections; scheduled tribes which including language barriers. Indigenous children may struggle to learn Malayalam, the language used in many schools, resulting in dropouts. To promote equality and justice, schools must consider the language and culture of local communities. Academic aid and learning enhancement programs are also important for scheduled castes and fisher folk students. Decentralized plans and assessing children's domestic backgrounds can help find solutions to these issues.

8.15. The education system should include differently abled children by making school campuses and classrooms accessible to them in true sense. This can be achieved by modifying preconceived notions about campuses, buildings, and instruction styles. In addition, more knowledge about rehabilitation is necessary. Panchayati Raj institutions should integrate this way of thinking into their planning and implementation frameworks.

8.16. Encouraging participation in education is crucial for future generations to uphold progressive principles and engage in societal development. Government funds alone may not be enough to improve schools and learning environments, requiring social resource mobilization and effective use. Decentralized governance can take the lead in this effort to maintain a secular and inclusive public education system that considers the abilities and interests of all children. Local governments can take measures to further devolve authority to meet their responsibilities.

8.17. The Dust Free School project replaces blackboards with whiteboards and sketch pens, while free healthcare cards are given to first

graders. Educational support is provided for children with learning disabilities, and motivational classes and career guidance are provided to selected children. Math labs and children's parks are set up in schools, first aid kits are distributed, water purifiers installed, and children's magazines and newspapers distributed. Sports training is also offered to improve the physical condition of schools in the panchayat. These interventions are aimed at improving academic quality and making learning more joyful. It is high time to assess how far we have achieved the goals fixed for these interventions.

8.14. Addressing the limitations of the guidelines in implementing the projects through reviewing the guidelines and subsidy guidelines issued in connection with the implementation of the plan should make it more convenient for academic engagement in schools. The monetary upper limit on projects executed by the P.T.A and beneficiary committees should not be restricted to Rs. 25 lakhs. In cases where the Gram Panchayat deems itself capable of executing significant projects, the beneficiary committees should be allowed to implement schemes without any monetary limits. Governments should consider lifting restrictions in the construction of toilets in aided schools. However, except for infrastructural development, all other projects should be implemented by the government in aided schools.

8.15. The current beneficiary committees include School P.T.A, Hospital Development Committee, and Anganwadi Welfare committee. It is suggested to also include libraries affiliated with library associations and literary clubs that conduct quarterly inspections, accurate auditing, and fair committee selection as beneficiary committees.

Furthermore, School PTA should be granted the authority to administer MLA and MP funds, as their activities are focused on quality and cost-effectiveness. Any remaining funds could then be utilized for other development activities within the same schools.

8.16. The LSGs strive to maintain conducive learning environment in schools. Around 80% of panchayats monitor the overall school functions with the assistance of the Parent-Teacher Association (PTA). In addition to the physical environment, interventions to maintain conducive learning environment for children include school biodiversity projects, TLM galleries, children's learning centers, activity centers, children's parks, school vegetable gardens: terrace vegetable gardens, and agriculture. However, it has been discovered that these valuable interventions have only been implemented in two or three Gram Panchayats, and their implementation is limited to a few schools within those panchayats. Hence we cannot generalize it. But it shows the scope for interventions.

8.17. It is evident that not many LSGIs plan and implement academic programs to enhance the quality of school education. However, they provide maximum support for implementing educational programs and activities of the SSA, Department of Education, and District Panchayat in schools. Some Gram Panchayats have made notable academic interventions, including learning enhancement programs for children who need educational support, special support for children from deprived sections, English language learning programs, and learn-and-earn programs. In addition to these programs, some Gram Panchayats also conduct activities such as Edufest, CWNS fest, and children's science congress. However, it is

important to note that only a limited number of children get opportunities to participate in these activities.

8.19. The stakeholders in LSGIs, including the president, standing committee chairpersons, and elected representatives, have a general understanding of the role of the panchayat as outlined by the Kerala Panchayat Raj Act. However, many panchayat personnel lack clarity on the specific duties of the Gram Panchayat in promoting quality school education, as reflected in the RTE Act and orders and circulars from the Ministry of Local Self-Government. Ward members, too, are generally unaware of these specific duties. Interestingly, parents and teachers have a better understanding of what the Gram Panchayat should do to promote quality education, even without having read the Panchayat Raj Act or the Ministry's orders and circulars. This shows that more orientation is needed for LSGI representatives regarding their duties and responsibilities in education specially school education and the scope for developing innovative projects which ultimately support for enhancing quality education.

8.20. The study's findings emphasize the need to strengthen the capacity of Gram Panchayat personnel in developing panchayat-specific, need-based strategies for the formulation, planning, implementation, and evaluation of programs and activities. The Gram Panchayat functionaries, including the president, standing committee chairpersons, and ward members, should have a thorough understanding of their duties and responsibilities and the scope. They should be familiar with the indicators of quality elementary education, as well as the process of formulating, planning,

implementing, monitoring, and evaluating educational projects in schools.

8.21. To sustain community participation and involvement in school management, the functioning of MEC/PECs in Gram Panchayats needs to be strengthened. Poorly performing MEC/PECs should be reorganized by inducting able, interested, and active members. PECs' performance should be assessed internally or externally and to be audited annually. Poorly performing PECs should be given special capacity-building experiences to improve their functioning. Training agencies, such as the Kerala Institute of Local Administration (KILA) have greater role in these aspects and include appropriate inputs in their training programs for panchayat functionaries.

