

**AN INVESTIGATION INTO THE ADMINISTRATION
OF GENERAL EDUCATION IN KERALA WITH
REFERENCE TO DECENTRALISATION**

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CERTIFICATE

Certified that this thesis entitled “**AN INVESTIGATION INTO THE ADMINISTRATION OF GENERAL EDUCATION IN KERALA WITH REFERENCE TO DECENTRALISATION**” is a record of bonafide study and research carried out by Jayaprakash.R.K, under my supervision and guidance and that it has not been previously formed the basis for the award of a Degree, Diploma, Title or Recognition.

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DECLARATION

I, Jayaprakash.R.K do hereby declare that this study “**AN INVESTIGATION INTO THE ADMINISTRATION OF GENERAL EDUCATION IN KERALA WITH REFERENCE TO DECENTRALISATION**” has not been submitted by me for the award of a Degree, Diploma, Title or Recognition before.

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ABBREVIATIONS

AEO	-	Assistant Educational Officer
BRC	-	Block Resource Center
CABE	-	Central Advisory Board of Education
CPTA	-	Class Parent Teacher Association
DDE	-	Deputy Director of Education
DEO	-	District Educational Officer
DPI	-	Director of Public Instruction
EFA	-	Education For All
EMIS	-	Educational Management and Information System
H.S	-	High School
ICT	-	Information and Communication Technology
KER	-	Kerala Education Rules
KILA	-	Kerala Institute of Local Administration
KPR Act	-	Kerala Panchayathi Raj Act
KSR	-	Kerala Service Rules
L.P.School	-	Lower Primary School
LSGs	-	Local Self Governments
MHRD	-	Ministry of Human Resource Development
MIS	-	Management Information System
MPTA	-	Mother Parent Teacher Association
NCPCR	-	National Commission for Protection of Child Rights
NeGP	-	National e-Governance Plan

NGO	-	Non Government Organisation
NPE	-	National Policy on Education
POA	-	Programme of Action
PRIs	-	Panchayati Raj Institutions
PSCE	-	Panchayath Standing Committee on Education
PTA	-	Parent Teacher Association
RMSA	-	Rashtriya Madhyamik Siksha Abhiyan
RTE	-	Right To Education
SCPCR	-	State Commission for Protection of Child Rights
SDMC	-	School Development And Management Committee
SFC	-	State Finance Commission
SHG	-	Self Help Groups
SMCs	-	School Management Committee.
SPARK	-	Service and Pay roll Administrative Repository for Kerala
SSA	-	Sarva Siksha Abhiyan
U.P	-	Upper Primary
USSD	-	Unstructured Supplimentary Service Data
UT	-	Union Territory
VEC	-	Village Education Committee

CHAPTER I

INTRODUCTION

- ◆ *Need and Significance of the Study*
- ◆ *Statement of the Problem*
- ◆ *Operational Definition of Key Terms*
- ◆ *Objectives of the Study*
- ◆ *Procedure of the Study in Brief*
- ◆ *Scope and Limitations*
- ◆ *Organisation of the Report*

INTRODUCTION

In India education has been accorded much importance since independence as it has been perceived that educational development is necessary to ensure economic and overall development of the country. In order to develop human resources in a better way it is important that education is parted to all sections of population in the country. This is the reason that plans were developed for the expansion of educational facilities across the country. So that all people can have opportunity of participating in education irrespective of one's caste, class, sex, religion or region. Despite these provisions, it has been noticed that the development of education is not uniform and there are disparities of all kind in this field.

The country has made tremendous progress during the last 63 years after independence in expanding the education system. The number of schools and teachers enrolment, have increased many fold during this period of planned development. But unfortunately, this expansion has not been even and some areas lag behind the others in terms of even basic facilities in education. This is not only true for higher technical or professional education but it is true even for school education. It is so much so that provisions of basic and elementary education facilities are not uniformly distributed in the country. It is a serious concern that the provision for schooling could not be universalized so far in India.

If we look at the educational development in Kerala, it is found that access in terms of availability of schools is not a major issue now. This is because more than 98 percent habitations have already got schools within reasonable distance. But real problem is observed when we look at the quality aspect of education in primary, secondary as well as in higher

education levels. In order to universalize the quality of education, we should strengthen all areas of educational process i.e. curriculum, methodology, evaluation and educational administration.

The word administration” as the Latin root minister” suggests, means service, ie, work dedicated to the good of others. The main objective of administration, therefore, is to secure for an individual or society, or the nation, such environments as may lead to their fullest growth and development. Goods Dictionary of Education(1959) defines educational administration as, “All those techniques and procedures employed in operating the educational organization in accordance with established policies”

Gegg (1994) defines, "Educational administration as the process of utilizing appropriate materials in such a way as to promote effectively the development of human qualities. It is concerned not only with the development of children and youth but also with the growth of adults, and particularly with the growth of school personal”

Administration is machinery through which any organization or institution is managed. It is a means set up for a smooth and efficient working of educational structure. Educational administration is the direction, control and management of all matters pertaining to school affairs. Direction is the leadership within the community and the school system. Control and management are means for the realization of purpose defined in educational planning. Management designates a broad function, including the responsibilities related to the school, pupils teachers and other affairs of the school.

Educational administration is concerned with dealing and coordinating the activities of groups of people. It is the dynamic side of

education. The scope of educational administration is very vast. It includes everything regarding the efficient functioning of the educational institutions, securing the greatest benefit of the greatest number through an adoption of practical measures. It interprets and clarifies the functions and activities of an educational programme in fruitful relationships and harmonise their mutual action. It ensures sound educational planning, good direction and efficient systematic execution.

The secondary Education Commission 1952-53 has very rightly observed, “In any scheme of educational reconstruction which envisages a large scale development of educational institutions of diverse varieties, it is necessary to consider carefully the administrative machinery that should be responsible for the spread of education and for its orderly development”.

Educational administration is a process that includes the combined operation of a large number of persons whereby the whole fabric of education in the country is maintained in good working conditions. It is the process of utilizing appropriate materials in such a way as to promote effectively the development of human qualities. It includes all those techniques and procedures employed in operating the educational organization in accordance with established policies. It is the totality of the process through which appropriate human and material resources are made available and made effective for accomplishing the purpose of an enterprise. Educational administration includes functions like planning, organizing, financing, directing, supervising, inspecting and evaluating. It is also concerned with elements like setting up of goals of education, review feedback and innovation.

It is difficult to standardize the usage of the word decentralization and provide meanings to it that would be universally acceptable. The process of decentralization denotes the transference of authority legislative judicial or

administrative from a higher level of government to a lower level. It is the converse of centralization. The process of decentralization basically seeks to create greater energy, a higher sense of responsibility and better morale among the field agents. The basic idea of decentralization is sharing the decision making authority with lower levels in the organization. According to A.W. Macmokon the English language took the word for decentralization from Latin roots which means away from center.

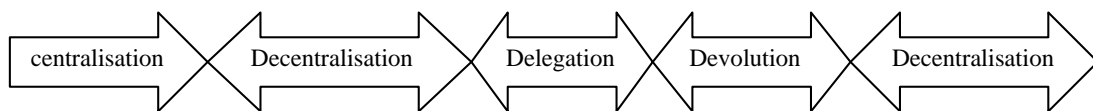
Nirmal Mukarji (1989) is of the opinion that there is a need for new system of governance. Decentralisation below the state level involves making a choice between democracy and bureaucracy and it involves the devolution of political authority to district governments.

Harold J. Laski holds the view that decentralization is training in self government. It confers the administrative powers to those who will feel most directly the consequences of these powers.

The United Nations sponsored workshop (1995) on decentralization has given the following definition to decentralisation.

Decentralisation is defined as the transfer of responsibilities and financial resources from the central government and its bodies to (1) Administrative units located in the regions (delegation) (2) Regional or local authorities (devolution) (3) Public semi-autonomous public organisms at the national, regional or even local level (4) Organisms that not part of the state or public local authorities, that is to say private for profit or not for profit voluntary organizations. Encyclopedia of social sciences (1968) defines decentralization as the transference of authority, legislative, judicial or administrative, from a higher level of government to a lower.

Decentralisation has different aims in different countries. In Spain, aim of decentralisation is to confront regional problems. Seeking economic development is the aim in Venezuela and in India, decentralisation aims to foster democracy (Fiske 1996, p.12). Thus, in Indian perspective decentralisation is a specific call for democracy. But decentralisation in education is a very complex enterprise. The road from concept to its implementation is by no means straight and simple. This decentralisation cannot be achieved overnight as many policy makers hope. Decentralisation and centralisation exist on the two poles of the continuum. Between the two there are phases which are also known as types of decentralisation.



Decentralisation is the process through which a central authority establishes branch officers, staffing them with its own officers, in case of delegation, decisions are made at local level, but power in a delegated system basically rest with the central authority, which has chosen to lend them to local one and can withdrawn at its own will. Devolution of powers formally held at sub-nation levels, the officers of which do need to seek higher level approval for their actions.

In India, since 1992, responsibilities and authorities in many democratic sphere, including education, have been devolved to local bodies i.e., Panchayati Raj Institutions (PRIs). According to 73rd Constitutional Amendment Act 1992, tasks in following areas devolved to PRIs: Education, including primary and secondary schools (Clause 17), Technical training and vocational education (Clause 18), Adult and non-formal education (Clause 19), Libraries (Clause 20) and cultural activities (Clause 21). The decentralisation in education is a complex process as it can result in

substantial changes in educational system in educational management, teacher-training designing curriculum etc. Changes in education system indisputably cause changes in social system because education is a potential sub-social system responsible for socialisation and social changes. This can directly promote social democracy.

In the whole country PRIs, the local level political bodies are established to manage many economic, academic and administrative tasks in educational management along with their other socio-political responsibilities. This is a reestablishment that is sought to redress historical inequalities by explicitly identifying the representation of traditionally undeserved groups, women, Scheduled Castes and Scheduled Tribes. Unlike other countries of the world, India is facing multiple problems such as geographical one, as many regions are hard to reach with reference to providing educational services. Some sociological phenomena such as caste, religion, ethnicity, gender etc, which also transform social status into educational status in the long run. Rural-Urban division also affects the delivery of educational services and causes multiple inequalities in the society. Considering all these problems of inequality, decentralisation becomes imperative in the quest for equality. This system has been considered as a way to social justice. In decentralised system local communities can manage the educational services delivery according to their local needs. Local level problems can be identified without delay and quick solutions can be provided in their own which might never have been understood by the authorities in the centre. Central and State government and their administrative machinery facilitate in terms of resources, monitor their management as well as provide technical support to these bodies.

Organisational arrangement for decentralization

There are four major organizational forms of decentralization that we have to assess and compare. These are devolution, delegation, deconcentration and privatization. From each organizational form several alternatives may be feasible.

Devolution is the extreme form of decentralization. It is firmly held at Sub – National levels. Hulme and Turner (1997) see devolution as the ideal form of decentralization. Some administrative theorists argue that devolution is a concept quite separate from decentralization because it denotes the disinvestments of functions by the central government and the creation of new units of governance outside the formal constitutional structure of the central government.

Delegation: In the case of highly centralized countries the shifting of workload from the central offices in the capital may leave an important impact on development and may become a crucial first step to be taken by the highly centralized governments towards extensive deconcentration or decentralization. They later on put forward delegation of decision making and management authority, for specific function to organizations that are only under the indirect control of central government ministries which marks another concept of decentralization. Delegation implies the transfer or creation of authority to plan and implement decisions concerning specific activities or a variety of activities within specific spatial boundaries, to an organization that is technically and administratively capable for carrying them out.

Deconcentration: It is the least extensive form of decentralization. According to Crook and Manor (1991) deconcentration is the allocation of powers and functions to the field officers or agencies of the central government

administration. At one extreme this merely involves the shifting of workload from central government or ministry head quarters to staff or offices located outside the capital, and the staff or offices may not be given the authority to decide how those functions are to be performed.

Privatisation: is economic decentralization. It implies the withdrawal of the state from economic activities and transfers them to private firms. The structural adjustment programme of the International Monetary fund and World bank implies that a majority of state owned enterprises in the developing countries ought to be privatized as a centralization policy. Some governments have divested themselves of responsibilities either to voluntary organizations or to private business

DECENTRALIZATION OF EDUCATIONAL ADMINISTRATION

Ramamurthi report (1992) has laid great stress on the decentralization and management of education in view of the 'sheer size' and diversity of the country. "On the sphere of education, the size and diversity of the country get reflected in the magnitude of the population to be provided education. Number of the educational institutions to be established from the primary to the university level, the number of languages in which delivery services have to be organized, the cultural and regional diversities which have to be linked to the content and process of education etc. Decentralization is the only solution to these problems. There is need for decentralization of educational planning and management all the way down at all levels, from the centre to the states, from the states to the districts, from the district to the block, from the blocks to the Panchayats, Villages and habitations". Decentralisation of education is not a new phenomenon in Indian education. The beginning of the era of local self government, including local administration of primary education, was registered with the historical resolution (1882) of Lord Rippon on local self government. The resolution increased the powers of local bodies

over education. The Montagu Chelmsford reforms and subsequently Government of India Act (1919) accelerated the process of transfer of powers to local bodies. Education was classified as a transferred subject. The primary education acts passed by the provincial governments during the 1920 provide a much larger authority of local bodies over primary education. This trend continued till 1929 when the Hartog committee suggested withdrawal of powers already delegated to local authorities. The period from 1929-47 was dominated by attempts to curtail the powers of local bodies in education. The plan for post war educational development(1994) formulated by John sergeant categorilly stated that the state government should resume all the powers of local bodies except where they are functioning efficiently.

After independence, the intention to accelerate the process of development through active participation of people at the grass root level, found expression in Article 40 of the Constitution which states, state shall take steps to organize village panchayaths and endow them with such power and authority as may be necessary to enable them to function as of self government”

In education, a major break-through came with the formulation of National Policy on Education in 1986. The policy emphasized the importance of decentralization in planning and management of education at all levels by ensuring the community participation .It advocated establishment of the District Boards of education which would manage education upto higher secondary level. The policy lays down that the local committees, through appropriate bodies, will be assigned a major role in programmes of school improvement (NPE 1986).

The programme of Action (1986) postulated that, The District Boards will also be vested with responsibility of planning which include inter-alia, area development ,spatial planning ,institutional planning, administrative and

financial control and personal management with respect to primary, middle, secondary and higher secondary schools”. The POA also suggested establishment of Village Education Committee in each village panchayath. Its main functions as suggested by NPE and POA are, generation and sustenance of awareness among the village community ensuring participation of all segments of population and developing teacher/instructor and community partnership to oversee and manage the effective and regular functioning of schools and centers” (POA 1986).

The 73rd and 74th Constitutional amendments mark another new era in the democratic decentralization in India. Section 243G (11th schedule) of the Constitution of India (73rd amendment) Act, includes education, including primary and secondary schools; technical training and vocational training ;and adult and non formal education .Under the act, provisions of the section 243G are not mandatory, giving enough flexibility to take decisions in the prevailing situation. In 1993 the central government set up CAGE committee under the Chairmanship of Veerappamoiyil and has given guidelines to implement the decentralization of education. As a constitutional obligation, all states have revised their Panchayath Raj Acts to bring them in lines with the provision of the Central Act on panchayath Raj.

NEED AND SIGNIFICANCE OF THE STUDY

Education is considered as “the most important single factor in achieving rapid economic development and technological progress and in creating a social order founded on the values of freedom, social justice and equal opportunities”. Swami Vivekananda, the young holy saint, deemed education as the panacea for all ills in the society. It implies the necessity of a sound policy of education and an effective administration at all levels. It was realized in India as early as 1931 that “you cannot have a well devised

and directed policy without proper administration". It is all the more relevant today in view of unprecedented expansion of education at all levels.

It is necessary, therefore, to evaluate and overhaul the administrative machinery in education from time to time. It keeps education in tune with the changing values and varying contingencies. It hardly needs emphasis that administration means all those techniques and procedures employed in operating the educational organization in accordance with established policies. This, however, does not mean that administration is an insipid and lifeless accumulation of rules and directions. Administration is a social process in which behaviour of social system gets the upper edge in operating educational organization. Techniques and procedures are just the tools. Therefore, educational administration means solving mutual problems involving groups of persons and elements such as planning organizing staffing, directing co-ordinating reporting budgeting etc., and leadership.

With this framework of education and administration prevailing in India is succinctly examined especially after the independence of the country. The constitution of India has given the importance to education through various articles, amendment and Directive Principles of State Policy.

Many efforts have been made at various levels and at different times to make tangible improvements in education. But the efforts so made serve not more than patch work without looking at the educational organization in a holistic manner. There has hardly been a significant achievement in education right from school stage to universities. More the expansion in education, more enigmatic the educational administration becomes. The Chairman of the UGC terms the present scenario of higher education as the 'pentagon puzzle'. Education has not been able to obtain an indigenous character. Resultantly, a more is sweeping, throughout the country, to indianise education.

The primary objective of research in educational administration is to improve administrative patterns and practices to bring efficiency in school organization and class room management and thus help for the betterment of educational standards by improving instruction. Research in educational administration is essential as it would enable educationists and educational administrators to plan improved developmental programmes and to modify the administrative patterns and organizational structures in accordance with the changing needs and demands of the society.

Educational administration is regarded as a dynamic and ever changing and ever expanding process in which new developments take place continuously depending upon the changing needs of the nation. Constant research endeavours and appraisal are essential to help further reorganization and improvement.

Experience around the world suggests that decentralization can indeed present a solution to some problems in some circumstances with specific reference to the goal of EFA. Decentralization can stimulate diversity in educational provision to meet the needs of different target groups. Decentralized structures can also encourage individuals and non-governmental organizations to make human and financial contributions to education which might not be forthcoming in centralized systems. In this respect, decentralization can help mobilize additional resources for education. Also by reducing the number of links in a chain of control and reducing delays in the processing of decision, decentralization can help improve efficiency in education system. Administration of school education in the recent years has witnessed a major transformation in its approaches, structures and functions. The main emphasis has been on the structural changes so as to administrator more effectively to the educational needs of the people at the grassroots. New dimensions are continuously being added to the learning

strategies and the educational management practices. Administration of school education in India has undergone unprecedented changes due to several educational policy reforms undertaken in the education system. The direction of institutional reforms in the management of elementary education indicated that enormous changes have taken place from centralized command and control of education to decentralized participatory management of the people. Decentralised planning and management is advocated to achieve the twin objectives of efficiency in production and justice in distribution. In case of decentralized management the flow become quicker and decision making easier and more realistic when planning could be taken at lower spatial level. In India concerted efforts have made in the management strategies to the large scale expansion of the elementary education system. But the country has not yet succeeded to provide education for all children of 6-14age group. As per the latest data available at the national level 30 percent children do not pass class five and 50 percent are not able to cross class eighth. To solve this kind of problems in the country more decentralized decision making at the grassroot level is inevitable. The strategies of educational administration followed over the years may fail to solve the problems like non-enrolled children, wastage of resources, etc. Decentralisation mobilizes and involves peoples to take the responsibility for identifying their own educational needs and participate in planning management of education at different levels. This make the planning process people friendly and participatory, plans more local specific and the educational administration more efficient and effective.

A lot of research on educational administration have been conducted in various states in India. But on an important educational problem like this, no noted studies have been conducted. Our educational programmes and policies are changing according to societal changes and vice versa. But during these reform periods severe controversies are coming up and our original goals disappears. All these anomalies are mainly due to mismanagement and mal

administration. The present study on educational administration will give a new vision in this area and help to increase the dexterity of educational administrators. Hence the researcher selects this problem to study the administration of the general education in Kerala with reference to decentralisation.

STATEMENT OF THE PROBLEM

Education system should be the most vibrant and vital of all the social system of a nation. In the changing scenario of globalised world, educational administration of a country is a crucial factor in determining the educational output of a nation. To cope up the challenges of modern age, country' educational administration from top to bottom is to be revitalized. Educational administration and decentralization are not new terms. But its importance has to be reconceived in these years.

Effective administration requires the ability to organize, perform, creativity, decentralize and achievement in any educational system. Successful administration involves not merely managing the situation when problems occur, but preventing problems from occurring frequently. In the modern age of management and administration decentralized philosophy has its own space. When we decentralize the educational administrative machinery the result would be more acceptable to its stakeholders such as teachers, parents, students, and community members. The decentralized policy of educational administration includes everything regarding the efficient functioning of the educational system, mainly here the history of educational administration, attitudes of different stake holders, decentralization content in educational policies and programmes , community participation in educational administration and recent trends in educational administration. Envisaging the importance of administration in the context of decentralization, the investigator designed the present study to investigate the

prevailing situation of administrative practices in Kerala with reference to decentralization. The study is entitled "AN INVESTIGATION INTO THE ADMINISTRATION OF GENERAL EDUCATION IN KERALA WITH REFERENCE TO DECENTRALISATION".

DEFINITION OF KEY TERMS

Decentralisation

Malan (1979) defines “decentralisation as the devolution of jurisdiction and resources to authorities legally independent of the central power”.

Hanson (1998) defines “decentralisation as the transfer of decision making authority, responsibility, and tasks from higher to lower organisational levels of between organisations”.

OPERATIONAL DEFINITION

Decentralisation for the present study denotes the transfer of decision making powers, responsibility and tasks from central and state government’s levels to Panchayathiraj institutions, educational officers, community organisations in the field of education.

Administration

The word ‘administration as Latin root ‘minister’ suggests means service, i.e., work dedicated to the good of others. The main objective of administration therefore is to secure for an individual or society, or the nation, such environments as may lead to their fullest growth and development.

Good’s Dictionary of Education (1959) defines educational administration as, “all those techniques and procedures employed in operating the educational organisation in accordance with established policies”.

OPERATIONAL DEFINITION

Administration for the present study denotes the Educational Administration in Kerala especially school administration i.e., the direction power, control, management and the modus operandi of the education department in Kerala.

Educational Administration

Educational administration includes everything regarding the functions of educational institution – securing the greatest benefit – to the greatest number through an adoption of practical measures. It interprets and clarifies the functions and activities of an educational programme in fruitful relationship and harmonies their mutual action. It ensures sound planning, good direction and efficient execution.

General Education

Education starts from class 1st to 10th standard.

OBJECTIVES OF THE STUDY

1. To study the historical aspects of educational administration in Kerala.
2. To analyze the policies and programmes of education and its administration in Kerala with a view to assess its decentralized nature.
3. To analyze the delegated powers of educational administrators and Panchayathi Raj Institutions in relation to decentralization.
4. To study the attitude of
 - a) Teachers
 - b) Administrators
 - c) Members of Panchayati Raj Institutions towards decentralization of educational administration.

5. To study the extent of community participation in educational administration.
6. To identify the emerging trends in educational administration.

PROCEDURE

A brief description of procedure implemented for the present study is as follows.

Sample for the Study

The basic purpose of any research is to discover principles that have universal application. In this process to study the total population for arriving generalisation is not practicable. Hence the process of sampling makes it possible to reach reliable inferences of generalisations on the basis of systematised observation of the representative sample of the population.

According to Best (1996) “A population is any groups of individuals that have one or more characteristics in common that are of interests to the researcher. A sample is a small proportion of population selected for observation and analysis”.

The population selected for the present study is the Teachers, Educational Administrators, Members of Panchayathi Raj Institutions and members of Parent Teacher Association/School Development Committee.

For the selection of an adequate sample for the investigation the investigator followed purposeful sampling. Samples were collected from various revenue districts of Kerala. The sample consisted of three categories. viz.

- a) Teachers (Lower primary, Upper primary, High Schools)

- b) Educational Administrators (Assistant Educational Officers, District Education Officers, Deputy Director of Education).
- c) Members of Panchayathi Raj Institutions (Members of Grama Panchayath, Members of Block Panchayath and Members of District Panchayath)
- d) Community Members (Parent Teacher Association Members, Mother PTA members).

Tools used for the collection of data

1. Scale of Attitude towards Decentralization of Educational Administration for teachers
2. Scale of Attitude towards Decentralization of Educational Administration for Educational Administrators
3. Scale of Attitude towards Decentralization of Educational Administration for Panchayath Raj Members
4. Interview schedule for PTA/MPTA/SMC Members on Community Participation in Educational Administration

Statistical Techniques to be used in the study

Descriptive statistics like mean, median, mode and percentage analysis were used depending upon the need for the study.

SCOPE AND LIMITATIONS OF THE STUDY

The present study is intended to investigate the educational administration with reference to decentralization of power. The decentralization process has been started in Kerala since 1995. After 17 years of implementation now we are investigating the whole system and its benefits and problems. The researcher proposed to collect data from historical sources, teachers, administrators and members of panchayati Raj institutions. Though considerable effort has been made to make the study

more accurate the investigator could identify certain limitations also. They are the following.

1. Though there were many other sectors of education in Kerala, only general education sector was considered for the present study.
2. Only decentralized nature of educational administration was considered for the present study.
3. There are number of educational programmes and policies implemented in India. The study was conducted only on four programmes.
4. The concept of administration is a world wide phenomenon but here we consider only the administration of education sector.

Practical constraints are the justification for the above limitations. Despite all these limitations the investigator hopes that, the present study will throw light in the areas of decentralization and educational administration. . Therefore the investigator hopes that the findings will give a new vision in this area and to increase the dexterity of educational administrators.

ORGANISATION OF THE REPORT

The report consists of five chapters.

The first chapter presents a brief introduction of the problem, need and significance, statement of the problem, definition of key terms, objectives, procedure and scope and limitation.

Chapter two gives a reflection regarding the theoretical overview of decentralization and educational administration and also the review of related literature.

Methodology of the study described under the headings like objectives, sample, tools and statistical techniques for analysis are presented in chapter three.

Details of analysis and interpretation of results are explained in chapter four.

The concluding chapter five gives the description regarding the major findings, suggestions, educational implications and suggestions for further research.

CHAPTER II

REVIEW OF RELATED LITERATURE

- ◆ *Theoretical Overview*
- ◆ *Studies on Educational Administration*
- ◆ *Studies on Decentralisation*
- ◆ *Studies on Decentralisation of Education*
- ◆ *Conclusion*

REVIEW OF RELATED LITERATURE

Review of Related Literature is very much relevant for the successful completion of research. The Investigator must try to become familiar with his problem by going through the related studies. It helps the researcher to make a chance to gain an insight regarding the various aspects of the present study. According to Best (1996) “familiarity with the literature in any problem area help the students discuss what is already known, what others have attempted to find out, what methods of attacks have been promising or disappointing and what problems remained to be solved.”

By the present study, it is aimed at investigating the administration of general education in Kerala with reference to decentralization. To get a theoretical understanding about the concepts in the present study, researcher made an attempt to review almost all available studies in this area. The review of literature is classified and presented under the following headings.

1. Theoretical Overview
2. Studies on educational administration.
3. Studies on decentralization.
4. Studies on decentralization of education.

Theoretical Overview

The Secondary Education Commission (1952 – 53) has very rightly observed, “In any scheme of educational reconstruction which envisages a large scale development of educational institutions of diverse varieties, it is necessary to consider carefully the administrative machinery that should be responsible for the spread of education and for its orderly development”. Similarly the Education Commission 1964 – 1966 stated “If the

administration and supervision of school education and supervision is to be improved, a number of far reaching reforms will have to be carried out”.

Meaning of Educational Administration

Educational administration is a process that includes the combined operation of a large number of persons whereby the whole fabric of education in the country is maintained in good working conditions. It is the process of utilizing appropriate materials in such a way as to promote effectively the development of human qualities. It includes all those techniques and procedures employed in operating the educational organization in accordance with established policies. It is the totality of the processes through which appropriate human and material resources are made available and made effective for accomplishing the purpose of an enterprise. Educational administration includes functions like planning, organizing, financing, directing, supervising inspecting and evaluating. It is also concerned with elements like setting up of goals of education, review, feedback and innovation.

According to Balfour (1921) “Educational administration is to enable the right pupils to receive the right education from the right teachers, at a cost within the means of the state under conditions which will enable the pupils to profit by their training”. Educational administration has been defined by R.Morl as. “the influencing of one group of human beings, the pupils, to grow towards defined objectives utilizing a second group of human beings, the teachers as agents and operating in a setting of a third group of public, variously concerned both with objectives and with means used to achieve them”.

Kefauner (1934) has observed in ‘The Forty Fifth Year Book’ as, Educational administration approaches statesmanship when there are clearly

formulated long term policies and objectives, and when day to day activities and problems are dealt with under the guidance of the perspective given by such long term policies”.

According to National Society for the Study of Education (NSSE), “Educational Administration is a social statesmanship which guides educational activities, plans, programmes and facilities and provides leadership in a long term but broad social perspective” Knezevich (1969) describes educational administration as a process concerned with creating, maintaining, stimulating and unifying the energies within an educational institution towards realization of a pre determined objectives”.

Educational administration is the dynamic side of education. Educational philosophy sets the goal, educational psychology explains the principles of teaching and educational administration deals with the educational practices. Traditional educational administrative systems were designed primarily to serve as caretaker, regulatory and supervisory role in an era when education and the world outside were moving slowly by today’s pace and when the size and diversity of education’s tasks were much smaller. They were not designed for planning in today’s sense of the term, for implementing such planning or for critical evaluation of the educational system’s performance or for vigorous promotion of innovation. H.R.Douglass (1962) has rightly observed. “It has been true of all societies that the school system and its organization and objectives have been somewhat in harmony with the nature and character of society of which school is a part. In totalitarian societies such as those in Germany, Japan, Italy and Russia, the schools were authoritarian in nature, and their curriculum and methods of teaching were chosen on the basis of their contribution to preparing young people to believe in, to be loyal to and to

participate in achievement of the objectives of that particular society. In general, this has been true in democratic societies”.

Educational administration must be directed towards the fulfillment of the objectives of education as set forth by the society. The older bureaucratic model with the emphasis on relatively rigid structure, well defined functional specialization, direction and control exercised through formal hierarchy of authority fixed systems of rights, duties and procedures and relative impersonality of human relations is no longer adequately responsive to the demands placed on the organization.

Theories of Educational Administration

Educational administration has suffered much for want of a well set theory of administration of its own. Attempts have been made to borrow fragments, from several diverse disciplines – Law, political sciences, social psychology, sociology, economics, business education, engineering, architecture and statistics. In addition, the contents of the courses in administration have consisted of description of practices, the cautions personal success stories, lively anecdotes etc.

Two basic theories and their educational consequences.

Totalitarianism : in educational administration is based on the theory that state is the inclusive social category and that states are not quite different. Regarding education totalitarianism, Ross makes the following observation. It sees education as the most powerful means of achieving its end and therefore enforces a rigid system of education with no loose ends. It is supreme to dictate what shall be taught. In curriculum and methods, the watch words are always discipline, organization a willing acceptance of authority and a damping down of individuality.

According to Dewey, (1970) “Democracy is more than a form of government. It is primarily a mode of associated living, of conjoint communicated experiences”. Kilpatric (1947) explains the purpose of democratic educational organization in these words. “Everything connected with the whole school system centres in this one – thing, the educative development of the pupils for that the budget exists, for that everything is done that is properly done, for that the superintendent receives his salary, a large salary than the others get, because – it is believed this differential best proves to promote the purpose for which he is paid, namely to advance the better education for the young”. The democratic theory of educational administration strikes at a harmonious balance between the extremities of centralized and decentralized types of educational administration.

Classical Theory : various names have been assigned to this theory. March and Simon refer to it as physiological theory, Katz calls it as “machine theory” and Tylor describes it as scientific management”. Primarily the theory takes the machine as the model for organizing human activity and prescribes the following principles of organizing enterprise activity. Since educational administration is also concerned with the enterprise of education, these principles are applicable to it also. Here man is treated on the same lines as a machine. Principle of functional specialization, unity of direction, chain of command, span of control are some of the principles of this theory.

a) Human Relation Approach Theory: This theory has been derived on the basis of Hawthorne studies conducted in America by some social scientists notably Roethlisberger (1959) and Mayo (1959). This theory is a revolt against the concept of man as a machine. The social scientists argue that productivity and efficiency are primarily a function of men’s motivation to collaborate work. They emphasise the need for the administrator’s understanding of a formal and informal organization of

people at work and sentiments and feelings of individuals and groups in work environment.

- b) The structural Theory:** This theory is associated with Max Weber's model of a bureaucracy and was later developed extensively by sociologists like Gouldner, Merton, Blau, Hall, Parsons and many others. Functional specialization, rules covering the rights and duties of the employees, well defined hierarchy of authority, impersonality of interpersonal relations, promotion and selection based on technical competence and carried out by an impartial authority are the main principles of this theory.
- c) Socio – Technical System Theory:** Equal importance is attached to technology and people in relation to the work that has to be done. The approach suggests that behavior in an organization cannot be understood except in relation to the nature of the work and its environment. Technological and social components, both require careful attention in the study of organization. Trist and Bamforth (1951) reported on the production systems in coal mining comment that "So close is the relationship between the various aspects that the social and psychological phenomenon can be understood only in terms of the detailed engineering facts and of the way of technological system as a whole behaves in the environment of the underground situation".

Decentralization in Education

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 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 academic 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).

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.

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 center).

3. Devolution (transfer of authority to an autonomous with which can act independently without permission from the center).

As stated by Manor (1999, P.4) numerous definitions of ‘decentralisation’ 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 ‘centralisation’ 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 judgements.

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.

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. The present study makes use of this particular

framework to examine the institutional reforms in regard to the degree of decentralized functions of the local self government (LSGs) in Kerala.

This in turn helps, as envisioned by Gershberg (P.427) "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 subunits. 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.

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 (eg: 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 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. 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. All these 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.

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 situation 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 have been achieved becomes the conceptual query underlying through this study.

Politico – economic and administrative aspects of decentralization

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;’ 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 worldwide 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
- Level of financing

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 accepted 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
- States attempting to increase their legitimacy, in order to neutralize or “atomise” conflict in society.

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,.

Models of decentralization in Education

Hicks (1961) and Rondinelli (1984) distinguished between different modes of decentralization along with the following three dimensions of deconcentration – 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.

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.

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.

Arenas (2004) argues 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.

Case studies of decentralisation efforts around the world demonstrate that decentralisation has been undertaken for a multiplying of stated and unstated reasons – political, educational, administrative, financial.

Decentralisation 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 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 centralised 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.

In Spain during 1980s the Ministry of Education organised a national debate on a series of proposals for reorganising 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 decentralisation 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.

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 enrollment 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.”

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 centralised. 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 decentralisation 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 decentralisation 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.

Decentralisation of education in Mexico was carried out in three stages. During the first stage from 1978 to 1982 management of the education system was decentralised 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 decentralisation process was initiated that the full extent of the plan could be carried out.

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.

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 and put an end to seventeen years of authoritarian rule. One of its first major policy changes was to begin a second round of decentralisation. The main goal was to have pedagogical decentralisation at the school level while strengthening governance at the central regional and municipal levels.

The Venezuelan Government has started its decentralisation policy in education in the year 1969. Hanson (1995) describes Venezuela's 1969 decentralisation initiative as "the most elegant in design, comprehensive in coverage, noble of purpose and complete in its failure."

Guinea became independent from France in 1958. Since 1990, the country has been adopted decentralised management in education. In each state of education sector separate boards were constituted for eg: at the sub-district level, the school Delegate for Primary Education (DSEE) supervises primary schools. 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. The association of Parents and Friends of the School (APEAE) is in charge of collecting fees.

After several decades of centralisation since its independence from France in 1962, Mali introduced institutional and administrative reform in 1991. The administrative authorities in education at each level are as follows.

- At the central level, the Ministry of Basic Education
- At the regional level, the Education Academy (AE) is in charge of implementing the education policy.
- At the circle level, the pedagogical Advice Centre (CAP) is responsible for implementing education.
- At the school level, principals are responsible for running their individual schools, and also have administrative, Pedagogical and social duties.

Decentralised governance in India

India has a tradition, dating back to the dawn of civilization of organised learning. After independence, the constitution of India emphasized the importance of education, of democratic decentralisation of the administrative process and indicated that education should be the responsibility of Government. Association of local bodies with primary education is not a new phenomenon in Indian education. The beginning of the era of local self-government, including local administration of primary education, was with the historical resolution (1882) of Lord Ripon on local self-government. The resolution increased the powers of local bodies over education. The Mortgage – Chelmsford Reforms and subsequently the Govt. of India Act (1919) accelerated the process of transfer of powers to local bodies. Education was classified as a transferred subject. The primary Education Acts passed by the provincial governments during the 1920s

provided much larger authority to local bodies over primary education. This trend continued till 1929 when the Harlog Committee suggested the withdrawal of powers already delegated to local authorities. The period from 1929-47 was dominated by attempts to curtail the powers of local bodies in education. The plan for Post-war Educational Development (1944) formulated by John Sargent categorically stated that the state governments should resume all the powers of local bodies except where they were functioning efficiently. After independence the intention to accelerate the process of development through active participation of people at the grass root level, found expression in Article 40 of the constitution which state as “state shall take steps to organise village Panchayats and endow them, with such power and authority as may be necessary to enable them to function as units of self-government.”

The Education Commission Report (1964-66) summed up the situation of education in India as “in the urban areas, the municipalities have been associated with education in Andhra Pradesh (Andhra area), Bihar, Gujarath, Maharashtra (Bombay and Madras areas), and Orissa (old Orissa Province Area). In rural areas, the Panchayati Raj Institutions have been introduced and placed in charge of education in all states except Jammu & Kashmir, Kerala, Madhya Pradesh, Mysore, Nagaland and Punjab. The method of association is also not uniform. The municipalities are generally in charge of primary education; but they can also undertake other educational activities at their discretion. The Panchayati Raj Institutions have been entrusted with lower primary education in some states (eg: West Bengal), with the whole of primary education in some others (eg: Madras) and with both primary and secondary education in two states (Andhra Pradesh and Maharashtra). Authority over education has been delegated to the block level in some states (eg: Rajasthan and Madras) and to the district level in some others

(Maharashtra). The system of administration and agent-in-aid also show similar variations (Education Commission 1964-66, p.448).

National Policy on Education (1986) and Programme of Action

In education, a major break-through came with the formulation of National Policy on Education in 1986. The policy emphasized the importance of decentralised planning and management of education at all levels by ensuring the community participation. It advocated establishment of the District Boards of Education which would manage education up to higher secondary level. The policy lays down that the local committees, through appropriate bodies will be designed a major role in programmes of school improvement.

The Programme of Action (1986) postulated that “The District Boards will also be vested with responsibility for planning which would include inter-alia, area development, spatial planning, institutional planning, administrative and financial control and personal management with respect to primary, middle, secondary and higher secondary schools.” The POA also suggested establishment of Village Education Committee” in each village Panchayat. Its main functions as suggested by NPE and POA are “generation and sustenance of awareness among the village community ensuring participation of all segments of population and developing teacher/instructor and community partnership to oversee and manage the effective and regular functioning of schools and centres.”

Section 243G (11th schedule) of the Constitution of India (73rd Amendment) Act, includes education, including primary and secondary schools; technical training and vocational education; and adult and non-formal education. Under the Act, provisions of the section 243G are not

mandatory, giving enough flexibility to the states to take decision in their prevailing situation.

The revised programme of Action (1992) formulated for implementation of the NPE, stipulated that the states would need to draw up appropriate legislation which among other things must provide for Panchayati Raj Committee on Education.

CABE Committee

The Minister of MHRD in his capacity as the chairman of the Central Advisory Board of Education set up a CABE Committee under the chairmanship of Shri Veerappa Moily, the then chief minister of Karnataka, to formulate guidelines on the decentralised management of education in the context of 73rd and 74th Constitutional Amendment Acts. The Committee submitted its report in August 1993. It was expected that the states, while formulating their legislation concerning entrustment of educational management to Panchayat Raj bodies, would be guided by the recommendations of the CABE committee.