8.22. Regarding school infrastructure development, LSGIs are generally supportive and willing to mobilize resources beyond the funds allocated for the SSA share. Additional funds are commonly provided for construction and maintenance of school buildings, classrooms, toilets, compound walls, water tanks, furniture, library materials, laboratory equipment, and sports equipment. The Gram Panchayats largely focus on development of school infrastructure. However, improved physical conditions in the schools are not sufficient to ensure quality of education. Therefore, it is required for all the panchayats to take up need based academic programmes to address the educational needs of the students and the teachers. The educational needs of the students and the training needs of the teachers should be identified and appropriate programmes are formulated, planned and implemented by coordinating with other agencies and experts in the field.

8.23. There should be a systemic change in the mechanism adopted for planning, implementation, monitoring and evaluation of programmes and activities of various educational agencies in the schools. It would be beneficial to create a unified apparatus under the leadership of the Gram Panchayat to carry out these functions. Presently, the Gram Panchayat only plays a supporting role in the implementation of educational programs by different agencies. Additionally, the education department and SSA have their own separate mechanisms for monitoring and supervising school activities. The panchayats do not involve themselves in academic monitoring of school activities. By establishing a common mechanism that involves representatives from all agencies working in the field of school education, the planning, implementation, and evaluation of educational projects in schools can be improved.

8.24. A centralized single-window method through local self-government institutions is necessary for managing projects that receive funding from different agencies. This approach can streamline the process of managing multiple funding sources, reduce administrative overhead, and ensure that the projects are implemented in a coordinated and effective manner. Additionally, it can provide a single point of contact for stakeholders, making it easier to manage and track the progress of projects. By establishing a centralized method for managing multiple funding sources, local self-government institutions can improve the efficiency and effectiveness of project implementation in the local area.

8.25. Educational projects of Gram Panchayats should be based on the identified needs of schools and communities. Instead of discrete programs and activities, panchayats should plan long-term projects

to address educational needs and problems by evolving strategies based on micro-planning approaches. Implementation of educational programs and activities should be transparent and subjected to social auditing at different levels, such as grama sabha, school management committees, and PECs.

8.26. Proper indicators and metrics are necessary for assessing the effectiveness of any program or project. The involvement of teachers in the implementation process is also crucial, as they have first-hand knowledge of the needs and challenges faced by students. It is important for them to receive proper training and support dealing with technical aspects and ensure successful implementation. Additionally, simplifying technical processes or providing clearer guidelines can also help to reduce complexity and increase efficiency in implementation.

8.27. To enhance the mobilization potentiality of Local Self Government Institutions (LSGIs) for Corporate Social Responsibility (CSR) fund, it is important to develop comprehensive policy guidelines and strategies. These guidelines should outline the ways in which LSGIs can approach corporations and businesses for CSR funding, as well as the criteria for selecting projects that will receive funding. LSGIs can also explore the potential for voluntary and individual contributions towards the development of schools. This can include fundraising events, community outreach programs, and other initiatives that encourage greater community involvement in the development of schools.

8.28. Increasing joint projects is crucial for several reasons. Firstly, it can help to avoid duplication of efforts by different organizations working on similar projects. Secondly, joint projects can help to

increase horizontal and vertical planning through convergence. Different organizations and departments can work together towards a common goal, resulting in a more holistic approach to development. Finally, coordination of activities and sharing of resources are key benefits of joint projects. This can help to reduce costs and optimize the use of resources, leading to more sustainable projects. It can also improve the overall quality of projects by pooling expertise and knowledge from different stakeholders. The strategy for establishing joint projects through:

- Identify areas of joint activities: The first step in promoting collaboration among local governments is to identify areas of joint activities. This may include educational as well as infrastructure development, waste management, public transport, or environmental protection.
- Prioritize joint projects: It's important to prioritize joint projects based on their impact and urgency. This helps local governments could allocate resources effectively and ensure that the most pressing issues are addressed first.
- Allocate a minimum percentage of the development fund: To ensure that joint projects are adequately funded, a minimum percentage of the development fund should be allocated towards these initiatives. This will provide a dedicated pool of resources for joint projects and ensure that they are not overlooked or underfunded.
- Establish clear guidelines for collaboration: Local governments should establish clear guidelines for collaboration to ensure that all stakeholders are on the same page. This may include defining roles and responsibilities, establishing communication protocols, and outlining decision-making processes.

8.29. Finally, to promote collaboration among stakeholders, local governments should foster a culture of collaboration. This may involve creating opportunities for stakeholders to meet and share ideas, providing training and capacity-building programs, and celebrating successes together. By implementing these suggestions, local governments can streamline efforts, optimize resources, and promote collaboration among stakeholders. This will help to create more sustainable and resilient communities, where everyone works together towards common goals. Overall, joint projects are an essential aspect of promoting collaboration and achieving shared objectives in the development sector.

8.30. The Samagra Shiksha Kerala scheme is a flagship program of the Government of India aimed at providing quality education to all children from pre-primary to secondary levels. While the scheme provides financial support to the state governments to improve the education system, it also places a financial burden on the LSGIs. This can limit the educational efforts of the LSGIs, as they may have to allocate a significant portion of their budget towards implementing the centrally sponsored scheme. This may result in a lack of funds for other educational initiatives that the LSGIs may want to undertake. Additionally, some stakeholders argue that the scheme may not be flexible enough to meet the specific needs of each local area, as the central government determines the allocation of funds and the areas of focus. Overall, while the Samagra Shiksha Kerala scheme has the potential to improve the quality of education in the state, it is important to ensure that LSGIs have sufficient resources to implement their own educational initiatives as well. By enabling integration between SSA and the panchayat in plan formulation, the duplication of projects can be reduced. Finding a balance between

implementing the centrally sponsored scheme and addressing the specific needs of each local area is crucial to improving the education system in Kerala.

8.31. Despite the implementation of the Right to Education (RTE) Act in 2009, there are still numerous barriers in intervening in Aided schools. Aided schools may not have access to the same resources as government-run schools.

8.32. Society often views a uniform syllabus as a way to ensure that students are prepared for jobs in the global market. This can lead to a concentration of content and a lack of flexibility in the curriculum. Additionally, there may be concerns that decentralization of the curriculum may lead to inconsistencies in the quality of education provided across different regions. Overall, these societal attitudes can limit the intervention of LSGIs in education, as they may be pressured to conform to the prevailing perception of education. It is important to recognize the diverse needs and aspirations of students and to provide a curriculum that is relevant and engaging. Encouraging innovation and flexibility in the curriculum can help LSGIs to better meet the needs of students and promote a more inclusive and equitable education system.

8.33. The issue of Gram Panchayats being unable to make plans that include the complete LP (Lower Primary) and UP (Upper Primary) students under its purview is a concern that has been raised by some stakeholders in Kerala. Gram Panchayats are responsible for the administration of LP and UP schools in their respective areas. However, the LP and UP parts of a Gram Panchayat and high school are under the purview of the District Panchayat, which can limit the planning efforts of the Gram Panchayat. As a result, the Gram

Panchayat may not be able to make plans that include the entire LP and UP students under its purview. This can lead to a lack of coordination and coherence in the education system at the local level. Additionally, it can limit the ability of the Gram Panchayat to address the specific needs of LP and UP students, as these students are under the purview of the District Panchayat. It is important to ensure that the administration and planning of LP and UP schools are coordinated at the local level. This can be achieved by giving Gram Panchayats greater control over LP and UP schools in their respective areas. Efforts should be made to ensure that there is effective communication and coordination between Gram Panchayats and District Panchayats to address the needs of all students in the local area.

8.34. It is essential to find a solution to these coordination issues to enable effective interventions in these institutions. One possible solution is to have a single head of institution for each school, regardless of the sections or levels. This can help to ensure greater coordination and coherence in the education system. Efforts should be made to ensure effective communication and collaboration between heads of institutions in different sections of schools to address the specific needs of students in each section. Addressing the coordination issues between heads of institutions in different sections of schools is crucial to promoting a more accountable and effective education system in Kerala.

8.35. Pre-primary education is an important component of the education system that plays a crucial role in laying the foundation for a child's future academic success. To improve preschool facilities for all children of that age group within the limits of a local body and to coordinate the academic and administrative activities of

Anganwadis, and pre-primary facilities attached to schools, it is essential to transform the physical and academic environments of these institutions. One way to achieve this is to have a state-level public policy that prioritizes the development of pre-primary education facilities and outlines the necessary steps and resources required to achieve this goal. However, in the absence of such a policy, local governments can take on a more significant role in promoting pre-primary education within their jurisdictions.

8.36. The intervention of LSGs (Local Self Governments) can be crucial in promoting pre-primary education by developing a pre-school strategy and action plan that outlines the necessary steps to improve the physical and academic environments of pre-primary facilities. Local governments can take a more proactive role in promoting pre-primary education by developing their own policies and action plans. This can involve conducting needs assessments to identify gaps and priorities, engaging with key stakeholders such as parents, teachers, and community leaders to develop a shared vision for pre-primary education, and identifying the necessary resources and partnerships to achieve this vision.

8.37. Local governments can also explore best practices and models from other states and countries that have successfully implemented pre-primary education programs and adapt them to the local context. The intervention of LSGs can be a crucial factor in improving pre-primary education facilities and ensuring that all children have access to quality pre-primary education. This can be achieved through the development of a comprehensive pre-school strategy and action plan that prioritizes investments in infrastructure development, teacher training, and curriculum development, among other initiatives.

8.38. Local governments can indeed play a crucial role in addressing parental attitudes towards education by implementing regular parental education programs. These programs can provide parents with information and resources to support their children's learning and development. Moreover, schools can involve parents in community skill development initiatives to promote a culture of learning beyond the classroom. This can involve partnerships with local businesses and organizations to provide opportunities for parents to learn new skills, such as computer literacy, financial management, or entrepreneurship. Local governments and schools can prioritize parent engagement as a key component of their education strategies. This can involve providing training and resources to school staff to support parental involvement, such as communication strategies, cultural competency training, and outreach initiatives. It can also involve leveraging technology to provide resources and support to parents remotely, such as online learning platforms or virtual parent-teacher conferences.