As a constitutional obligation, all the states have revised their Panchayati Raj Acts to bring them in line with the provisions of the Central Act on Panchayati Raj. While the mandatory provisions of the Act have been incorporated as a constitutional obligation, there are notable omissions with respect to entrustment of various functions to Panchayati Raj bodies.

While the recommendations of the CABE Committee were in the form of guiding principles, it was expected that a large number of states would follow the basic principles laid down in the report vis-a-vis management of education. However, it has been observed that there are significant deviations from the recommendations of the CABE Committee in the Panchayati Raj legislations of different states. While the details of the State Acts are still to

be worked out in the form of the rules, regulations and bye-laws to be enacted as subordinate legislations, it appears that major part of the recommendations of the CAFE Committee is not incorporated in these Acts (See Nuna Mahajim, 1954).

a) Role of Panchayat

The CAFE Committee envisaged an important role of the Panchayat in exercising supervision over clearly childhood care and education, non-formal education, primary education and adult education in its jurisdiction. It recommended that a Panchayat standing Committee on Education (or the Village Education Committee as a sub-committee of Panchayat) may be constituted at this level with not less than 7 and not more than 15 members. It also suggest that the role of this Committee may include generation and sustenance of awareness among village community, ensuring participation of all segments of population, developing teacher and community partnership to oversee and to supervise effective and regular functioning of the schools and centres. It also recommended that it should be the endeavour of this Committee that every child in every family participated in the primary education.

b) Role of Panchayat Samiti

The CAFE Committee proposed that the Panchayat Samiti may set up a Panchayat Samiti standing committee on Education (PSCE) for management of educational programmes in their jurisdiction. This Committee will have the statutory recognition under the Panchayati Raj Legislation and will have the same tenure as the Panchayati Samiti. The PSEC will be responsible for management of adult education, non-formal education, early childhood care and education and school of the Panchayati Raj bodies up to upper primary level, under the overall supervision of the Zilla Parishad.

The CABE Committee also proposed that all existing Government Schools up to Upper primary level with their staff should come under the control of Panchayat Samities and Schools in the state sector should in future be established only by the Panchayat Samities. The PSCE will also have supervisory power over aided upper primary schools and will channel grant to them under the guidance of Zilla Parishad. In this regard, the PSEC will function in the same manner as the present departmental set-up at this level.

The PSCE will also exercise control over the staff in Government schools transferred to Panchayat Samiti including payment of salaries. It will appoint staff to schools under its control from the panel of names given by the appropriate body and transfer them within its jurisdiction subject to guidelines provided by the Zilla Parishad/Government. The service of the staff of the education department at this level will be placed with the Panchayat Samiti. However, its control over the staff will be subject to guidelines laid down by the state government.

c) Role of Zilla Parishad

The CABE Committee further proposed that the Zilla Parishad may set up its standing Committee on Education as a statutory body under the Panchayati Raj legislation for the management of educational institutions in its jurisdiction. The Zilla Parishad may establish and manage schools up to secondary level. It will supervise and provide grant to aided schools up to secondary level and will exercise academic supervision of all institutions up to secondary level in the district. Preparation and co-ordination of plans for development of education up to secondary level may also be the responsibility of this committee.

The CABE Committee also suggested that the resources of the Zilla Parishad should include grants from the state government, and grants received

for the centrally assisted and sponsored schemes channeled through the state government and funds provided by the other agencies.

The Zilla Parishad may also raise resources through appropriate taxation measures as well as raise funds through voluntary donations and contributions. The service of the staff of the education department at the district level will be placed with the Zilla Parishad. The Panchayati Raj bodies must take full benefit of the District Institute of Education and Training in their efforts to improve the quality of education.

Decentralisation cannot be considered as an end in itself, but it should be regarded as means to achieve certain educational objectives, particularly the goal of Universal elementary education, effective management of schools and improving quality of education, people's participation and mobilization of local resources. In order to enable the Panchayati Raj bodies to discharge their responsibilities effectively, adequate administrative and organisational set up would be created with requisite powers and financial resources. The issues that need to be considered in detail are the structures to be created at the Panchayat, Panchayat Samiti and Zilla Parishad levels for the management of education, their compositions powers and functions, particularly with regard to teachers recruitment, transfers and service conditions; mechanism for providing adequate financial resources etc.

Decentralised governance in Kerala

The history of Panchayati Raj system in Kerala from the first Kerala Ministry (1957) till date has been a chequered one and has been influenced by the ups and downs of Coalition politics in the state. In 1956 when Malabar was integrated with Travancore – Cochin State to form the present day Kerala, there were 892 Panchayats.

The first ministry of Kerala state appointed an administrative reform Committee with the Chief Minister as Chairperson to suggest measures for the democratization of the organs of government of various levels. The Committee recommended the strengthening of Panchayats in the state as viable units of administration and development in the state. Following the recommendations of the Committee, the Kerala Panchayat Bill (1958) and the District Council Bill (1959) were placed in the State Assembly. The functions of the district council envisaged included development matters and the council was to become eventually an autonomous executive body. Looking back one can see that these legislations were way ahead of the times. The bills could not be enacted into law as the Ministry was dismissed by the Central Government and the State Assembly was dissolved. The new government that was formed after the general, passed the Kerala Panchayat Act, 1960 incorporating several recommendations of the Balvantray Mehta Study Team (1957). This came into force from January 1, 1962. Based on the new Kerala Panchayat Act the first Panchayat election in Kerala state was held by the end of 1963 and the new Panchayats came into existence on January 1, 1964.

The 73rd, 74th constitutional amendments set the stage for a new decentralised regime and Kerala's initiative's helped to alter the character of decentralised democracy in the state of Kerala which surely was not one among the frontiers of decentralisation. The real watershed was the people's plan campaign launched in Kerala on August 1996 with its landmark decision to devolve 35-40 year plan funds to local governments. A new era of participatory planning from below has been set in motion. At that time no one thought this would evolve into a new discourse on democracy and development. The Committee on decentralisation (popularly called Sen Committee after its first Chairman SB Sen) appointed at the time of launching of the people's plan campaign recommended the necessary institutional

reforms (activity mapping, performance audit, ombudsman state development council, right to information, citizens character etc) and legislative framework for financial functional and administrative autonomy. Through a series of amendments to the conformity legislations viz Kerala Panchayath and Municipality Acts of 1994, a radical restructuring was done by February 1999. The necessary rules were also made. In order to provide proper space for local governments in the legal structure of the state 45 legislations were identified and 35 of them amended some were even dropped.

The milestones in Kerala's decentralisation initiatives are indicated below.

April/May 1994	Enactment of the Kerala Panchayat Raj Act and Kerala Municipality Act.
October 1995	Transfer of powers and functions to local governments; along with institutions, office and functionaries
February 1996	Introduction of a special budget document for local government allocations.
August 1996	Launching of people's plan campaign for decentralised planning and announcement of ear marketing of about 35% plan resources to local governments.
March 1999	Restructuring of the Kerala Panchayat Raj Act and Kerala Municipality Act.
March 2000	Amendments to 35 Acts having relevance to local government functioning.
July 2000	Transfer of district level offices and staff to District Panchayat. Decision to redeploy surplus ministerial staff and engineers to local governments.
2002-2003	Actual redeployment of surplus ministerial staff and engineers.
2005	Institutionalisation efforts begun.

- 2006 Recommendation of Third SFC Operationalised with local government wise predictable grant system.
- 2007 Re launch of people's plan.
- 2008 Policy decisions to set up ministerial and executive cadres.

Studies on Educational Administration

In the study of Sharma (1968) on the administrative problems of the Double-shift Secondary Schools of Rajasthan made some observations on the administrative pattern in the double shifts schools in Rajasthan. The total population of such schools in the state of Rajasthan was covered by the study. The tool consisted of check-lists for the headmasters and supervisory authorities of these schools who were asked to rate the administrative problems on a five point scale.

Singh (1978) did a study on the administration of selected universities in India and abroad total number of universities included in the sample was 23 and total number of countries where they were located was 11. The objectives were to investigate certain significant aspects of the administration of universities in selected countries of the world to compare the administration of universities in India and abroad in terms of these aspects. The result of the study was that all the universities in different countries which comprised the present sample, were established by charters or acts which were passed either by the central legislature of the country or a state legislature.

Chauha (1983) found out through his study entitled as A study of the characteristics of Innovative Educational Administration of Gujarath State, were significant in the field of educational administration. The innovative educational administrator was willing to participate in community affairs,

possessed risk-taking behaviour had self-confidence, ability to recall and was willing to expose himself to interpersonal communication.

Bajpai (1983) through his study of the administration of secondary education in U.P. After independence it is found out that secondary education in the state of UP is managed by local bodies and voluntary agencies. In the schools managed by local bodies, there is strict control by the government and the staff can be transferred also. The information about development of the administrative set up for the secondary education was obtained from the primary and secondary sources mainly government reports and documents.

Baruah (1983) conducted a study on the administration of the secondary schools of Assam in post independence period (1947-1977). The main purpose of this study was to investigate the conditions of educational administration of secondary schools of Assam in post – independence period and to findout its defects and draw backs, if any, and to suggest measures for its improvement.

Misra (1984) on Educational Administration in Orissa highlights the structure and function of education and their relationship with the goals of education.

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.

Kamala Radhakrishnan (1984) in her studies examined the educational administration in the state of Tamil Nadu with reference to decentralization. The study was both historical as well as normative exploration. The

questionnaire was the most important tool used in the investigation. The interview schedule was another tool used in the study. The tools were issued to 16 chief educational officers, teachers and parents. 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.

Raj in his work (1985) survey on Management and Administration of Education in Tamil Nadu, presented another view of administration. The department of education was broadly divided into different directorates, the directorate of school education and the directorate of college education.

Seetharamu (1985) in his work planning and management of education within integrated Rural Development was concerned with the planning and management of education within integrated rural development projects. The major findings were that the participants in rural development programmes tended to a self selected sample of generally better educated, better informed and economically better off sections of society.

Sindhi (1985) in a study of College Administration in Punjab, said that the college administration in Punjab is not democratic, there was no participation of students in the meetings of the managing bodies. The main functions of managing bodies were framing of plans and policies for college administration, recruitment or dismissal of employees, regulation of services of the staff, checking and supervising working of the college, hearing grievances of employees etc.

Bhagia Junga and Srikant (1986) in their studies on Role Performance of Heads of Colleges with the major objectives such as to identify the roles of heads of colleges and to explore the frequency of performance of different types of roles by the heads, and to find the relationship of some factors with

the role performance of the college heads. The study reveals that the democratic decision making process in the institution are more convenient than other methods.

Elloh Daniel and Charles (1991) in their work collaborative, decentralized school management and perceptions of quality schooling outcomes tried to discover associations between parent, teacher and principal perceptions about decentralized collaborative decision making and perceptions of quality schooling results. The study presented several findings, including more parents, teachers and principles perceiving their school to be a collaborative, decentralized management school, credited their school with quality content, processes and climate, than other schools which they have not practiced decentralised management. The study reinforced earlier research calling for increased collaborative decision making as a model to restructure and improve schooling. The study recommended several specific follow up investigations which would further define evaluate and support the implementation of collaborative decentralized school management as an effective educational restructuring component.

William Faircloth (1991) conducted a study on the eligibility decision and congruence among school, administration, psychologists, and social workers for Virginias developmentally delayed population. The study investigated the construct of eligibility decision congruence as it applied to professional decision-makers for children with suspected development delays. Professional status and judgement format were the key variables of interest. Three district professional groups were surveyed school administrators, psychologists and social workers. The findings of the study were mixed and collaborative decisions making is the successful way in administration.

Dellaira and Joseph (1993) did a study on the relationship of decentralization parent involvement, student achievement and student

attendance in elementary and middle schools : An application of open systems theory. The purpose of this study was to examine the relationship between decentralization and parental involvement, their relationship with community socio economic characteristics, and the relationship between student attendance and student achievement. Two questionnaires were used. One measuring decentralization, was sent to principals of New Jersey elementary and middle schools. A second questionnaire was sent to parents from the school of subject principles. Student achievement was measured by scores in reading and mathematics from tests given with respect to its curriculum correlation analysis, multiple regression analysis and ANOVA were performed to investigate the relationship between the variables. The results of the study were mixed. By implementing decentralisation, the parental and community involvement were increased but not the student achievement.

Doudero and Grace Maril (1993) found through their study School based management, Teachers decisional participation levels, school effectiveness, and job satisfaction that the decision making in most educational settings has been traditionally considered to be the prerogative of a central district office or individual school administrators research indicates that participation in the decision-making process is associated with a number of positive factors, including increased employee morale and satisfaction, organizational commitment and co-operation. The study investigated the overall level of decisional participation, specific types of decisions, areas of school effectiveness and job satisfaction levels of teachers in school-based management teams as well as non-team participants. In addition, this study examined specific types of decision and areas of school effectiveness and job satisfaction.

Filsram and Winifred Fairweather (1993) conducted a study in community advisory councils: The study focused on the critical analysis of participation strategies in urban school reform. It searched for the ways to improve educational outcomes and to generate support for public schools. Educators have increasingly turned to participatory decision making which involves clients and those who provide school services in a collaborative effort to implement change. The Community Advisory Councils (CACLS) which are the subject of this critical analysis were part of a decentralized plan for school support services in Milwaukee between 1989 and 1991.

Coffey (1993) did a work on democratic leadership as a model for school governance. This study described and documented school leaders who practice a democratic, person-centered style of leadership. Case study methodology was used to observe two female high school principals in Westchester county New York Staff members were interviewed to determine the extent of their shared acceptance of this collaborative style. An attempt was made to provide a sensitive, personal, intimate portrait of these two leaders and their style of leadership. A cross case analysis was then used for a measure of comparability. Observations and interviews demonstrated that a traditional top down leadership approach could be exchanged for one build on caring, mutual support and encouragement.

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. The study's purpose was to compare two educational models across nineteen variables associated with successful program implementation. This study proposes five innovative stages Adoption, Foundation, Early Implementation, Full Implementation, and Institutionalization. Study findings suggest that reform was taking place at both top-down and bottom-up sites, had reached

more advanced levels of implantation with higher levels of outcomes for students, teachers, administrators and schools. Also, the findings suggest that there is neither a pure top-down nor pure bottom-up organizational pattern.

Barnes and Gene (1994) with their study on school-based management at K-6 level overcoming blockages to implementation, proposed to investigate potential blockages to successful implementation of school based management at the elementary level in the state of Washington. A survey questionnaire of teacher's principals and central office administrators in six school districts in the state of Washington gathered demographic and background information as well as perceptions and professional opinions of the types of blockages and respondents experienced when implementing school-based management in their school or district. The study concludes with a general recommendation that school based management be considered as a political management structure, because it is based up on sound theoretical and philosophical underpinnings and has proven helpful in many districts.

Chudek and Alan (1995) conducted a study on Administrative support of collaboration : A district school improvement experiences, it was mainly focused on the relationship between collaboration for school improvement and district administrator behaviours that either support or inhibit collaboration. Teachers and administrators perceptions of district administrative support were compared with their perceptions of team collaboration in the context of a school improvement project called onward to Excellence and later renamed Effective Schools. Data were collected using qualitative and quantitative techniques. It was recommended that before school district administration begin a planned, organized change, they carefully consider the parameters of the change and outline incentives, timelines and other support mechanisms that encourage teacher collaboration.

Ekanam (1995) did a survey of the role, scope and functions of the education dean in public and private colleges and universities in the USA. He has given some observations, the purpose of this study was to determine the role, scope and functions of education deans in a national sample of public and private colleges and universities. Data were collected on a questionnaire mailed to education Deans who were randomly selected for the study. The study recommends further study of the working relationship between education deans and central administration in the face of increasing responsibilities for the dean in important activities such as budgeting, strategic and long-term planning.

Kitts and Margerat (1996) in their work on the school principal *The art of leadership* has explored the leadership role of an urban high school principal who was well known for his innovative, award winning leadership activities. The study identified the complexities that accompanied this principal's work as a school leader. The findings suggested mainly three themes for efficient leadership i.e., Communication, symbolism and performance.

Georgian (1996) in his article on roles and realities of the local school board member explored the role(s) of local school board members as those roles were described in conversational interview with 15 sub urban and rural school board members in northern Illinois. The study yielded a rich description of the realities of the school board experiences from the perspective of experienced board members. The qualitative methodology produced value-added data. Numerous excerpts from the interview transcripts were included in the text.

Marrith (1996) conducted a study on Belizean administrator's posture toward the restructuring of institutions of higher education. A major unresolved concern was related to the issues of improving the quality of

teaching and increasing access. Implications for faculty and students especially at a time when increased resources were limited seemed formidable. All administrators contributed ideas for future improvements which they felt could assist in the on-going debate for the improvement of the entire education system of Belize.

Rittenhouse Donnakey (1996) conducted a study on perceived professional development needs of administrators and teachers in a rural Maryland school district. This field based study identified perceived professional development needs for five groups of educators in a rural Maryland school district: elementary school teachers, middle school teachers secondary school teachers, elementary school administrators. Needs were identified by the educators of each group and by the teachers or administrators with whom they worked.

Wondruff (1996) did a work on Relationship between faculty participation in the decision making process and job satisfaction at urban, private universities. The purpose of this study was to provide for further examination of the issue of university faculty participation in decision making process relative to job satisfaction and whether selected demographic variables affect faculty job satisfaction and perceptions of participation among faculty at four urban teaching experiences educational degree level, bargaining unit affiliation and publishing activity were also examined. Among the findings faculty satisfaction with their participation status was significantly related to their satisfaction with their work, supervisory relationship and play level. Test result indicated that age was not a determinant of satisfaction regarding satisfaction with participation status supervision, promotional opportunities or relationship with co-workers.

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 teachers 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.

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.

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.

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 corroborate 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 recognize that the study's linear framework for analysis does not fully capture the group dynamics involved in each case study.

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.

Blackmon (1997) through his work on SBM in local Virginia school division found that the perceptions of superintendents school board chairman found out SBM was more meaningful and effective and SBM was implemented in a variety of ways and 105 superintendents acknowledged the

practice of some SBM components in their schools, with planning, budgeting and development of instruction by teachers being the most common.

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.

Allen (1997) in his study focused on high school principals effectiveness and school district organizational structure. The focus of this study is how a unified school district organizational structure affects a high school principals in three different unified school districts in Los Angeles and San 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.

Studies on Decentralization

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. A review of these literatures is done.

Laski (1930) discussed the issue of decentralization in liberty in the *Modern State* written in 1930. According to him the notion that when the

citizen has chosen his representatives of parliament or his local authority, he can sit back in the comfortable knowledge that his wants are known, his interests safeguarded, has no evidence to support it. We need, of certainly a much more complex scheme. We have pride for more adequate relationships between parliament and the administrative process. We have also to integrate the latter with the public services on a much ampler scale than any we have rather imagined. For administration from without always lacks the vitalizing ability to be responsive to local opinion. It misses shades and expressions of thought and wants which are urgent to successful government. It lacks the genius of place. It does not elicit creative support from those over whom it rules. It makes for mechanical uniformity, as effort to apply similar rules to unsimilar things. It is too distant from the thing to be done to awaken interest from those concerned in the process of doing it. Decentralised government in local matters may be more efficient than a centralized system.

White (1957) in *Encyclopedia 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 favourable 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.

Wunsch and Olowu (1958) in his study "The failure of Centralised State" have concluded that the highly centralized, unitary state is not capable of promoting equitable, democratically – based development processes because it is dominated by politicians and public servants who are concerned

with ruling rather than serving and with capturing monopoly rents than development benefits. They are insensitive to the diversity of tasks problems, and opportunities throughout the country prone to error in policy incapable of country-wide management, slow to recognize and adjust to mistakes, exploitative of the majority of its citizens, unaccountable to the people, and inhospitable to local initiative, empowerment and civic pluralism, particularly when linked to ethnicity. Further, Wunsch and Olowu argue that conventional deconcentration and devolution are simply replacing one model of tutelage and elite control for another, albeit at a lower level. For them, effective administrative and political decentralization is self-governance, which they describe as institutionalized empowerment of the people, and the expansion of their ability to engage in collective choice and action at a variety of scales of human organization permits citizens to join with one another to take collective action to tax, contract, hire, fire, borrow, mandate and face the consequences of these choices. Similarly, it can facilitate many rule-based organizations which allow citizens to act in a mediating position between individuals and the sovereign actions or government.

John.d.Montgomery (1972) in his article, "Allocation of Authority in Land Reforms", holds view that central policies and programs can be carried out effectively and sustainably through strategies of administrative or political forms of decentralization. For a number of years he studied how administrative and political forms of decentralized could facilitate the implementation of national programs of reforms in his classic study of the implementation of land reforms, he demonstrated, perhaps for the first time empirically, that when programs were carried out by centralized processes only they tended to strengthen local bureaucratic power but did little for peasant incomes or political power, that deconcentrated processes showed more local benefits and that developed processes had the best prospects for introducing distributive or democratic results, though not perfectly. But in

providing this evidence in support of administrative or political decentralization, he did not argue for severely limiting the center and transferring government power to local governments communities and people.

I.J.Sharpe (1979) in his study on “Decentralist Trends in Western Democracies”, discusses that the objectives of local government reorganization naturally vary from 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 seem to be common to almost all western countries. The first we will call the cosio-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.

David and Olsan (1979) in their article ‘Some Critical Issues in Government Centralisation and Decentralisation’, 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 decentralisation. 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.

Guste Esteva (1979) 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 'deprofessionalised' 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.

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 uninstrumentalist 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.

Westergard (1981) in his "Introduction to the Debate on Decentralisation 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.

Cheema and Rodinelli (1983), in their studies, "Decentralization and Development; Policy implementation in Developing countries", put forward five 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 politicians 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. And finally, national leaders may see decentralization as a convenient way to rid themselves of responsibility for regional and local development problems. The studies of decentralization policies in this volume reveal a kind of antifeeling 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 non-governmental 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.

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 centred 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.

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 centralisation of policy and decentralization of execution.

Esman and Unhoff (1984) in their work "Local Organisations 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.

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 legitimation 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. Decentralisation 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. Decentralisation is said to counter bureaucracy by restoring autonomy and initiative to decision making procedures.

Piffner (1990) in his studies, “Administration Organisation” says that decentralisation 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 behavior 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 behavior. 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.

Samoff (1990) in his article, "Decentralisation: 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 deconcentration 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.

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. 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.

Anderson and Colson (1991) in “Voluntary Efforts in Decentralised 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.

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.

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.

Rajni Kothari (1999) in his article, "Issues in Decentralised 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.

Meenakshisundaran (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 favourable 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.

Gurukkal (2001) in his article, “When a Coalition of Conflicting Interests Decentralises, A Theoretical Critique of Decentralisation 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.

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 is now much empowered an ordinary woman outside the administrative fold feels. Here one has to look at the ayalkoottams (neighbourhood group cluster of households) the real repositories of people’s power.

Studies on Decentralization of Education

Soliman (1961) conducted a study on Decentralization of educational administration in Egypt, and its effects on the schools of Gizazone. The study was focused mainly on the effect of decentralization on Educational Improvement, Administrative efficiency, financial efficiency and effects on Equity. The finding of the study shows a qualitative improvement in all fields due to the introduction of decentralization of educational administration.

Charleston, Gilbert and Mike (1980) in their work on relationship between Educational administrators positions and support of decentralization of authority in the Bureau of Indian affairs investigated the relationship between educational administrators positions and their support for local Indian control of Indian education in the Bureau of Indian Affairs (BIA). Recent organizational changes in the BIA and the policy of Indian Control restated in public law suggested the need to determine whether educational administrators supported the policy of Indian Control of Indian education or the historical practice of paternalism by the BIS in Indian education. The results of the survey formed the database for the study. It was predicted that the BIA will fail to fully implement the policy of Indian control of Indian education.

Lawrence (1980) conducted a study on problems of educational decentralization, a Bolivian case study examined the concept of educational decentralization by using Bolivia as a case study. The specific objectives of the study were to describe educational decentralization in Bolivia from the Revolution to the present, present an overview of the Bolivian setting and the deficiencies of rural education in order to clarify the need to decentralize, describe new educational administration structures and changes in decision making authority. The study found that whereas the legal basis for the decentralization of education has been firmly established since the revolution

of 1952 the CRA faces various obstacles in the implementation of decentralization.

Suleiman (1982) conducted a study on centralization and decentralization in educational administration implications for Jordan, with a purpose to pursue the issue of centralization and decentralization in educational administration from the stand point of administrators in Jordan and the USA. That study was designed to investigate the desired levels for administrative decision making relative to selected functions of public schools as perceived by educational administrators in Jordan and USA. To study the differences in the desired levels between administrators in the two countries for this study a questionnaire was developed, including two variables. The study led to the conclusions that Building Principles in the US perceived as more roles for the state level than did the district superintendents functions and activities of business and general nature as a local responsibility and functions and activities which involve more interaction with students. The responsibility consensus was greater among district educational officials in two countries.

Atsushi (1983) did her work on centralization versus decentralization in Japanese education, 1868-1956, with special emphasis on the board of education problem. Centralization of educational administration in Japan has been in operation since the Meiji period. This centralized solution, along with the positive role of nationalism in education as witnessed by her rapid modernization was successful. Education and educational administration were to serve the needs of nationalism. This study proposed a broader distribution of power with some kind of fiscal autonomy.

Mary (1985) done a survey on the attitude toward unification in four north Sandiago County School districts (decentralization District Reorganization, local control cost effectiveness; California). The purpose of

this study was to determine the attitudes of teachers, parents, administrators and school board members regarding unification of four San Diego County school district. Four groups participating in the survey completed a researcher designed questionnaire probing their views on unification as related to administration of instructional programmes and support services, parental participation in the educational process cost effectiveness, and local versus centralized control. The results of the survey appear to be indicative of the contemporary American trend in education to remain autonomous members of the larger school districts tended to select varied responses to the four categories of questions. In fact the study indicated that more analysis into various issues will be required before unification is to be put on the ballot.

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.

Maria (1989) in his work on ‘Decentralization of the Educational System of Costa Rica’ point out some merits and demerits of this system. The main conclusions of this study were that there is none to partial existing levels of decentralization of personal, finance and curriculum. Almost total decentralization of personal, finance and curriculum was recommended, financial and political commitment inhibit decentralization, properly trained

personal enhances decentralization. Besides these conclusions the researcher recommends decentralization of personal, finance and curriculum should be implemented. Financial and political commitment for decentralization should be provided. Effective educational system is only through effective decentralized system.

Anjum (1992) did study on Rethinking educational structures of educational planning and administration in Pakistan. Decentralization The purpose of this study was to develop a decentralized model of education for Pakistan. In Pakistan educational planning and administration are partially centralized to create a cohesive and economically integrated system. The essence of educational planning and administration is direction, supervision, intervention and redirection for initiating actions elements which might be adequately provided in a decentralized educational system. It is a continuous process and its success resides in intermediate outcomes such as endorsement from the environment and ownership of decisions. Promotion of education in Pakistan requires decentralization which could be a prologue to local educational development, promoting close liaison and accountability between planners, administrators teachers and community members.

Pilon and Mayo (1992) conducted a study on decentralization of public education in Guatemala : A proposed plan for rural areas. The purpose of this study is to present the framework of program for decentralization of education for the rural areas of Guatemala, and a proposed pilot plan to initiate his program, in order to restore parental responsibility and to increase community participation in local educational systems. Guatemala is a developing country with severe educational needs, especially for her rural Indian population. This programme intends to propose an option that is in accordance with the 1985 Guatemalan constitution and the 1991 National

education act, and is supported by the decentralization educational policies for the present administration.

Kaufman, Cathy and Crop (1992) conducted a study on Paradoxes of Planning and Empowerment: Teachers' and parents perception of Hungarian educational decentralization reforms. This study examines the perceptions of participants responsible for implementing educational reform at the local in a simultaneously decentralized and de-sovietizing Hungarian educational system. As a study of social and educational change, the work is grounded in an interactive theoretical framework and qualitative research techniques. Data collection relies on extensive interviewing and use of available archival documentation. This study uses the educational decentralization reform in Hungary as a case through which to examine participant perceptions of reform efforts and to identify the paradoxes seen to impede actual change.

Boutte, Cheryl and Berot (1992) conducted a study entitled 'Centralization and Decentralization, the relationship of bureaucracy, autonomy and principalship in elementary schools'. This study investigated the influence of organizational structure, namely centralized bureaucracy and decentralized autonomy on school leadership and the relationship of that leadership to the school's culture. The study has been conducted in two phases. Phase 1 was quantitative in nature and examined the managerial practices of the principal. Phase 2 focused on the culture of the school as it is influenced by the principal and is a qualitative case study of four schools operating in both types of organizational structure as they exist in the public and non public sector in both the public and non public sectors, decentralization seemed to enhance the principal's role in the culture building process.

Pilon and Mayo (1993) in their work on Decentralisation of public education in Guatemala: A proposed plan for rural areas. Presented the

framework for a program for decentralization of education for the rural areas of Guatemala, and a proposed pilot plan to initiate this program. In order to restore parental responsibility and to increase community participation in local educational systems, Guatemala is a developing country with severe educational needs especially for her rural population.

Yidan (1993) in his work educational decentralization in China. A case of Jilin province, attempts to explore the process of implementation of decentralization of education in China. The focus of the research is on the shift of decision making power and responsibility for education within the vertical system of educational authorities from the central level to the province, city, county and township levels. The changes in inter governmental relations as the decentralized policies evolved; the economic and administrative context that influenced the implementation of the policies; and the new interventions that cope with the new policies. The general questions addressed in this research are under decentralized policy, what have been the changes in the goals, functions and responsibilities of basic education, How have organizational and financial factors influenced the implementation of decentralized policies of education? The Chinese educational decentralisation experience has demonstrated both success and failures. The researcher also reveals changed relationship between the levels of government.

Doris (1996) conducted a study on Decentralisation of educational decision-making in Malawi. The main purpose of the study was to examine changes in control of educational decision making in government secondary education within Malawi Data were collected by means of a questionnaire and interviews Documents were also examined. Respondents were senior administrators at ministry headquarters and regional education offices, and heads of government secondary schools. Document examination and

interviews indicated that pressures to decentralize the educational system originated from the World Bank and the governments own assessment of the inadequacy of highly centralized administration. The study identified several implications for practice, theory and further research.

Ann (1998) in her work entitled 'Parents, choice, and decentralisation', an ethnographic case study design, used to investigate the funding development and early operations of two, start-up parent-run charter schools in neighbouring urban areas in California. As deregulated public schools of choice, charter schools can be created by a group of parents, teachers, community members, educators and entrepreneurs upon approval by a state or local sponsor. Suggestions for parents in mediating some of the barriers of funding start up charter schools include establishing partnerships with community non profits or colleges. Instituting parent involvement requirements as a condition of enrollment and designing an on-going means for parents to learn how to make decisions, participate and govern in their school organizations.

Lynn (1998) did a research work on decentralisation and school-based management: the impact on central office roles and responsibilities. The goal of restructuring central offices is to transform hierarchical tradition bound organizations into entities focused on facilitation and support of site-based reform efforts. The purpose of the study were to identify the value reorientation and facilitation of the central office staff and determine the extent to which the actions of key central office personal matched policy contexts supportive of SBM. Qualitative research methods were used for the study. Key findings included central office leadership and support is not always influenced by administrator's experiences at a school site. Perceptual data provided by this study clarifies the importance of systematic change in

leadership strategies as they relate to the values, beliefs and orientations at the central office.

Ash (2000) did a study on decentralisation 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 prioritise the goals and interests of existing institutions and well to do or socially connected students and families above others.

Berk (2001) in his study on decentralisation and student achievement: The case of Nicaragua's school autonomy reform. Through this study he examined various aspects of Nicaragua's school autonomy reform which gave considerable decision making power in areas of administration, finance and pedagogy to participating schools. This study describes the reform process and evaluates its implications for efficiency and equity in the education sector. It also addresses the issue of whether a reform of this kind can be expected to succeed in communities with no school choice, or with high levels of poverty and income inequality.

Fernada (2002) conducted a study on 'Institutions, socio-political environments, and educational change lessons from decentralisation of educational services in Buenos Aires, Argentina : A comparative study'. The study conducted by using an integrative approach and methodology. This study traces different sources of explanation. As a whole the study demonstrates that when global trends are carried out at the national level, they are not only conditioned by national institutional frameworks but also

local socio-political environments in which they operate, proving that, in some cases, neither civic involvement nor decentralisation equal democratization at the local and school level.

Torress – Anizmendi and Anselmo (2004) described by their study on the Effects of decentralisation of education in Mexico in the quality of education. Participants in this study were involved in gaining professional development that took place through MC. Participants were seasoned Mexican teachers that taught in rural to urban settings in the interior of Mexico. This study included interviews, focus groups and observations. The study was grounded in literature about quality education, educational planning and power. However, the dedicated educators continue to participate in the program with the hope that their efforts will be rewarded in the future.

Jordan (2004) in his study on Educational decentralisation and school governance in South Africa: From policy to practice, introduced new policies for school governance, in pursuit of national goals of economic growth, equity and redress. This research examines the mediation of educational governance policy at school level, through a collective case study of high schools in two provinces. The main finding of the study is that there is variation in the extent to which the different types of schools in this study have begun to implement the governance policy as officially conceived as well as in the involvement of school communities and their constituent stakeholders in social governance.

Naidoo and Jordan (2004) in their study on ‘Educational decentralisation and school governance in South Africa from policy to practice’ highlighted the policies for school governance in pursuit of national goals of economic growth, democratization, equity and redress. This research examines the mediation of educational governance policy at school level, through a collective case study of six high schools in two provinces. The

main finding of the study is that there is variation in the extent to which the different types of schools in this study have begun to implement the governance policy as officially conceived as well as in the involvement of school communities and their constituent stakeholders in schools governance. The study focused on the 'democratic project' and its realization in the school governance.

Pellini, Arnaldo and Yliopisto (2007) in their study decentralized policy in Cambodia exploring community participation in the education sector, concluded that while traditional associations provide material contributions and support to schools, their participation in internal decision making process as well as educational matters is still limited. In addition, decentralisation policies in education have so far promoted community participation in schools through the creation of adhoc committees and councils that have failed to gain the same legitimacy enjoyed by traditional associations at village and community level.

Chung (2008) through his comparative study of the educational decentralisation in china and Korea 1985-1995 motives, actions and results, found out some similarities and differences between two countries in this subject. The major similarities found include the economic and political crises as motivating forces, secondly the establishment of legal infrastructures. Thirdly some positive consequences of reform such as increased educational funds and local educational autonomy. The important differences are mainly financial problem in China versus political problem in Korea, Secondly the major activation strategies, Thirdly the main consequences of educational decentralisation, improved fiscal efficiency in China versus enhanced political autonomy in Korea. Both countries experienced some side effects or limits of decentralisation.

Rocio (2008) made some conclusions through his study institutional change in Mexico through decentralisation explored that the sub national authority over the education system redefined the local political power structure by localizing corporatist mechanisms, which ultimately lead to the decentralization of education institutions to local political elite groups.

Kala Mandira (2009) conducted a study on ‘Decentralisation in Kerala: revealing the deliberative sphere, political agency and citizen well beings’ explored how and in what way does democratic practice address distributional inequalities in the space of human capabilities and freedoms. The findings of the research revealed various discursive strategies citizens employ in the deliberative sphere of the Gram sabha, as a function of their political agency to pursue valued well beings. The study makes a substantive and methodological contribution to both policy literatures by operationalising the intersection between deliberation – based redistributive arrangements and evaluation of such arrangements in terms of human capabilities and freedoms, within the framework of a real world policy setting in India.

Shahram (2010) conducted a study on organizational partnerships and educational decentralisation examining organization – level partnerships to better understand the educational involvement of Grama Panchayats in Andhra Pradesh, indicate stark inequalities still persist in primary education between children of various backgrounds. The policy makers should consider a range of new policy and programming – oriented supports for village Education Committees and Grama Panchayats.

Conclusion

The investigator does not claim that the survey of studies attempted in this chapter is complete. Even then the investigator could collect ample literature relating to the research study. Most of the studies have been

conducted in foreign countries. The studies like 'Decentralisation Policy in Cambodia: Exploring Community participation in the education sector', 'Decentralisation of Educational Administration in Egypt and its Effects', A survey of attitude toward unification in four north San Diego country school districts, Educational decentralization and school governance in South Africa from policy to practice, Decentralisation and student achievement. The cases of Nicaragua's school autonomy reform were most effective to form the objectives, methodology and to construct the tools for the study. In India, there are some studies in the educational administration and decentralization, and also decentralization of educational administration. But in Kerala context the number of studies in this area is very rare. Thus the investigator felt the need to fill this gap to a certain extent. The investigator believes that the present study in the general education of Kerala will be a guideline for future studies in this area and it will lead to open deep and fruitful discussion in this field.

CHAPTER III

METHODOLOGY

- ◆ *Objectives of the study*
- ◆ *Design of the study*
- ◆ *Sample for the study*
- ◆ *Techniques and tools used for the study*
- ◆ *Data collection procedure*
- ◆ *Statistical techniques used*

METHODOLOGY

In the present study the investigator made an attempt to investigate the administration of General education in Kerala with reference to decentralisation. The methodology of the present study is classified and presented in the following headings.

1. Objectives of the study
2. Design of the study
3. Sample for the study
4. Tools used for the collection of the data
5. Data collection procedure
6. Statistical techniques used for analysis

I Objectives of the Study

The objectives of the present study is given below.

1. To study the historical aspects of educational administration in Kerala.
2. To analyse the policies and programmes of education and its administration with a view to assess its decentralised nature.
3. To analyse the delegated powers of educational administrators and Panchayathiraj Institutions in relation to decentralisation.
4. To study the attitude of
 - a) Teachers
 - b) Educational Administrators'
 - c) Members of Panchayathiraj Institutionstowards decentralisation of educational administration.
5. To study the extent of community participation in educational administration.