8.39. One of the major reasons for the lack of coordination in promoting quality education is the absence of a panchayat level education officer. This position is crucial in ensuring proper implementation of education-related initiatives at the local level. Without a designated education officer, local governments may struggle to coordinate with other stakeholders, such as schools and communities, to ensure that education initiatives are implemented effectively. Therefore, it is necessary to establish a panchayat level education officer position to promote quality education. This officer can work closely with other stakeholders to identify the educational needs of the community and develop strategies to address them. They can also monitor the implementation of education initiatives, provide support and

guidance to schools, and facilitate communication between schools and communities. In addition to establishing a panchayat level education officer position, it is also crucial to ensure that the officer has the necessary resources and support to carry out their duties effectively. This includes providing them with training and capacity building opportunities, adequate staff and funding, and access to relevant data and resources.

8.40. Community participation is an important factor in the development of school education, and the local governments and PECs play a key role in promoting community involvement. However, the level of community participation may vary across different Gram Panchayats in the state, which can affect the effectiveness of educational interventions. It is important to document and share the experiences of different LSGs in promoting community participation in order to develop effective policies and strategies for improving school education at the state, district, and local self-government levels.

8.41. The Gram Panchayats have to maintain the records their interventions properly and bring out reports highlighting the process, methods and strategies adopted as well as their achievements and reflections on each project. The social/educational reality shows like "Green Kerala Express' and 'Haritha Vidhyalayam' aired by Dooradarshan Malayalam TV channel have brought in to light many of the interventions of the Gram Panchayats for promoting quality school education and also some of the notable interventions carries out by the LSGIs selected for the study are *Munnottu, Vijayabheri* etc have throws lights on the sustainable efforts of LSGIs in promoting quality education. However there will be more of such interventions carried out by different Gram

Panchayats and that should be recorded as a data base for the use of different institutions and agencies working in the field of school education.

8.42. The increased social interactions in our society have led to a greater involvement of people's representatives in the activities of schools. Schools are important institutions that enjoy significant local participation and public support, as the education of our children is a top priority for the Kerala society. This presents an opportunity for meaningful decentralization to address the challenges faced by public education today. With schools being the most common public space under the local self-government, there is immense potential to leverage this community engagement for the betterment of our educational system.

8.43. As local governments strive to ensure equitable quality education, it is essential to examine the past 25 years' experiences gained as a part of the People's Plan campaign. Instead of solely focusing on the current status of the project, analyzing the actions taken and achievements made so far can provide valuable insights. The evidence presented in this report highlights the importance of collaborative efforts among local governments, experts, and stakeholders in implementing initiatives that prioritize the holistic development of children and foster democratic and secular ideals. Looking back on past initiatives can guide future quality improvement programs and build confidence in achieving the goal of providing quality education for all children.

Appendix.1. Sample schools

Name of the sample schools selected for the study

LSGI Name	LSG TYPE	School Name	SCHOOL TYPE
Vidhura	GP	Govt.HSS Vidhura	G
Vidhura	GP	Govt. U.P.S Vidhura	G
Vidhura	GP	K V L P School	A
Varkala	M	Model HSS Varkala	G
Varkala	M	HV UPS	A
Varkala	M	Govt. Lower Primary Girls School	G
Mararikulam	GP	Govt. HS. Pollathai	G
Mararikulam	GP	TMPLP School	G
Mararikulam	GP	VVSDUPS Pathirappally	A
Cherthala	M	Govt. Girls Higher Secondary School	G
Cherthala	M	Govt. Town LP School	G
Cherthala	M	Little Flower UP School	A
Kumarakom	GP	Govt. HS School, Kumarakom	G
Kumarakom	GP	ABM Govt. UP School, Kumarakom North	G
Kumarakom	GP	St. Peter's LP School	A
Pala	M	Mahatma Gandhi Govt.HSS	G
Pala	M	St. Joseph UPS, Kannadiparamba	A
Pala	M	Govt. LPS, Pala South	G
Agali	GP	Govt.HSS Agali	G
Agali	GP	GUP School, Kookampalayam	G
Agali	GP	St. George LP School, Sheenkara	A
Ottapalam	M	Govt.Hr S School, Ottapalam East	G
Ottapalam	M	Govt. Junior Basic School, Palappuram	G
Ottapalam	M	AUP School, Kanniyampuram	A
Urangatteri	GP	Govt. LPS, Thachanna	G
Urangatteri	GP	GHS, Vettilappara	G
Urangatteri	GP	AMUPS Theratammal	A
Tirur	M	GBHSS Tirur	G
Tirur	M	GMUPS	G
Tirur	M	AMLPS Annara	A
Tirunelli	GP	Govt.HSS, Kuttikullam	G
Tirunelli	GP	Govt. UPS Bavali	G
Tirunelli	GP	Azizi LP School, Chellur	A
Kalpetta	M	Govt. HS School	G
Kalpetta	M	GLP School	G
Kalpetta	M	SKM J H School	A
Kalliasseri	GP	GLP School	G
Kalliasseri	GP	SUPS	A
Kalliasseri	GP	KPRGS Govt.HSS	G
Payyanur	M	GLP School, Vellur	G
Payyanur	M	GHSS Kandagali	G
Payyanur	M	St. Mary's HS, Payyanur	A

GP – Grama Panchayat, M – Municipality, G - Government, A - Aided

Appendix.2. Code of School Questionnaire

Basic Infrastructure Facilities – Major Category & its Sub category
Basic Facilities……1
Physical Amenities……2
Transportation Amenities……..3
Arts & Sports Amenities……..4
ICT Amenities……..5
Academic Supporting Amenities……6
Food Systems Amenities……7
Other Amenities……..8
Unknown……99