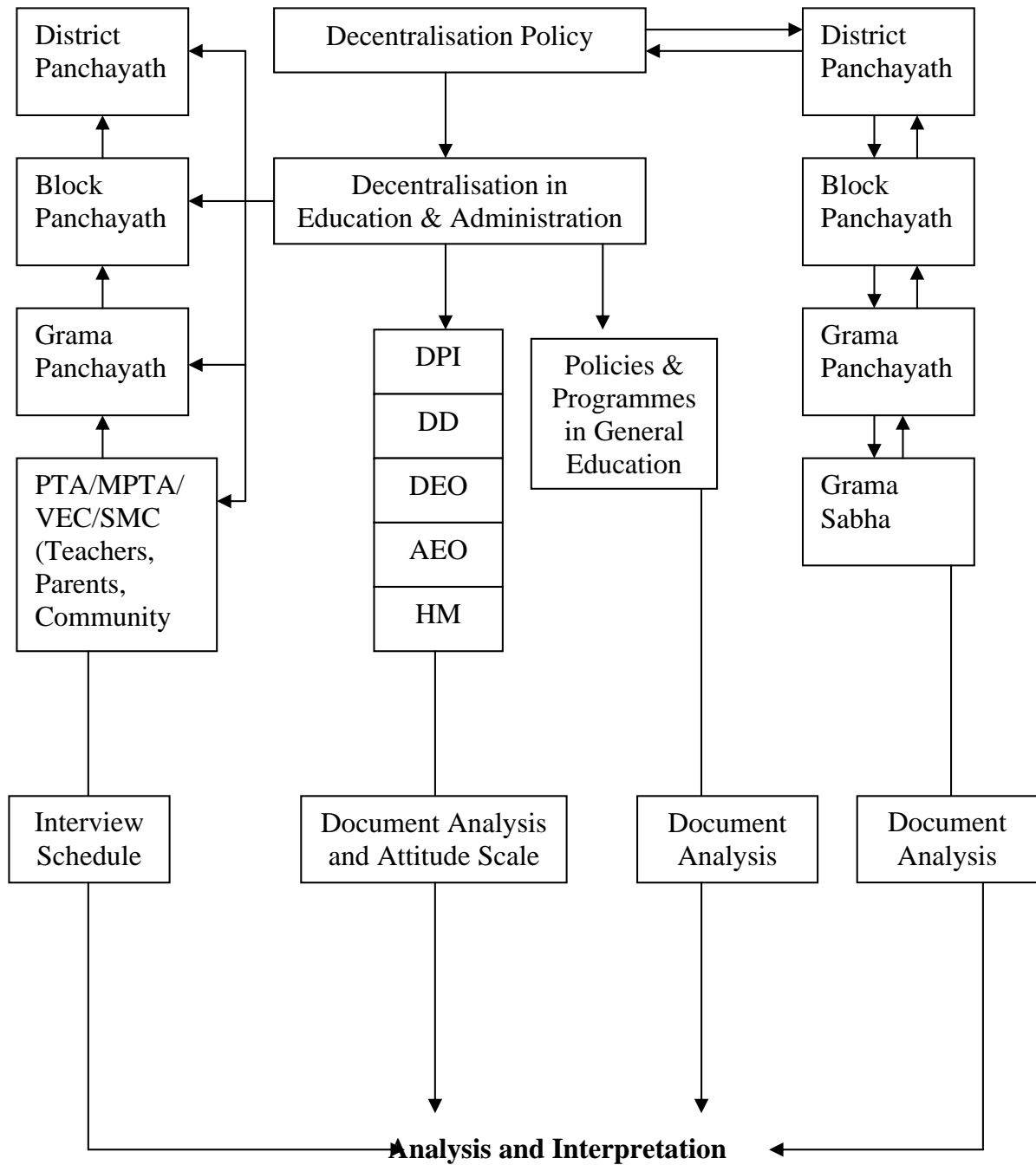
6. To identify the emerging trends in educational administration.

II Design of the Study

The study has been designed with both quantitative and qualitative nature. In order to realize all objectives this study demands both qualitative methods and quantitative methods.

Reynolds, Creemers and Stringfield (2000, p. 17) argue that mixed method are essential in comparative work and suggest researchers to utilise ‘multiple methods of investigation rather than only quantitative or qualitative methods.’ In this study the main items of information to be collected are the major administrative changes in the education system since 1996. The questions which the researcher wanted to seek answer were related to major administrative changes in the general education sector since the implementation of decentralization of powers.

Research Framework



III Sample for the Study

The basic purpose of any research is to discover principles that have universal application. In this process to study the total population for arriving generalisation is not practicable. Hence the process of sampling makes it

possible to reach reliable inferences of generalisations on the basis of systematised observation of the representative sample of the population.

According to Best (1996) “A population is any groups of individuals that have one or more characteristics in common that are of interests to the researcher. A sample is a small proportion of population selected for observation and analysis”.

The population selected for the present study is the Teachers, Educational Administrators, Members of Panchayathi Raj Institutions, Members of Parent Teacher Association, Members of Mother PTA and School Development Committee.

For the selection of an adequate sample for the investigation the investigator followed purposeful sampling. Samples were collected from various revenue districts of Kerala. The sample consisted of three categories. viz.

- a) Teachers (Lower primary, Upper primary, High Schools)
- b) Educational Administrators (Assistant Educational Officers, District Education Officers, Deputy Director of Education).
- c) Members of Panchayathi Raj Institutions (Members of Grama Panchayath, Members of Block Panchayath and Members of District Panchayath).
- d) Community Members (Parent Teacher Association Members, Mother PTA members and Members of School Development Committee).

A Brief description of the Sample for the present study is given below

a) Teachers

To know the attitude of teachers towards decentralisation of educational administration, 350 teachers in lower primary, upper primary and high schools were selected as the sample.

b) Educational Administrators

To know the attitude of Educational Administrators towards decentralisation of educational administration 90 administrators were selected mainly from Assistant Educational Officers, Deputy Director of Education, District Educational Officers.

c) Members of Panchayathi Raj Institutions

300 Panchayathi Raj members from different districts of Kerala were selected for the study.

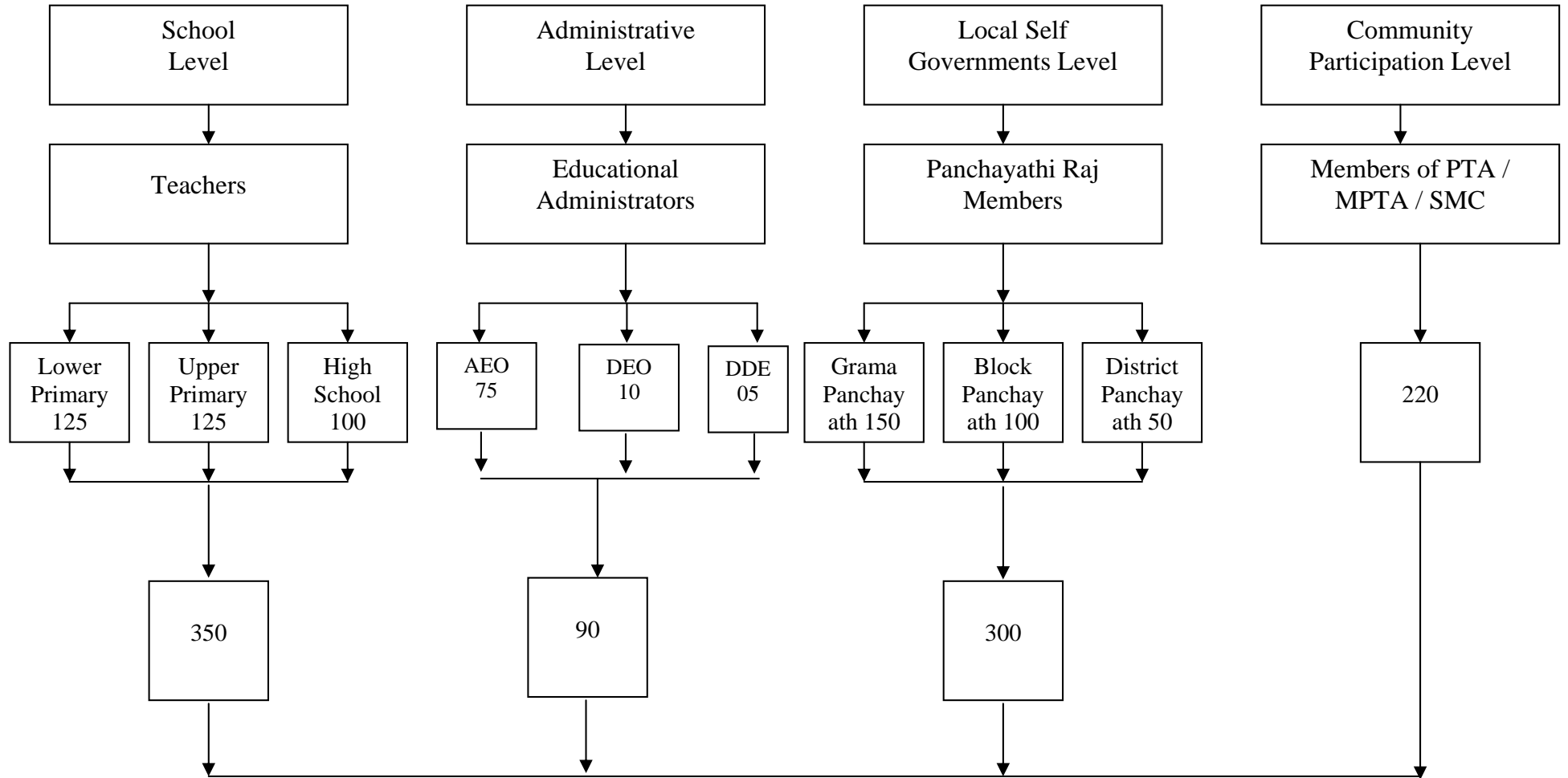
d) Members of Parent Teacher Association, Mother Parent Teacher Association

For studying the community participation in educational administration 220 members from different districts were selected.

The present study is conducted using a representative sample of 960 stakeholders mainly from Kasargod, Kannur, Kozhikode, Malappuram, Palakkad, Thrissur and Ernakulam districts of Kerala.

Fig.3.1

Break up of the sample for the study



IV Techniques and Tools used for the study

Document Analysis

According to Fraenkel & Wallen (2008) document analysis refers to the analysis of content of any type of written or visual communication such as minutes of meetings, announcements, formal policy statements, letters and so on. While discussing, historical methods, Good (1961) described 'documentation' as any process of proof based upon any kind of source whether written, oral, pictorial, or archeological. However, this description refers to analysis done by historians.

Caulley (1983, p. 19) argues that "document analysis is superior or findings out retrospective information about a programme and may be the only way that certain information may be obtainable." His use of the term 'Superior seems to be more apt in regard to information related to the past which are properly documented. Though there can be enough chances for the peoples related to or involved in a programme to recall everything in the same order and depth and moreover realistically, there are chances of duplication of data. But once information are documented, there is very little chance for the duplication of the information. The word document according to Caulley is used to mean a written source of historical information, as contrasted with oral testimony, or artifacts, pictorial survivals and archeological remains.

Lincon and Guba (1985, p. 277) distinguish documents and records on the basis of whether the text was prepared to attest to some formal transactions. According to them records include marriage certificates driving licenses, building contracts and banking statements. Documents on the other hand, are prepared for personal rather than official reasons and include diaries, memos, field notes, letters and so on. Hodder (2000 p.703) admits this distinction has some parallels with the distinction between writing and

speech. According to him documents are closer to speech and require more contextualized interpretation and involve a personal technology. Records, on the other hand, may have local uses that become very distinct from officially sanctioned meanings and a full state technology of power. In the context of qualitative research, Hodder adds (p. 704) “researchers may be able to get access to documents whereas access to records may be restricted by laws regarding privacy, confidentiality and anonymity.” However, the terms document and records are used interchangeably throughout the study.

The focus of historical accounts according to Thomas (1998) can be individual persons, segments of society, institutions, geographic units, educational philosophies, educational practices and events. Since this study is an investigation about the educational administration of general education, the holistic coverage of the entire aspects is necessary. Investigative studies examine the present state of theoretical aspects and assesses the practical implementation of all events.

In this study the document analysis is one of its techniques. Normally researcher analyze documents with some objectives in mind or with some general idea of what is looking for. Document analysis involves the selection of facts from documents. Objectives or questions acts as selection devices for facts and give rise to the interpretation coming out of document analysis. Evaluation involves the interpretation of facts. Document analysis is one of the methods of data analysis that leads to actual truths.

In this study there are three important parts related to this method. Access to documents, documents categorization and analysis. After designing the research objectives, the researcher first collected relevant documents during his field work in Kerala.

Access to Documents

All the documents related to this research were government publications both in Malayalam (the official language of Kerala State) and English. They are available from concerned departments and government offices at the state level, district level, Block level, Grama Panchayath Offices, Deputy Director of Education and District Education officer.

The researcher first collected official documents, copies of Government orders and other materials such as published books and articles on the topic of decentralised planning implemented in Kerala since 1996. Special attention was given to collect documents related to education and its administration. For this purpose the researcher had visited various Government Offices such as State Planning Board, General Education Department Centre for Development Studies, State Council for Education Research and Training and Kerala Institute for Local Administration at Mulakunnathukavu, Thrissur.

At the district level, the researcher visited District Panchayath Offices, District Project Office of SSA and District Planning Office. From the selected Grama Panchayath the researcher was able to collect the 'development reports' which describe the educational background, educational statistics and educational projects implementation. All these reports were published in Malayalam. Copies of project reports for the last three years were also availed. These materials helped the researcher to get an overall idea about various educational programmes implemented in Kerala.

Documents Categorization

The collected documents were categorized as follows:

◆ Formal Official Publications

Documents related to rules and regulations, public acts, government decisions special notifications, circular, and government reports. Various handbooks and guidebooks published by the different Government departments are also included in this category.

◆ Official Statistics (Published)

Educational Statistics published by Department of Education, State Planning Board and District Level Offices of Education.

◆ Non-Official Documents

Written by experts, journalist consultant groups and papers presented by different experts in seminars.

The researcher, however, analysed 150 official documents coming under the above three categories.

Breakup of Documents Used for Analysis

Categories of Documents	Publication
Official documents	Govt. of Kerala & Govt. of India
Handbooks, Draft papers on decentralised planning especially education	State Planning Board/Department of Education/Department of Local
Official Statistics	State Planning Board/Department of Education
Development Reports	District/Block/Grama Panchayaths
Various Annual Plan Reports	District/Block/Grama Panchayaths
Newspapers and Magazines	Local and National Dailies

The first category of documents were the primary sources of data in this study. These primary sources mainly acted as the 'product' and 'process' documents which illuminated the past decision making and processes related to the effect of decentralisation process on educational administration. The Sixth Category of documents belonged to the secondary sources. As regard to this the researcher collected many newspapers and magazine reports and studies from every sources.

The social and administrative changes through the decentralisation of powers in the state as part of the political decision taken by then government in 1996. Thus some of the official documents were published in the form of promotional literature. These documents were mainly prepared by government officials or persons appointed by the government. Hence they were written to make the programme look good, and sometimes as a propaganda tool infavour of the government, promising and thus may be misleading. However, the researcher takes precautions against such anticipated limitations as regard to the documents.

b) Tools used for collecting the Data

In the present study, the investigator used the survey method to investigate the attitude of different stake holders towards decentralisation of educational administration and to know the community participation in educational administration. The following tools were developed for the present study.

1. Scale of Attitude towards Decentralization of Educational Administration for teachers
2. Scale of Attitude towards Decentralization of Educational Administration for Educational Administrators

3. Scale of Attitude towards Decentralization of Educational Administration for Panchayath Raj Members
4. Interview schedule for PTA/MPTA/SMC Members on Community Participation in Educational Administration.

Attitudes Scales for teachers, Educational Administrators, Members of Panchayathi Raj Institutions were constructed and standardised by the investigator himself. The Interview schedule for community members was also prepared by the investigator. For preparing the interview schedule the investigator have discussed in detail with his supervising teacher, educational experts, Administrators and teachers of various categories.

Description of the Tools

A brief description of the procedure followed in the development of the tools is presented below.

1. Scale of Attitude towards Decentralization of Educational Administration for teachers

The tool consists of two sections: Section A and Section B. Section A was meant to collect general information regarding name, qualification. Section B was meant to measure the level of attitude of teachers towards decentralisation of educational administration.

a) Preparation of items

The first step in the preparation of Attitude Scale is to obtain items, that is statements, which will represent respective statements, which will represent respective dimensions. Initially 60 statements were prepared. The investigator prepared all statements with the help of the supervising teacher. The scale was prepared the based on the Principals of Attitude Scale construction by Edwards (1957). Three dimensions were fixed namely government framed educational rules,

powers given to Panchayathi Raj Institutions in Kerala and powers of Parent Teachers Association Mother PTA, village Education Committees and School Management Committees. All the statements in the Scale were subject to expert criticism. On the basis of expert criticism some statements were deleted and some were modified. The details regarding the dimensions of the Attitude Scale is given below.

1) Educational Rules framed by Government of Kerala.

The administration of general education in the state is based on the rules framed by Government of kerala mainly Kerala Educational Rules (KER), Kerala Service Rules (KSR) and Special rules. In this section 12 items are included each item deals with government framed educational rules.

Example: All the Head Masters/Mistress should give more independent powers.

2) Powers of Panchayathi raj institutions in Kerala

The PRIs in kerala are integral part of decentralization policy implementation. As part of the KPR Act some of the Governmental powers were transferred to Local self governments in the state especially in education sector.

In this section 13 items are included each item related to the powers of Panchayathi Raj Institutions in Kerala.

Example: Control and Administration of Lower Primary Schools by the Grama Panchayath is a good initiative.

3) Powers of PTA/MPTA/VEC/SMC through which community involved in educational administration.

The core of decentralization philosophy is the involvement of the community in the developmental as well as democratic affairs of the state. Here in education the community involvement is mainly through the functions of PTAs/MPTAs/VECs and SMCs.

In this section 21 items are includes each item with the powers of PTA/ MPTA/Village Education Committees/School Management Committees.

Example: Social Auditing Process though PTAs should be encouraged.

b) Preliminary Tryout

The draft tool consisted of sixty items was administered among a sample of 110 school teachers of Palakkad district. The draft tool includes all the guidelines and directions to respond. Respondents were asked to respond each item in a five point scale that is strongly agree, agree, undecided, disagree, and strongly dis agree. For positive items a score of 5, 4, 3, 2 and 1 and for negative items 1, 2, 3, 4 and 5 were given respectively. Data collected and consolidated for further analysis.

c) Item analysis

Item analysis was done to determine the discriminating power of each item. The first step in item analysis was to identify the lower 27 percentage and upper 27 percentage of the respondents. Discriminating power was calculated by finding the 't' values of each item of upper and lower groups. 't' was calculated by using the following formula.

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{\sigma_1^2}{N_1} + \frac{\sigma_2^2}{N_2}}}$$

d) Selection of items and preparation of the final tool

Items having higher 't' values indicate the high discriminating power. Initially, the investigator constructed 60 items and administered on a sample population. As per the item analysis items having values greater than 2.58 were selected for the final tool Hence the investigator selected 46 items having higher 't' values. The basic dimensions of the tool were also taken in to

consideration while selecting the items. The draft form of scale of attitude towards decentralization of educational administration for teachers is presented as Appendix II.

TABLE – 3.1

**Items under each dimensions of Scale of Attitude towards
Decentralisation of Educational Administration for Teachers**

Sl.No	Dimensions	Items No	Total
1.	Government frames educational rules	1-12	12
2.	Powers of Panchayathi Raj Institutions in Kerala	13-25	13
3.	Powers of PTA / MPTA / VEC / SMC through which community involved in educational administration	26-46	21
	Total		46

Mode of Answering and Scoring

In the attitude scale for teachers on decentralisation of educational administration 46 items were includes and there are five responses against each statement in strongly agree, agree, undecided and strongly disagree.

Responses	Scores
Strongly Agree	5
Agree	4
Undecided	3
Disagree	2
Strongly Disagree	1

Positive statements were scores 5, 4, 3, 2, 1 respectively, the negative statements were scores in reverse direction 1, 2, 3, 4 and 5 respectively for strongly agree, agree, undecided disagree.

Reliability of the Tool

The reliability of the attitude scale was found by split-half method. The reliability of the tool was calculated by the Spearman Brown formula. The obtained reliability co-efficient of the tool is 0.82. It shows that the scale is highly reliable to measure the attitude of teachers towards decentralisation of educational administration.

Validity of the Tool

Validity is an indispensable characteristic of a measuring device. Which indicates the degree to which an instrument measures what it is supposed to measure.

Since the attitude scale was prepared based on the existing theory with the help of source books and in consultation with the experts, the investigator ensured construct validity of the tool. Face validity is established by seeking opinion from experts.

2. Scale of Attitude towards Decentralization of Educational Administration for Educational Administrators

The tool consists of two sections, section A and Section B. Section A was meant to collect general information. Section B was meant to know the level of attitude of educational administrators towards decentralisation of educational administration.

a) Preparation of items

Initially 53 statements were prepared. The investigator wrote all statements with the help of his supervising teacher. The statements were subjected to expert criticism, some of statements were deleted and some were modified. Thus the final scale contains 35 items. The details regarding the dimensions of the Attitude Scale is given below. The tool consists of 35 items based on 4 basic dimensions of the problem namely, theoretical background of decentralisation philosophy, Government rules and regulations on Educational Administration, Powers given to Panchayathi Raj Institutions in Kerala and powers of PTA./MPTA/Village Education Committees and School Management Committees.

1) Theoretical foundations of decentralization philosophy

The decentralization philosophy has rich theoretical base. It is a mixture of many social theories and administrative thoughts. The content of decentralization in its practical implementation stage will change according to the changing nature of the society.

In this section 10 items are included each item with the theoretical background of decentralisation philosophy. Example: Today's decentralization philosophy has lost its Gandhian philosophical spirit.

2) Educational Rules framed by Government of Kerala.

The administration of general education in the state is based on the rules framed by Government of Kerala mainly Kerala Educational Rules (KER), Kerala Service Rules (KSR) and Special rules. In this section 10 items are included each item deals with government framed educational rules.

Example: All the School heads should be given more independent charges.

3) Powers of Panchayathi raj institutions in Kerala

The PRIs in Kerala are integral part of decentralization policy implementation. As part of the KPR Act some of the Governmental powers were transferred to Local self governments in the state especially in education sector. In this section 10 items are included each item deals with powers given to Panchayathi Raj Institutions in Kerala.

Example: The involvements of Panchayathi Raj in the field of education will increase the quality of education.

4) Powers of PTA/MPTA/VEC/SMC through which community involved in educational administration.

The core of decentralization philosophy is the involvement of the community in the developmental as well as democratic affairs of the state. Here in education the community involvement is mainly through the functions of PTAs/MPTAs/VECs and SMCs. In this section 5 items are included each item deals with the powers of PTA/MPTA/VEC/SMC through which community involved in educational Administration.

Example: I think stronger PTAs are the back bone of decentralisation philosophy in educational administration.

b) Preliminary Tryout

The draft tool consisted of Fifty three items was administered among a sample of 30 Educational Administrators of Kerala. The draft tool includes all the guidelines and directions to respond. Respondents were asked to respond each item in a five point scale that is strongly agree, agree, undecided, disagree, and strongly disagree. For positive items a score of 5, 4, 3, 2 and 1 and for negative items 1, 2, 3, 4 and 5 were given respectively. Data collected and consolidated for further analysis.

c) Item analysis

Item analysis was done to determine the discriminating power of each item. The first step in item analysis was to identify the lower 27 percentage and upper 27 percentage of the respondents. Discriminating power was calculated by finding the 't' values of each item of upper and lower groups. 't' was calculated by using the following formula.

$$t = \frac{X_1 - X_2}{\sqrt{\frac{\sigma_1^2}{N_1} + \frac{\sigma_2^2}{N_2}}}$$

d) Selection of items and preparation of the final tool

Items having higher 't' values indicate the high discriminating power. Initially, the investigator constructed 53 items and administered on a sample population. As per the item analysis items having values greater than 2.58 were selected for the final tool. Hence the investigator selected 35 items having higher 't' values. The basic dimensions of the tool were also taken in to consideration while selecting the items. The draft form of scale of attitude towards decentralization of education administration for educational administrators is presented as Appendix IV.

TABLE – 3.2
Items Under Each dimensions of Scale of Attitude towards
Decentralisation of Educational Administration for
Educational Administrators

Sl. No	Dimensions	Items No	Total
1.	Theoretical dimension of Decentralisation	1-10	10
2.	Government Educational Rules and Regulations	11-20	10
3.	Powers of Panchayathi Raj Institutions and Education	21-30	10
4.	Powers of PTA / MPTA / VEC/SMC in Educational Administration	31-35	5
	Total		35

Mode of Answering and Scoring

In the attitude scale for educational administrators on decentralisation of educational administration 35 items of were included and there are five responses against each statement i.e., strongly agree, agree, undecided, disagree and strongly disagree.

Responses	Scores
Strongly Agree	5
Agree	4
Undecided	3
Disagree	2
Strongly Disagree	1

Positive statements were scored 5, 4, 3, 2, 1 respectively, the negative statements were scored in reverse direction 1, 2, 3,4 and 5 respectively for strongly agree, agree, undecided disagree and strongly disagree.

Reliability of the tool

Reliability of the tool was established by using split half method. The reliability of the scale was calculated by the Spearman-Brown formula. The reliability co-efficient of the scale was 0.83. It shows that the tool is a reliable one to measure the attitude of educational administrators towards decentralisation of educational administration.

Validity of the tool

Validity is an indispensable characteristic of a measuring device. According to Best (1995) 'validity is that quality of a data gathering instrument or procedure that enables it to some measures what is supposed to measure.

Since the Attitude Scale was prepared based on existing theory with the help of source books and in consultation with the experts the investigator claims construct validity for the tool. The face validity of the scale was established beyond doubt, that which the items selected are from various aspects of educational administration and decentralization. The opinion of a team of experts too was sought in this regard.

3. Scale of Attitude towards Decentralization of Educational Administration for Panchayath Raj Members

The tool consists of two sections. Section A and Section B. Section A was meant to collect general information, Section B was meant to measure the level of attitude of Panchayathi Raj members towards decentralisation of educational administration.

a) Preparation of items

Initially 54 statements were prepared. The investigator prepared all statements with the help of the supervising teacher. The items were subjected to expert criticism some statements were deleted and some are modified. The details regarding the dimension of the attitude scale is given below.

1) Theoretical foundations of decentralization philosophy

The decentralization philosophy has rich theoretical base. It is a mixture of many social theories and administrative thoughts. The content of decentralization in its practical implementation stage will change according to the changing nature of the society.

In this section 5 items are included each item with the theoretical background of decentralisation philosophy. Example: Decentralisation making a choice between democracy and bureaucracy among people.

2) Educational Rules framed by Government of Kerala.

The administration of general education in the state is based on the rules framed by Government of Kerala mainly Kerala Educational Rules (KER), Kerala Service Rules (KSR) and Special rules. In this section 10 items are included each item deals with government rules and regulations in educational administration. Example: Lack of my knowledge in new educational rules is a barrier for solving new educational problems.

3) Powers of Panchayathi raj institutions in Kerala

The PRIs in Kerala are integral part of decentralization policy implementation. As part of the KPR Act some of the Governmental powers were transferred to Local self governments in the state especially in education sector. In this section 10 items are included each item deals with powers given to Panchayathi Raj Institutions in Kerala. Power transferred to

Panchayathi Raj Institutions in Education Sector. In this section 15 items are included each item deals with the powers of Panchayathi Raj Institutions in the field of educational administration. Example: The working of Panchayathi Raj Institutions in the field of education is a failure.

4) Powers of PTA/MPTA/VEC/SMC through which community involved in educational administration.

The core of decentralization philosophy is the involvement of the community in the developmental as well as democratic affairs of the state. Here in education the community involvement is mainly through the functions of PTAs/MPTAs/VECs and SMCs. In this section 10 items are included each item deals with the powers of PTA/MPTA/VEC/SMC through which community involved in educational Administration.

Example: I think that through Mother PTAs we can uplift the women community.

a) Preliminary Tryout

The draft tool consisted of Fifty four items was administered among a sample of 70 Panchayathi Raj Members of Kerala. The draft tool includes all the guidelines and directions to respond. Respondents were asked to respond each item in a five point scale that is strongly agree, agree, undecided, disagree, and strongly disagree. For positive items a score of 5, 4, 3, 2 and 1 and for negative items 1, 2, 3, 4 and 5 were given respectively. Data collected and consolidated for further analysis.

b) Item analysis

Item analysis was done to determine the discriminating power of each item. The first step in item analysis was to identify the lower 27 percentage and upper 27 percentage of the respondents. Discriminating power was

calculated by finding the 't' values of each item of upper and lower groups.'t' was calculated by using the following formula.

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{\sigma_1^2}{N_1} + \frac{\sigma_2^2}{N_2}}}$$

c) Selection of items and preparation of the final tool

Items having higher't' values indicate the high discriminating power. Initially; the investigator constructed 54 items and administered on a sample population. As per the item analysis items having values greater than 2.58 were selected for the final tool. Hence the investigator selected 40 items having higher't' values. The basic dimensions of the tool were also taken in to consideration while selecting the items. The draft form of Scale of attitude towards decentralization of education administration for Members of Panchayathi Raj Institution is presented as Appendix VI.

TABLE – 3.3

**Items Under each dimension of the Scale of Attitude towards
Decentralisation of Educational Administration for
Panchayath Raj Members**

Sl.No	Dimensions	Items No	Total
1.	Theoretical foundation of decentralisation philosophy	1-5	5
2.	Government Rules and Regulations on Educational Administration	6-15	10
3.	Powers transferred to Panchayathi Raj Institutions mainly on Educational matters	16-30	15
4.	Powers of PTA/MPTA/VEC/SMC in Educational Administration	31-40	10
	Total		40

Mode of Answering and Scoring

In the attitude scale for Members of Panchayathi Raj institutions on decentralisation of educational administration 40 items of were included and there are five responses against each statement i.e., strongly agree, agree, undecided, disagree and strongly disagree.

Responses	Scores
Strongly Agree	5
Agree	4
Undecided	3
Disagree	2
Strongly Disagree	1

Positive statements were scored 5, 4, 3, 2, and 1 respectively, the negative statements were scored in reverse direction 1, 2, 3, 4, and 5 respectively for strongly agree, agree, undecided, disagree and strongly disagree.

Reliability of the tool

Reliability of the tool was found by using split half method. The reliability of the tool was calculated by the Spearman-Brown formula. The obtained reliability is 0.86 which suggest that the scale is highly reliable to measure the attitude of members of Panchayathi Raj institutions towards decentralisation of educational administration.

Validity of the Tool

For establishing validity, the investigator subjected the items for expert's evaluation. As per the evaluation of the experts, the items cover the significant aspects of decentralisation of educational administration. So the

content validity is established. In order to establish the face validity of the items the tool is given for famous educationalists and experts for the feedback.

4. Interview Schedule on Community Participation in educational administration for members of the community

Community participation perceives as a context specific expression based on the degree of involvement of people, to bring certain systematic changes with a basic objective of ushering development and improvement in the quality of life of the participant. Community participation in educational administration also demands the involvement of parents and other community leaders as partners in supporting educational activities that contribute to the improvement of their own educational needs.

An interview schedule on the community participation in Educational Administration is prepared for collecting the data about the extent of community participation in educational administration in Kerala. The schedule consists of both yes/No questions and open ended questions relating to the following dimensions.

- a) Theoretical knowledge area
- b) Development activities in the school
- c) Community resource mobilisation
- d) Monitoring of different government programmes.

The main purpose of the interview schedule was to know the community participation in educational administration in the state and also to find out the involvement of community members to implement different educational programmes sponsored by both central and state government.

Interview Guidelines

Open ended and closed ended questions were used in this interview. Open ended questions do not give respondents answer to choose from. Closed ended questions limit respondents answer to the survey. The participants are allowed to choose from a set of answers, such as responses with code numbers, or ranking scale response options.

Probes were placed throughout interviews to encourage respondents to add more information or clarify their response. The researcher filled up the interview schedule during the interviews according to their responses.

Interview settings

220 community members were selected for the interview from PTA/MPTA/SMCs. All interviews were held at various places, i.e., respondents home, schools, *vayanasalas* and some from government offices. During the interview the researcher motivated the respondents to give maximum reliable answers. The community members from rural areas were not acquainted with their real roles in educational administrative activities in schools. Some of them are well aware of the role played by local self governments in this regard. Interview participants were asked more specific questions about their roles and responsibilities in educational administration.

Scoring and Consolidation of Data

The Scale of Attitude on decentralisation of Educational Administration for teachers, Educational Administrators and Members of Panchayathi Raj Institutions consist of Five alternatives to each statements, that are strongly agree, agree, undecided, disagree and strongly disagree. The respondents were instructed to tick any one of the five choices for each statement. The scoring key was used to quantify the responses. Positive statements were given the scores 5, 4, 3, 2, 1 for responses strongly agree,

agree, undecided, disagree and strongly disagree. The negative statements were scored in reverse direction and the score were given as 1, 2, 3, 4, and 5.

The responses of parents and community members collected through interview schedule were recorded and consolidated with the standard format prepared by the investigator. These consolidated data were used for further analysis.

Data Collection Procedure

After fixing the sample the investigator approached the teachers, educational administrators, member of Panchayathi Raj Institutions and members of Parent Teacher Association/Village Education Committees from seven representative districts, mainly Kasargod, Kannur, Kozhikode, Malappuram, Palakkad, Trissur and Ernakulam. After getting permission from the head of the institution, proper instructions were given and the tool was distributed to the teachers. Enough time was given for responding. The investigator has visited the training programmes for Panchayathi Raj members at KILA (Kerala Institute of Local Administration) and collected data. And to know the community participation in education administration the data collected through using an interview schedule and that was administered to the members of PTA/MPTA and SMC. These samples were selected randomly from various districts. Interviews were conducted personally by the investigator and the responses were recorded accordingly.

STATISTICAL TECHNIQUES USED

The following statistical technique was used to analyse the data.

- 1) The investigator used percentage analysis to analyse the data.

CHAPTER IV

ANALYSIS AND INTERPRETATIONS

- ◆ *Profile of the State*
- ◆ *Quantitative and Qualitative Analysis data*

ANALYSIS AND INTERPRETATIONS

PROFILE OF THE STATE

The state of Kerala came into existence in 1956, as a result of the reorganization of states, by merging the Malabar District and Kasaragod Taluk of South Kanara District of the then Madras State with a major part of the Travancore-Cochin State. Its capital is at Thiruvananthapuram, but its High Court functions at Kochi and regional language is Malayalam. Kerala's fourteen districts are distributed among Kerala's three historical regions. Malabar (Northern Kerala), Kochi (Central Kerala) and Travancore (Southern Kerala). Kerala's modern day districts (listed in order from north to south) are included in them as follows.

Malabar	:	Kasaragod, Kannur, Wayanad, Kozhikode, Malappuram, Palakkad
Kochi	:	Thrissur, Eranakulam
Travancore	:	Kottayam, Idukki, Alappuzha, Pathanamthitta, Kollam, Thiruvananthapuram.

Area and Location

According to the 2011 census its area is 38,863 Sq.Km, which is just 1.18% of the total area of the country. Located between 8° 18' and 12° 48' north attitude and between 74° 52' and 77° 22' east longitude. It is surrounded by Karnataka in the north and north east, Tamil Nadu in the east and south, and Arabian Sea in the West. Its western coast stretches along a distance of about 570 kilometers Kerala's location on the map of India is shown in Figure. 4.1 (Map of Kerala).



Educational Scenario in Kerala

Education in the present day context is perhaps the single most important means for individuals to improve personal endowments, build capacity levels, overcome constrain, and in the process enlarge their available set of opportunities and choices for a sustained improvement in well-being.

Kerala's educational development shows that it has successfully tackled the first generation problems like illiteracy, low girls enrolment in schools, gender gaps and gap among different social groups.

Literacy

Literacy is a basic step towards education which is a process of life learning and an entry point to the world of information and communication. Traditionally literacy has been commonly defined as the ability to read and write at an adequate level of proficiency that is necessary for communication. More recently, how ever, literacy has taken on several meanings.

As literacy development is concerned; Kerala has the distinction of being historic state in India so far.

Kerala achieved the highest literacy rate of 93.91 as compared to the all India average of 74 percent in 2011. Kerala's female literacy rate is 91.98% and male literacy rate is 96.02 percent they are unique when compared to the corresponding national figures. Among the district in Kerala, Pathanamthitta has the highest literacy rate of 96.93 percent and Palakkad has the lowest literacy of 88.49 percent. The fact remains that regional and gender disparities in literacy are marginal in Kerala. The relevant facts giving literacy rate by sex for state and districts are presented in table No... More over there is no regional and gender disparities in illiteracy at a significant level.

TABLE 4.1

District wise literacy rate in Kerala

State / District Code	State / District	Literacy Rate*					
		Persons		Males		Female	
		2001	2011	2001	2011	2001	2011
1	2	3	4	5	6	7	8
32	Kerala	90.86	93.91	94.24	96.02	87.72	91.18
01	Kasargod	84.57	89.85	90.36	93.93	79.12	86.13
02	Kannur	92.59	95.41	96.13	97.54	89.40	93.57
03	Wayanad	85.25	89.32	89.77	92.84	80.72	85.94
04	Kozhikode	92.24	95.24	96.11	97.57	88.62	93.16
05	Malappuram	89.61	93.55	93.25	95.78	86.26	91.55
06	Palakkad	84.35	88.49	89.52	92.27	79.56	84.99
07	Thrissur	92.27	95.32	95.11	96.98	89.71	93.85
08	Eranakulam	93.20	95.68	95.81	97.14	90.66	94.27
09	Idukki	88.69	92.20	92.33	94.84	85.02	89.59
10	Kottayam	95.82	96.40	97.34	97.17	94.35	95.67
11	Alappuzha	93.43	96.26	96.27	97.90	90.82	94.80
12	Pathanamthitta	94.84	96.93	96.41	97.70	93.43	96.26
13	Kollam	91.18	93.77	94.43	95.83	88.18	91.95
14	Thiruvananthapuram	89.28	92.66	92.64	94.60	86.14	90.89

Source: Census Report Government of India, 2011.

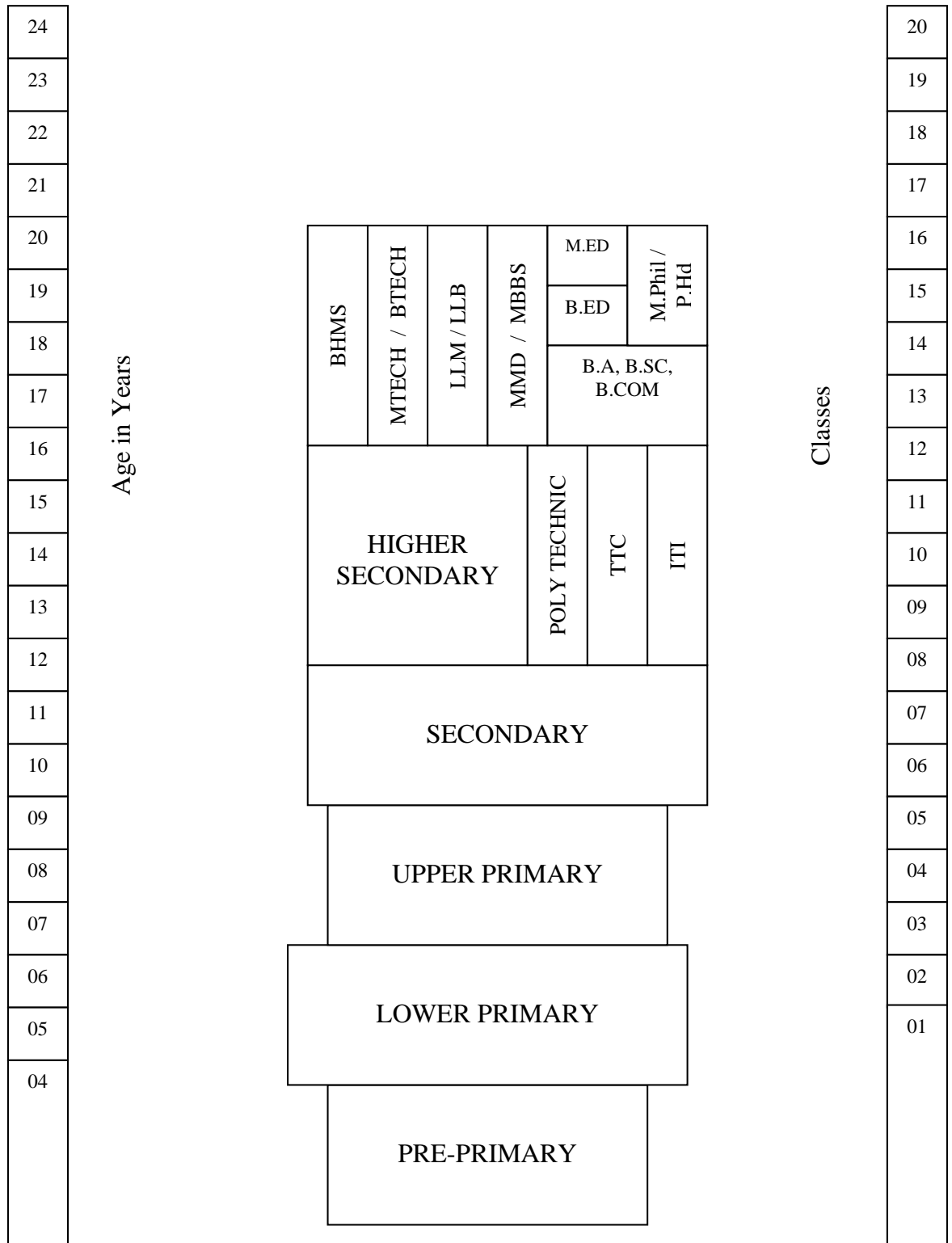
(* Literacy rate is the percentage of literates to population aged 7 years and above)

Educational System

The structure of education system of Kerala is shown in Figure No.4.2. It follows the 10+2+3 system with entry to formal class I at a stage of Five Plus. Pre-primary education is also the responsibility of the state government

with the help of central government. The lower primary (LP) stage consists of four years and the upper primary (UP) stage of three years education for children in the age of 5 to 9 and 10 to 12 years respectively. The next three years from the secondary stage, consisting of classes VIII, IX and X for the corresponding age group of 13 to 15 years. Higher secondary or +2 stage consists of two years covering classes XI and XII for the age group of 16-17 years. It formed part of the degree colleges so far and was therefore, under the university system of education. During 1990-91 however, plus two course were added to selected high schools in the state to gradually make them part of the school system.

Figure.4.2 shows the Educational Structure of Kerala



School Education

There were 12644 schools in Kerala during 2010-11 out of these 4504 were government schools, 7277 aided schools and 863 unaided schools. In the state during 2010-11, 57.55% of total schools were aided schools, 35.62% government schools and 6.83% unaided schools. Compared to government upper primary and high schools more number of LP schools are functioning under government sector. Aided schools out number government schools in all sections.

Malappuram district has the largest number of schools (1472 Nos.) in the state followed by Kannur (1293 Nos) and Kozhikode districts (1237 Nos.) Malappuram district has also the largest number of government (543 Nos.) and unaided schools (145 Nos.) in the state. But largest number of aided schools is functioning in Kannur district (967). Details of district wise, management wise and stage wise number of schools in Kerala during 2010-11 are given in Table.

TABLE 4.2

Stage Wise Number of Schools 2010-2011

Type of Schools	High Schools	UP Schools	LP Schools	Total
Government	1066	899	2539	4504
Private Aided	1429	1870	3978	7277
Unaided	379	217	267	863
Total	2874	2986	6784	12644

Source : Directorate of Public Instructions(2011)

TABLE 4.3
District Wise Number of Schools in Kerala 2010-2011

Sl. No.	District	No. of Schools
1	Thiruvananthapuram	989
2	Kollam	927
3	Pathanamthitta	736
4	Alappuzha	763
5	Kottayam	911
6	Idukki	478
7	Eranakulam	1011
8	Thrissur	1009
9	Palakkad	972
10	Malappuram	1472
11	Kozhikode	1237
12	Wayanad	292
13	Kannur	1293
14	Kasaragod	554
	Total	12644

Source : Directorate of Public Instruction (2011)

946 schools in the state are offering syllabus other than the one prescribed by the state government. These include 797 CBSE schools, 108 ICSE schools, 27 Kendriya Vidhyalaya and 14 Jawahar Navodayas. Compared to 2009 - 2010, 33 CBSE Schools have newly started functioning during 2010-11. One Jawahar Navodaya Vidhyalaya each is functioning in all the districts.

Physical Infrastructure and Facilities in Government Schools

Most of the government schools in Kerala are functioning in Good buildings. There is no LP/UP school having thatched sheds in 2011 in the state. Six high schools are thatched and they are situated in Thiruvananthapuram district. Own buildings have to be constructed for 167 government schools which are now working in rented buildings.

Local self government institutions and programmes like SSA have contributed much to the overall development and improvement of physical infrastructure and common facilities in government schools in the state.

Enrolment of Students

Enrolment of students in the state has been showing a slight decline in the recent years. In 2008-2009, 45.46 lakh students were enrolled in schools in the state. In 2009-2010 this has got reduced to 44.58 lakh students and during 2010-11, it has further reduced to 43.51 lakh students. Enrolment of students in 2011-12 has reduced to 42.35 lakh and has decreased 2.67% over the previous year. Change in demographic pattern of the state due to low birth rate is the main reason attributed for this phenomenon. The decline of students in LP Section is 32888 numbers in 2011-12, and in the high school section shows a decrease of enrolment of 9552 students over the previous years. The stage wise enrolment of students in schools in Kerala from 2007-2008 to 2011-12 are given in table No.4.4

TABLE 4.4
**Enrolment of Students in Schools in Kerala Stage wise
 2008-09 to 2011-12 (in lakhs)**

Year	LP's	UP's	HS	Total
2008-2009	16.66	14.53	14.27	45.46
2009-2010	15.91	14.24	14.43	44.58
2010-2011	15.04	13.93	14.54	43.51
2011-2012	14.30	13.59	14.45	42.35

Source : Directorate of Public Instruction (2011)

In 2010-11 enrolment of students in lower primary, upper primary and high school sections are 33.77%, 32.09% and 34.12% respectively. 29.86% of total students are studying in government schools. 61.33% of students are enrolled in aided schools and the remaining 8.81% in unaided schools.

Enrolment of Girl Students

Girl students constitute 49.26% of the total student enrolment in schools. Boys outnumbered girl students in all the district except Thiruvananthapuram. Generally, in Kerala there is a more or less uniform pattern in the enrolment of girl students across districts.

SC/ST Enrolment

As per the figures of 2011-12, SC students constitute 11.04% of total students in the state. The percentage of SC students, in government schools, private aided schools and private unaided schools are 13.82%, 10.73%, and 3.73% respectively. ST students constitute 1.86% of total enrolment in schools in the year 2011-12. The percentage of ST students in government schools, private aided schools and private unaided schools are 3.37%, 1.33% and 0.37% respectively in 2011-12. The percentage of ST students in

government schools, private aided schools and private unaided schools are 3.37%, 1.33% and 0.37% respectively in 2011-12.

Drop Out Rate

Kerala has achieved the distinction of having the lowest drop out rate of school students among the Indian states. In the year 2009-10 dropout ratio among school students in Kerala was 0.51%. The dropout ratio in lower primary section, upper primary section and high school section were 1.38%, 0.32% and 0.85% respectively.

Among the districts, Wayanad has the highest dropout ratio in the lower primary section (0.88%), upper primary section (0.94%) and high school section (1.64%). Drop out ratio among SC students in Kerala as per the figures of 2009-2010 was 0.58% and that of ST students was 2.33%.

Number of Teachers

The number of school teachers in Kerala including TTI teachers during 2010-11 was 1,68,062. Out of this 101965 teachers are working in aided schools and 13692 teachers working in private unaided schools. This means that 68.81% of total teachers in the state are working in private management schools. The remaining 31.19% of teachers are working in government schools.

50.49% of total teachers in the state are teaching in high schools, 25.65% in upper primary schools, 23.40%, in lower primary schools and the remaining 0.46% in TTI's. 71.48% of total teachers in the state are women. The teacher pupil ratio during 2010-11 works out to be around 1.26.

Protected Teachers

There are 2957 protected teachers in Kerala during 2010-11. Out of this 1282 teachers are deployed in government schools, of these 826 are

retained in parent school and 412 are deployed in other aided schools. The remaining 437 protected teachers are undeployed.

Government has implemented a teachers package for setting up of a teachers bank for managing the transition and introducing a scientific method of recruitment for teachers in aided sector. The bank is a temporary arrangement for retaining excess teachers for suitable deployment to schools and ensure payment of the salary without any hindrance. The bank will also provide the services of teachers to schools for filling up of leave vacancies.

Uneconomic Schools

There are 45280 uneconomic schools in Kerala as per the figures of 2010-11. Out of these 2147 are government schools and 2133 are in the aided sector. District wise analysis shows that highest number of uneconomic schools is in Kannur District (635 Nos.) 23.86% of uneconomic aided schools in the state are in Kannur district. In government sector Ernakulam district has the largest (257 Nos.) number of uneconomic schools followed by Kottayam District (237 Nos.). Among the government uneconomic schools, 76.11% are of lower primary schools. In the aided sector also 85.56% of uneconomic schools are lower primary schools.

Higher Secondary Education

In Kerala education after Ten years was a part of the higher education system. For many decades higher secondary courses were introduced in the state during 1990-91 to reorganize the secondary level of education in accordance with National Education Policy Higher Secondary Course is the turning point in the entire school education in our state. 1907 Higher Secondary Schools were there in 2011, in the state. Out of these 760 (39.86%) are government schools, 686 (35.97%) are Aided Schools,

remaining 461(24.71%) are unaided schools. Among the districts Malappuram has the largest number of Higher Secondary Schools (233 Nos.) in the state followed by Thrissur (190 Nos. and Ernakulam (179 No. district respectively. There are 6449 batches for higher secondary courses in 2011. The total number of sanctioned seat in 1907 higher secondary schools was 361440. Malappuram district had the largest number of batches (904 Nos. with an enrolment capacity of 44834 students. 323560 students are admitted to the higher secondary schools in the state during the year 2010-11. Out of these 150231 (46.43%) are studying in government schools, 143665 (44.40%) students are studying in aided schools and the remaining 29664 (9.17%) are studying in unaided schools (Source RMSA Document 2010 Government of Kerala).

Vocational Higher Secondary Education

Vocational Higher Secondary Education was introduced in the state in 1983-84. Vocational Higher Secondary Education in the state impart education at plus two level with the objective to achieve self/wages/direct employment as well as vertical mobility. The course is designed to prepare skilled work force at middle level in one group or more of occupations, trade or job after matriculation. At 10+2 stage of education 389 Vocational Higher Secondary Schools are there in the state with a total of 1100 batches. Out of the 389 Vocational Higher Secondary Schools 261 are in the government sector and 128 in the Aided Sector. Kollam District (52 Nos.) has the largest number of Vocational Higher Secondary Schools in the state.

University and Higher Education

There are a total of Ten universities functioning in the state. Out of these four universities viz. Kerala, Mahatma Gandhi, Calicut and Kannur are general in nature and are offering various courses. Sree Sakaracharya

University of Sanskrit, Cochin University of Science and Technology and Kerala Agricultural University offer specialized courses in specified subject areas. Besides these, the National University of Advanced Legal Studies (NUALS) established in 2005, Kerala university of Health and Allied Sciences, Kerala Veterinary University, Fisheries university, Thunchathuzhachan Malayalam University and the Central University established in Kasargode district are also functioning.

Objective No.1

The first objective of the study is to know the historical aspects of educational administration in Kerala.

The historical document analysis says the following story with regard to the history of administration of general education in Kerala.

History of Educational Administration in Kerala

The direct involvement of the state in the field of education began in 1817 when Rani Gouri Parvathi Bai introduced free and compulsory education in Travancore under the state control. Guardians of children in the age group of 5-10 were enjoined under the law to send their children to primary schools. In 1834, by the initiative of Maharaja Swathi Thirunal, an English school was opened at Thiruvananthapuram. It was raised to the status of college in 1866. In the Cochin area, an English High School was started at Ernakulam under the government auspices in 1845 and it was raised to the status of a college in 1875. In 1877 a private English school was started for the young princes of the Zamorins family in Malabar area and in 1879 it was raised to the status of a college. The foundation of English education were thus firmly laid in all the areas of the state.

In Travancore, the government's involvement in administration of schools began in 1867 when the Tahsildars were directed by the Maharani of Travancore to visit schools financed by the state and to enquire into the details of the working of the schools and report to "Huzur Cutchery". The grant-in-aid system was introduced in the state in 1869 and inspectors of education were appointed in 1878. In 1887 a Superintendent of English Schools and in 1895 an education secretary were appointed. It was in the year 1894 Travancore Educational rules formulated to co-ordinate and to increase the efficiency of the system.

In 1895, the state was divided into three educational ranges, each under an inspector. The appointment of a director of public instruction was made for the first time in 1909. Dr. A.C. Michel was the first Director of public instruction in the state. The Education Secretary of the state held this office also for some time. An education code and an inspection code were promulgated in the same year. Separate officers were appointed to inspect boys and girls schools and also English and vernacular schools. Another important landmark in the reorganization of the department of education in Travancore took place in 1945 on the submission of the report of an education reforms committee. The number of divisional inspectors was accordingly raised to seven in 1954-55 when the Travancore-Cochin State was formed. Some further developments took place. The state was divided into three educational divisions; and an officer called divisional education officer, to whom many of the powers held by the director of public instruction were delegated, was put in charge of each division. The divisions were further divided into educational districts and each such district was put under a district education officer. The district officer was held responsible for the overall supervision of educational institutions and inspection and control of secondary and training schools in the district.

For administration and supervision of primary and middle schools a further sub-division of the strict called educational sub-district with a separate officer designated as inspector of primary and middle schools (IPMS) was made. At the time of reorganization of the states in 1956, this designation was changed to Assistant Educational Officer (AEO) in Malabar area, the designation was changed from deputy Inspector of Schools to assistant educational officer. In the Cochin State, a grant-in-aid system introduced in 1889 was accompanied by certain conditions regarding qualification of teachers, syllabi etc. in the schools of the state. A superintendent of schools was appointed along with the introduction of a grant-in-aid code. This code was liberalized in 1907. In 1911, the Cochin code of education was introduced and the schools were divided into two categories viz. vernacular and Anglo-Vernacular. A chief inspector of Anglo-Vernacular schools was appointed in 1914. Separate schools were started for boys and girls except in areas where practical difficulties existed. Inspecting officers were appointed to inspect the working of schools in the state the official, who inspected the primary schools was designated as assistant educational officer.

In the Malabar-Kasargod area, the administration of schools was regulated according to the Elementary Education Act of 1924 of the Madras Province. The Malabar district board and the five municipalities of Cannanore, Tellicherry, Calicut, Palghat and Fort Cochin in the area were running primary and secondary schools. They had appointed their own supervisors for controlling the institutions. There was one district educational officer for the whole of Malabar District till the year 1939 when the district was divided into two educational districts; North Malabar and South Malabar. Every Taluk of the district had a deputy inspector of schools for the inspection of elementary schools. In 1948-49 the district was trifurcated on reorganization of the states in 1956, the designation of the deputy inspector was changed to assistant educational officer.

Other important developments in the administration of education in Kerala were the enforcement of the Kerala Education Act and Rules in 1959, establishment of the State Institute of Education in 1964, introduction of the Kerala Inspection Code in 1966 and the establishment of the Calicut, Cochin, Mahatma Gandhi, Kannur Universities respectively in 1968, 1971, 1983 and 1995.

Existing Structure and Functions of Educational Administration at Secretariat Level

At the secretariat level, a secretary is in charge of the department of general (school) education. Below the secretary, there are two additional secretaries, one joint secretary, three deputy secretaries and seven under secretaries. With the supporting ministerial staff as shown in the organogram there are altogether 18 sections in the department each under the immediate supervision of a section officer. The average number of dealing assistants per section is generally three. As shown in the organogram, the files are routed to the higher level officers through the respective section heads and under secretaries. Some sections send the files directly to the deputy secretary. According to existing system, officers of and above the rank of deputy secretary can send files of a routine nature to the minister for education without showing them to the secretary. However, all important policy matters are scrutinized by the secretary before decisions are taken.

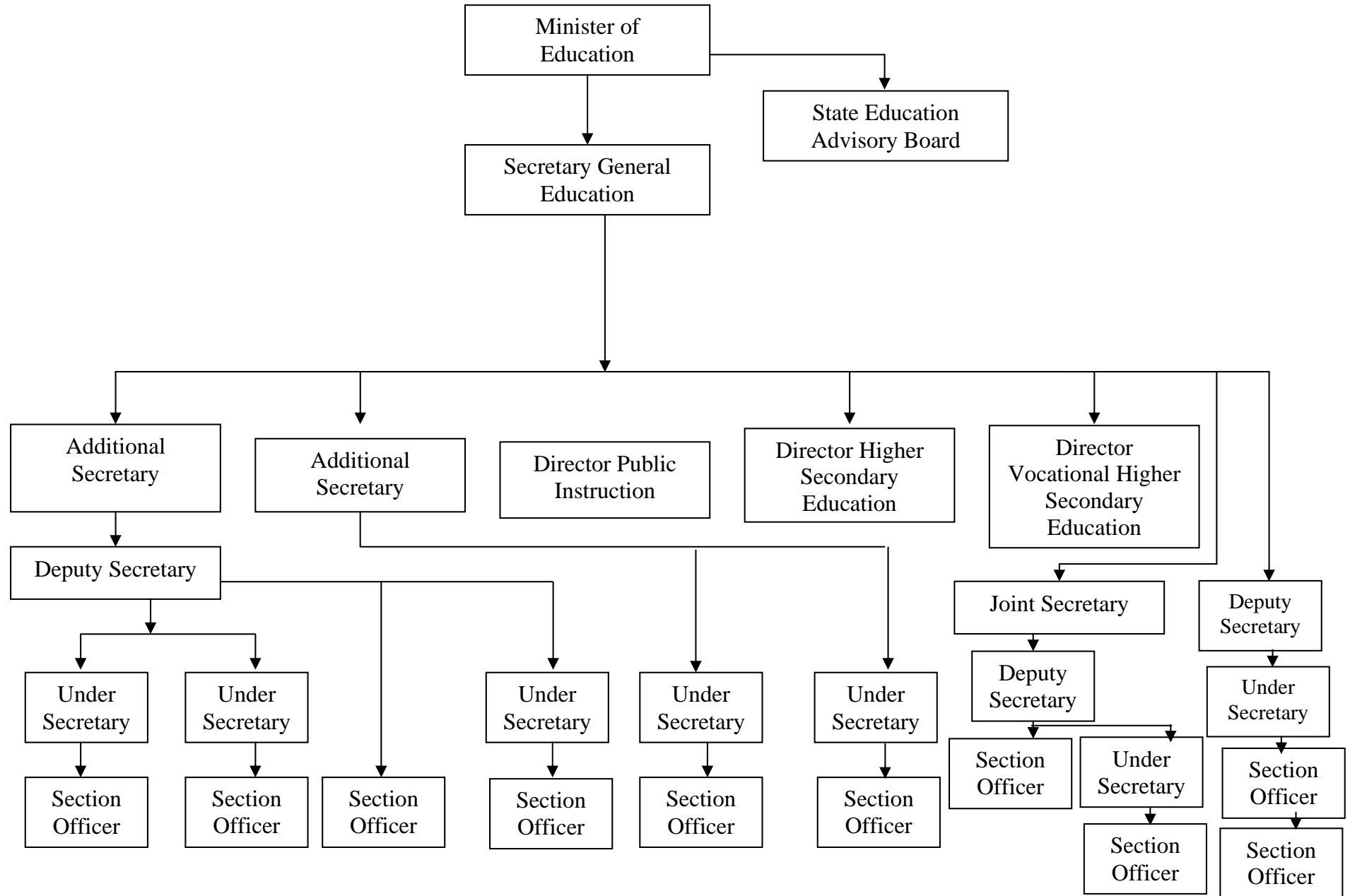
Structure and Functions of Directorates of General Education

There are three separate directorates functioning under the general education department. They are the directorate of public instruction, the directorate of higher secondary education and the directorate of vocational higher secondary education. The organizational set up of these directorates are indicated in the respective organograms. The inter-departmental co-

ordination of the functions of the three directorates is done mainly at the secretariat level. While taking decisions at lower levels, teachers' organizations, students' organizations, parent teacher associations, etc. are generally consulted by the heads of offices.

Chief Minister and the Cabinet of Ministers control the administration of Government of Kerala. Education Minister assisted by the General Education and Higher Education Secretaries perform state level government activities and the government secretariat staff provide necessary support. See figure.4.3.

Figure. 4.3



Director of Public Instruction (DPI) is the head of general education directorate and it is located at DPI junction beside the Vazhuthakkad Poojappura Road. Major activities connected with the day to day administration of general education department upto school level are managed by this office. There are 14 DDEs, 36 DEOs and 161 AEOs under its control. Other entities are DIETs, TTCs and B.Ed Courses.

Vision

Provide quality education to all children of the Kerala State with the aim to ensure that the full potential of every child is realized.

Mission

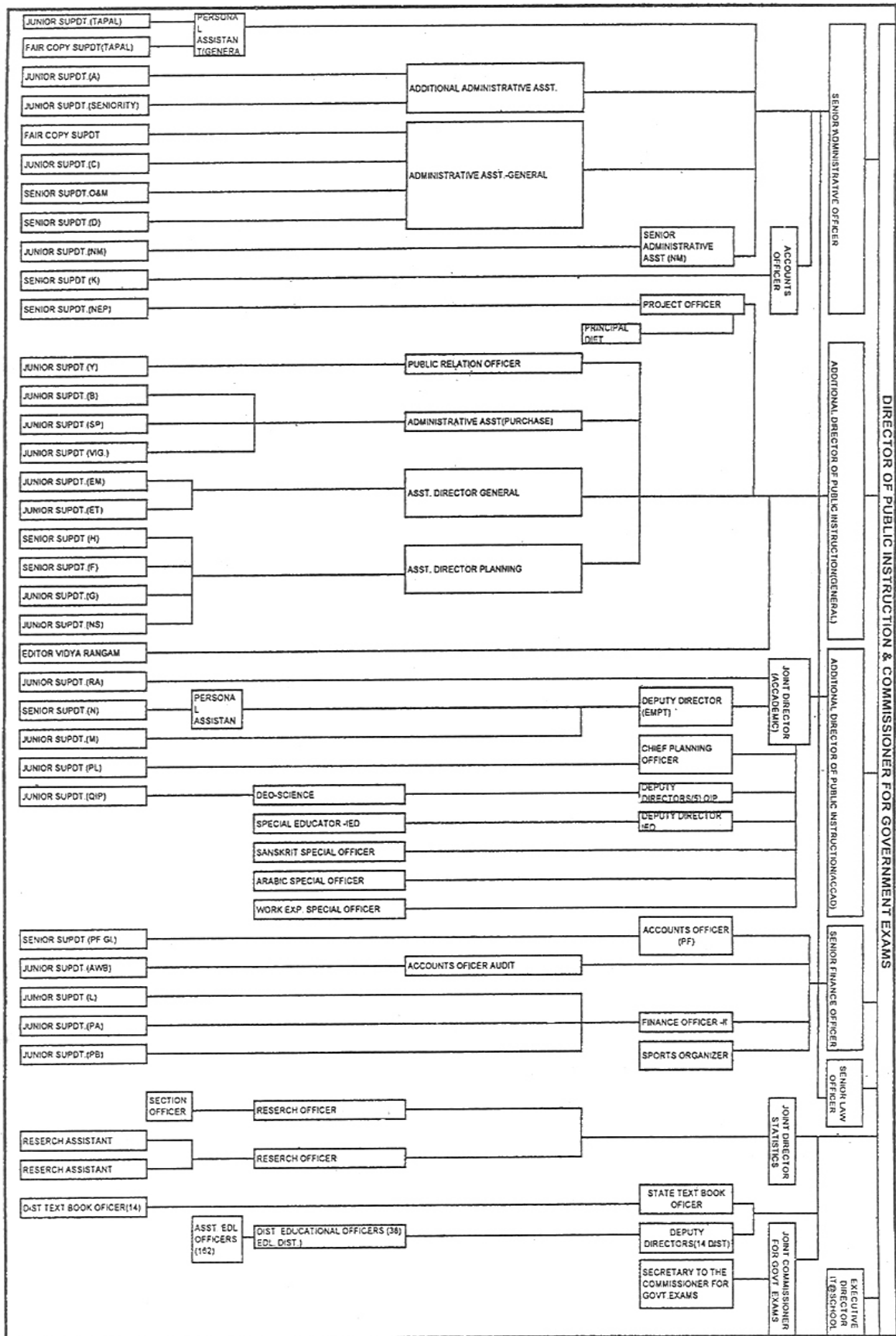
- Impart opportunity for quality education by providing complete free education and quality food to all children upto standard X.
- Increase the capacity of teachers through continuous training programmes so as to maintain the quality of education as per the desired levels evaluated and fixed after proper studies.
- Identify areas where improvement is required through continuous evaluation programmes and fix remedial measures to ensure that the full potential of all children is realized.
- Improve the character, capacity and attitude of the children by suitably transacting the curriculum.
- Incorporate various components of education and technological improvements in the curriculum for improving the quality of education to National Standards and then to international standards.
- Intensify planned infrastructure development activities of school to ensure conducive environment for education.

- Integrate parents-teachers relationship for addressing the domestic problems of the children along with their studies and also providing amenities for children.
- Implement health improvement facilities and programmes for maintaining good health for the children.
- Ignite physical, cultural, spiritual, mental and vocational abilities of the children by arranging various programmes to increase quality of character, courage leadership and patriotism among children.
- Introduce targeted welfare schemes for the upliftment of physically challenged children and the children of any other weaker sections in the society and maintain those programmes for empowering those children to compete with the regular stream of children.
- Include better and transparent service facilities to all those for the betterment of children so as to have better co-operation and dedication from such satisfied class.
- Technology for administration and teaching input channelisation.

The state level set up of this directorate includes an additional director to assist the director on educational matters. On the administrative side he is assisted by a senior administrative officer and on financial matters by a senior finance officer see (Figure.4.4). There is a statistical wing under the control of the joint director (statistics) in respect of legal matters the director is assisted by a law officer. The senior administrative officer, the senior finance officer and the law officer are the personal posted from the respective branches of the government secretariat. There is a chief planning officer concerned with plan schemes and a project officer concerning centrally sponsored schemes, reporting directly to the additional director. There is a joint director under whom the educational survey officer, assistant director (general), assistant director (planning) and the public relations officers

function. The joint director functions under the control of the additional DPI. In respect of administrative matters, the senior administrative officer is assisted by two administrative assistants. The senior finance officer is assisted by a finance officer and accounts officer (audit). In respect of administration of private school teachers provident fund, there is an accounts officer who is assisted by assistant provident fund officers.

Figure . 4.4



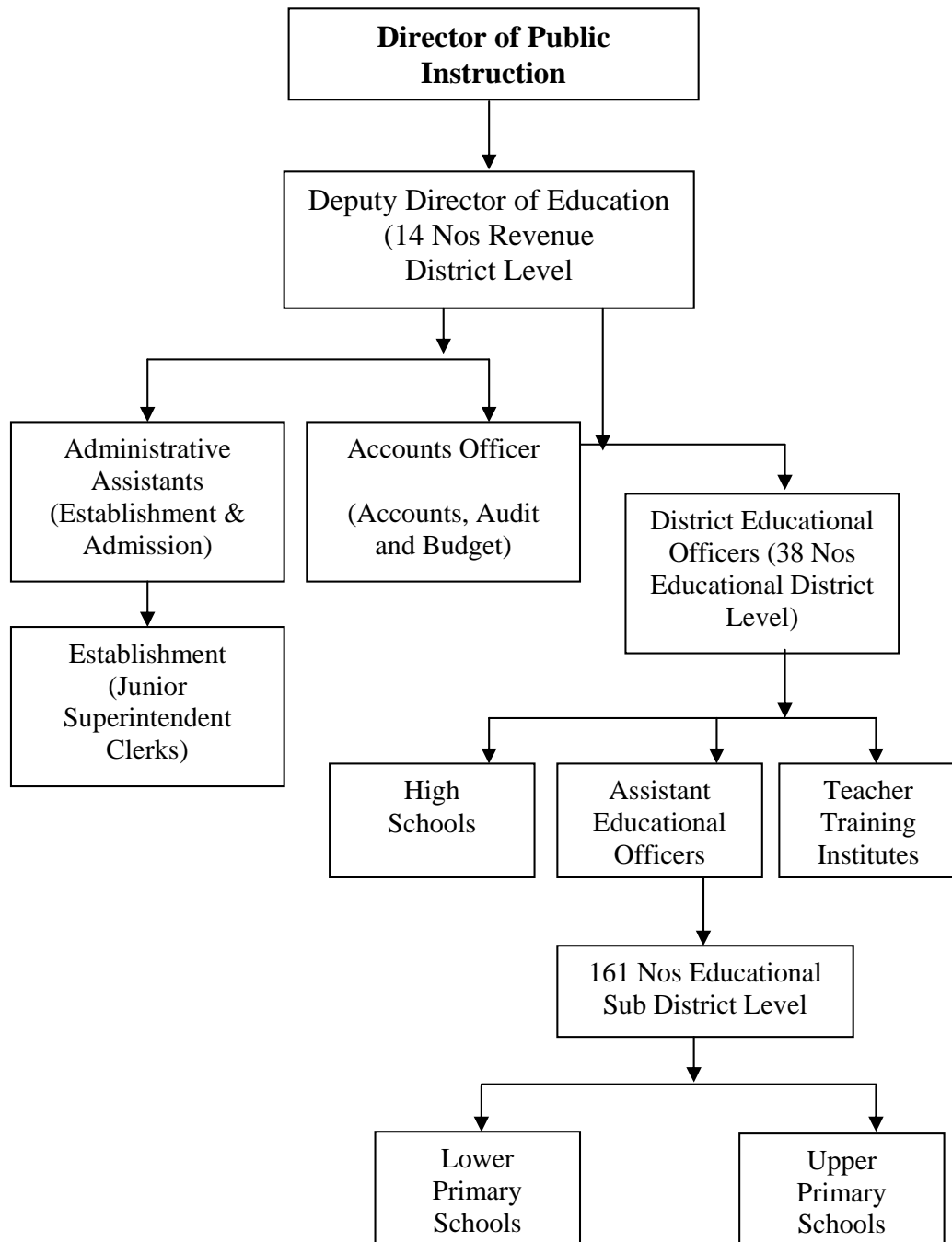
District and Lower Level Organizational Set-Up

The field level set up of the DPI is shown in Figure. It consists of 14 deputy directors of Education, 38 district educational officers and 161 assistant educational officers along with administrative and accounts staff. There is a deputy director of education in each revenue district on establishment and administrative matters; he is assisted by an administrative assistant, and on accounts, audit, budgeting etc. He is assisted by an accounts officer. The staffing pattern of the office of the deputy director of education generally consists of one senior superintendent and eight junior superintendents with other supporting staff.

The set up of the district educational office is shown in Figure.4.5. A district educational officer (DEO) at educational district level is assisted by a personal, assistant on all, academic, administrative and accounts matters.

An assistant educational officer is head of the Block Level Office. He is generally assisted by one junior superintendent and supporting staff in all academic, administrative and accounts matters.

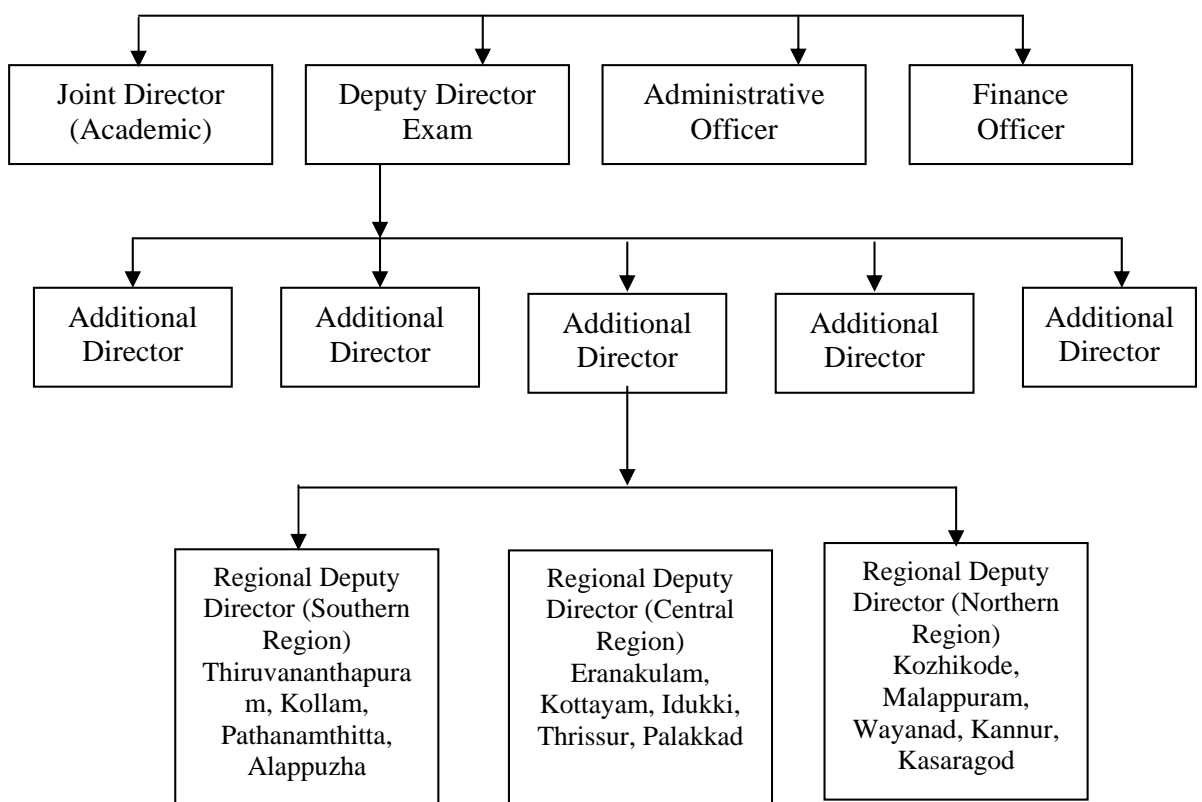
Figure.4.5



Directorate of Higher Secondary Education

A separate directorate of higher secondary education was set up in 1990-91. Director of Higher Secondary Education is the authority for controlling various activities of plus one and plus two education of the state.

This Directorate is located at the Housing Board buildings, Thiruvananthapuram. To assist the director on academic and administrative matters there is at present two Joint Directors, five Additional Directors one Administrative Officer, and one Finance Officer and three Regional Deputy Directors at Northern Central and Southern Kerala respectively. See figure.4.6

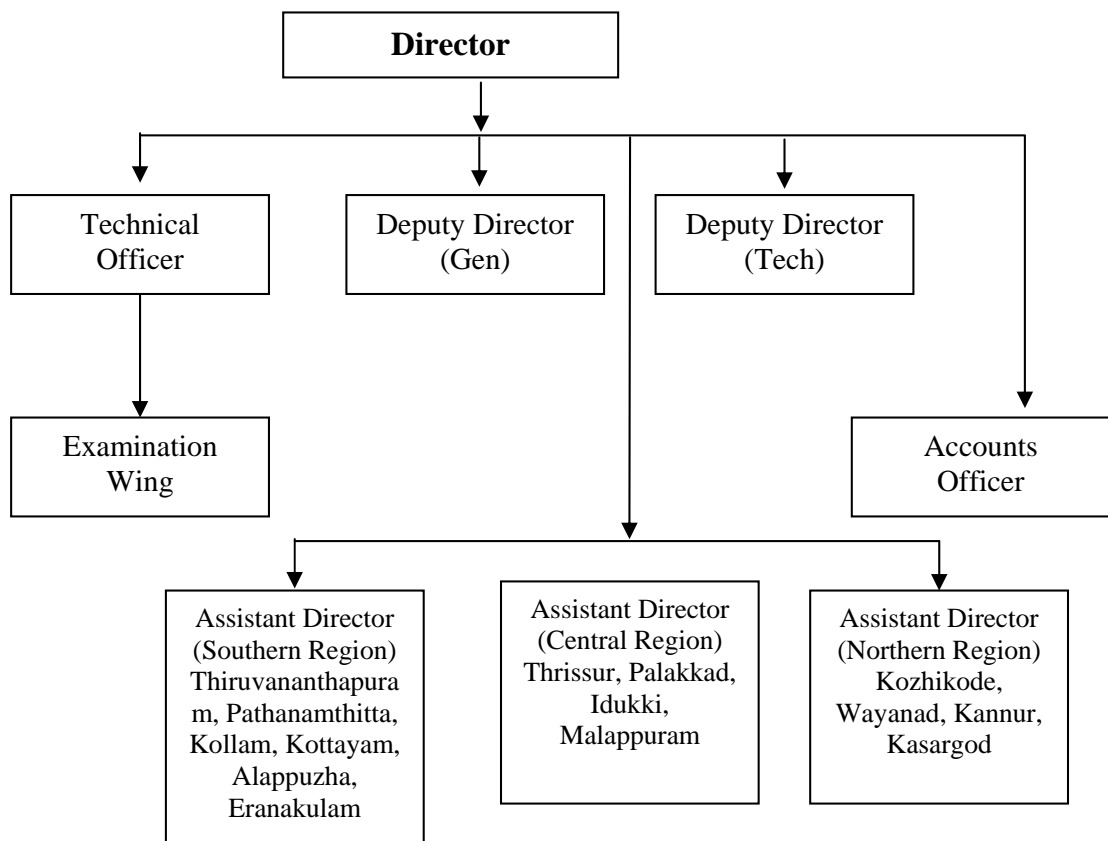


Directorate of Vocational Higher Secondary Education

Vocational Higher Secondary Education at Plus Two Level was introduced in 157 schools in the state during the years 1983-84. Director of Vocational Higher Secondary Education is the authority for controlling various activities of plus one and plus two vocational education of the state. This Directorate is located at the Housing Board buildings, Thiruvananthapuram for effective functioning, the department of vocational

higher secondary education is divided into three regions : Southern, Central and Northern under the immediate control of an assistant director. The number of district coming under each region respectively are 6, 4 and 4. In the directorate the director is assisted by two deputy directors on general and technical matters separately, besides a deputy director, a technical officer and an accounts officer. The directorate functions through its four wings viz. establishment section, examination wing, academic wing and accounts (audit) wing as shown in the figure.4.7.

Figure 4.7



Objective – 2

The second objective of the study is to analyse the policies/programmes of education and its administration in relation to decentralisation policy in the state.

To realise this objective the investigator selected and analysed four ongoing programmes/policies on the basis of its contemporary relevance. They are Sarva Siksha Abhiyan (SSA) Rashtriya Madhyamik Siksha Abhiyan (RMSA) Right to Education Act 2009 and Mid Day Meal Scheme (first three programmes/policy are directly related to education, the Mid day meal scheme is a supporting project for achieving the objective 'Education for All' (EFA).

Sarva Shiksha Abhiyan (SSA)

The Sarva Shiksha Abhiyan is also known as the Education for all movement or 'each one teach one'. It was introduced in 2000-2001 as the flagship programme run by the Government of India. This scheme is framed to provide useful and relevant elementary education for all children in the age group of 6 to 14 by 2010 irrespective of any social, regional economic and gender barriers, with the active participation of the community in the management schools. It encompasses all activities of school education – providing physical infrastructure, free text book for children, encouraging enrolment of girls and teacher training. The fund sharing between the central and the states was 75:25 in the tenth plan. The funding pattern for the eleventh plan was modified to 65:35. The implementation of the programme to the real essence extra emphasizes in the event of the constitution of the Right to Education Act in the country.

Major goals of SSA are;

1. All children are enrolled in schools.
2. Bridging all gender and social category gaps in primary stage and at elementary education level.
3. Focus on elementary education of satisfactory quality with emphasis on education for life.
4. Universal retention by 2010.