Basic Facilities……1	**ICT Amenities……5**
Classroom	*Laptop*
Office room	*Printers*
Staff room	*Computers*
Toilets & Latrine	*Projector & screen*
Drinking water	*Smart classroom*
Electrification	*Audio Facilities*
Desk & Bench	
Office furniture's including almirah	
Physical Amenities……2	**Academic Supporting Amenities……6**
School Building	*Library*
Auditorium	*Lab & Facilities*
Roof & Floor	*Reading room*
Compound wall & Gate	*Library books & Shelves*
Conference Hall	*Magazines & newspapers*
Maintenance including Painting	
Transportation Amenities……..3	**Food Systems Facilities……7**
School Bus & other Vehicles	*Kitchen*
Road maintenance	*Storeroom*
Bus Shelter	*Utensils*
Bi-cycles	
Arts & Sports Amenities……..4	**Other Amenities……..8**
Playground	*Waste recycling units(Incinerators)*
Sports Kit	*Rain water harvesting units*
Sports Training	*Rest room*
Stadium	*Napkin vending Machines*
Children's Park	*Water Purifiers*
Bio Park	*Overall Development*

Appendix.3. Expenditure & Percentage of utilization under Education

Percentage of Development Expenditure on Education (In crores)					
Years	**Education** (In crores)	**Service Sector** (In crores)	**Total Expenditure** (In crores)	**% of Education under service sector**	**% of Education under Total expenditure**
2011-12*	82.68	936.80	2654.68	8.8%	3.1%
2012-13	173.37	1699.75	2741.67	10.2%	6.3%
2013-14	180.88	2211.03	3918.27	8.2%	4.6%
2014-15	227.68	2326.76	4033.94	9.8%	5.6%
2015-16	240.08	2433.63	4467.76	9.9%	5.4%
2016-17	287.90	2455.24	3839.88	11.7%	7.5%
12th FYP	**1109.91**	**11126.41**	**19001.52**	**10.0%**	**5.8%**
2017-18	383.90	3009.19	5293.88	12.8%	7.3%
2018-19	445.40	3562.40	5696.34	12.5%	7.8%
2019-20	345.73	2695.03	4035.56	12.8%	8.6%
2020-21	467.33	4026.90	6928.50	11.6%	6.7%
2021-22	406.37	4225.17	5853.07	9.6%	6.9%
13th FYP	**2048.73**	**17518.69**	**27807.35**	**11.7%**	**7.4%**
Source: Economic Review					

**Expenditure on education includes the amount on culture, arts, sports & youth welfare*

Appendix.4. Percentage and expenditure on education under service sector in different LSGs during 2012-22

LSG wise expenditure on education from Service sector (In Crores)															
	Grama Panchayat			Block Panchayat			District Panchayat			Municipality			Corporation		
	Service	Education	%	Service	Education	%	Service	Education	%	Service	Education	%	Service	Education	%
2012-13	984.4	109.91	11.2%	262.7	1.27	0.5%	191.51	32.28	16.9%	146.7	18.6	12.7%	114.23	11.3	9.9%
2013-14	1268.77	106.59	8.4%	328.5	1.27	0.4%	281.03	42.84	15.2%	203.73	18.33	9.0%	128.98	11.84	9.2%
2014-15	1290.36	120.3	9.3%	340.65	7.34	2.2%	331.68	61.17	18.4%	218.67	22.44	10.3%	145.38	16.41	11.3%
2015-16	1270	114.73	9.0%	371.23	10.22	2.8%	358.68	72.17	20.1%	266.22	25.05	9.4%	167.7	17.88	10.7%
2016-17	1304.92	146.5	11.2%	285.58	8.73	3.1%	305.13	74.19	24.3%	331.31	33.96	10.3%	228.28	24.51	10.7%
12th FYP	**6118.45**	**598.03**	9.8%	**1588.66**	**28.83**	1.8%	**1468.03**	**282.65**	19.3%	**1166.63**	**118.38**	10.1%	**784.57**	**81.94**	10.4%
2017-18	1510.78	209.85	13.9%	384.2	18.95	4.9%	372.3	85.28	22.9%	411.73	46.96	11.4%	330.15	22.85	6.9%
2018-19	1840.92	207.34	11.3%	496.84	57.72	11.6%	494.47	105.6	21.4%	433.29	50.57	11.7%	296.87	29.18	9.8%
2019-20	1457.82	165	11.3%	387.52	55.29	14.3%	300.63	68.72	22.9%	330.79	33.7	10.2%	218.29	23.04	10.6%
2020-21	1923.35	181.21	9.4%	487.4	73.72	15.1%	547.58	120.91	22.1%	578.18	49.19	8.5%	490.38	42.28	8.6%
2021-22	2271.61	166.1	7.3%	503.59	75.8	15.1%	497.1	97.03	19.5%	539.97	38.09	7.1%	412.88	29.34	7.1%
13th FYP	**9004.48**	**929.5**	10.3%	**2259.55**	**281.48**	12.5%	**2212.08**	**477.54**	21.6%	**2293.96**	**218.51**	9.5%	**1748.57**	**146.69**	8.4%
Total (2012-22)	**15122.93**	**1527.53**	10.1%	**3848.21**	**310.31**	8.1%	**3680.11**	**760.19**	20.7%	**3460.59**	**336.89**	9.7%	**2533.14**	**228.63**	9.0%