The financial progress of the scheme during the first four years of the 11th plan is given in table. 4.5.

TABLE 4.5**The Outlay and Expenditure of SSA from 2007-2008 to 2010-2011**

Allocation and Expenditure	2007-08	2008-09	2009-10	2010-11	Total (2007-2011)
GOVT. OF India Release	103.23	108.54	119.89	196.60	528.26
Govt. of Kerala (including LSG Release)	48.20	61.43	68.81	133.66	312.10
Total Expenditure	137.60	176.95	192.33	251.26	758.14

Source : Sarva Siksha Abhiyan

There are 159 Block Resource Centres (BRC) functioning in all district in Kerala. On an average every BRC has 84 schools. There are 954 Block Resource Persons approved by Govt. of India. Moreover MHRD has approved 159 computer programmes. 159 data entry operators and 159 accountants in all BRCs. SSA has a special focus on girls education and children with special needs. About 1.22 lakh children were identified as

children with special needs. SSA also seeks to provide computer education to bridge the digital divide. SSA is earmarking considerable amount of money for the construction of Block Resource Centres, Cluster Resource Centres boundary walls for the schools, drinking water facilities in schools, construction of toilets etc. Free text books/work books/evaluation tools are supplied to all children from standard II-VIII. At present 1385 cluster resource centres and 793 cluster resource persons were approved by Govt. Of India.

Sarva Siksha Abhiyan and its Decentralized Nature

It would be impossible for SSA to succeed without people's support and ownership. Community participation would be a central and overreaching factor in planning, implementation and monitoring interventions for universal elementary education SSA would work towards enhancing participation of the community, parents, teachers and children by awareness generation and interventions for community mobilization to facilitate such a massive mobilization and solicit active participation, State and district SSA offices doing their best to join hands with experienced and active civil society organizations. The strategies central to SSA with regard to decentralization are the following.

Community Ownership

The Sarva Shiksha Abhiyan programme encouraged for community ownership of school and interventions through effective decentralization. This was facilitated by involvement of women's groups, Village Education Committee (VEC), School Management Committees (SMCs), Parent Teacher Organisation (PTAs), Mother Parent Teacher Organisation (MPTAs) and Members of Panchayati Raj Institutions.

(a) Social Mapping

The most important resource of any community is its local wisdom and knowledge. Social mapping enables the community to harness their local wisdom and knowledge to identify their educational needs and problems, based on which they can formulate and implement School Development Plan and also monitor and evaluate the whole process.

(b) Community Based Monitoring with Complete Transparency

The Sarva Shiksha Abhiyan has a community based monitoring system. The Educational Management Information System (EMIs) correlated school level data with community based information from micro planning and field surveys.

(c) Habitation as the Unit for Planning

The Sarva Shiksha Abhiyan worked on a community based approach to planning with habitation as the lowest unit for planning. Habitation plans are the basis for formulating district plans. There is emphasis on local relevance in planning and management.

(d) Training of School Management Committees

This would be an important area of community involvement. The programme clearly outlines the functions to be performed by School Management Committees (SMCs). Some of these functions, for example, preparation of school development plans, it would require significant investments in capacity building. Mere setting up of committees does not ensure their meaningful participation in programmes.

(e) Training of Personal of Panchayati Raj Institutions

Panchayati Raj Institutions (PRIs) will have to play a crucial role in the provision of facilities mentioned in the programme. They are also the first level to be addressed by person aggrieved about denial of right to education as written in the RTE Act. Therefore, training of PRI personal will be a challenging task.

(f) Social Audit

Civil Society Organisation can facilitate a process of social audit with community involvement. Social audit would facilitate the checking, monitoring and verification of the SSA implementation at the village level. Transparency, participation and accountability will be maintained through the social audit in programme implementation. Social audit can be done at any point of time during the planning, preparation and implementation of SSA programme at village level. To conduct social auditors, an enormous amount of community mobilization is necessary.

Social audit is carried out by the community and the entire Gram Sabha with the help of stakeholders like local authority members of SMC/VEC/PTA, Self Help Groups (SHGs), Youth Clubs, MPTA and representatives of disadvantaged groups.

TABLE 4.6**SSA Support for Participation of Civil Society Organisations**

1.	Community Mobilisation	0.5% of the funds available under Management Costs
2.	Scheme of Assistance for Voluntary Agencies	Nil
3.	Innovation Funds	50 Lakhs / District
4.	Funds available within components like IE, NPEGEL etc. for focused participation on the concerned theme.	Nil

People's participation is fundamental to the success of SSA. The objective of equitable quality for all children can be attained only with active participation of all stakeholders including parents, teachers, community, civil society and children. SSA tried to enhance participation of general public by awareness generation, interventions for community mobilisation and by promoting voluntarism. While providing enough support to NGOs SSA would also help harness full potential of grass roots institutions like PTA/MPTA/VEC/SMC/SHGs etc. as well as support formation of children's collectives and support groups for children without adult protection to address deficit of community support and ownership in respect of these children.

SSA and its Decentralisation Philosophy

Mission mode implementation under SSA has, undoubtedly, contributed to substantial achievements in universalizing access and enrolments, especially among hitherto unreached children. However, mission mode implementation was also expected to influence and reform the main stream education department to take up the challenge of universal elementary education. This has met only limited success, and over the last ten years the education departments and SSA mission agency have tended to function as dual and parallel structures. In Kerala the school education partially transferred to Panchayati Raj Institutions after 1996. But they have only peripheral functions, mainly to develop the infrastructure facilities in the schools. As per the guidelines of SSA the PTAs, and VECs and SMCs have greater roles and powers to perform in the management of school. But here there is no role for PTAs, VECs, SMCs or Panchayati Raj Institutions in school management, denying the democratic participation in school management and ultimately the empowerment of people in Kerala Panchayaths in general and Grama Panchayaths in particular would have critical roles to play in SSA. Panchayaths do figure in the texts of SSA documents, but they

do not seem to have been given any crucial responsibility in respect of educational planning and management, monitoring and supervision of the school system. At the district level the entire task is being handled by the District SSA Cell. It is a professional body supposed to be constituted as a change management unit but the programme does not envisage its linkage with the District and Intermediate Panchayaths. In this circumstances we can say that integrating SSA with the Panchayati Raj System is necessary not only for getting better outcomes from the project, but also for sustainability of processes and the institutions introduced by it.

TABLE 4.7

Financial Aid from Central-State Governments for Implementing SSA Programme

Five Year Plan	Financial Year	Ratio Centre – State
IX	---	85:15
X	---	75:25
XI	2007-2008	60:40
	2008-2009	
	2009-2010	
	2011-12 Onwards and upto the end of the programme	50:50

Right to Education Act 2009 (RTE)

The Eighty-Sixth Constitutional Amendment Act 2002 inserted Article 21-A in the constitution of India to provide free and compulsory education of all children in the age group of six to fourteen years as a fundamental right in such manner as the state may, by law, determine. The Right of children to Free and Compulsory Education (RTE) Act 2009, which represents the consequential legislation envisaged under Article 21-A means that every child

has a right to fulltime elementary education of satisfactory and equitable quality in a formal school which satisfies certain essential norms and standards 'compulsory education' casts on obligation on the appropriate government to provide and ensure admission, attendance and completion of elementary education. 'Free Education' means that no child, other than a child who has been admitted by his or her parents to a school which is not supported by the appropriate government, shall be liable to pay any kind of fee or charges or expenses which may prevent him or her from pursuing and completing elementary education. The RTE Act, along with Article 21-A inserted in the Fundamental Rights of the Constitution of India became operational on 1st April 2010.

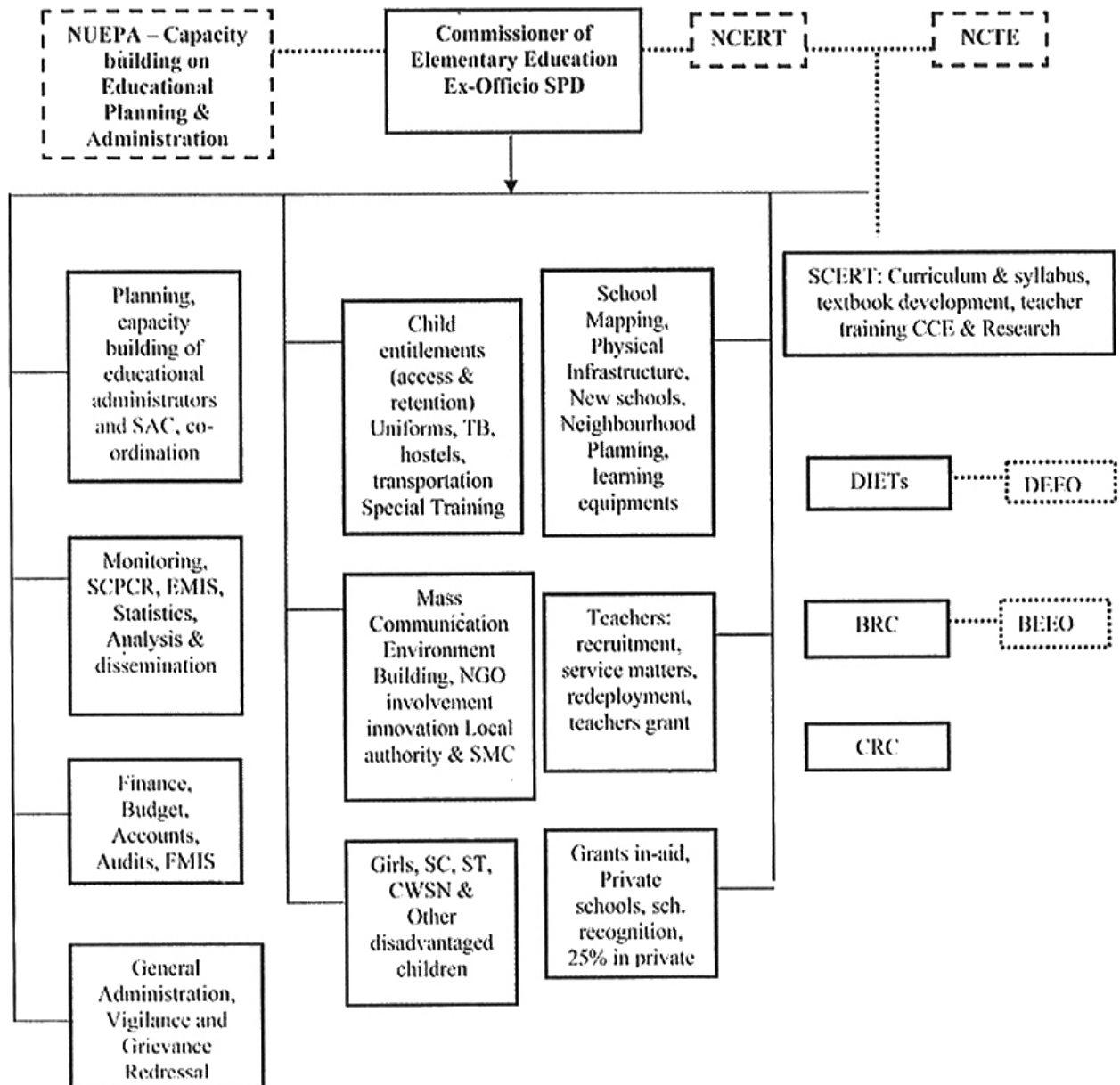
The RTE Act envisages a National Advisory Council at the centre and State Advisory Councils, to advice on the implementation of the Act. As for monitoring, the Act designates the NCPCR and SCPCRs to ensure that the rights of children are not violated Right to Education Act requires the entire education department to be geared in a unified manner to take up the task on a long term basis. In the long run this would require the unification of the existing SSA structures with the regular education department. The actual convergence of SSA structures with the regular education department and the SCERT should commence immediately; dichotomous and overlapping structures, wherever they exist and are adversely affecting the programme, should be eliminated.

The State Level Structure

The RTE Act has tasks that are not necessarily confined to the MHRD or the State education departments of the State Governments, including SCERTs and SSA. But the factors that contribute to the achievement of the overall goal of universalizing elementary education as a fundamental right require action on the part of the whole government.

FIGURE 4.8

State Level Integrated Structure for SSA and RTE



District Level Structure

In the new system it is only logical that the District Education Officers (DEOs) should fully combine the functions of DEO as well as District Project Co-ordinators (DPCs). There would then be no need for the position of

Additional DPC. DEO would have more or less, all the units that are envisaged at the State Level. He/She would co-operate with the DIET and oversee the functioning of BRCs and CRCs. Each of the 6-8 unit heads in the set up of DEO would function in matrix mode, which implies that each unit head would have responsibility for one or more subject areas as well as over one or more blocks (BEO as well as BRC/CRC).

District Level Integrated Structure

Local Authority

Responsibility for implementation of the RTE Act has been vested in ‘appropriate government’ (mainly State Governments and Union Territories Administrations) and the local authority. These functions are spelt out in section 8 and 9 in addition the local authority to consider and redress the grievances relating to the right of the child as stated in Section 32. Local authority is defined under Section 2 (b) as follows;

“Local authority” means a Municipal Corporation or Municipal Council or Zila Parishad or Nagar Panchayat or Panchayat, by whatever name called, and includes such other authority or body having administrative control over the school or empowered by or under any law for the time being in force to function as a local authority in any city, town or village.

This definition indicates that municipal bodies and Panchayaths, are local authority and in addition (a) a body having administrative control over schools of the area; and (b) a body set up under State / UT law or by an order issued by it would also be included as ‘Local authority’. This implies that in all areas, at the minimum the elected local body as well as the local administrative apparatus shall comprise the local authority. The only scope for state/UT specific variation may consist of any committee or councils or

some such body set up by a state government / UT Administration – which too would come within the definition of local authority. The state governments/UT Administrations have, generally speaking, elucidated the inter relationship among these bodies. However, where this has not been clarified the state governments, union territories administrations could do so now.

School Management Committee (SMC)

While system level management structures get reformed on the lines indicated above, for effective implementations of various provisions, ensuring that children's right to education along with various entitlements specified in the RTE Act rests with the school management committee and the school heads. The RTE Act gives immense importance to SMCs as the decentralized structure, and one in which the parents will have a very significant role. Essential provisions regarding constitution and functions of SMCs have been given in section 21 and 22 in addition to those provisions there is need to lay emphasis on the following issues.

The state governments have to issue further guideline to ensure that SMCs are enabled to function in an effective manner and arrangements are made for adequate capacity building. Relating school grants to school development plans under RTE adds a new dimension to utilization of school grants.

Wherever the state governments and UTs designate the Panchayati Raj Institution (PRI) as the local authority, their support may be taken to fulfil the following responsibilities in elementary education.

1. Creating an enabling environment for realizing the rights of children under the RTE Act. Ideally, a mass mobilisation campaign should be launched to create a groundswell for children's rights under the RTE

Act, on the lines of the literacy campaigns launched in the 1990s. SSA norms have been revised to provide 0.5% of the annual outlay for community mobilisation activities, and these funds could be utilized for launching as well conceptualized RTE Campaign.

2. Initiate the development of action plans for opening new schools in unsecured areas, through a mapping of existing institutions, locating appropriate sites for new schools, and delineating the catchments area of each school according to local logistics, and subject to norms and standards laid down under the RTE Act and Rules.
3. Identify out of school children, largely representing weaker sections and disadvantaged groups, ensuring age appropriate admission through special training, motivating parents and creating conditions to free from domestic / wage earning responsibilities, and monitoring regular attendance of all children and teachers in schools. Similarly PRIs could be involved in special intensive efforts required for migrant children, and ensuring that they are provided educational opportunities through establishment of seasonal hostels.
4. For differently-abled children PRIs could render valuable support in identification and determination of the level of their disability through organized camps, ensuring that such children are provided adequate support for being mainstreamed in regular schools.
5. Initiate a campaign to register the birth of all children upto the age of 18 years in order to maintain records of children. As part of this exercise a computerized data base of every child below the age of 18 years may be prepared and their progress tracked. Such a data base could provide the basis for preparing school development plans by school management committee, which can be aggregated at the district level.

6. Monitor teachers vacancies in schools and send reports to the educational authority concerned. They may also monitor teacher training, and provide infrastructure facilities wherever required. Attendance monitoring could be the responsibility of Grama Panchayat.
7. Develop and improve infrastructure, by using their own funds or funds developed by the State Finance Commissions and the 13th Finance Commission, or funds from schemes like BRGF.
8. Set up Grievance Redressal Committees headed by the chairperson of the Panchayati Raj body or the chairperson of the standing committee concerned. The Grievance Redressal Committee may set up a small enquiry group consisting of three or four persons representing the Panchayati Raj Institutions, the Education Department and the civil society. This group may enquire into petitions and complaints and submit reports to the Grievance Redressal Committee. Therefore, the Grievance Redressal Committee could hear the persons concerned, take decisions and issue necessary directions for setting the grievance.
9. Set up an Education Committee in order to oversee the operationalisation of the RTE Act. This could be an enlarged version of the standing committee dealing with education in a local government and may consist of elected representatives, experts, activists, parents, headmasters and officials from the Education Department.

Monitoring

Following is a broad grouping of monitoring mechanisms and processes anchored at community/village, school, block, district state and national levels.

Monitoring by the SMC

The support of the SMC and village based organizations would be invaluable in communicating in simple and creative ways the rights of the child as enunciated in the Act to the population in the neighborhood of the school, as also the duties of the appropriate government, local authority school, parents and guardians. In pursuance of the RTE Act, SSA will institute a community based monitoring system for the SMC to.

- i. Ensure the enrolment and attendance of all the children, especially children belonging to disadvantaged groups and weaker sections in the school (s).
- ii. Ensure that children belonging to disadvantaged groups and weaker sections are not discriminated against, and prevented from pursuing and completing elementary education.
- iii. Monitor that all not-enrolled and drop out children are facilitated to participate in special training for age appropriate admission to regular school as per section 4 of the RTE Act.
- iv. Monitor the identification, enrolment and participation of children with disability in elementary education, and ensure that facilities for their education are provided.
- v. Ensure that child rights under the RTE Act, especially rights with respect to prohibition of physical and mental harassment, expulsion and detention, the provision of any time admission are observed in letter and spirit, and that child entitlements, including uniforms, text books, mid-day meal, etc. are provided in a timely manner. Deviations would be taken up with the Head Teacher. The SMC would bring instances of persistent disregard of child right of the notice of the local authority.

- vi. Monitor the maintenance of the norms and standards specified in the schedule of the RTE Act.
- vii. Monitor that teachers are not burdened with non-academic duties other than those specified in section 27 of the RTE, viz. decennial population census, disaster relief and elections to the parliament, legislature and local bodies.
- viii. Ensure that teachers maintain regularity and punctuality in attendance as per section 24 (a), hold regular meetings with parents to appraise them about their child's progress as per section 24 (e), and do not engage in private tuition as per section 28 of the RTE Act.

RTE and Decentralised Educational Administration

In the RTE Act the sub group recommended that the state governments would set up state RTE Authorities. The administrative roles for the RTE authority should rest with the mainstream education department functionaries instead of a parallel system of management. All the administrative structures in the states till now separated into the project management and education department would be merged into one cohesive and effective administrative structure. Directorate of Public Education, SCERT, SSA should come under one head. The state government shall set up Grievance Redressal Cells at the district, block, municipal body and Panchayat levels, with designated officers, assisted by adequate manpower and resources in order to harmonize the work of the School Management Committees (SMCs) and the local authorities, the state government shall create Shiksha Samities at each local authority level, consisting of representatives from each SMC in that local authority, members of local authority and officials of the state governments to co-ordinate various implementation aspects of the Act.

District Education Officer shall be the overall in charge of the Elementary Education in the district, he/she may be assisted by officers posted specifically for looking after different aspects of the RTE. The district level advisory body should be headed by District Collector/ Secretary district Panchayat and have elected members of parliament and legislated assembly, representatives of local authorities and the district officials of different departments. The implementation of the RTE Act through the decentralized philosophy is a tedious task in Kerala. The effort made under SSA through the establishment of BRCs and CRCs, has improved matters negligibly, but the overall situation remain unchanged. The powers given to the School Management Committees are the highlight in the decentralization process of educational administration, but may be in Kerala majority of the powers of the SMCs are in the papers only for the successful implementation of this policy. The system of management structures get reformed on the lines described earlier, the school management committees and village based organisations would also need to be strengthened sufficiently as they are to be valuable in communicating in simple and creative ways the rights of the child as enunciated in the Act to the population in the neighborhood school; as also the duties of the appropriate government, local authority, school, parents and guardians. In pursuance of the RTE Act, a community based monitoring should also be instituted. The SMC will not only monitor the regular attendance of teachers and students, as also, no child should remain outside the school, it would also prepare the school development plan on the basis of which the local authority or the appropriate government will provide funds for the school. Since the RTE Act is being implemented in decentralized mode it could also empower local people as seventy five percent of the members of the School Management Committee will be amongst parents.

Mid-Day Meal Programme

The scheme 'National Programme of Nutritional Support to Primary Education' commonly known as Mid-Day Meal Scheme was launched on 15th August, 1995 on nation wide scale by the Department of Elementary Education and Literacy. Ministry of Human Resource Development, Govt. of India. This programme was first introduced in the state of Kerala in 1984 in the lower primary schools functioning in 222 villages, having fishermen as the major inhabitants. In 1985 the scheme was extended to all lower primary schools. The scheme was extended to upper primary schools during 1987-88. The scheme consists of supplying cooked food to the children using rice and pulses. The centrally sponsored scheme originally covered the children of primary stage studying in standard I-V in government aided / local bodies schools. The scheme was further extended to the children studying Education Guarantee Scheme (EGS) and Alternative Innovative Education Centre also in 2002. Government of India provide 100 gram of rice per day per pupil. The state government implemented the above scheme by right modification. Instead of giving 100 grams of rice, state government gives 60 grams of rice and 30 grams of pulses per pupil per day upto standard VII.

Implementation of the Scheme

The Director of Public Instruction is the Nodal Officer of the Mid Day Meal Scheme in Kerala. State level management evaluation and monitoring is done by the state level monitoring committees. These are District Level, Block Level and School Level Committees respectively to implement the scheme. The Headmaster/Headmistress in charge of procuring food materials (rice, pulses, etc) from the Maveli Store. Condiments fuel etc. are procured locally by the school committee civil supplies corporation in the state is the State Nodal Transport Agency for supplying food grains to school.

FIGURE. 4.9
Food Grain Flow Chart

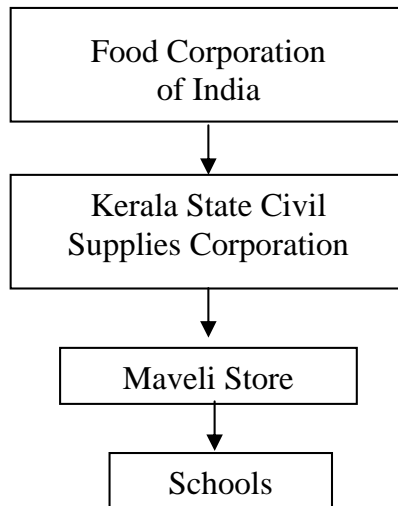
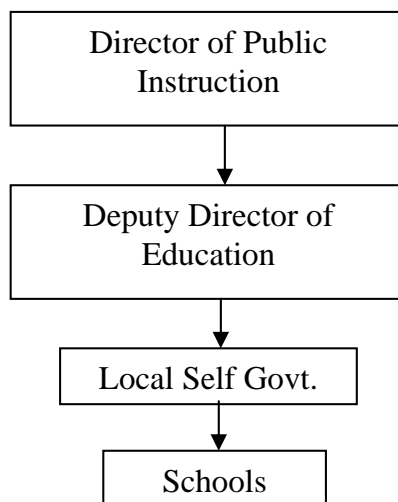


FIGURE.4.10
Fund Flow Chart



The above flow chart reads as the funds received by the schools from their respective local self governments. The role of local self governments in implementing this scheme is more relevant. The structure of various committees to implement this scheme are as follows.

1. State Level Committee

Chairman : Secretary General Education

Member Secretary : Director of Public Instruction

Members : 1. Three Presidents of District Panchayath
2. Additional DPI (Academic)
3. Two nutrition experts from the health department
4. Four person having significant contribution/achievement in the area of nutrition, community mobilization and school education two members should be women
5. Senior Assistant Manager, Noon Meal
6. Two State level representative of teacher organisation

2. District Level Committee

Chairman : District Collector

Member Secretary : 1. District Food Inspector

Members : 2. Noon feeding supervisor
3. Four persons having significant contribution/achievement in area of

nutrition/community mobilisation school education (2 members should be women)

4. Three-Five member from district Panchayat/corporation municipalities
5. Two district level representation of Teachers Organization

3. Block Level Committee

Chairman : Block Panchayath President/Corporation Municipal Education Standing Committee Chairman

Member Secretary : Assistant Education Officer

Members : 1. Taluk Food Inspector
2. Senior Superintendent, Office of the AEO
3. Four persons made significant contribution/achievement in the area of nutritia, child welfare community mobilisation/school education (two members should be women)

4. School level Committee

Chairman : PTA President

Member Secretary : Head Master of the School

Members : Head Master of the School

1. Ward Members

2. Teacher representative (one should be women)
3. One member of Mother PTA
4. Two representative from the parents of feeding students belonging to SC/ST

For effective monitoring of the system, committees at all four levels have been formed. Block and District Level Committees are meeting every month. The school level committee is the true representative of the community which works at the grass root level. The general instruction to implement this programme are as follows.

1. After re-opening, the Headmasters should convene the meeting of Noon Meal Committee for implementing the Mid Day Meal Scheme during the academic year.
2. Head Masters should collect the willingness from the parents of feeding children.
3. List of the feeding students should be get approved by the Assistant Educational Officer concerned.
4. The Deputy Director of Education should consolidate the data and should be submitted to the Director of Public Instruction.
5. The Deputy Director of Education should consolidate the data from Assistant Educational Officer and forward it to the Director of Public Instruction by the last week of every month.

In most of the schools the noon meal committees work is negligible. The cooks were appointed by the noon meal committee members. The menu is the same in all the schools. The mid day meal distribution was being over seen by the teachers. One teacher in all of the school under the school level

committee was entrusted with the responsibility of buying and implementing the scheme. Teachers in all the school felt that the meal programme had brought an improvement in their school.

As per the government orders some powers, schemes and offices transferred, as per the schedules of KPR Act 1994, and KM Act 1994 and authorised the Deputy Director of Education to implement the order within these transferred functions. One of the major activities is noon meal programme that is given to local self government institutions in the state.

Rashtriya Madhyamik Shiksha Abhiyan (RMSA)

Rashtriya Madhyamik Shiksha Abhiyan is aimed at expanding and improving the standards of secondary education – classes VIII to X. At present in Kerala 8th standard is fully covered under SSA. The RMSA would also take secondary education to every corner of the country by ensuring a secondary school (upto class X) within a radius of 5 km for every neighbourhood. Rashtriya Madhyamik Shiksha Abhiyan (RMSA) which is the most recent initiative of government of India to achieve the goal of universalisation of secondary education (USE).

The Sarwa Shiksha Abhiyan programme implemented by the government to bring elementary education to millions of children has been successful in Kerala. The Ministry of Human Resource Development now implementing the secondary education scheme called Rashtriya Madhyamik Shiksha Abhiyan (RMSA) during the 11th plan.

The vision for secondary education is to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years. The following are to be achieved.

- To provide a secondary school within a reasonable distance of any habitation, which should be 5 kilometer for secondary schools and 7-10 kilometers for higher secondary schools.
- Ensure universal access of secondary education by 2017 (GER of 100%) and
- Universal retention by 2020.
- Providing access to secondary education with special reference to economically weaker sections of the society, educationally backward, the girls and the disabled residing in rural areas and other marginalized categories like SC, ST, OBC and Educationally Backward Minorities (EBM).

Organizational Hierarchy in Secondary Education in the State

The General Education Department is one of the biggest departments in Kerala. The Director of Public Instruction is the Head of the Education Department. The DPI is also the commissioner for Government Examination. Additional Director, Joint Directors and other administrative staff including Administrative Offices assist him. Senior Finance Officer, Law Officer, Deputy Secretary, Accounts Officers, Deputy Directors, District Educational Officers and Assistant Educational Officers are part of the hierarchy. (Both the Educational Department and local bodies – District Panchayath/Municipalities supervise secondary schools in Kerala. Government Secondary Schools are institutions transferred to local bodies).

Decentralisation of Secondary Education

After the introduction of Panchayathi Raj and Nagarapalika Act in Kerala, the secondary schools are under the control of District Panchayath/Municipalities and Primary Schools under Grama Panchayath. Every year the local bodies prepare separate projects to improve both the physical and academic development of the schools under their jurisdiction. The District

Panchayath in Kerala have actively involved in the field of secondary education, and have taken several programmes to improve the quality of Secondary Education. Most of the District Panchayaths in Kerala analyse their Secondary Education results every year as an indicator of quality and prepare projects to improve their performance in the next years.

RMSA and Decentralisation

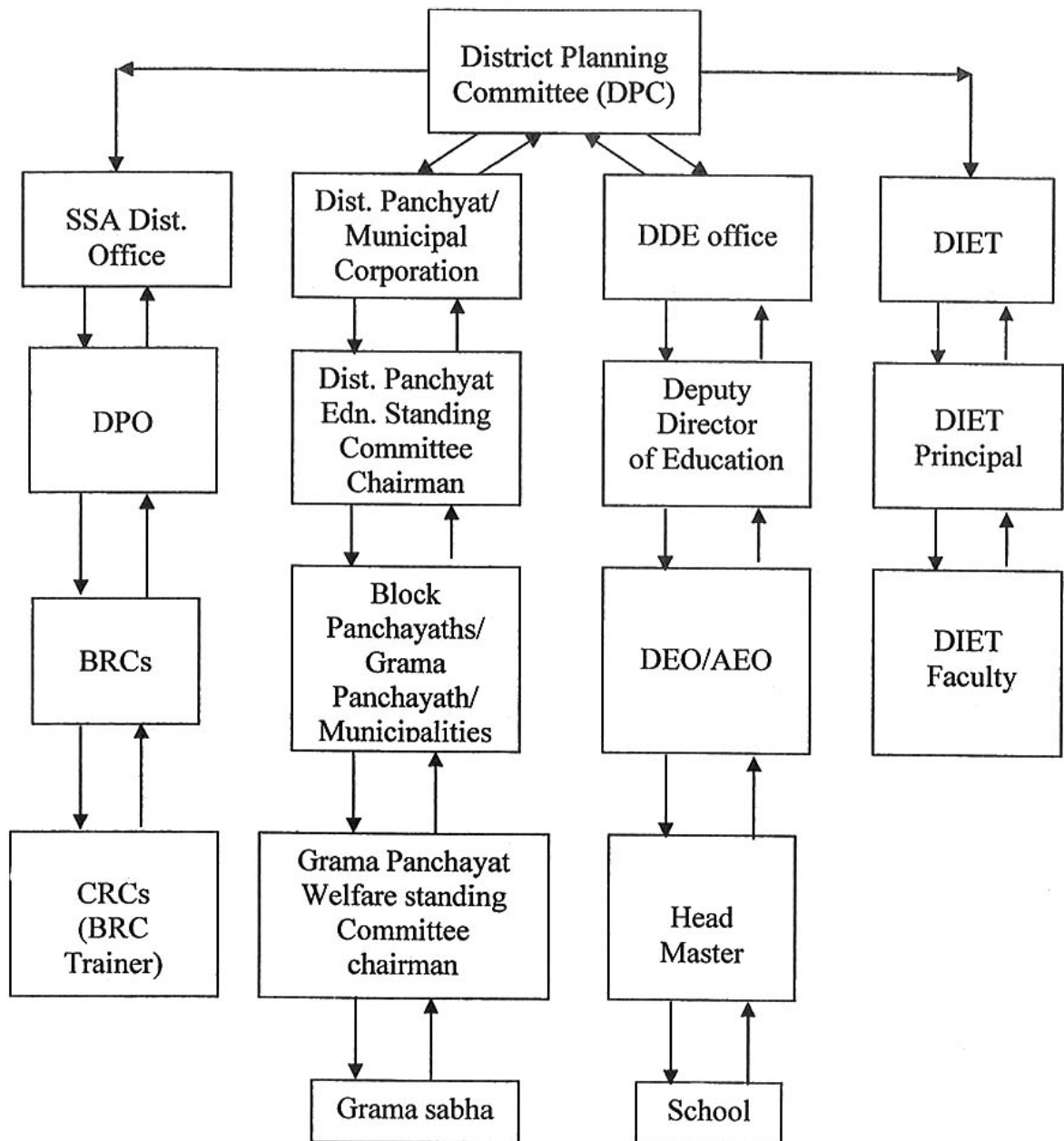
At the national level National Mission on Madhyamik Shiksha Abhiyan is headed by the Hon'ble Human Resource Development Minister with representatives of states, head of the Resource Institutions and Experts as member. The Secretary, Department of School Education and Literacy will be the vice-chairperson of the mission. The Joint Secretary (Secondary Education) shall be the member secretary.

There will be a State Mission Authority for Rashtriya Madhyamik Shiksha Abhiyan. All the activities in the secondary education sector should be under State Mission Authority. This will facilitate decision making at the state level. The State Mission Authority is called Governing council, headed by the Hon'ble Chief Minister of the States with head of the Resource Institutions and Experts as member. The Minister in charge of School Education and Chief Secretary of the states will be the vice-chairpersons of the Mission. The Secretary, in charge of the Secondary Education will be the member.

Micro Planning System in a District

The micro-planning process in education is being done by the convergence of three tier Panchayat Raj System, Education Department and Sarva Siksha Abhiyan with the help of DIET in each district.

FIGURE.4.11



The Micro Planning Process is being done through a two way process.

1. Top down participatory planning process state level to school level.
2. Bottom top proposal: prioritization and consolidation process plus budget preparation – school level to state level.

The grass roots level people's body for planning is called Grama Sabha, which comprises the citizens within the ward.

They assess the educational requirements and formulate the educational need, which ultimately leads to plan proposal. Then it is consolidated at Panchayath/Municipal, Block and District level.

Implementation at School Level

At the school level there will be School Management and Development Committee for Secondary and Higher Secondary Stage. This committee will be responsible for all the activities including planning, collection of data under SEMIS, Implementation, Monitoring, Evaluation and taking corrective/remedial actions on all the components/interventions of the scheme—Infrastructural as well as academic and others, at the school level.

The School Management and Development Committee Structure can be decided by the states, the composition of SMDC as follows.

- Principal, Chairman of the committee
- Vice Principal, Member
- One teacher related to social science member
- One teacher related to science member
- One teacher related to mathematics member
- One person from parents, member
- One lady from parents member
- Two members from Panchayath or local body
- One member from SC/ST community.
- One member from Educationally Backward Minority Community.
- One member from women groups.

- One member from Education Development Committee of each village.
- Three experts as members, each from science, Humanities and Art/Craft. Culture background to be nominated by the District Programme Co-ordinator through due process.
- One officer from Education Department, to be nominated by the District Education Officer as member.
- One member from Audit and Accounts Department.

The school management, and Development Committee will be assisted by two sub committees, School Building Committee and Academic Committee, headed by the Principal and Vice Principal respectively. The school building committee will be responsible for all the activities including planning, estimation management, monitoring, supervision, reporting, maintenance of accounts, monthly squaring up of accounts, presenting accounts before the school Management Committee or Panchayath or Urban Local Bodies etc., relating to construction, renovation, repairing and maintenance and other related civil works. The civil works may also be integrated with the appropriate Rural Development Schemes. While the composition of the sub – committee can be decided by the State Government, the suggested composition is

- One member from Panchayath or Urban Local Body.
- One member from parents.
- One member from experts in civil works like civil engineer/consultant.
- One member from Audit and Accounts Department.

The Academic Committee will be responsible for all academic activities including planning, management, monitoring, supervision, reporting and collection of data for SEMIS etc. The academic committee will be responsible for ensuring quality improvement, equity, reducing barriers – like

socio economic, gender and disability teachers and students attendance, recommending teachers for training guidance and counseling, students achievements, co-curricular and extra curricular activities and overall academic and personality development of students and teachers.

Meeting of School Management and Development Committee

The district programme co-ordinator in consultation with the Education Department will prepare a schedule of meetings for every school within his/her jurisdiction. It will be ensured that meetings are held frequently and in any case at least once in a fortnight.

Parent Teacher Association

Every school must have a Parent – Teacher Association (PTA) meeting of PTA will be held at least once in a month. The class teacher will maintain a suggestion/complaint register for parents of every class. The principal and vice principal will review this register regularly and take appropriate action on the suggestions and complaints. This register will also be placed in the meetings of school management committee and the meetings of Panchayathi Raj Institutions.

The School Management and Development Committee (SMDC) will monitor progress of implementation of all the components of the scheme at school level. The SMDC will inspect the work sites, take stock of progress of non-recurring expenditure under various components of the scheme. The Grama Sabha and Grama Panchayath will also monitor progress of implementation of all the components at school level. The district programme co-ordinator and District Panchayath will monitor all aspects of implementation including flow of funds implementation of all components of the scheme at school level and district level.

Objective – 3

Third objective of the study is to study the delegated powers of educational administrators and Panchayathi raj institutions in relation to decentralization.

For this purpose the investigator collected official documents of Government of Kerala especially from the departments of Local Self Government and general education. The details regarding the document analysis is given below.

Delegated powers to the Deputy Director of Education (DDE)

- To make appointment to the sanctioned post of all categories of teachers excluding Head Masters of High School, Training Institutes and special schools subject to recruitment rules.
- To make all charge arrangements in vacancies within his jurisdiction and to sanction charge allowance as per rules in K.S.R
- To promote Primary School Teachers as High School Assistants and Primary School Head Masters. To sanction higher grade/super grade to Government High School and Training Institute Teachers.
- To transfer all personnel in the teaching branch excluding Head Masters of High Schools and Training Institutes.
- To sanction leave other than study leave, special disability leave and leave without allowances not exceeding four months to all officers (Gazetted and Non-Gazetted) under his control.
- To sanction Casual leave to all officers working under him and to himself as provided in Rule 3 of Appendix VIII in KSR
- To prepare and maintain the seniority list of teaching staff recruited or appointed on district wise basis.

- To sanction vacation duty to teaching staff under his control.
- To initiate disciplinary action and to impose minor penalties as specified in rule II (i) of C.C. and A Rules on Ist level Gazetted Officers of whom Director of Public Instruction is the appointing authority. To be appellate authority in respect of the decisions of the District Educational Officers, Assistant Educational Officers and Heads of High Schools and Training Institutes.
- To sanction belated increment in respect of all non-gazette officers excluding ministerial officers in the District. To authorize increment to non- gazette staff in the teaching wing and those: level of and below the class IV employees.
- To convene or direct to convene conferences of Subordinate Officers including Staff of Aided Schools within the Revenue District. To depute staff and teachers departmental schools to attend departmental conferences, seminars, courses, etc., convened in the State by the Education Department.
- To sanction purchases of Books, Laboratory Accessories and Educational appliances and other items of stores subject to Budget Provision and Store Purchase Rules.
- To purchase furniture of approved pattern according to standard laid down in the rule, subject to Budget Provisions and also subject to general orders in the matter issued by Government or Director of Public Instruction. Direct purchase can be made from PWD workshops, Jails or any other Government agency as approved and ordered by Government from time to time. To get items of classroom furniture manufactured and supplied by Parent Teachers Association at approved rates as per general guidelines and direction of Government /DPI from time to time.

- To sanction repairs of furniture, to sanction write off of the value of unserviceable articles subject to the condition that sanction will be communicated to audit with specific nature of circumstances of the case.
- To sanction the disposal of unserviceable articles or surplus stores (when limited to a particular book value noted by the government) and subject to the provision in the Kerala Financial Code.
- To sanction disposal of condemned buildings by auction and to give confirmation for getting the survey report of Public Works Department.
- To sanction disposal in auction sale of standing trees when absolutely necessary and of fallen and dead trees in the grounds/compounds of officers owned by Departments and under his control and to give confirmation.
- To sanction shifting of an office from one building to another and hiring of private buildings.
- To sanction printing of forms, circulars and pamphlets in Government press (Note: Printing of New Forms and Registers should have the approval of the Government.)
- To accord administrative sanction of original works the cost of which does not exceed Rupees 2, 00,000 subject to budget provision. To accord administrative for maintenance and repair works up to Rupees 20,000 on the basis of estimate prepared by the Public Works department.
- To sanction electrification water supply and drainage facilities, etc., in Departmental schools at the expense of outside agencies in accordance with the guidelines, instructions, rules, etc., Prescribed.
- To incur non-recurring contingent expenditure.

- To sanction repairs to motor vehicle up to Rs.1,500 in each case subject to the general rules and procedure in this regard and subject to the budget provision.
- To make original selection of candidates for Trained Teachers' Certificate course under open quota as per rules and to effect transfer to the first and second year trainees in exceptional cases and for sufficient reason. To grant stipend and subsistence allowance to trainees undergoing B.Ed/TTC/Language teachers Training Courses according to rules.
- To meet the expenditure on account of traveling allowance in respect of claims for last December and previous period from the current Year's allotment. To approve the Tour Programme of Administrative Assistants, Administrative Officers, District Educational Officers, Inspector of Muslim Education, Assistant Educational Officers, and Social Education Officers.
- To sanction journeys on duty of Officers under him.
- To inspect the offices of the DEOs and Educational Institutions in the district and to review the inspection reports sent by DEOs. Inspection report of the Deputy Director will be submitted to the DPI.
- To accept cash contributions to lands and buildings from public for educational purposes as prescribed. To sanction collection of funds for purpose of providing building, furniture, equipments, etc., for departmental schools as prescribed.
- To grant permission under rule 14 of the Government Servants Conduct Rules, 1960, to Teachers and Head Masters and other staff of the school to participate in the collection of funds as sanctioned above.
- To forward applications to the District Collector concerned for acquisition of land for schools.

- To sanction pension to all non-gazetted teaching and non-teaching staff including aided schools in the district.
- To arrange manufacture and supply of furniture under the scheme of purchase of furniture for Department schools by the Parent Teachers Association as per GO (Rt.) 1693/81/G.Edn., dated 16th May 1981 and also to fix the local rates as per the scheme.
- To sanction advance to the P.T.A. and to make final payment to the P.T.A. as specified in the Government Order.

(Source: Guide Book 2001, Directorate of Public Instructions, Thiruvananthapuram, Government of Kerala).

Delegated Powers of the District Educational Officer (DEO)

- To make provisional appointment to the sanctioned posts of Ministerial staff and Last Grade Servants in his office through Employment Exchange subject to general rules and orders issued by the Government and Department from time to time.
- To make appointment to the sanctioned part time contingent post in his office subject to general orders of government.
- To transfer all teaching staff excluding the Heads of High Schools and Training Institutions and non-teaching staff including the level of UD Clerks within the jurisdiction under exigencies of service subject to ratification by the Deputy Director (Education).
- To sanction leave other than study leave, special disability leave and leave without allowances exceeding 120 days to all officers working in his office.
- To sanction leave other than study leave, special disability leave and leave without allowances exceeding 120 days to the Heads of Aided High Schools, Training Institutes and Special Schools.

- To sanction Casual Leave to all officers working under him and to himself as provided in Rule 3 of Appendix 7 in KSR.
- To issue permission to Heads of Schools and AEOs leave headquarters on casual leave.
- To sanction higher and senior grades to teaching and non-teaching staff of Aided High Schools, Training Institutes and special schools and higher grade to the staff working in his office.
- To sanction vacation duty to teaching staff under his control.
- To initiate disciplinary action against all officers working under his jurisdiction and to impose minor punishments in accordance with the provision in Kerala Civil Services (C.C. and A) Rules.
- To initiate disciplinary action against all teaching and non-teaching staff in aided schools under his jurisdiction subject to the provision in KER.
- To countersign the T.A. bills of Personal Assistant in his office, Educational Extension Officers, and Heads of High Schools, Training Institutes and Special Schools within the Educational Districts.
- To sanction reimbursement of medical expenses to Personal Assistant in his office, Educational Extension Officers, Heads of Departmental High Schools, Training Institutes and Special Schools in the Educational District without monetary limit subject to medical Attendance Rules.
- To sanction temporary withdrawals from Government Provident Fund, KSAEPF in respect of all employees in the Education District, subject to P.F. Rules concerned.
- To sanction Non- refundable advance from GPF/KSAEPF to the conditions and limitations in the P.F.Rules concerned. (Note:No relaxation of any provisions in G.P.F.Rules will be empowered under any circumstances.)

- To sanction payment under Family Benefit Scheme in respect of all employees in his office and in Aided High Schools.
- To incur non-recurring contingent expenditure in each case subject to budget provision and observance of rules.
- To sanction local purchase of stationary in urgent and unforeseen cases (as to the limitation laid by the Government) subject to budget provision and Store Purchase Rules.
- To purchase office furniture, sanction repairs of furniture, to sanction repairs to motor vehicles subject to the general rules and procedure and according to approved specification and standards subject to budget provisions and Store Purchase Rules.
- To sanction write off of stores with the government specified book value which are purchased out of special fee account of the school subject to special fee rules and of the value of unserviceable stores of Aided Schools up to the limit specified by the Government , subject to rules.
- To sanction the disposal of unserviceable articles in the office(book value specified by the government)
- To execute agreement towards purchase of stores with their financial powers.
- To inspect all High Schools, training Institutes and Special Schools including recognized schools and submit inspection report to the Deputy Director (Education). To review the inspection reports submitted by the AEOs.
- To convene conferences of Heads of schools and AEOs in the Education District whenever necessary.
- To depute staff and teachers for attending conferences, seminars, courses etc. convened in the State by the Education Department.

- To sanction building and equipment grant and maintenance grant to Aided Special Schools in the State according to rule.
- To sanction educational concessions to the handicapped pupils in the Special Schools and High Schools, Training Institutes as per G.O.(P) 412/69 Edn. dated 3rd November, 1969.
- To sanction payment of annual recurring grant to voluntary Educational Organisations and Institutions.
- To sanction payment of annual recurring grant to recognized Nursery schools subject to budget provision and as per rules approved by the Government.
- To award scholarship in cases when the selection is confined to a particular institution (high Schools and Training Institutes including Upper Primary section).
- To dispose of questions relating to collection, remission or refund as per rules of fees and fines levied on pupils.
- To permit change of language and subject study of pupils up to standard VII in composite schools.
- To decide finally complaints on class promotions in respect of High schools and Training Institutes.
- To sanction parallel divisions in English Medium Schools in the next higher standards progressively when once the school is granted English Medium Standards under intimation to the DPI.

(Source: Guide Book 2001, Directorate of Public Instructions, Thiruvananthapuram, Government of Kerala).

Delegated powers to the Assistant Educational Officer (AEO)

- To make provisional appointment to the sanctioned posts of Primary Department (PD) Teachers, Ministerial staff and Last Grade Servants

in schools and in his office through Employment Exchange subject to general rules and orders issued by the Government and Department from time to time.

- To make appointment to the sanctioned posts of part-time contingent employees in his office and schools subject to general orders in the matter.
- To transfer teaching and non-teaching staff in primary schools within the Sub District under exigencies of service subject to ratification by the Deputy Director, Education.
- To make charge arrangements in vacancies of Heads of Primary Schools and sanction charge allowances as per rules in KSR.
- To sanction leave other than study leave and special disability leave and leave without allowances exceeding 120 days to all members of staff in his office and Heads of Departmental and Aided Primary Schools and also teaching and non-teaching staff of Primary Schools where the Head of Institution is under qualified and where there is no Head Master / Teacher – in-charge appointed by the Management subject to rules in KER
- To sanction casual leave to all officers working under his control and to himself as provided in Rule 3 of Appendix VII in KER
- To issue permission to Head of Primary Schools to leave jurisdiction/ Headquarters on CL.
- To authorize increment to all employees in his office, Head of Departmental and Aided Primary Schools where Head of Institution is under qualified and where there is no Head Master/ Teacher in charge appointed by the Manager.
- To sanction Higher and Senior Grades to teaching and non-teaching staff of Departmental and Aided Primary Schools and Higher Grades to the staff working in his office.

- To sanction vacation duty to teaching staff under his control.
- To initiate disciplinary action against the officers working under his jurisdiction and to impose minor punishments in accordance with the provisions in Kerala Civil Service (CC and A) Rules. To initiate disciplinary action against all teaching and non-teaching staff in Aided Primary Schools under his jurisdiction subject to provisions in KSR.
- To be drawing officer in respect of Establishment pay bill, T.A. bills, P.F bills, Contingent Bills etc. of the office and incomplete departmental Primary Schools.
- To countersign the Establishment Pay bills Maintenance Grant Bills, Scholarship Bills etc. of Aided Primary Schools in the Sub District.
- To draw and disburse T.A. claims of the staff in his office.
- To countersign T.A bills of teaching and non-teaching staff including Head Masters of Departmental and Aided Primary schools.
- To sanction reimbursement of medical expenses to the staff in his office and teaching and non-teaching staff including Head Masters of Departmental and Aided Primary schools in the Sub District without monetary limit subject to medical Attendance Rule.
- To sanction temporary withdrawals and non-refundable advance from GPF, KSAEPF in respect of all employees in the sub district, subject to PF rules concerned.
- To sanction payment Under Family Benefit Scheme in respect of all employees in his office and Departmental Primary Schools and Aided Schools under him.
- To incur non-recurring contingent expenditure (limit as prescribed by the Government) in each case subject to budget provisions and observance of rules.

- To sanction purchase of books, educational appliances and other stores subject to budget provision and store purchase rules.
- To sanction local purchase of stationary in urgent and unforeseen cases, to purchase office furniture according to approved specification and standards (limit specified by the Government) and to sanction repair of furniture at a time subject to budget provision and store purchase rules.
- To accord administrative sanction for maintenance and repairs work up to Rs.10, 000 on the basis of the estimate prepared by the Public Works Department. To carry out maintenance and repairs works and urgent and unforeseen nature up to Rs.3, 000 on proper sanction from Departmental officer concerned.
- To sanction electrification, water supply, drainage and toilet facilities in Departmental Schools at the expense of outside agencies in accordance with the guidelines instruction, Rules etc. prescribed under intimation to the Deputy Director.
- To sanction write off of the stores book value up to Rs. 300 at a time which are purchased out of special fee account of the School subject to special fee rules. To sanction write off of the value of unserviceable stores in Departmental and Aided Primary Schools subject to annual limit of Rs. 2000 where the book value does not exceed Rs. 100 in each case subject to rules.
- To sanction the disposal of unserviceable articles when the book value does not exceed Rs.500 in each case as per code rules and also to give confirmation of auction sale conducted by the Heads of Primary Schools.
- To sanction disposal by auction of condemned buildings of primary schools, the book value of which does not exceed Rs.10, 000 on the basis of survey report of the Public Works Department.

- To sanction sale in auction of trees in the compound of his office and school premises.
- To sanction auction sale of living trees when it endangers to life property and of dead and fallen trees in his office and primary school premises and lease of office and primary schools premises for cultivation.
- To give confirmation of auction sale conducted by the Heads of Primary Schools.
- To execute agreement towards purchase of stores within their financial powers.
- To execute agreement with the lease in connection with the auction sale of trees and lease of office and schools premises for cultivation.
- To prepare and submit monthly expenditure statement of his office and all primary schools in the sub district to the Deputy Director for reconciliation and monthly plan progress report.
- To sanction destruction and preservation of records in the office subject to rules.
- To inspect all primary schools including nursery and recognized schools under his control and submit inspection report to the District Educational Officer.
- To convene conferences of Head of Primary Schools whenever necessary.
- To depute staff and teachers for attending conferences, courses and seminars etc. convened in the State by the Education Department.
- To sanction maintenance grants to Aided Primary Schools at the approved rates.
- To submit recommendation for annual recurring grant of nursery schools to the District Educational Officer.

- To sanction educational concessions to the handicapped pupils studying in primary Schools as per DO (P) 412/69/Edn dated 3rd/November,1969
- To award scholarships in case when the selection is confined to a particular institution (all UP and LP Schools)
- To permit change of language and subject of study of pupils up to standard VII
- To decide finally complaints on promotions in respect of Primary Schools.
- To attest the entries in Part I and II of the Service Books of the employees in his office and teaching and non-teaching staff of Aided Primary Schools. To make service verification entries in Part II of the Service Books in respect of teaching and non-teaching staff of Government Primary Schools. To issue service certificates in the prescribed form in respect of teaching and non-teaching staff of Aided Primary Schools.
- To accept endowments up to Rs. 1,000 subject to the approval of the scheme by Government.

(Source: Guide Book 2001, Directorate of Public Instructions, Thiruvananthapuram, Government of Kerala).

Head Masters of primary schools who have passed Account Test and test in K.E.R or who stand exempted from passing the test and graduate Head Master of Upper Primary School.

- To sanction leave other than study leave, special disability leave and leave without allowances exceeding four months to all members of staff working under him.
- To sanction casual leave to all members of staff working under him and to himself as provided to Rule 3 of Appendix VII in KSR

- To authorize increment to all employees working in the school
- To be drawing officer in respect of bills relating to the pay and allowances of their own and their establishment including the pay and allowances of contingent employees without counter signature and P.F.Bills, etc, in respect of the school.
- To sanction write off of the value of damaged class text books subject to the annual limit of Rs.10
- To conduct auction sale of unserviceable articles in the school up to the book value of Rs.100 and dispose of them with the approval of the Assistant Educational Officer.
- To sanction disposal of the fallen and dead trees within the school premises subject to the confirmation by the Assistant Education Officer. To permit to cut down the living trees when it endangers to life or property.
- To grant permission for lending school buildings and premises to outside agencies on rent prescribed in G.O.(Ms) No.20/77/G.Edn dated 29th January, 1977 or the revised rate which may be prescribed by Government from time to time under intimation to the Controlling Officer.
- To permit the use of school building and premises on free of rent to the agencies to whom exemption from payment of rent is granted by Government under intimation to the Controlling Officer.
- To sanction provisional admission of pupils coming from schools outside the State pending production of Transfer Certificate after obtaining written undertaking from the guardian as per rules.
- To issue extract of Admission Register in schools on stamped paper as per rules. To issue extract of mark lists of annual examination of standards up to VII on requisition from the guardian as per instructions issued from time to time.

- To attest the entries in Part II of the Service Books of the employees in the school.

(Source: Guide Book 2001, Directorate of Public Instructions, Thiruvananthapuram, Government of Kerala).

Following are the functions, schemes and offices transferred to the local self governments as per the Kerala Panchayathi Raj Act ,1994, and Kerala Municipal Act,1994 a) authorised the Deputy Directors education to implement the order (Ref:No.P.L(4)39530/94/DPI dt.21.09.1995, Director, Education). b) Transferred the offices, Schemes and the powers to the panchayat raj institutions. (Ref: G.O.(M.S) No. 14/96/DPI.dt. 18.1.96, Public Education (J) Department).

POWERS, FUNCTIONS AND SCHEMES TRANSFERRED TO GRAMA PANCHAYAT

A. Control of Lower Primary School in Village Panchayat

Inspect and assess whether the teaching and non-teaching staff of Lower Primary Schools are doing their duties.

- 1) Recommend to the Sub Education Director to take the legal action against the teaching and non-teaching staff who stand against the smooth functioning of school.
- 2) To make the Sub Education Director fill the vacant teaching post in Lower Primary schools in the beginning of the year through P.S.C or Employment Exchange.
- 3) Implement programmes to resist students to fall out from Lower Primary school, with the help of officials of the department.

B) Construction of Govt. schools buildings and maintenance

- 1) Thatching and maintenance of schools buildings
- 2) Construction and maintenance of Government school buildings

C) Providing lunch to students in school

- 1) Arrangement for the effective implementation of the Mid Day Meal scheme in schools.
- 2) Quality testing of goods for distribution of lunch and supervision of bringing of food articles to school.

D) Running schools in village panchayath including pre- primary schools and industrial training centers. Start pre-primary schools if needed in village panchayath, employ qualified candidates, approve their needs including salary.

E) Distribution of scholarship and grants for students

Take necessary actions for giving scholarship and grants to the deserving students and distributing the same in time .

F) Implementation of informal education, old aged education and the other literacy programmes. Special orders will be issued on the same.

G) Introduction of the culture of manual labour in schools and its promotion. Assess whether the school authority gives necessary training to identify and improve the ability of students interested in physical education.(Village Panchayat may do for DPI).

- i. Make effective the working of school complex and supervise its activities.
- ii. Supervise and enforce effective implementation of Aksharapulari and Needed Education Level Scheme.

- iii. Inspection of working of panchayat level schools and take leadership in activities to improve quality of performance.

Powers, Functions and schemes transferred to the District panchayath

- A. Give leadership in the programmes of informal and old aged education in the district.
- B. Co-ordination and control of literacy programmes special orders will be issued on the same.
- C. Control and supervision of High School and Upper Primary Schools.
 - 1) Inspect whether the teaching and non teaching staff of High School and Upper Primary School are doing their duties well.
 - 2) Recommended the Sub Educational Director to take legal action against teaching and non teaching staff who are against the smooth functioning of schools.
 - 3) Make the Sub education director fill the vacancy of teaching staff in the beginning of the year through P.S.C or employment exchange.
 - 4) Organise programmes to resist students falling out from Upper Primary School. (District Panchayath may do for DPI)

Inspect the working of the schools at District Panchayath level and generate programmes to improve quality and general condition.

Powers, Functions, Schemes transferred to Municipal Council/ Corporation

- A. Control and supervision of government Lower Primary, Upper Primary and High schools.
 - 1) Assess whether the teaching non teaching staff in Lower Primary, Upper Primary and High schools in the municipal and corporation area are doing their duties well and take steps needed.

- 2) Recommended the sub education director to take legal action against teaching and non-teaching staff who are against the smooth active functioning of schools.
 - 3) Make the sub education director fill the vacancy of teaching staff in the beginning of the year through P.S.C or employment exchange.
 - 4) Organise programmes to resist students falling out from Lower Primary schools.
- B)** Construction and maintenance of school buildings.
1. Maintenance of schools in municipal area in time.
 2. Construction and maintenance of school buildings
- B)** Provide mid-day meal to school children.
- 1) Effective implementations of mid-day meal programme and make arrangements for that.
 - 2) Inspection of quality of articles for mid day meal and supervise bringing food articles to schools.
- D)** Running of educational institutions including pre-primary schools and training centres.
- 1) If needed in municipal areas start pre-primary schools appoint qualified candidates and give salary to them.
- E)** Distribution of scholarships and grants for students
- 1) Take steps to give scholarships and grants to deserving students and distribute those in time.
- F)** Conducting non-formal, old aged education programmes and literacy programmes.
- 1) Special orders will be issued for the same.
- G)** Promotion of culture of manual labour in schools
- 1) Assess whether the schools are taking steps to find out students in Lower Primary, Upper Primary schools interested in physical

education and give training to participate in competitions .Inspect whether the teacher worked after school time properly for kit-allowance.

- H)** Give assistance to school youth festival, art, cultural and physical meals and other local festivals;
- 1) Give help including representation to conduct melas and festivals. (municipalities may do for DPI)
 - 2) Make effective the working of school complex and supervise its activities.
 - 3) Supervise and enforce effective implementation of Aksharapulari and needed education level schemes.
 - 4) Inspections of working of municipality level schools and generate and implement effective programmes to improve quality and general conditions.

The Analysis of Powers and Functions of Educational Administrations and Local Self Governments in Relation to Decentralisation.

Powers Panchayathi Raj Institution at Different Levels and Schemes

KPR Act 2004 provides that the institutions transferred to panchayaths under the Act are institutions of Panchayaths and will be known by the name of the panchayath and the name boards changed accordingly.

The KPR Act says that the assets and properties of institutions transferred should not be misused by panchayaths. Though the properties are under the control of panchayaths, the ownership will vests with the state government. It means that we do not have the power to sell, change ownership, pledge or alienate the property. But the income from the assets can be treated as own income of the panchayath and utilized for the development of school.

We have the control over the functionaries transferred to panchayath. As per the KPR Rules 1997 (Control of transferred Officials) Local governments have power to impose minor punishments on the officials (G.O.No.161/97 LSGD dt. 07.07.1997).

Standing Committee on Education

The Standing Committee for Education has the following responsibility to lead all activities relating to Education.

1. Constitute Panchayat Education Committee and guide its activities.
2. Constitute an efficient working group for plan formulation and activate it.
3. Evolve a local education perspective and formulate plan according to the perspective.
4. Formulate action plan under SSA and integrate it with the Panchayath plan.
5. Evaluate the curricular and co-curricular activities of educational institutions monthly and take remedial measures for defects.
6. Evaluate the functioning of School Development Committee, PTA and Mother PTA and take steps to activate them.
7. Take steps for the effective and time bound implementation of all projects under SSA and Panchayath Development plan.
8. Monitor Plan Implementation and encourage schools by frequent visits.

The Development fund of Grama Panchayat can be utilized for construction of buildings and purchase of furniture for primary section that is part of High School or Higher Secondary School that are transferred to District Panchayaths.

Finance

The mobilization of the funds for the educational activities of Panchayaths through the following sources.

1. Own fund
2. Development fund given by state government
3. SSA project fund
4. Maintenance fund (non roads)
5. Local area development funds of MPs and MLAs.

Along them Own Fund and Development Fund of local self governments are utilized for improving physical facilities and quality of education Local Area Development Funds of MPs and MLAs are utilized to improve physical facilities suggested by them.

Utilization of SSA Fund

SSA is a centrally sponsored scheme it is implemented according to the guidelines of the central government. The state government fix the percentage of amount that local government must give to the SSA corresponding with the allotment under SSA,

Utilization of Maintenance Fund-Non Road

Maintenance fund is granted to local governments by state government through budgetary provision.

Programmes Undertaken using Maintenance Fund

1. Repair of school buildings.
2. Construction of compound wall
3. Construction of toilets, kitchen, store room, cook house
4. Purchase and repair of furniture

5. School electrification
6. Library development
7. Purchase of laboratory equipment (including computer)

Integrated Action Plan

The Education Programmes in each district implementing through the integrated action plan, in which panchayath authorities and education departmental authorities play a major part. All the educational programmes must be prepared with the co-operation of state government, district planning committee, SSA, Education Department and the involvement of people.

TABLE 4.8

Integrated Action Committee for Implementing Various Educational Projects at Different Levels

Institution	Convener	Chairperson
Grama Panchayath	Headmast/Headmistress	Member Education Standing Committee Other than Chairperson
Block Panchayath	Secretary Block Panchayath	Member Education Standing Committee Other than Chairperson
District Panchayath	Deputy Director of Education	Member Education Standing Committee Other than Chairperson
Municipalities	Higher Secondary Principal	Member Education Standing Committee Other than Chairperson
Corporation	Higher Secondary Principal (Senior)	Member Education Standing Committee Other than Chairperson

Ensuring People's Participation

The formulation, implementation and monitoring of Integrated Education Programme requires the co-operation of teachers and community.

Activating Parent-Teacher Association

PTA should consist of parents and teachers who have genuine interest in the welfare of school. It should meet at least once a month.

1. Activating Class PTA (CPTA)

It is a forum of teachers, parents and all students of a class for mutual interaction.

2. Mother PTA

Mother PTA creates a bond between school and homes.

3. School Support Group

It is a forum where the service of other persons than parents is utilized for school development.

4. Exploiting Local Expertise

The expertise of talented and skilled persons of the locality can be utilized by schools.

5. Interface with Cultural and Community Organisations

Interface should be established with cultural and community organizations like reading rooms, libraries and clubs.

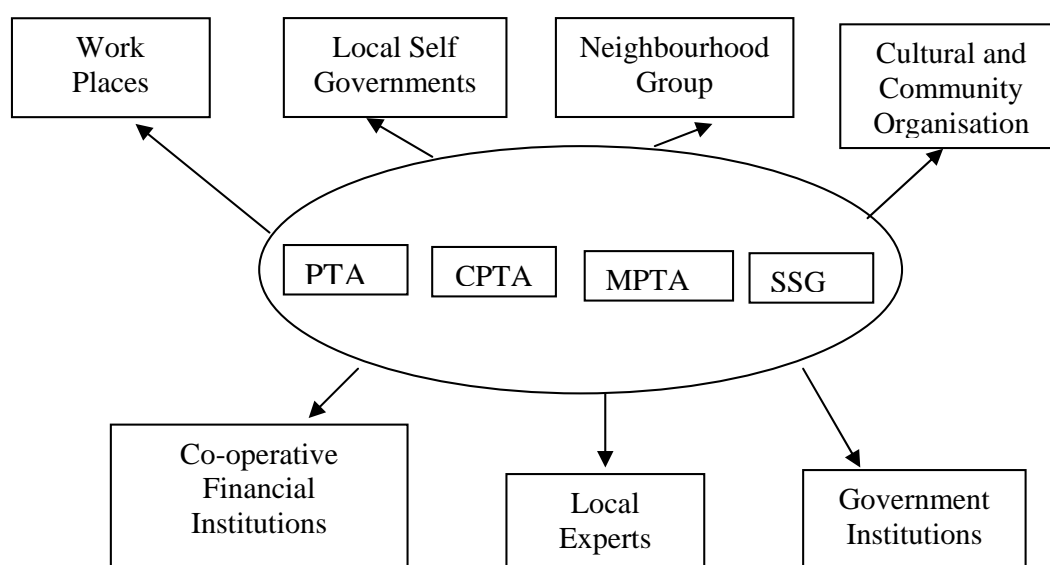
6. Interface with Government and Semi Government Institutions

Interface to be established with institutions like hospital, post office, police station, agriculture office, village office.

7. School Infrastructure for Community Benefit

When infrastructure facilities of schools are made available for community use, the community has a sense of ownership in school. The standing committee and panchayath council have an important role in ensuring people's participation in education.

Figure 4.12 Ensuring People's Participation in Education



Evaluation of Powers and Functions of Educational Administrators and Local Self Government Institutions in Kerala since 1996: A Discussion

Based on the third objective of the present study, the evaluation of the powers and functions of educational administrators and Local Self Government Institutions in Kerala is given here. The Administrative aspects include control or management of education, teacher's appointment, curricular changes and new functions transferred. Table No.4.9 describes all these changes in detail.

TABLE 4.9
Evaluation of the Powers of Educational Administrators and Local self Governments in Kerala since 1996

General Education Departmental Aspects and Organisational aspects	Changes since 1996
The powers of DDE, DEO and AEO as executing and controlling officers at the revenue district, educational district and educational sub-district levels respectively.	No change in their powers. The guide book of government of Kerala 2001 and 1991 says the same powers
Temporary Teachers in vacant posts in government schools	Powers transferred to grama Panchayath in the case of primary schools. They make the recommendation to fill the vacancy through PSC or Employment Exchange
Admission, transfer and promotion of student	No change, same governmental norms and procedure continuing.
Curriculum, teaching learning materials.	Local Self Governments have the power to involve in curriculum construction, lead role in implementing centrally sponsored schemes
PTAs and Mother PTAs Calss PTAs	PTAs and Mother PTAs are working in an efficient manner class PTAs function in some schools
School Development and Management Committee	Proposed by RTE 2009 and RMSA but no political decision taken by the government.
Mid-Day Meal Scheme	Village Panchayath played an important role to implement this scheme
Repair of school buildings	Doing repair of government school by using maintenance fund of the LSG's

School Electrification Library Development purchase of laboratory equipment (computers also)	All these activities done by using maintenance fund of the LSGIs.
Educational projects covering whole revenue district	An integrated action plan carried out by the LSGIs and Education Department by formulating a co-ordination committee.
Standing committee on Education in each LSGI'S formed	Almost all power related to education are transferred to standing Committees of respective panchayaths and municipal corporation
Formation of school support group	This forum is only on paper in most of the schools
Panchayath level working rroups on education	Constituted at the Panchayath level

From the above analysis we can realize that the decentralisation process changed the entire face of local self governments in the state. From the detailed document analysis based on our research objective, the following conclusion pertaining to Kerala's General Education Department with respect to decentralisation can be formulated.

1. The powers and functions of Educational Administrators did not change fundamentally.
2. Though certain powers of General Education Department transferred to local self government institutions, most of the executive powers remained with the General Education Department and were carried out through the centralized departmental process in the name of decentralisation of education.
3. The higher level bodies of education retained their powers at the state level.
4. The Education standing committee of the various local self government have certain powers.

5. Though the decentralised planning suggested a lot of monitoring and evaluation activities by the local self governments, only some civil works monitoring done in the state.

Objective - 4

Fourth objective of the study is to know the attitude level of Teachers Educational Administrators and Panchayathiraj Members towards decentralisation of educational administration.

After obtaining the relevant scores, the investigator classified the subjects into 3 groups – high, moderate and low based on their scores on the Attitude Scale. For the purpose of analysis the groups were divided into three high, moderate and low. The frequency distribution was prepared and their Mean (M) and Standard Deviation SD (σ) calculated. Then the sample was divided into three groups with respect to the scores on the Attitude Scale with cutting points at $u \pm 1\sigma$, so as to minimize the possibility of getting large percentage in the middle and lesser percentage at the extremes. Thus peoples whose attitude scores were greater than $M+1\sigma$ were grouped as high group whose attitude scores less than $M-1\sigma$ formed the low group and the persons whose scores within $M+1\sigma$ (including the limits) constituted the medium group. The obtained values are given under table 4.10, 4.11 and 4.12.

TABLE 4.10
Level of Attitude of Teachers towards Decentralisation of Educational Administration

Sl. No.	Level of Attitude	Lower Primary Teachers		Upper Primary Teachers		High School Teachers	
		Number	Percentage	Number	Percentage	Number	Percentage
1.	High level	19	15.2	20	16	19	19
2.	Moderate Level	90	72	85	68	59	59
3.	Low Level	16	12.8	20	16	22	22
4.	Mean	197.40		203.44		172.50	
5.	Standard Deviation	14.74		11.42		24.14	
	Total	125	100	125	100	100	100

Table.4.10 shows that 15.2% of the lower primary school teachers shows high level attitude, 72% shows moderate level attitude and 12.8% shows low level attitude towards decentralization of Educational Administration.

16% of the Upper Primary School Teachers shows high level attitude, 68% shows moderate level attitude and 16 shows low level attitude towards decentralization of educational administration.

19% of the High school teachers in Kerala shows high level attitude, 59% shows moderate level attitude and 22% shows low level attitude towards decentralization of Educational Administration.

The analysis reveals the fact that the Lower primary teachers, Upper primary teachers and High school teachers under study did not have big difference in their attitude towards decentralization of educational

administration. High school teachers having high level attitude towards decentralization of educational administration, when we compare the level of attitude of other groups such as lower primary teachers and upper primary teachers. Lower primary teachers having low level attitude towards decentralization of educational administration than the level of attitude of other groups such as upper primary teachers and high school teachers.

TABLE.4.11
Level of Attitude of Educational Administrators towards
Decentralisation of Educational Administration

Sl. No.	Level of Attitude	Assistant Educational Officers		Deputy Director of Education		District Educational Officer	
		Number	Percentage	Number	Percentage	Number	Percentage
1.	High level	13	17.333	1	20	2	20
2.	Moderate Level	49	65.333	3	60	7	70
3.	Low Level	13	17.333	1	20	1	10
4.	Mean	128.01		134.4		147.8	
5.	Standard Deviation	21.41		10.91		3.96	
	Total	75	100	5	100	10	100

From the table 4.11 it is seen that 17.33% of the Assistant Educational Officers in Kerala shows high level attitude, 65.33% shows moderate level attitude and 17.33% shows low level attitude towards decentralization of Educational Administration.

20% of the District Educational Officers in Kerala shows high level attitude, 60% shows moderate level attitude and 20% shows high level attitude towards decentralization of Educational Administration.

20% of the Deputy Directors of Education shows high attitude, 70% moderate level attitude and 10% shows low level attitude towards decentralization of Educational Administration in Kerala.

The analysis reveals that the Deputy Director of Education (DDEs) and District Educational Officer (DEOs) shows high level attitude toward decentralization of educational administration than Assistant Educational Officers. DEOs shows shows low level attitude toward decentralization of educational administration

TABLE.4.12

Level of Attitude of Panchayathi Raj Members towards Decentralisation of Educational Administration

Sl. No.	Level of Attitude	Members of Grama Panchayath		Mermbers of Block Panchayath		Members of District Panchayath	
		Number	Percentage	Number	Percentage	Number	Percentage
1.	High level	32	21.33	16	16	10	20
2.	Moderate Level	83	55.33	70	70	31	62
3.	Low Level	35	23.33	14	14	9	18
4.	Mean	141.4		116.75		117.46	
5.	Standard Deviation	32.53		32.93		40.14	
	Total	150	100	100	100	50	100

Table 4.12 shows that 21.33% of the members of Grama Panchayath shows high level attitude 50.33% shows moderate level attitude and 23.33% shows high level attitude towards decentralization of Educational Administration in Kerala.

16% of the members of Block Panchayath shows high attitude, 70% shows moderate level and 14% shows low level attitude towards decentralization of Educational Administration.

20% of the members of District Panchayath shows high level attitude 62% shows moderate level attitude and 18% shows low level attitude towards decentralization of Educational Administration.

The analysis shows that Members of Grama panchayath shows high level attitude toward decentralization of educational administration than Members of Block panchayath and District panchayath.

The Block panchayath members having low level attitude toward decentralization of educational administration than members of Grama panchayath and District panchayath.

Objective -5

Community Participation in Educational Administration

For the purpose of analyzing and interpreting the extent of community participation in educational administration in Kerala, the data has been classified and tabulated under eight dimensions.

1. Head Master/Headmistress ensures the co-operation of the community members in school activities.
2. Head Master/Headmistress provide facilities for the activities of PTA and other organisations

3. Number of PTA/MPTA members contribution to the development of the school
4. Number of PTA/MPTA meeting during an academic year
5. Educational functionaries and community members meeting in an academic year.
6. Support received from school authorities and Panchayath Authorities
7. Satisfaction of the community members in the functioning of school, Panchayath authorities
8. Opinion of the PTA members to improve the community participation in educational administration.

The interview schedule on community participation in educational administration administered for 220 community members in the state. This objective of the study examines a key aspect of decentralization. Community participation, as the decentralisation defined itself as the empowerment of the common people through the empowerment of the local governments and community.

TABLE.4.13
PTA/MPTA/SMC Members contribution to the development of school

	Monitor Civil works	Monitor mid day meal programme	Contribute physically and mentally to develop school infrastructure	Promptly inform concerned authorities about irregularities	Mobilise people to help in contributing to the resource of school	Participate actively in school functions	Actively monitor school activities	Monitor the classroom teaching	Actively involved in solving this student discipline problems
1. Talk to villagers		149 (67.72%)			55 (25%)		84 (38.18%)	54 (24.5%)	20 (9%)
2. Organise meetings		50 (22.72%)			143 (65%)				
3. Give suggestion to concerned persons	144 (65.5%)					26 (11.81%)	110 (50%)	146 (66.5%)	115 (52.27%)
4. Contribute money	28 (12.72)		56 (25.5)	65 (29.5%)		108 (49.09)	26 (11.81)		85 (38.6)
5. Contribute physical labour						86 (39%)			
6. Help in mobilization of funds			132 (60%)						
7. Lodge written complaint	48 (22%)		32 (14.5%)	116 (53%)	22 (10%)				
8. Participate in cultural activities									
9. Check records regularly									
10. Others		21 (9.54%)		39 (17.5%)				20 (9%)	

Table.4.13 shows that 95% of the community members respond very positively that the head of the school ensure their co-operation in school activities. These were mainly for the extra-curricular activities such as arts festivals, school athletic meet, annual day celebrations, celebrations of important days and festivals and some school development activities mainly construction of school building construction of toilets, drinking water facilities.

Only 5% of the PTA/MPTA members respond negatively 88% of the members of the PTA/MPTA opined that Head of the school provide better facilities for the activities of the PTA. 12% of the members of the PTA/MPTA responds negatively. 65.5% of the PTA/MPTA members give suggestions to the concerned authorities for monitoring civil works, 22% lodge written complaint and 12.72% contribute money for this purpose. 67.72% of the PTA/MPTA members monitoring mid day meal scheme by way of talk to their villagers. 22.72% of the members helped to organise meetings and 9.54% of the members are not ready to interfere did their contribution physically and mentally to develop school infrastructure through their help in mobilization of funds. 25.5% of the members contribute money and 14.5% of the members lodge written complaints. Another important involvement from the community members is they promptly inform concerned authorities about the irregularities in the functioning of the school through lodge written complaints. 55% of the members contribute money to solve problems of irregularity and 17.5% of the members were participated through giving suggestions and record supervision. 65% of the members of PTA/MPTA organise meetings 25% of the members talk to the villagers and 10% of the members complaint to the authorities so far as the mobilisation of the people to help in contributing resources of the school is concerned.

49.9% of the members of PTA/MPTA were participated actively in school functions such as sports, recreation and observance of national days through by contributing money. 39% of the members did their contribution through physical labour for the development of the school. 11.81% of members gave contribution by giving suggestions to concerned authority.

50% of the PTA/MPTA members give suggestions to concerned persons. 38.18% talk to their villagers and 11.81% of the members contribute money for the active monitoring of the school activities.

66.5% of the PTA/MPTA members give suggestions to the concerned persons, 24.5% talk to their villagers and 9% of the PTA/MPTA members monitoring the classroom teaching through examination results of the school and receiving feedback from the students, so far as the classroom teaching monitoring is concerned.

52.27% of the Community Members giving suggestions to the concerned persons, 38.6% of the members contribute money and 9% of the members talk to their villages, so far as solving the students discipline problem in the school is concerned. See Graph – 1.