Appendix.5.1. LSGs Questionnaire

Amount of Expenditure on Local Self-Government (in Lakhs)

Sl.no	Source of fund	Financial Year										
	1	2	3	4	5	6	7	8	9	10	11	12
		1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Plan Fund											
1	General Fund											
2	SCSP											
3	TSP											
4	FC Grant											
	Total											
	Maintenance Grant											
5	Road											
6	Non Road											
	Total											
7	Own Fund											
8	State Fund											
9	Central Assistance											
10	Voluntary Donations											
	Other LSGs assistance											
11	Grama Panchayat											
12	Block Panchayat											
13	District Panchayat											
14	Corporation / Municipality											
	Total											
15	Other Sources											
	Grand Total											

Expenditure by Local Self-Government on Education

Sl.no.	Financial Year	Expenditure Sources								
		Number of projects	Plan Fund				Maintenance Grant	Own Fund	Others	Total
			General	SCP	TSP	Total				
	1	2	3	4	5	6	7	8	9	10
1	1997-2002									
2	2002 -2007									
3	2007-2012									
4	2012-13									
5	2013-14									
6	2014-15									
7	2015-16									
8	2016-17									
9	2017-18									
10	2018-19									
	Total									

Sector wise expenditure of projects

Sl.no.	Financial Year	Expenditure of projects (In Lakhs)				
		Academic Projects	Infrastructural Projects	Other Projects	SSA	Total
	1	2	3	4	5	6
1	1997-2002					
2	2002 -2007					
3	2007-2012					
4	2012-13					
5	2013-14					
6	2014-15					
7	2015-16					
8	2016-17					
9	2017-18					
10	2018-19					
	Total					

Education Related Projects (Amount in Lakhs)

Academic Development		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Results Enhancement											
	Quality Development											
	Remedial Coaching											
	Reading Improvement											
	Educational Camps											

Infrastructural Development		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Classrooms											
	Office & staff rooms											
	Toilet Facilities											
	Hall / auditorium											
	Smart Classroom											
	Maintenance											
	Furniture											
	Waste & Cleanliness											

Arts & Sports		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Camps & Arts Festivals											
	Sports Kit											
	Training											
	Ground / Stadium											
	Culture											
	NCC/SPC/ Scouts											

Mid-day Meal Assistance		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Kitchen / Dining Halls											
	Utensils											
	Mid-day meals / Breakfast											
	Drinking water											
	Gas connections											

Marginalized Groups		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total
	Academic improvement											
	Study Materials											
	Sports & Training											
	Financial Assistance											
	Special Programs											

Schemes for Girls / Scheduled Tribes / Coastal / differently abled etc

Innovative Projects		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total

Other Projects		Financial Year										
Sl.no.	1	2	3	4	5	6	7	8	9	10	11	12
	Name of the project	1997-02	2002-07	2007-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total

Note:

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LSG Questionnaire B

Joint Projects in Education Sector

(Take copy if required)

Name of the LSG:

1	Name of the project				
2	Year				
3	Type of LSGs joined in the Project	Grama Panchayat / Municipality	Block Panchayat	District Panchayat	
4	Implementing LSG				
5	Allocation of the Project (Share)	Grama Panchayat / Municipality	Block Panchayat	District Panchayat	Total
6	Total Expenditure				
7	Background of the Project				
8	Major Initiatives or Activities				
9	Outcome of the project				
10	Details if considered Model / Innovative project				
11	Other Details (If any				

Appendix.5.2. School Questionnaire

School Questionnaire

This questionnaire is designed to know about the impact of decentralized planning activities of local self-governments on the development of academic & physical facilities in schools in Kerala.

1. **Name of the School:**
2. **Government/Aided:**
3. **Local Self-Government:**

4. Details of academic infrastructural development activities implemented during the last twenty years under the Peoples Plan Campaign. (Remedial Coaching, Building, Toilet, Furniture, Drinking water, Library, Laboratory, Computer lab, etc.)

	Name of the project	Year of Implementation	Activities / Outcome	Amount Spend	Remarks
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					

5. Details of the project for educational / School development, if any assistance received from other agencies like MP / MLA / RMSA / Department / Central Govt.

	Name of the project	Agency	Outcome	Amount
1				
2				
3				
4				
5				
6				

6. Details of the projects for educational / school development activities, under CSR funds of any institutions.

	Name of the organization	Year	Project Name	Outcome	Amount
1					
2					
3					
4					
5					
6					

7. Details of the projects for educational / school development activities, under the initiative of Alumni / PTA / School Support Group / Individuals / Voluntary Institutions.

	Project Name	Year	Name of the Agency	Outcome	Amount
1					
2					
3					
4					
5					
6					

8. Among the following basic facilities currently available in the school. (Put Tick Marks)

Basic Facilities		1997-1998			2018-2019		
		Yes	Partially	No	Yes	Partially	No
1	Sufficient classrooms						
2	Office room						
3	Staff room						
4	Sufficient toilets						
5	Compound Wall						
6	Drinking water						
7	Adequate playground						
8	kitchen						
9	Furniture						
10	Library						
11	Labs						
12	Reading Rooms						
13	Electrification						
14	Waste management systems						
15	Sports Equipments						
16	Dining Halls						
17	Biodiversity Park						
18	Smart Classrooms						
19							
20							

9. Details of the projects for educational / school development activities, if any, commenced by the Local Self-Government as part of any Annual Plan remaining as incomplete.

Name of the project

Year of Implementation:

Reason for remaining incomplete:

Appendix.6. Questionnaire for Interview

1. People's Representative (Ward Member)

Name:

Type of LSG:

Name of the LSG:

1. Has decentralization planning brought about a positive change in the school?

Yes ☐ No ☐ Partially ☐ Don't know ☐

2. Does the Panchayat/Municipality provide all necessary facilities as a transferred institution?

Yes ☐ No ☐ Partially ☐ Don't know ☐

3. Has there been any involvement of Gram Sabha related to the development of school?

Yes ☐ No ☐ Partially ☐ Don't know ☐

4. Rate the effectiveness in functioning of the school management committee?

Better ☐ Average ☐ Poor ☐ Unknown ☐

5. Can you evaluate the academic achievement of the school?

Better ☐ Average ☐ Poor ☐ Unknown ☐

6. Has monitoring of school academic activities been done through Municipality / Panchayat?

Yes ☐ No ☐ Partially ☐ Don't know ☐

7. Is the status report updated from time to time?

Yes ☐ No ☐ Partially ☐ Don't know ☐

8. Is there intervention in the school considering the status report?

Yes ☐ No ☐ Partially ☐ Don't know ☐

9. Are there obstacles for the people's committees in conducting school level monitoring?

Yes ☐ No ☐ Partially ☐ Don't know ☐

10. Approach of schools towards monitoring by Janakeeya Samithi?

Better ☐ Average ☐ Poor ☐ Unknown ☐

11. Is there any record of assistance and assets received by the panchayat?

Yes ☐ No ☐ Partially ☐ Don't know ☐

12. Do you go to school as a representative of your own ward?

Yes ☐ No ☐ Partially ☐ Don't know ☐

13. Does the school participate in the Panchayat/Municipal Education Committee?

Yes ☐ No ☐ Partially ☐ Don't know ☐

14. What are the current development problems in the education sector of the Panchayat / Municipality?

15. Suggestions to strengthen the progress in the field of education?

2. Education Department Officials (DEO / AEO)

1. Name:
2. Position:
3. Years of service in the present post:

4. Type of local body under the responsibility in People's Plan (Put the appropriate mark)

District Panchayat ☐ Municipality ☐ Gram Panchayat ☐

5. Participation in working group meetings

Excellent ☐ Good ☐ Average ☐ Poor ☐

6. Projects formed on the basis of relevance and needs

90 - 100 % projects ☐ 70 - 89 % projects ☐

50 – 69 % Projects ☐ Less than 50 % Projects ☐

7. What extent did the education projects of department and agencies perform in terms of their effectiveness?

No effectiveness ☐ Less than 25% ☐ 25 - 50% ☐ Above 50% ☐

8. Projects with outstanding results

	High	Average	Poor
1 Building Construction:	☐	☐	☐
2. Toilet hygiene:	☐	☐	☐
3. Development of sports facilities:	☐	☐	☐
4. Academic Plan:	☐	☐	☐
5. Drinking water scheme	☐	☐	☐

9. Do project activities of local bodies perceive as an additional burden?

Yes ☐ No ☐ Partially ☐ Slightly ☐

10. Cooperation / support received in project implementation

	High	Average	Poor
1. Local Authority Governing Councils	☐	☐	☐
2. Superiors	☐	☐	☐
3. Guidelines or Government orders	☐	☐	☐
4. Teachers / Schools	☐	☐	☐
5. Departments (Education / Engineering)	☐	☐	☐
6. PTA	☐	☐	☐

11. Rate the role of local bodies in improving the quality of public education sector?

Excellent ☐ Good ☐ Average ☐ Poor ☐

12. Does the interest shown by local bodies in project formulation and implementation fluctuate during any circumstances?

Yes ☐ No ☐ Partially ☐ Slightly ☐

13. To what extent is the change in interest felt affects the project formulation and implementation?

Highly affected ☐ Moderately ☐ Slightly ☐ Not affected ☐

14. Experience on undertaking and implementing the educational projects (Brief description)?

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3. HM (Government / Aided)

Name:

Institution Type:

Name of the LSG:

Duration:

1. Have you been taken up and implemented the projects allotted to the school from LSGs?

Yes ☐ No ☐ Partially ☐ Don't know ☐

2. Do you have major responsibility to department of LSGs?

Local Self Government ☐ Department ☐ Both ☐ No Answer ☐

3. Is the Non Road Maintenance Grand received properly?

Yes ☐ No ☐ Partially ☐ Don't know ☐

4. Are the contingency expenses properly received from the local government?

Yes ☐ No ☐ Partially ☐ Don't know ☐

5. Have you ever participated in grama sabha?

Yes ☐ No ☐ Partially ☐ Don't know ☐

6. Do you participate in the PEC / MEC by the LSGs?

Yes ☐ No ☐ Partially ☐ Don't know ☐

7. Has any special initiatives independently taken by the school in collaboration with the panchayat?

Yes ☐ No ☐ Partially ☐ Don't know ☐

8. What are the desired interventions expected from the panchayats?

.....

.....

.....