GRAPH – 1

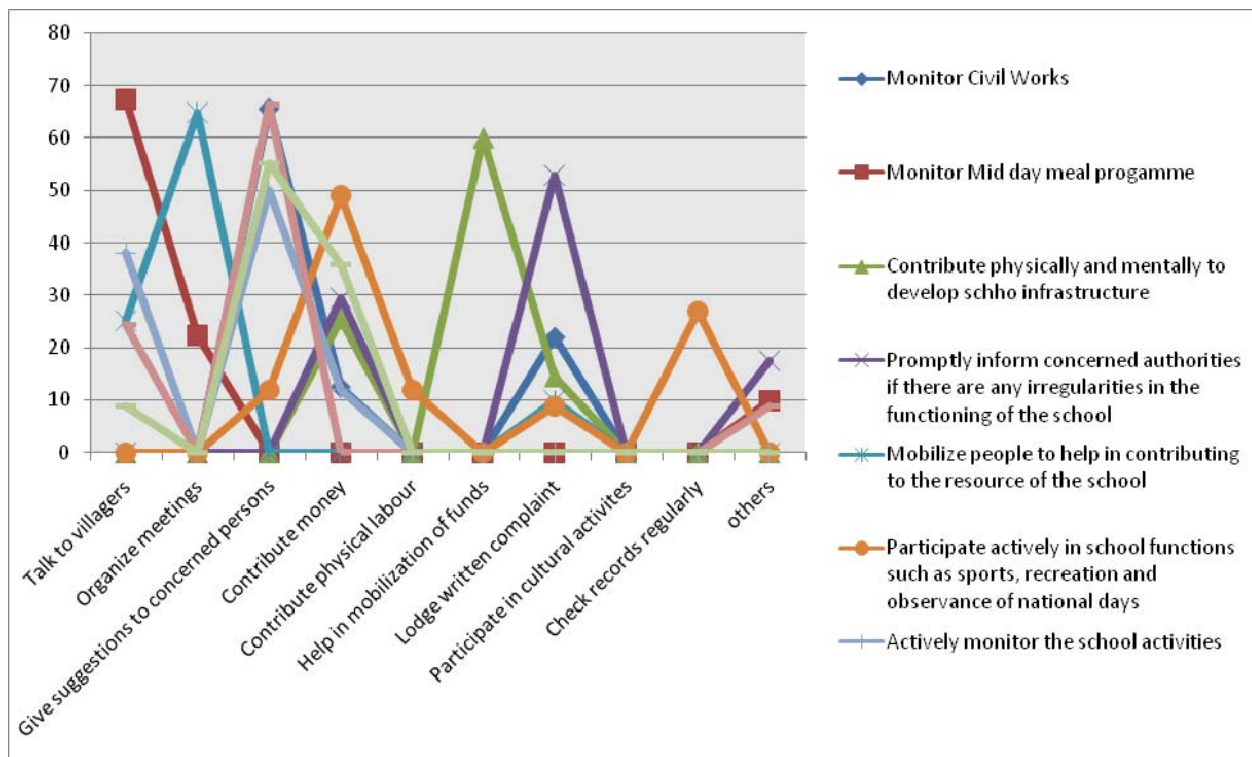


TABLE.4.14
Community Members meeting with Administrative functionaries in a year (Percentage in brackets)

	Once in a year	Twice in a year	Thrice in a year	Four times in a year	Five times in a year
Head Master	11 (5%)	33 (15%)	176 (80%)	-	-
Teachers	-	-	-	22 (10%)	198 (90%)
AEO/DDE/DEO	154 (70%)	66 (30%)	-	-	-
Panchayathi raj Member	11 (5%)	33 (15%)	176 (80%)	-	-

N = 220

Table 4.14 shows that 80% of the PTA/MPTA members attended the meeting twice in a year, 13% of the PTA/MPTA members attended the

meeting once in an year and 7% of the PTA/MPTA members attended thrice in an year.

80% of the community members met the Head master thrice in the year 2010-2011 15% met the Headmaster twice in a year, and 5% met the headmaster once in an year. 90% of the community members met the teachers five times in an year 10% of the PTA/MPTA members met the teachers four times in an year, 70% of the community members met AEO / DEO / DDE once in an year. 80% of the community members have a meeting with Panchayathi Raj Members thrice in an year, 15% of the community members have met their Panchayathi Raj members twice in an year and 5% of community members have a meeting with Panchayathi Raj members once in an year.

TABLE – 4.15
Type of support received from School Authorities, Panchayath Authorities (Percentage in brackets)

Areas of support		School authorities	Panchayath authorities
1.	Mobilising community to participate in school activities	143 (65%)	77 (35%)
2.	Motivating PTA members to collect material for school	164 (74.5%)	56 (25.5%)
3.	Motivating PTA members to help in civil works/school infrastructure	99 (44.8%)	121 (55%)
4.	Keeping accounts	132 (60%)	88 (40%)
5.	Organise and monitor Mid day meal scheme	144 (65.45%)	76 (34.54%)
6.	Organise the activities of SSA	176 (80%)	44 (20%)
7.	Organise and educate the importance of RTE Act 2009	170 (77.3%)	50 (22.7%)

N =220

When the researcher studied the support received from the school and Panchayath authorities to do various activities in the school, for mobilizing community to participate in school activities 65% support have been provided by the school authorities and 35% support by the panchayath authorities. 74.5% support provided by the school authorities and 24.5% support was given by the Panchayath authorities for motivating PTA members to collect materials for school. To help in civil works/school infrastructure by the PTA members 44.8% support provided by the school authorities and 55.2% support provided by Panchayath Authorities. School authorities provide 60% support for keeping accounts and 40% support provided by the Panchayath authorities for organizing and monitoring mid day meal scheme 65.6% support received from the school authorities and 34.4% support provided by the Panchayath authorities. School authorities support was 79.9% for organizing the activities of Sarva Siksha Abhiyan (SSA) while panchayath authorities provide 20.1% support 77.3% support given by school authorities and 22.7% support provided by the Panchayath authorities for organizing and educating the importance of Right to Education Act 2009 (RTE 2009). See Graph – 2.

GRAPH – 2

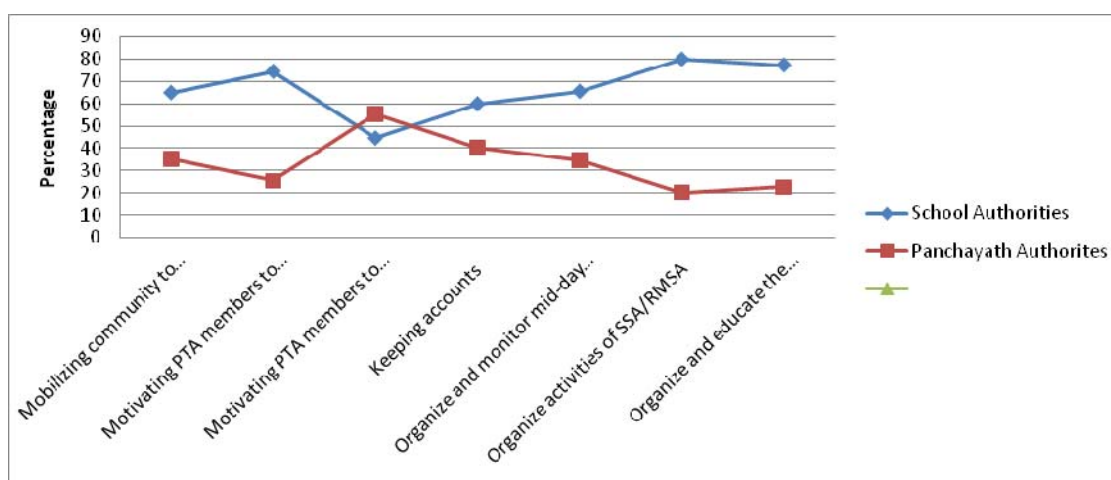


TABLE – 4.16
Satisfaction of the community members towards the support provided by the School, Panchayath Authorities for the smooth relation between school and community (Percentage in brackets)

	Level of Satisfaction		
	Highly satisfied	Moderately	Not satisfied
School authorities	44 (20%)	143 (65%)	33 (15%)
Panchayathi raj Institutions	25 (11.36%)	150 (68.18)	45 (20.54%)

N = 220

20% of the PTA/MPTA members highly satisfied with the support provided by the school authorities, 65% of the members moderately satisfied and 15% not satisfied with the support provided by the school authorities in keeping the smooth relation between school and community.

11.5% of the PTA/MPTA members highly satisfied, 68.5% moderately satisfied and 20% not satisfied with the support provided by the Panchayath functionaries in keeping the smooth relation between school and community. See Graph – 3.

GRAPH – 3

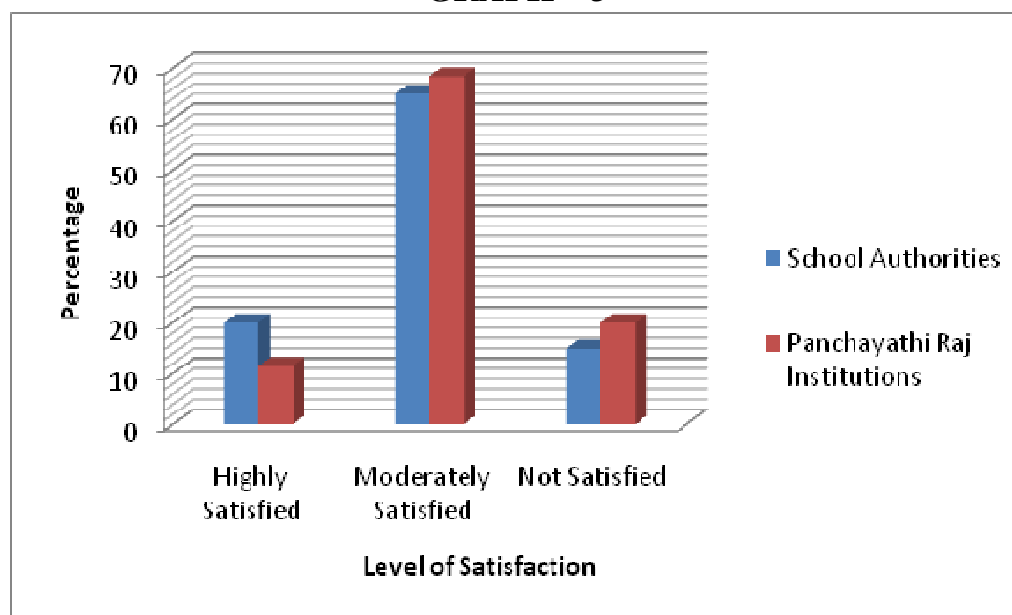


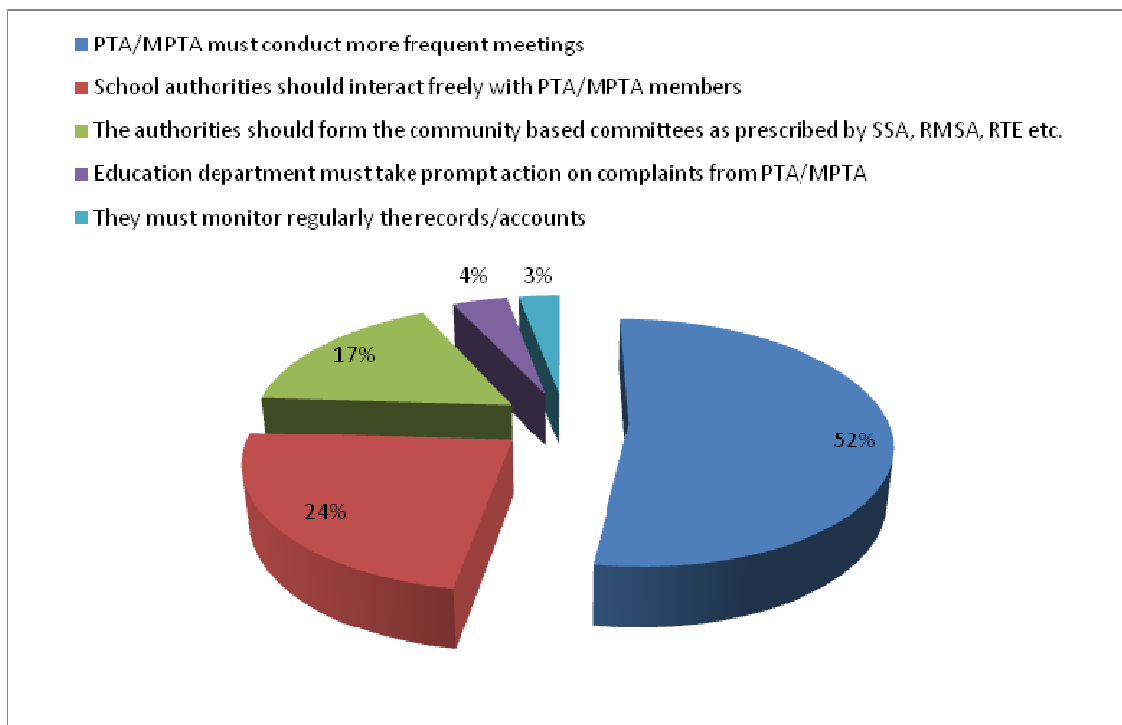
TABLE – 4.17
Suggestions to improve the community participation through PTA in
Educational Administration (Percentage in brackets)

	Suggestions	
1.	PTA/MPTA must conduct more frequent meetings	116 (52.5%)
2.	School authorities should interact freely with PTA/MPTA members	52 (23.5%)
3.	The authorities should form the community based committees as prescribed by SSA, RMSA, RTE	37 (16.8%)
4.	Education department must take prompt action on complaints from PTA/MPTA	9 (4.09%)
5.	They must monitor the records regularly	6 (2.7%)

N = 220

Table 4.17 shows that 52.50% of the PTA/MPTA members opined, to improve the community participation through PTA by arranging more frequent meetings. 23.50% of the PTA/MPTA members opined school authorities should interact freely with community members, 16.8% opined that the authorities should form the community based committees as prescribed by SSA, RMSA and RTE. 4.09% opined that education department must take prompt action on complaints from PTA/MPTA and 2.7% opined that the Education department must monitor regularly the records/accounts. See Graph – 4.

GRAPH – 4



Limitations of the involvement of Community in Educational administrative activities

Community participation through the official bodies like PTA/MPTA, SMC face constraints in their working in many schools. These official agency members may not have the knowledge or space to carry out their mission. As we have seen, their involvement is more mechanical and participated only in some activities. The researcher felt that community members constraints are essentially related to their understanding of their role, their ability to perform it, and their sense that the school does not belong to the community. The attitude of some management authorities towards these involvements in the school activities is another obstacle. These managements afraid of political involvement in school administration. Many parents we met would like the document relative activities. These parent

Teacher Association members are not clear about their role. The teachers sometimes may not be the members of that particular community. This is also an important obstacle in the sooth involvement of the community.

Eventhough there are so many runbacks and obstacles, the relationship between schools and communities is much closer than the earlier days in Kerala. This general assessment has qualified through the findings of this study, as we can see that the areas in which the community participation is larger like civil works, mid day meal, financial matters in the school.

Objective- 6

The Sixth objective of the study is to identify the emerging trends in educational administration. Based on the document analysis the researcher identified the following trends.

Changes have become the norm in most schools. Adaptiveness, flexibility, and responsiveness are the characteristics of the schools that will succeed in today's world. In the past, schools could claim success by adhering to managerial type indicators such as financial stability, good buildings and well-behaved students. This is not the case today. The current accountability environment in which school operate demands excellence of all students on state mandated tests showing excellence in co-curricular activities, as well as competent school administration. There are five specific forces that are acting as stimulants for change in administration in education- accountability, changing demographics, staffing shortages, technological changes and knowledge explosion. Four conditions that help facilitate change are the following.

1. Participant Involvement

Recent management theory, including W. Edwards Deming's popular Total Quality Management (TQM) model speaks directly to involvement of participants in decisions that affect their work life. It is better to use consensus when introducing changes in schools.

2. Senior Administrative Support

The DPS or Senior Officials are not typically the change agent at the local level, but his or her support is critical to the success of a change effort. Financial support, comments about the initiative at school board meetings, and visit to the school will have a positive influence on staff members.

3. No Escalation of Teacher Workload

Teachers typically have overburdened work schedules and have little time for extra duties. Ideally, a change should not add to an already overburdened work assignment.

4. Change Agent's Active Involvement

The change agent may be anyone in the school, school district or state. The person with direct line responsibility for the change must take an active and supportive role in overseeing the change at the local level. This will assure the day to day progress of change and provide an informational resource for those involved.

New Trends in Educational Administration for Managing Change

Here we will examine several approaches to managing change. i.e., Lewin's three-step model, Kotter's eight-step plan, Harris's five phase model, e-Administration in Education, Mobile Governance in Education (M-Governance).

1) Lewin's Three-Step Model

Lewin (1951) developed the concept of force-field analysis. He looks upon, a level of behaviour within an organization not as a static custom but as a dynamic balance of forces working in opposite directions within the organization. He believes that we should think about any change situation in terms of driving forces or factors acting to change the current condition (forces for change) and resisting forces or factors acting to inhibit change (resistance to change). These forces may originate in the internal or external environment of the organization or in the behaviour of the change agent.

School administrators must play an active role in initiating change and in attempting to reduce resistance to change. School administrators can think of the current condition in an organization as an equilibrium that is the result of driving forces and resisting forces working against each other. Change agents must assess the change potential and resistance and attempt to change the balance of forces so that there will be movement toward a desired condition. There are three ways of doing this. Increasing the driving forces, reducing the resisting forces, or considering new driving forces.

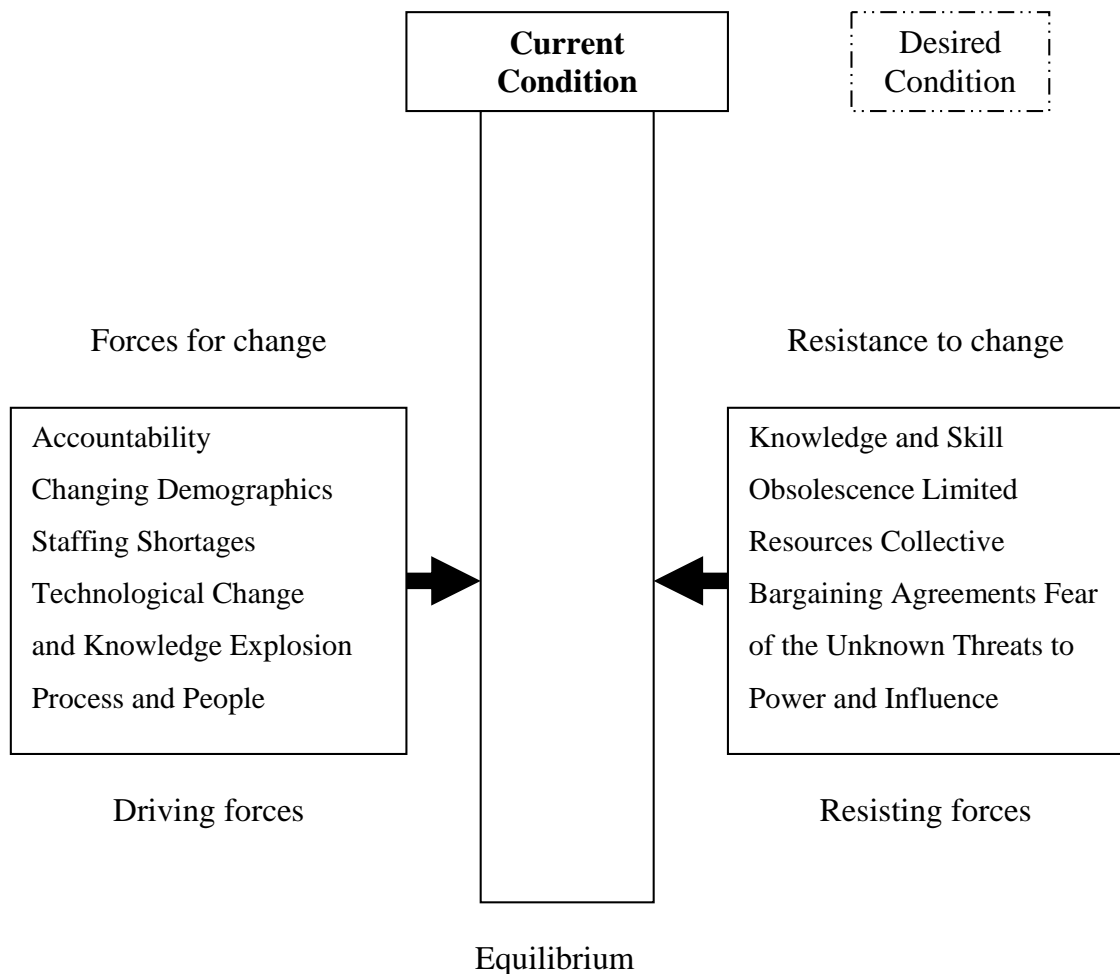


Figure illustrates the two sets of forces – forces for change and resistance to change. This type of situation that school administrator face and must work with a daily basis when attempting to effect change.

Educational Implications of Lewin’s Three Step Model

Kurt Lewin developed the concept of force- field analysis. He looks upon, a level of behaviour within an organisation not as a static custom but as a dynamic balance of forces working in opposite directions within the organisation.

Lewin advised the administrators to keep the educational system in an equilibrium stage. He was of the opinion that there are so many factors for change like accountability, changing Demographics, staffing shortages, Technological Changes, Knowledge explosion, process and people like these forces for change. There are factors which lead to resistance to change like knowledge and skill obsolescence, limited resources, collective Bargaining Agreements, Fear of unknown, threats to power and influence. An educational administrator should consider these two sides and he or she run the system in the current condition in equilibrium level. In Kerala's educational scenario these two side factors are relevant. For better administration in general education the department should conduct more management training programmes for administrators to form an efficient administrative mechanism in Kerala.

2) Kotter has developed Eight- step plan steps for managing change in Educational administration these steps are:-

1. Establish a sense of urgency
2. Create a guiding coalition
3. Develop a vision and strategy
4. Communicate the change with vision
5. Empower broad – based action
6. Generate short term wins
7. Consolidate gains and produce more change
8. Anchor new approaches in the culture.

Based on the above eight plan steps the investigator has given the following suggestions with respect to Kerala's educational scenario.

TABLE – 4.18

Kotler’s Eight-Step Plan - Steps in Managing Change in Educational Administration

Step	Steps	Description with respect to Kerala Scenario
1.	Establish a sense of urgency	Unfreeze the General Education activities by creating a compelling reason for why change is needed (conduct more awareness programme for teachers and parents)
2.	Create a guiding coalition	Create a cross-functional, cross-level group of people with enough power to lead the change. (Separate groups should be formed at the Administrative Level, Teachers Level and Parents Level. School Supper Groups (SSGs) should be formed)
3.	Develop a vision and strategy	Create a vision and strategic plan to guide the change process.
4.	Communicate the change vision	Create and implement a communication strategy that consistently communicates the new vision and strategic plan (for this we can use VICTERS channel and e-administration strategies)
5.	Empower broad-based action	Eliminate barriers to change, and use target elements of change to transform the organization. Encourage risk taking and creative problem solving (formation of Database of efficient teachers who have mere leadership abilities only on the basis of merit).
6.	Generate short-term wins	Plan for and create short term ‘wins’ or improvements. Recognize and reward people who contribute to the wins. (more recognition should be given to the efficient PTAs, MPTAs, CPTAs and School Support Groups (SSGs)).

Step	Steps	Description with respect to Kerala Scenario
7.	Consolidate gains and produce more change	The guiding coalition uses credibility from short term wins to create more change. Additional people are brought into the change process as change cascades throughout the organization. Attempts are made to reinvigorate the change process. (Continuous monitoring and group meetings of small groups who were contributing more to the department. Attract more people into the group by motivating through different departmental strategies).
8.	Anchor new approaches in the culture	Reinforce the changes by highlighting connections between new behaviors and processes and organizational success. Develop methods to ensure leadership development and succession (To increase the administrative efficiency separate continuous training programme for educational administrators should be started. A institution like KILA, should be established for the development of school administration and supervision in Kerala)

Source : Adapted from John. P. Kotler, Leading Change (Boston : Harvard Business School Press, 1996).

3) Harri's Five-Phase Model

Harris (1978) five phase model illustrates different phases and momentum in the educational administration. These stages are:

1. Planning and limitation
2. Momentum
3. Problems

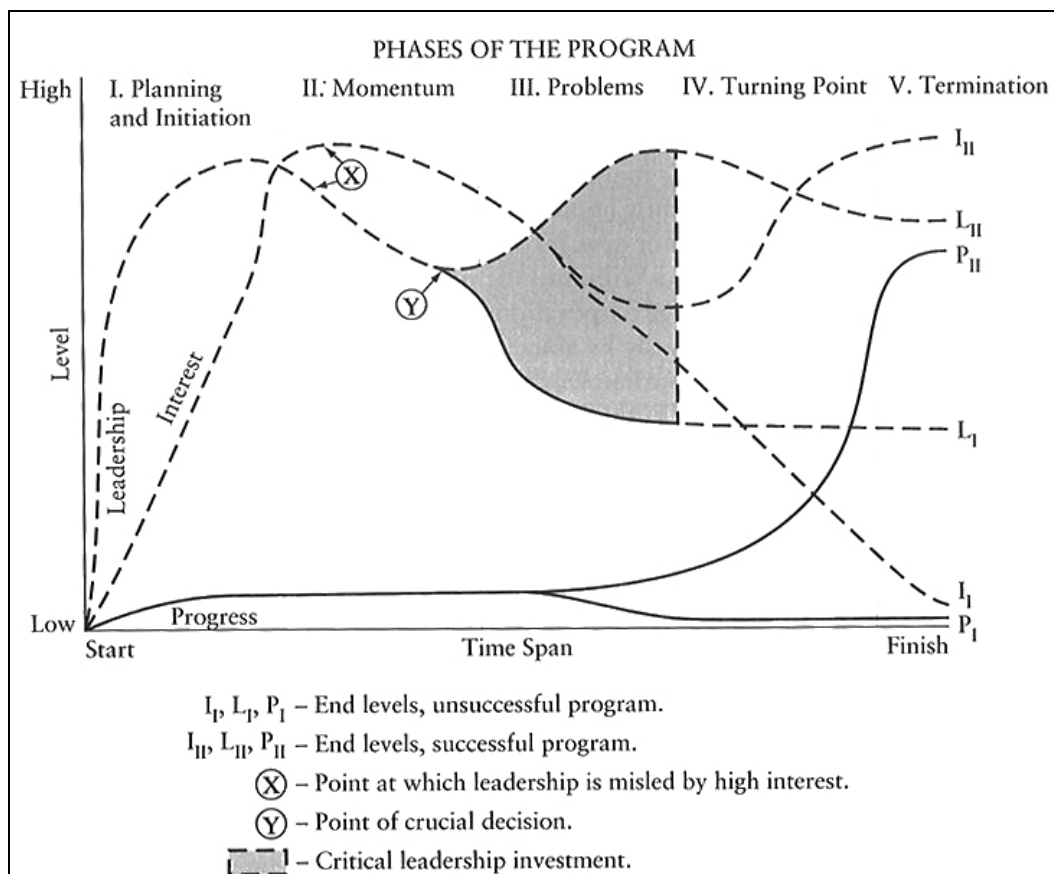
4. Turning Point
5. Termination

Harris, created a five-stage model for managing change in educational administration (see figure - 4.14). He stated that these phases come in a sequential order, but they often overlap one another.

Stage I – Planning and Initiation

The purpose of the change is considered, goals are classified, activities are selected, and resources needed are considered. Interest mounts as individuals involved sense the relationships between the change and its goals and their needs.

FIGURE – 4.14



Phase III: Momentum

Goal-directed activities get underway. Resources begin to be used. Interest continues to be high and mounts. Feelings of involvement and personal worth grow. Leading and organizing process are most heavily employed in this stage.

Stage III: Problems

Activities led to unexpected problems. The plans become increasingly complex. Initial activities lead to a proliferation of still more activities. Certain resources are not readily available. Differences in goal perception among group members become apparent. The demands of other responsibilities produce conflicts. Some participants fail to live up to the expectations. Interest levels out and begins a step decline. A leadership investment is crucial during this phase.

Stage IV: Turning Point

The problem trends described in the previous stage either continue to grow or are overcome and minimized. The moment the change has gained, the effectiveness of initial planning, and the individuals in the operation are quite important during this stage. Above all, the amount and quality of leadership continues to be crucial.

Stage V: Termination

There can be such expected problems as: the task is too complex; there is a lack of resources; there is pressure of other responsibilities and consensus to proceed has still not been reached. This will result in termination of efforts because goal-directed activities will rapidly deteriorate and come to a halt. If, on the other hand, problems are dealt with promptly; new resources are made

available; and goals are clarified, then interest gradually mounts again and goal directed activities proceed at an increasing pace.

This sequence of events points out the importance of leadership in administration at various stages of change process. Undoubtedly, this sequence of events will have variations and exceptions depending on the change, place, activities and participation involved.

Through this model Ben Harri's teach us that the time in between phase II momentum and phase IV turning point is very crucial. In the phase II momentum there is a possible change for an educational administrator to mislead by high interest. In that phase a leader should take crucial decision to manage the changes in every educational administrative system. Ben said that here we need critical leadership investment in a large manner. (See figure.4.14) Every educational administrative system will face this kind of problems and should act accordingly.

4) The Concept of e-Administration

Development of the e-Administration system is a strategic decision in any country, representing the key factor for its inclusion in the modern information society of the 21st century. The term 'e-Administration', that refer to the use of modern ICT in the modernization of our administration which comprise the following classes of action.

- Computerization designed to enhance operational efficiency within central local public administration organisms.
- Computerization of services to citizens, teachers, schools, students often implying integration among the services of central, state and local public administration.
- Provision of ICT access to final users mainly students, teachers and parents.

So far, the computerization undertaken by central administration organisms has mostly been of the first type and generally it has been performed under sectional responsibility with reference to a single department /agency/ministry or to the central administration of the state alone.

The e-Administration National action plan here stresses actions of the second and third types, which are those with direct impact and visibility for users. It proposes to involve all central and local administrations and all the institutions of the country. Municipalities, towns, schools, hospitals, local health, employment offices, and so on. In practice, every agency or organization that performs some function of providing public services to citizens or business.

e - Administration shall be based on the following basic principles.

- **Equal Access for All :** Public services need to accessible to all citizens and any content of public relevance should be made available to all citizens under equal conditions and in the electronic format.
- **Prevention of Digital Division and Protection of and Minority Rights :** e-Administration, as well as the information society in general, should respect general human and minority rights and prevent discrimination of citizens on the grounds of social differences in terms of income, technical knowledge, gender, religion, age and national affiliation.
- **Security and Protection of Privacy:** Public services must be secure and must protect the citizen's privacy.
- **Open System:** e-Administration shall be applied in compliance with the principles of an open system based on open and mutually functional ICT solutions provided by different producers. E-

Administration systems should use the solutions that are based on open standards.

- **Coherency and Functional Integrity:** e-Administration is a comprehensive but integrated information system, functioning as a coherent system in which integrity and joint functioning of different heterogeneous parts are achieved through standardisation and a coordinated development.
- **Independence in Developing:** Any provincial authority may independently develop and manage their sub system in accordance with previously established e-Administration standards and defined development plan.
- **Flexible and Modern ICT Solutions:** applied ICT solutions shall be based on the latest methodological and technological achievements, providing the productive development and ensuring flexibility for potential organizational and technological changes.
- **Relying upon the ICT Sector and Academic/Research Community:** In order to allow an opportunity for the ICT sector development and improve the development of the academic / research community, e-Administration development shall mostly be based on co-operation with domestic ICT companies and academic institutions, as well as research centres.
- **Strategy Framework India-States-Local Self-Government:** e-Administration strategy of country-states-LSGLs primarily refers to modernization of administrative procedures at the state level in the framework of information society development in the Republic of India. Since the local self Governments is an integral part of the public administrative system of India, the principles and postulates of public

administration shall be observed in this strategy. It is necessary to initiate the strategic networking and partnership with central-state and local-self governments for the successful implementation of e-Administration.

- **State Governments:** For the purpose of achieving the basic goal of its strategy, the priority is given to ensuring the work modernization and a high level of ICT service in the Secretariat, District Collectorates, Taluk Head Quarters, Village Offices and so on.
- **State Governments – Citizens:** e-Administration provides citizens with the possibility to save time and money, to use simple procedures to access the concept data and updated information, to submit all their requests in one places (eg. Internet portal), as well as to be able, at any time to get the information on the current stage of request processing and so on.

Environment for Development of e-Administration in Education

The strategy of Public Administration Reform in India is under construction. The different State Governments Constitute a fundamental step in the implementation of the e-Administration action plan for a number of reasons.

- The countries are taking a crucial role in the effective decentralization of administrative action in strategic public service departments.
- The states can play an increasingly prominent role, at national level, in the development of the information society at the local level by developing infrastructure and services.
- The states can act their own local governments to foster administrative co-operation and integration in the provision of services.

The states, according to their own vision and strategy, will take a good part of these initiatives independently.

For the successful implementation of e-Administration in Education, firstly we have to develop the constitution of nationwide network, which is a common objective for the entire state. Following are the important steps followed for the successful implementation of e-Administration.

Computerization of the Education Department

The Education Department is the main actor in the e-Administration Strategy in Educational Administration. They will have to create the front-office facilities for the provision of integrated services to its stakeholders mainly students, teachers and parents. We must accelerate not only the complete computerization of all central offices, but also their link-up with district and the locally accessible area offices, above all, the inter connectivity should be provided with all other government offices.

The development of civic networks by local area offices and schools must be supported, network not only provide educational services but also foster students and parents participation and promote the social and productive aspects of the networks.

The Development of Civic Networks will involve the following types of services.

- 1. Online Service Portal for Educational Administrators:** At first we will create a single portal for the participating educational administrators, mainly to increase their knowledge and experience in this field.

2. **Online Service Provision to Students Parents and Teachers:** Portals for the provision of services not only for the student services information but also allow interactive requests for parents and teachers.
3. **Services for Community Participation in Administrative Activity and the Decision-Making Process**

This aims to involve the community in the decision making process of Educational Administration. For this project a single educational administrative portal should be created and available to all the people's friendly offices in the local self governments.

e-Administration Initiatives in India

In the late 1980's, a few computerization initiatives in the government started making an impact on citizen services. The most prominent among these was the computerization of the passenger reservation system by the Indian Railway. E-governance during this period received a major thrust with the launch of NICNET in 1987, followed by the launch of DISNIC that aimed at computerizing all the district offices in the country (2nd Administrative Reforms Commission, 2008).

National e-Governance Plan

The National e-Governance Plan (NeGP) is the most significant initiative taken in India during the last decade to mainstream ICT in governance at both central and state levels. The vision of NeGP was to "make all government services accessible to the common man in his locality through common service delivery outlets and ensure efficiency, transparency and reliability to such services at affordable costs to realize the basic needs of the common man".

The plan, consisting, originally of 27 Mission Mode Projects (MMPS) and 8 components, was approved in May 2006. Subsequently, during July 2011, four new MMPs on Health, Education, Public Distribution System (PDS) and posts were added.

Education

This sector was added to the Mission Mode Projects (MMPS) in the year 2011, aims at providing a comprehensive range of services in this sector.

Educational Services Providing through e-Governance

- **Admission Process to various Professional and Degree Courses:** In many states the governments have implemented a centralized admission process through online. For eg. Medical, Engineering, and other professional courses like B.Ed., MCA etc. Degree and PG courses of various universities.
- **Governmental Official Communication through Online:** The State Government higher education department and public education department implemented an online communication of all their orders to respective branches.
- **University's official communication and student's registration for examination through online.**
- **Teacher's and Non teaching staff's Transfer and Promotion Postings through online.**

Through several initiatives the Education Department have achieved significant success in implementation and have started delivering services to their stakeholders. Many projects are facing challenges in implementation.

e-Administration and Decentralisation of Educational Administration

Decentralisation 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 decentralisation is mainly about shifts in the location of those who govern, and about transfers of authority from those in one location level to those in another location or level. Hasen (1998) and Bray (1999) note three basic kinds of decentralisation.

1. Deconcentration (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 center).
3. Devolution (transfer of authority to an autonomous unit which can act independently without permission from the center).

The Deconcentration, Delegation and Devolution of administrative aspects will make a system more decentralized. Through the implementation of e-Administration strategy in educational administration the system become more people centered.

TABLE – 4.19**Some Decentralised Changes in Educational Administration after the Implementation of e-Administration Strategy**

1.	Admission Process	The students are the masters of their own choice Allotment and Re allotment.
2.	Government Orders and Circulars	No time delay in communication, from the top to the bottom
3.	Government Receiving Feedback	Can modify/change their earlier stand by receiving feedback from the student and Teaching Community
4.	Transfer of more Educational Powers to Local Self Government Institutions	Helps the people to participate in educational activities directly.
5.	Implementation of IT @ School Project	Through the computerisation of all school offices will change the whole system vibrant and pro-people.

**ADMINISTRATION OF GENERAL EDUCATION IN KERALA
WORKS DONE BY IT@SCHOOL PROJECT**

1. Construction of studios in all fourteen districts for Video conferencing through EDUSAT interactive terminals.
2. Computerisation of Mid Day meal scheme in the districts of Palakkad and Kozhikode.
3. High School Teacher's service related activities computerisation through 'SPARK'
4. Computerisation of text book distribution for un-aided schools.
5. On-line transfer and posting of all Head masters and Assistant Educational Officers (AEOs)
6. Broadband internet facility for all high schools.
7. Inter connectivity of all AEO, DEO, DDE officers through Broadband internet.

In conclusion, we strongly believe that if we take decisive steps in educational administration through e-administration it will create a more vibrant future in Indian education sector. Our success in various fields will never be completed and will not brighten the lives of masses with out the high growth of the education sector. Given the right impetus, and input, India can make it very attractive for the poor people. Moreover, with the Government educational projects like SSA and RMSA. We can make education more people friendly and community oriented.

5) Mobile Governance in Education

India is the second largest mobile phone user with over 900 million users in the world. It accounted for over 10% of the world's online population in 2011. Mobile telecommunications have seen tremendous growth in India. This growth has been inclusive with benefits accruing to the poorest households in the remotest regions of the country. In 2011 alone, 142 million mobile cellular subscriptions were added in India, twice as many as in the whole of Africa, and more than in the Arab States, CLS and Europe put together. The mobile tariffs in India have become among the lowest in the world.

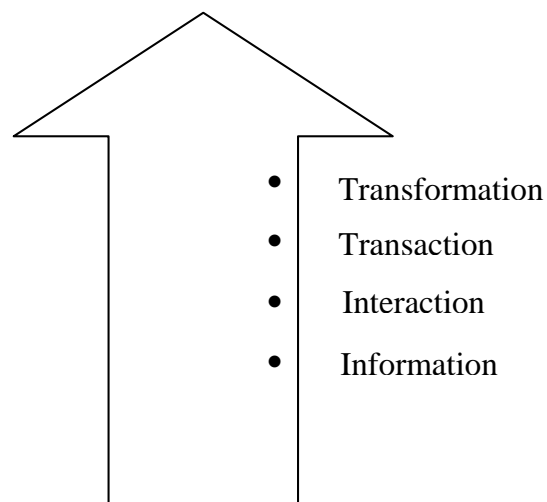
Recognizing the potential to reach out to people, especially those living in remote areas government of India has recently taken step to integrate and enhance existing health related-IT enabled systems. One example of effective use of mobile technology is using SMS to communicate with the 3.2 million Central Government Health Services (CGHS) beneficiaries spread across India. Besides these initiatives, the government of India is planning a mobile based information dissemination programme. The major policy objective is to reposition the mobile phone from a mere communication device to an instrument of empowerment and use it to help take health and other services at the doorstep of ordinary people.

Mobile Governance (m-Governance)

Mobile Governance (m-Governance) can be defined as the delivery of all types of public services including making payment of such services through mobile based technologies, such as SMS, USSB, Browser Based or Direct Access Through, GPRS – 3G – Wi-Fi, and Blue Tooth.

In India the use of mobile phones for sharing information has already been established in various government as well as private sector initiatives. To identify the nature of services which can be provided through mobile devices, it is important to understand the evolution process of mobile service delivery. The use of mobile phones to deliver services goes through several interlinked stages depending on various factors such as the mobile governance policy framework, mobile penetration etc., mobile based services in different countries may be at different stages of this developmental chain.