4. Implementation Officer

Name:
Institution:
Duration:

1. Which types of projects hold greater importance? Civil Work / Purchase / Quality Improvement

2. Rate your work experience as Working Group Convener?

Better ☐ Average ☐ Poor ☐ Unknown ☐

3. Do you facilitate Gram Sabha?

Yes ☐ No ☐ Partially ☐ Don't know ☐

4. Do you present the suggestions effectively in the development seminar?

Yes ☐ No ☐ Partially ☐ Don't know ☐

5. Do you conduct status study initially for the formulation of the development plan?

Yes ☐ No ☐ Partially ☐ Don't know ☐

6. Please rate the monitoring of educational project?

Better ☐ Average ☐ Poor ☐ Unknown ☐

7. Do you convey the meeting of heads of institutions during a year?

Yes ☐ No ☐ Partially ☐ Don't know ☐

8. Do you take the initiative in spending grand on non-road maintenance?

Yes ☐ No ☐ Partially ☐ Don't know ☐

9. To what extent is it possible to solve the real needs through projects?

10. What are your suggestions as an implementing officer for improvement in the education sector?

5. Member of PTA / Alumni Association

Name:
Name of the LSG:
Name of the School:

1. How many years of experience do you have with this school?

2. Whether the physical facilities of the school have undergone improvements with support from the local government during the past two decades?

Improved ☐ Partially ☐ Unsatisfactory ☐ Not at all ☐

3. Rating of the projects implemented by the local governments in this school?

Good ☐ Average ☐ Poor ☐ Unknown ☐

4. Whether PTA / alumni involved in the activities carried out by the local self-governing body?

Yes ☐ No ☐ Partially ☐ Don't know ☐

5. Whether any project implemented in this school proposed by the school PTA?

Yes ☐ Partially ☐ Not proposed ☐ Not implemented ☐

6. Whether the PTA / Alumni have involved in the educational project formulation of the local body?

Yes ☐ No ☐ Partially ☐ Don't know ☐

6. What consideration is given by Gram Panchayat / Municipality to this school?

High Priority ☐ Average ☐ No ☐ Don't know ☐

7. Has the Gram Panchayat / Municipality given consideration to PTA/alumni in school development in previous years?

Yes ☐ No ☐ Partially ☐ Don't know ☐

8. Has the local government body implemented any plan to raise the academic quality of the students?

Yes ☐ No ☐ Partially ☐ Don't know ☐

9. Whether PTA has undertaken any construction work of Gram Panchayat / Municipality in this school?

Yes ☐ No ☐ Partially ☐ Don't know ☐

10. Could you specify any of the activities that have been carried out by the PTA or alumni association in this school?

6. Panchayat Secretary / Municipal Secretary

Name:

Type of LSG:

Name of the LSG:

1. Do you have any unsuccessful educational projects or not achieve intended goals?

Yes ☐ No ☐ Partially ☐ Don't know ☐

1(a) If yes, Please mention?

- Technical issues in project implementation
- Lack of interest of teachers and school
- .....

2. Are the records of projects in the office are properly documented?

Yes ☐ No ☐ Partially ☐ Don't know ☐

2(a).Are you utilize Sulekha Software and Sulekha Web effectively?

Yes ☐ No ☐ Partially ☐ Don't know ☐

3. Whether your local government body has undertaken any educational projects for

a) Infrastructure development

Yes ☐ No ☐ Partially ☐ Don't know ☐

c) Maintenance

Yes ☐ No ☐ Partially ☐ Don't know ☐

e) Awareness classes

Yes ☐ No ☐ Partially ☐ Don't know ☐

4. Rate the experience in project implementation.

a) Cooperation of school

Good ☐ Average ☐ No Cooperation ☐ Don't Know ☐

b) Cooperation of Education Department officials

Good ☐ Average ☐ No Cooperation ☐ Don't Know ☐

c) Student's approach

Good ☐ Average ☐ No Cooperation ☐ Don't Know ☐

d) Approach of People's Representatives

Good ☐ Average ☐ No Cooperation ☐ Don't Know ☐

5. Do you face technical problem including audit issues?

Yes ☐ No ☐ Partially ☐ Don't know ☐

Appendix 7: Details of Field Investigators

List of the Field Investigators

Name	LSGs	Districts
E Raghavan N V Dasan	Kaliasseri Grama Panchayat	Kannur
Dr. Ravi Ramanthally P V Sukumaran	Payyanur Municipality	
P V Santhosh V P Balachandran	Tirunelli Grama Panchayat	Wayanad
Asokan KA Aboobacker	Kalpetta Municipality	
Ajayan P N Shinoj K	Urangatteri Grama Panchayat	Malappuram
Balakrishnan. K VC Sankaranarayanan	Tirur Municipality	
P A Hassan Muhammad M Chandradasan	Agali Grama Panchayat	Palakkad
P V John Jose Abraham	Ottapalam Municipality	
C N Balakrishnan Komalavali T S	Kumarakom Grama Panchayat	Kottayam
George Mathew Pushpa m K	Pala Municipality	
V.K Maheshan Jagadeesh MM	Mararikulam Grama Panchayat	Alappuzha
Dr.V S Raveendranath D Rameshan	Cherthala Municipality	
G.Sarasangan C Vinodakumaran	Varkala Grama Panchayat	Trivandrum
N. Krishnan Kutty Nair B Somashekaran Asary	Vidhura Municipality	

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