Various stages of development of m-Governance



Information

In its nascent stage, m-Governance is usually limited to receiving information via the mobile phone. At this early state, a two way communication is not established, and therefore the service available to user

will be restricted to receiving on SMS on the mobile phone stating the mobile phone bill. Typically the user may be able to reply to this SMS to pay the bill; she will even be able to resolve any queries that she may have through the mobile phone. At this stage the service could be provided through a 'push' platform or both 'push and pull' platforms. In a push platform, the user receives computer generated alerts periodically, whereas in pull platform, the user can request for service at any time.

Interaction

The next step in the development phase of m-Governance would be when two way communications is established between the user and the service provider. In this phase, instead of receiving alerts only when payment for a service is due, the user can send a code through SMS to the service provider at anytime and quickly receive a response.

Transaction

The ability to facilitate transactions comes at the third stage of the development phase. Transactions usually pertain to sending requests for services, receiving the services, making payment for services or transferring information. Here, the user can not only receive an SMS stating his bill but can also pay the bill by sending an SMS.

Similarly she can send requests for other services and receive responses for the same.

Transformation

It is the highest stage of evolution of the m-governance initiatives. Technology is utilised to its maximum capabilities at this stage to transform how the government functioning is recognized to fully exploit the potential of mobile based technologies. At this stage of evolution the government and the

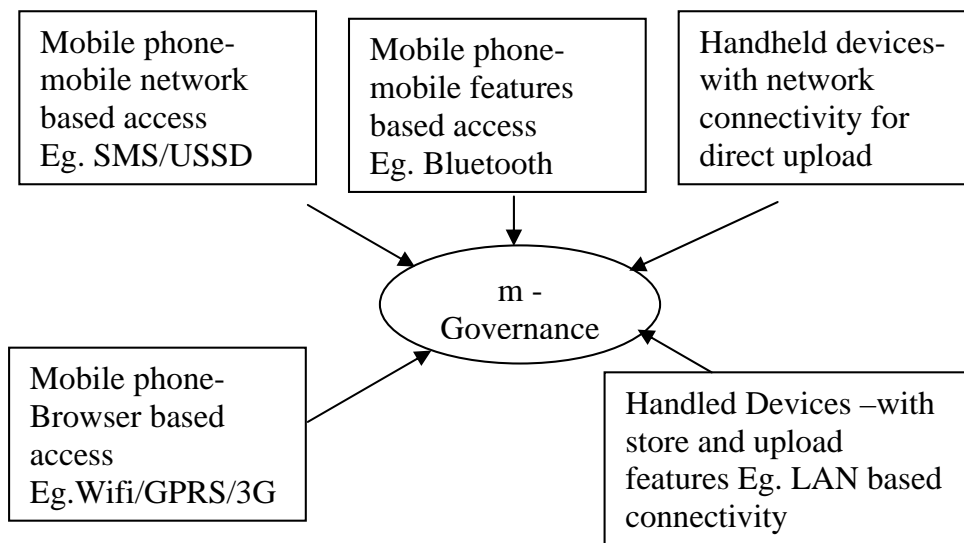
government officials themselves perform their functions using mobile devices.

Technologies for Delivering Services through Mobile Platform

A matured m-Governance would require transaction oriented services to be provided to the residents. However, introduction of transactional services require a step by step transformation from simple information based services over SMS to application based services using WAP/GPRS/3G etc.

The main technologies for delivering services through mobile devices are shown in figure below.4.15

Technologies for Mobile Based Services



SMS Based Services

SMS forms the simplest of the services and can be used to provide information related services using push and pull methodologies.

USSD based Services

Unstructured Supplementary Services Data (USSD) is a session based services unlike SMS which is a store and forward service. USSD can be send by the user to send command to an application in text format.

Bluetooth based Services

Bluetooth can be used for information exchange among Bluetooth devices in close proximity. It could also be used through a compatible handset to access application on another device over a Bluetooth connection.

Mainstreaming Mobile Delivery of Services under NeGP

The National e-Governance Plan (NeGP) of India was formulated with the approval of the union cabinet in May 2006 to provide the foundation for long term growth of e-governance within the country. The plan seeks to create the right governance and institutional mechanisms, set up the core infrastructure and policies, and implement a number of Mission Projects at the centre, state and integrated service levels to create a citizen-centric and business centric environment for governance. Under the NeGP, a rebus technical infrastructure for delivering e-Governance Services has been created across all the states. The infrastructure created consists of state Wide Area Networks (SWAN) State Data Centres (SDCS), State Service Delivery Gateways (SSDGS), State Portals, National Service Delivery Gateway (NSDG). Common Service Centres (CSCs) have also been established in all the states as front-end channels for delivering of services to the residents.

m-Governance-Some Educational Administrative Implications

It is relevant to mention here that m-Governance is currently in its nascent stage of development not only in developing countries but also in the developed world. India is one of the pioneering countries to formally introduce a policy framework for mobile governance. The success of the proposed policy initiative in this area will greatly depend upon the ability of the Education department and educational agencies to provide appropriate educational services to the students, teachers and parents, necessary technical infrastructure created for delivery of services, affordability of the service, and

creation of awareness among the stakeholders. The following action is proposed for implementing the policy initiatives recommended.

Creation of Mobile Service Delivery Gateway (MSDG)

Mobile Service Delivery Gateway (MSDG) is the core component for enabling the availability of the educational service through mobile devices. It is proposed that various mobile based technologies such as SMS, GPRS, Bluetooth, USSD, Voice and Multimedia (MMS) be exploited to ensure that mobile based services are available at the maximum number of users possible.

Expected changes in Education Sector after the Introduction of m-Governance

1. The education services reached the beneficiaries at the earliest. Such as the status of application form, admission procedure, examination results, etc.
2. Easy and speedy transferring of information regarding changes in educational laws and policies.
3. Remittance of fees through mobile banking
4. Parents will get the feedback about their children from the school through SMS.
5. Can use as a vibrant learning aid as the mobile learning gets its momentum in the country.
6. Can use an e-learning device.

CHAPTER V

SUMMARY OF MAJOR FINDINGS, CONCLUSIONS AND SUGGESTIONS

- ◆ *Study in Retrospect*
- ◆ *Summary of Major Findings*
- ◆ *Conclusions*
- ◆ *Educational Implications*
- ◆ *Suggestions for Further Research*

SUMMARY OF MAJOR FINDINGS

This chapter presents an overall summary of the study such as major findings, conclusions, educational implications and suggestions presented in a concise way. To have a comprehensive view, the study in retrospect is also attempted.

I. STUDY IN RETROSPECT

A. Restatement of the Problem

The study was entitled as “AN INVESTIGATION IN TO THE ADMINISTRATION OF GENERAL EDUCATION IN KERALA WITH REFERENCE TO DECENTRALISATION”

B. Objectives

1. To study the historical aspects of educational administration in Kerala.
2. To analyse the policies and programmes of education and its administration with a view to assess its decentralized nature.
3. To analyse the delegated powers of educational administrators and Panchayati Raj institutions in relation to decentralization.
4. To study the attitude of
 - a) Teachers
 - b) Educational Administrators
 - c) Members of Panchayathi Raj Institutions towards decentralization of educational administration.
5. To study the extent of community participation in educational administration.
6. To identify the emerging trends in educational administration.

C. Methodology

Sample

The present study is conducted using a representative sample of 960 stakeholders selected from Kasargod, Kannur, Kozhikode, Malappuram, Palakkad, Thrissur and Ernakulam Districts of Kerala stratified random sampling techniques was used in the present study.

Method and Tools Used for the Study

Document Analysis

Documents are an important source of data in many areas of study. In this study the document analysis is concerned with the explanation of the status of educational administration after the implementation of decentralization in Kerala. In document analysis the following are used as sources of data. Official documents published by Government of Kerala Handbooks, draft papers on decentralized planning especially on education, official statistics, development reports, various annual plan reports, news papers and magazines.

Tools Used for the Study

- Scale of Attitude towards Decentralisation of Educational Administration for Teachers (Jayaprakash and Meera, 2011)
- Scale of Attitude towards Decentralisation of Educational Administration for Educational Administrators (Jayaprakash and Meera, 2011).
- Scale of Attitude towards Decentralisation of Educational Administration for Panchayathi Raj Members (Jayaprakash and Meera, 2011).

- Interview schedule for PTA/MPTA members on community participation in educational administration (Jayaprakash and Meera, 2011)

Statistical Techniques Used for the Study

The present study is both quantitative and qualitative one. The investigator used only basic descriptive statistics, percentage analysis and some are graphically interpreted.

II SUMMARY OF MAJOR FINDINGS

Based on the research findings obtained by analyzing the documents and data through various methods, the major findings can be summarized as follows.

Objective – 1

The first objective of this study was to study the historical aspects of educational administration in Kerala.

From the detailed analysis of the documents collected from the Directorate of Public Instruction Kerala (DPI Kerala), the history of education administration, can be summarized as follows.

- 1.1 The direct involvement of the state in the field of education began in the year 1817 when Rani Gouri Parvathi Bai introduced free and compulsory education in Travancore.
- 1.2 The governmental involvement in administration of schools began in 1867 when the Tahsildars were directed by the Maharani of Travancore to visit schools financed by the state and enquiry into the details of the working of the schools and report to 'Huzur Cutchery'.

- 1.3 The grant-in-aid system was introduced in the state in 1869 and inspectors of education were appointed in 1878.
- 1.4 In 1887 a Superintendent of English schools and in 1895 an education secretary were appointed.
- 1.5 In the year 1894 Travancore Educational Rules were formulated to co-ordinate and to increase the efficiency of the system.
- 1.6 In 1895, the state was divided into three educational ranges, each under an inspector.
- 1.7 The appointment of a Director of Public Instruction was made for the first time in 1909.
- 1.8 Dr.A.C.Michel was the first Director of Public Instruction in the state.
- 1.9 In the year 1945 Educational Reforms Committee submitted report in which the reorganization of the education department was the highlight.
- 1.10 In the Cochin state, a grant-in-aid system introduced in 1889 was accompanied by certain conditions regarding qualification of teachers, syllabi etc.
- 1.11 In 1911, the Cochin code of education was introduced and the schools were divided into two categories.
 1. Vernacular
 2. Anglo – Vernacular
- 1.12 In the Malabar – Kasargod area, the administration of schools was regulated according to the elementary education Act of 1924 of the Madras Province.
- 1.13 The Malabar district board and the five municipalities in the area were running primary and secondary schools.
- 1.14 There was one district educational officer for the whole of Malabar District till the year 1939.

1.15 The Kerala Education Act and Rules were enforced in Kerala in the year 1959.

Objective – 2

The second objective of the study was to analyse the programmes and policies of education with a view to find out its decentralization policy content.

Major findings are as follows.

- 2.1 The Sarva Shiksha Abhiyan Programme encouraged for community, ownership of school and interventions through effective decentralization.
- 2.2 SSA has a community based monitoring system. The Educational Management Information System (EMIs) correlated school level data with community based information from micro planning.
- 2.3 The formation of school management committees are an important area of community involvement.
- 2.4 The provision for social audit in this programme would facilitate to check misuse and corruption in educational administration.
- 2.5 The responsibility of implementation of the RTE Act has been vested in appropriate government (mainly state governments and union territories) and local authority section 2(b) defined local authority is local authority means a municipal corporation or municipal council or Zila parishad or Nagar Panchayath or Panchayath, by whatever name called, and includes such other authority or body having administrative control over the school or empowered by or under any law for the time being in force to function as a local authority in any city, town or village.
- 2.6 For the efficient implementation of the RTE Act, it is proposed to constitute a school management committee (SMC) in which the parents

will have a very significant role. SMC have more powers in different dimensions as have been given in section 21 and 22 in the Act. Some of the powers of the SMCs are given below.

- i) Ensure the enrolment and attendance of children, especially children belonging to disadvantaged group and weaker sections in the schools.
- ii) Ensure that children belonging to disadvantaged groups and weaker sections are not discriminated against, and prevented from pursuing and completing elementary education.
- iii) Ensure the participation of non – enrolled and drop out children in elementary education. (Section 4 of the RTE Act).
- iv) Monitor the identification, enrolment and participation of children with disability.
- v) Monitor the maintenance of the norms and standards specified in the schedule of the RTE Act.
- vi) Ensure that teachers maintain regularity and punctuality in attendance as per section (24) (a).
- vii) Monitor that teachers are not burdened with non – academic duties other than those specified in section 27 of the RTE Act.

2.7 The Director of Public Instruction (DPI) is the nodal officer of the Mid Day Meal Scheme in Kerala.

2.8 State level management evaluation and monitoring is done by the state level monitoring committees. There are District Level, Block Level and School Level Committees respectively to implement the scheme.

2.9 The state level committee consists of Secretary General Education, Director of Public Instruction, 3 Presidents of District Panchayath, Additional DPI, two nutrition experts, two state level representative of

teacher organization, one senior Assistant Manager, Noon Meal and A persons from the field of education.

- 2.10 The District level Committee consists of District Collector, District Food Inspector, Noon Feeding Supervisor, Four Persons from respective fields, three to five members from District Panchayath, Corporation, Municipalities and Two District Level representation of teachers organization.
- 2.11 For implementing Mid Day Meal Scheme at the Block Level there is a committee working which consists of Block Panchayath President, AEO, Taluk Food Inspector, Senior Superintendent (AEO Officer) and four members from respective fields.
- 2.12 For implementing at the school level a school level committee functioning in which the PTA President working as the Chairman, Head Master of the School is the member Secretary and the Ward Member, Teachers representative one member from mother PTA and two representative from the parents of feeding students belonging to SC/ST.
- 2.13 The school level monitoring committee is the true representative of the community which works at the grassroot level.
- 2.14 In most of the schools in Kerala the working of the noon meal committee is only on the paper.
- 2.15 As per the schedules of KPR Act 1994, and KM Act 1994 authorised Deputy Directors of Education has to implement the order within these transferred functions given to the local self government institutions in the state.
- 2.16 For the effective implementation of Rashtriya Madhyamik siksha Abhiyan (RMSA), there will be a state mission authority. All the activities in the secondary education sector should be under the state mission authority.

- 2.17 In RMSA the micro planning process is being done through a two way process.
- i) Top down participatory planning process state level to school level.
 - ii) Bottom top proposal vetting, prioritization and consolidation process + budget preparation – school level to state level.
- 2.18 At the school level there will be school management and development committee. The SMDC structure can be decided by the states, the composition of SDMC as Principal, Vice Principal, one teacher from social science, one teacher from science one from Mathematics, one from parents, one lady from parents and two members from local self governments.
- 2.19 The SDMC will monitor progress of implementation of all the components of the scheme at school level. The SDMC will inspect the worksites, take stock of progress of non – recurring expenditure under various components of the scheme.
- 2.20 The Grama Sabha and Grama Panchayath will also monitor progress of implementation of all the components at school level. The district programme co-ordinator and District Panchayath also monitor all aspects of implementation including flow of funds at the district level.

Objective – 3

The third objective of the study was to analyse the powers of educational administrators and Panchayathi Raj institutions at primary and secondary level in relation to decentralization.

The major findings are as follows.

- 3.1 No change in DDE, DEOs and AEOs powers after the implementation of Decentralization in the state.

- 3.2 The powers and functions of Educational Administrators did not change fundamentally.
- 3.3 The Heads of the schools have some additional functions for the implementation of some centrally sponsored schemes.
- 3.4 Though certain powers of general education department transferred to local self governments, most of the executive powers remained with the general education department.
- 3.5 The higher level bodies of education retained their powers at the state level.
- 3.6 The respective local self government have got certain powers after the decentralization process.
- 3.7 An integrated action committee was functioning for the implementation of various education projects and programmes which consists of educational administrators and elected Panchayathi Raj members.
- 3.8 The local self government in Kerala do their duty in a satisfied manner with their own powers.

Objective – 4

The fourth objective of this study was to study the attitude of teachers, educational administrators and members of Panchayathi Raj institutions towards decentralization of educational administration.

Major findings are as follows.

- 4.1 15.2% of the lower primary school teachers shows high level attitude, 72% shows moderate level attitude and 12.8% shows low level attitude towards decentralization of Educational Administration.
- 4.2 16% of the Upper Primary School Teachers shows high level attitude, 68% shows moderate level attitude and 16% shows low level attitude towards decentralization of educational administration.

- 4.3 19% of the High school teachers in Kerala shows high level attitude, 59% shows moderate level attitude and 22% shows low level attitude towards decentralization of Educational Administration.
- 4.4 17.33% of the Assistant Educational Officers in Kerala shows high level attitude, 65.33% shows moderate level attitude and 17.33% shows low level attitude towards decentralization of Educational Administration.
- 4.5 20% of the District Educational Officers in Kerala shows high level attitude, 60% shows moderate level attitude and 20% shows high level attitude towards decentralization of Educational Administration.
- 4.6 20% of the Deputy Directors of Education shows high attitude, 70% moderate level attitude and 10% shows low level attitude towards decentralization of Educational Administration in Kerala.
- 4.7 21.33% of the members of Grama Panchayath shows high level attitude 50.33% shows moderate level attitude and 23.33% shows low level attitude towards decentralization of Educational Administration in Kerala.
- 4.8 16% of the members of Block Panchayath shows high attitude, 70% shows moderate level and 14% shows low level attitude towards decentralization of Educational Administration.
- 4.9 20% of the Members of District Panchayath show high level attitude 62% shows moderate level attitude and 18% shows low level attitude towards decentralization of Educational Administration.

Objective – 5

The fifth objective of the study was to know the extent of community participation in educational administration.

The major findings are as follows.

- 5.1 95% of the community members responded very positively that the Head of the School ensure their co-operation in school activities. These were mainly for the extra – curricular activities such as school arts festivals, school athletic meet, annual day celebrations, celebrations of important days and some school developmental activities - mainly construction of school building, construction of the toilets, drinking water facilities. Only 5% of the members of the PTA, MPTA responded negatively.
- 5.2 88% of the members of the PTA/MPTA opined that Head of the School provided better facilities for the activities of the PTA. 12% of the members of the PTA/MPTA responded negatively.
- 5.3 65.5% of the PTA/MPTA members give suggestions to the concerned for monitoring the civil works in the school 22% lodge written complaint and 12.72% contribute money for the above said purpose.
- 5.4 67.72% of the PTA/MPTA members monitoring Mid Day Meal scheme by way of talk to their villagers, 22.72% of the members of PTA/MPTA helped to organize meetings and 9.54% of the members are not ready to interfere in the Mid-Day Meal programme of the school.
- 5.5 60% of the PTA/MPTA members did their contribution physically and mentally to develop school infrastructure through helping in mobilization of funds. 25.5% of the members contribute money and 14.5% of the members lodge written complaint in this regard.
- 5.6 53% of the PTA/MPTA members promptly inform concerned authorities about the irregularities in the functioning of school through written complaints. 29.5% of the members took this matter through contributing money and 17.5% of the members were involved in this by giving suggestions and record supervision.
- 5.7 65% of the members of PTA/MPTA organize meetings, 25% of the members talked to villagers and 10% of the members lodge written

complaint with regard to contributing the resources to the school is concerned.

- 5.8 49.09% of the members of PTA/MPTA were participated actively in school functions such as sports, recreation and observance of national days by contributing money. 39% of the members did their contribution through physical labour for the development of the school. 11.81% of members gave contribution by giving suggestions to concerned authorities.
- 5.9 50% of the PTA/MPTA members give suggestions to concerned persons 38.18% talk to their villagers 11.81% of the members contribute money for the active monitoring of the school activities.
- 5.10 66.5% of the PTA/MPTA members give suggestions to the concerned persons, 24.5% talk to their villagers and 9% of the PTA/MPTA members were monitoring the classroom teaching through the results of the school and receiving feedback from the students regarding the dimension classroom teaching monitoring.
- 5.11 The PTA/MPTA members solve the student discipline problems by way of giving suggestions to the concerned persons (52.27%), contribute money (38.6%) and talk to their villagers (9%).
- 5.12 80% of the PTA/MPTA members attended the meeting twice in an year, 13% of the PTA/MPTA members attended the meeting once in an year and 7% of the PTA/MPTA members attended thrice in an year.
- 5.13 80% of the community members met the Head master thrice in the year (2010-2011) 15% met the Headmaster twice in an year, and 5% met the headmaster once in an year. 90% of the community members met the teachers five times in an year, 10% of the PTA/MPTA members met the teachers four times in an year, 70% of the community members met AEO/DEO/DDE once in an year. 80% of the community members

having meeting with the Panchayathi Raj members thrice in an year 15% of the community members have a meeting with the Panchayathi Raj members twice in an year and 5% have once in an year.

5.14 For the dimension support received from the school and Panchayath authorities to do various activities in the school, for mobilizing community to participate in school activities 65% support have been provided by the school authorities and 35% support by the panchayath authorities. 74.5% support provided by the school authorities and 24.5% support given by the Panchayath authorities for motivating PTA members to collect materials for school. To help in civil works/school infrastructure by the PTA members 44.8% support provided by the school authorities and 55.2% support provided by Panchayath Authorities. School authorities provide 60% support for keeping accounts and 40% support provided by the Panchayath authorities for organizing and monitoring Mid Day Meal scheme. 65.6% support received from the school authorities and 34.4% support is provided by the Panchayath authorities. School authorities support was 79.9% for organizing the activities of Sarva Siksha Abhiyan (SSA) while panchayath authorities provide 20.1% support 77.3% support given by school authorities and 22.7% support provided by the Panchayath authorities for organizing and educating the importance of Right to Education Act 2009 (RTE 2009).

5.15 20% of the PTA/MPTA members highly satisfied with the support provided by the school authorities, 65% of the members moderately satisfied and 15% not satisfied with the support provided by the school authorities in the smooth relation between school and community.

11.5% of the PTA/MPTA members highly satisfied, 68.5% moderately satisfied and 20% not satisfied with the support provided by the

Panchayath functionaries in the smooth relation between school and community.

- 5.16 52.50% of the PTA/MPTA members opined that, to improve the community participation through PTA more frequent meetings must be conducted. 23.50% of the PTA/MPTA members opined school authorities should interact freely with community members, 16.8% opined that the authorities should form the community based committees as prescribed by SSA, RMSA and RTE. 4.09% opined that education department must take prompt action on complaints from PTA/MPTA members and 2.7% opined that the education department must monitor regularly the records/accounts.

Objective – 6

The sixth objective of this study was to identify the emerging trends in Educational administration.

Some major new trends identified in the educational administration field given below.

- 6.1 Lewin's three-step model – Kurt Lewin developed the concept of force – field analysis. He applied the behavior within an organization and act according to the changing nature of the organism. He advocated for increasing the driving force, reducing the resisting force or considering new driving force.
- 6.2 Kotler's Eight step plan model – Through this model he presented all eight step model for managing change in educational administration.
- 6.3 Harris's Five – Phase Model – Ben Harris created a five – stage model for managing change in educational administration. These are planning and initiation, momentum, problems, turning point and termination.

- 6.4 The e – Administration strategy in Educational Administration - In this strategy we are applying the information and communication technology in the field of education and its administration. These modernization includes computerisation, computerization of officers and educational institutions and provision of ICT access to final users mainly students, teachers and parents.
- 6.5 m– Governance in Education – In this model also we are applying the information and communication technology. This is a strategy and its implementation to leverage available wireless and new media technology platform, mobile phone devices and application of delivery of educational information and services to students, teachers and parents.

III SUMMARY AND CONCLUSION

Educational system should be the most important factor for the progressive development of a nation. In the globalised world, educational administration of a state is a crucial factor in determining the educational output of a country. To cope up the challenges of modern age, country's educational administration forms should be restructured according to the changing needs of the society.

Gegg (1994) defines, “Educational administration is the process of utilizing appropriate materials in such a way as to promote effectively the development of human qualities. It is concerned not only with the development of children and youth but also with the growth of adults, and particularly with the growth of school personal”.

Educational administration is concerned with dealing and coordinating the activities of groups of people. It is the dynamic side of education. It

includes planning, directing, controlling, executing and evaluating the educative process.

Decentralized governance in education is a great step towards democratization of education. Decentralized administration is a process, a meaningful march towards participatory democracy. We may define decentralization as the empowerment of the common people through the empowerment of the local governments.

Decentralization of education is truly a global phenomenon. Nations as large as India and tiny as Buskina Faso are doing it. Kerala's decentralized planning was a great experiment. More than a decade has passed since its launching. Through this study, it is an attempt to evaluate the educational administration of general education in Kerala with reference to decentralization.

The state of Kerala came into existence in 1956, as a result of the reorganization of the states in India. Kerala's educational development is a model to the entire nation. It achieved the highest literacy rate of 93.91% as compared to the all India average of percent in 2011. The number of school working in Kerala is 12644 in an average of 903 schools in each districts. Enrolment of students in the state has been showing a slight decline in the recent years due to some demographic factors. The girls enrolment, SC/ST enrolment are very high and the dropout rate is the lowest among the Indian states. When we compare Kerala with other states a special problem has been arising in our state i.e., protected teachers and uneconomic schools. These two problems mainly due to the socio – political and economic factors in the state.

In the context of history of educational administration in Kerala, three aspects are crucial in the state. One is the role of Travancore King in the field

of education. The other one is the historical developments happened in Travancore – Cochin state and the third one is the developments in Malabar – Kasargod area. From a detailed document analysis on the educational policies and programmes, mainly Sarva Shiksha Abhiyan (SSA), Rastriya Madhyamik Shiksha Abhiyan (RMSA), Right to Education Act (RTE 2009) and Mid-Day Meal scheme the researcher highlighted the nature and the modus operandi of the decentralized policy which included in the educational system.

The overall analysis of the documents of the four ongoing policies/programmes clearly shows the decentralized nature of Sarva Shiksha Abhiyan Programme. It reveals its decentralized nature through community ownership of the schools, the educational management and information system (EMIS), the functions and powers of school management committees and the social audit system in education.

The RTE Act (2009) has its own characteristics of decentralization content, in which the responsibility of implementation of the Act has been vested in appropriate governments including local self governments. The Act proposed to constitute school management committee in every school in the state. This committee has participatory and Advisory roles in the educational development of that particular school.

The decentralized policy content in the Mid day meal scheme is the constitution of four tier committee in the state, district, block and school levels respectively. The school level committee is the true representative of the community which works at the grass root level.

The Rashtriya Madhyamik Shiksha Abhiyan (RMSA) policy document also highlight the need of decentralisation in its implementation. It is implementing through a two way process one is top down participatory

planning and second one is bottom top proposal from school level to state level. Constitution and powers of school management and development committee (SDMC), Monitoring by Grama Sabha and Grama Panchayaths are also the best practices of decentralization philosophy.

One important short coming noticed in all the four policies / programme's. Document was the centralization of crucial powers in the hands of beaurocrats. The decentralized policy content appears in the document but the execution powers vested in the hands of top level officers. This is a severe drawback in the policy documents. The analysis of the powers of Educational Administrators and local self governments with respect to decentralization is another highlight of the study. A couple of observations from the analysis of documents may be taken into consideration. The powers and functions of Educational Administrators did not change fundamentally. Though certain powers of general education department transferred to local self governments, most of the executive powers retained with the education department. In all the districts there is an Integrated Action Committee which comprises the members of education department and local self governments. In brief, the basic objective of the decentralization policy amendments is partially fulfilled in the state.

Decentralized governance cannot and should not be implemented without the co-operation of beaurocrats/administrative machinery system. For the effective implementation of any policy the attitude of its stakeholders are important. Here we can see that the attitude of teachers educational administrators and members of Panchayathi Raj institutions towards decentralization of educational administration is moderate. More than sixteen years after the launching of decentralization in Kerala the policy prcess did not change fundamentally the attitude of teachers, administrators and members of Panchayathi Raj. A glaring weakness of the decentralized planning process in education is its poor influence upon its stakeholders.

The definition of decentralization itself says the empowerment of the common people through the empowerment of the local governments. Community participation in all programmes is the core of any decentralized policy. Through the present study the researcher felt that in Kerala the community involvement in educational administration revolve around only some activities such as give suggestions to concerned persons for doing civil works in the school, organize meetings, lodge written complaints and talk to their villagers. In the school, Head of the Institution and Teachers met the community members more than twice in a year. But AEO, DEO, DDE will not do this. With respect to the support provided by the school authorities and Panchayath Authorities the PTA/MPTA members are moderately satisfied. In the context of their expectation the community members wanted PTA/MPTA meetings frequently and constitute the school committees as prescribed by the centrally sponsored educational policies and programmes.

Globalization of education demands global standard for education. To meet the changing nature of education, we need some new model in educational administration. Here comes the importance of new trends in educational administration. The models presented in the western countries are Lewin's three step model, Kotler's Eight Step Model, Harris Five – Phase Model. Our country is experiencing the scope of e-administration in education and m – governance in education. These two new trends have more dimensions and possibilities in educational administration.

IV EDUCATIONAL IMPLICATIONS

Based on the conclusions of the present investigation the following practical suggestions have been worked out to improve the present educational administrative practice.

1. The study reveals that all the educational programmes/policies (both central and State sponsored) have its own decentralised nature the effective implementation of programmes through its decentralised nature will help us to attain our objective universalisation of elementary education.
2. From the study it is clear that after decentralization process in Kerala no fundamental change have been seen in the delegated powers of educational administrators. But in the case of local self Governments there are more powers delegated. Here, in order to strengthen the educational system a drastic change should be carried out.
3. From the findings it is evident that the attitude of stake holders in educational administrative system did not change in a positive manner. This is because of the failure in monitoring and co-ordinating in the government sector in Kerala. Regular interference from government bodies to give training to concerned people will help to improve the system.
4. The study reflects that the community participation in educational administration cornered around some activities. A whole hearted involvement in this area is not seen any where. The community participation in administrative aspects will strengthen school community relationship and obviously democracy in education.
5. Educational policy makers especially in the field of administration should be aware and familiarise the modern trends in educational administration in the decentralised context, while formulating different policies and programmes.
6. As exist in the educational systems, the educational administrators should be given compulsory Training/Orientation programme that enable them to face the new task effectively.

7. Government should think seriously about to start a state level institute like KILA or NUEPA to give training programme for administration and policy formulation exclusively for educational administration in a decentralised context.

V SUGGESTIONS FOR FURTHER RESEARCH

The present investigation is only an investigation into the administration of general education in Kerala with reference to decentralisation. The finding of the study had thrown light into the different aspects of the administration of general education and decentralisation policy in Kerala. For the present study the researcher did an investigation only. Naturally there is a wide scope for further studies. The following suggestion are given for future researchers.

1. A Similar study can be conducted as an evaluative study in Kerala.
2. A comparative study can be conducted between the states and districts
3. A study can be conducted on the implementation stages of different educational programme and their decentralised nature.
4. A study to evaluate the training programmes of educational administrators can be conducted.
5. A study on the administrative styles of different officials in education department in various levels can be conducted.

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APPENDICES

APPENDIX I

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 - Moovattupuzha
 - Chavakkad
 - Chorrannoor
 - Vadakkancherry
 - Thrithala
 - Patambi
 - Ottapalam
 - Nilamboor
 - Vandoor
 - Taliparamba
 - Irkkur
 - Edakkad
 - Vadakara
 - Perambra
 - Balussery
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Kerala

APPENDIX II
UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR TEACHERS (DRAFT)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K.
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categorize Viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example :-

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
I think decentralization will help to improve efficiency in educational administration		✓			

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1	I think decentralization will help to improve the efficiency of educational administration					
2	After the decentralization policy adopted the Educational rules of the government transferred to grass root levels					
3	I used to accept the view points of my colleagues with regard to school functioning					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
4	Decentralization process in the state is a failure to change the Beourocratic nature of educational administration					
5	The powers of educational administrators should be transferred to grass root level agencies					
6	Some of the powers of Assistant Educational Officer (AEO) should be transferred to Headmaster/ Headmistress					
7	All the school Heads should be given more independent powers					
8	The Head of the Institution should be more responsible to staff council					
9	As a teacher I really used to inflict my power on my students					
10	The head of the Institution always accept the view points of colleagues with regard to administration					
11	I think the inclusion of a student representative in the school development committee is a must					
12	The Kerala Educational Rules should be modified as per the decentralization philosophy					
13	The Kerala Service Rules should be modified as per the decentralization policy					
14	In the aided institutions the Head of the Institution is more responsible to management than government					
15	I believe in decentralization policy for solving educational problem					
16	Control and administration of lower primary schools by the Grama Panchayath is a good initiative					
17	I used to decentralize the classroom activities in my school					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
18	Concentration of powers in the hands of a few officials will lead to corruption					
19	Inspection and assessment of the duties of teaching and non teaching staff by the Grama Panchayath is very effective					
20	I think the Panchayath Raj Institutions have several technical limitations to involve in the educational administration					
21	Providing mid – day meals to students is a duty of Panchayath					
22	If we give the duty of construction and maintenance of school buildings to Panchayaths, it will help to improve infrastructure facilities					
23	The quality of mid-day meals should be supervised by the Panchayaths					
24	Powers of the Panchayaths to take legal action against teachers should be welcomed					
25	I frequently use decentralized classroom management to go beyond average perfection					
26	The working of Panchayati Raj institutions in the state in the field of education is a failure					
27	Panchayati Raj institutions must be co-ordinate and control the literacy programmes in the locality					
28	Decentralisation philosophy is only designed to meet ornamental requirement in a system					
29	In the era of decentralization more powers should be given to Parent Teacher Associations					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
30	I accept the decentralization activity in administration only because I am compelled to do so.					
31	Decentralized administration enable us to make the best possible results in our schools					
32	I feel that PTAs should not be involved in the teaching learning process directly					
33	I am ready to give chance to PTA members to observe my class					
34	PTAs are the replica of the community to suggest progressive ideas for school administration					
35	Decentralization philosophy will spoil the true spirit of administration					
36	It is more useful for the institution that, all the developmental activities in the institution should be co-ordinated by the PTAs.					
37	Political interference through PTAs are the real problem in school administration					
38	Head of the institution knows how to maintain proper co-ordination between school and community					
39	Social auditing process through PTAs should be encouraged					
40	I used to distribute the responsibility of doing co-curricular activities to my colleagues					
41	It is desirable that the linkage between teachers and parents are very important to improve the quality of education					
42	Decentralisation of administration provides opportunities to many to prove themselves					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
43	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
44	In the administrative aspects PTAs should be more responsible to teachers than students					
45	Decentralisation of administration will lead to popularize corruption					
46	Mobilization of community resources is the duty of PTAs.					
47	PTA members to check the quality of mid-day meals in the school					
48	Decentralisation philosophy is an Utopian idea					
49	PTAs should help poor and needy students in the institution					
50	It is the duty of the PTA to educate the community to achieve higher retention of children in the school					
51	It is the duty of the PTAs to sensitize SC/ST and other disadvantaged sections on the importance of education					
52	Identifying out of school children is the duty of PTA and village education committee					
53	All the institutions should increase the number of parents in the discipline committees					
54	Head of the institutions seek the co-operation of village education committees to conduct co-curricular activities					
55	All the developmental activities should be monitored by the PTA					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
56	It is more harmful that the attendance of teachers and non-teaching staff are under the supervision of PTA					
57	The over interference of the community members will spoil the true spirit of decentralization					
58	The interference of the community members in the administrative aspects will be a nuisance for headmasters					
59	In its true spirit decentralization is an Utopian idea					
60	Kerala's Education sector is more developed after the introduction of decentralization					

APPENDIX III
UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR TEACHERS (FINAL)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K.
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categorize Viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example :-

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
I think decentralization will help to improve efficiency in educational administration		✓			

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1	I think decentralization will help to improve the efficiency of educational administration					
2	After the decentralization policy adopted the Educational rules of the government transferred to grass root levels					
3	Decentralization process in the state is a failure to change the Beourocratic nature of educational administration					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
4	The powers of educational administrators should be transferred to grass root level agencies					
5	Some of the powers of Assistant Educational Officer (AEO) should be transferred to Headmaster/Headmistress					
6	All the school Heads should be given more independent powers					
7	The Head of the Institution should be more responsible to staff council					
8	The head of the Institution always accept the view points of colleagues with regard to administration					
9	I think the inclusion of a student representative in the school development committee is a must					
10	The Kerala Educational Rules should be modified as per the decentralization philosophy					
11	The Kerala Service Rules should be modified as per the decentralization policy					
12	In the aided institutions the Head of the Institution is more responsible to management than government					
13	Control and administration of lower primary schools by the Grama Panchayath is a good initiative					
14	Inspection and assessment of the duties of teaching and non teaching staff by the Grama Panchayath is very effective					
15	I think the Panchayath Raj Institutions have several technical limitations to involve in the educational administration					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
16	Providing mid – day meals to students is a duty of Panchayath					
17	If we give the duty of construction and maintenance of school buildings to Panchayaths, it will help to improve infrastructure facilities					
18	The quality of mid-day meals should be supervised by the Panchayaths					
19	Powers of the Panchayaths to take legal action against teachers should be welcomed					
20	The working of Panchayati Raj institutions in the state in the field of education is a failure					
21	Panchayati Raj institutions must be co-ordinate and control the literacy programmes in the locality					
22	In the era of decentralization more powers should be given to Parent Teacher Associations					
23	I feel that PTAs should not be involved in the teaching learning process directly					
24	I am ready to give chance to PTA members to observe my class					
25	PTAs are the replica of the community to suggest progressive ideas for school administration					
26	It is more useful for the institution that, all the developmental activities in the institution should be co-ordinated by the PTAs.					
27	Political interference through PTAs are the real problem in school administration					
28	Head of the institution knows how to maintain proper co-ordination between school and community					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
29	Social auditing process through PTAs should be encouraged					
30	It is desirable that the linkage between teachers and parents are very important to improve the quality of education					
31	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
32	In the administrative aspects PTAs should be more responsible to teachers than students					
33	Mobilization of community resources is the duty of PTAs.					
34	PTA members to check the quality of mid-day meals in the school					
35	PTAs should help poor and needy students in the institution					
36	It is the duty of the PTA to educate the community to achieve higher retention of children in the school					
37	It is the duty of the PTAs to sensitize SC/ST and other disadvantaged sections on the importance of education					
38	Identifying out of school children is the duty of PTA and village education committee					
39	All the institutions should increase the number of parents in the discipline committees					
40	Head of the institutions seek the co-operation of village education committees to conduct co-curricular activities					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
41	All the developmental activities should be monitored by the PTA					
42	It is more harmful that the attendance of teachers and non-teaching staff are under the supervision of PTA					
43	The over interference of the community members will spoil the true spirit of decentralization					
44	The interference of the community members in the administrative aspects will be a nuisance for headmasters					
45	In its true spirit decentralization is an Utopian idea					
46	Kerala's Education sector is more developed after the introduction of decentralization					

APPENDIX IV
UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR EDUCATIONAL
ADMINISTRATORS (DRAFT)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K.
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categorize Viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example :-

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
I think decentralization will help to improve efficiency in educational administration		✓			

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1.	I feel that decentralization is not a philosophy it is only the devolution of powers					
2.	Today's decentralization philosophy lost its Gandhism philosophical spirit					
3.	I feel that decentralization is an Utopian idea					
4.	I think that the devolution of powers to grass root level will spoil the entire administrative system					
5.	It is better to follow an autocratic philosophy than a democratic philosophy					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
6.	For the fulfillment of the aims in administration, I used to make the institution very strict.					
7.	Decentralized philosophy is more theoretical than practical					
8.	In Indian context decentralization of education is inevitable					
9.	Decentralization merely involves the shifting of work load from central government to local government					
10.	Decentralization of powers will check the spreading of corruption					
11.	Arrangement of suitable programmes are more relevant to make this spirit of decentralization.					
12.	Decentralization of powers will give transparency in administrative matters					
13.	I believe in decentralization policy for solving educational problems.					
14.	I used to decentralize the co-ordination of official duties in my office					
15.	All the school heads should be given more independent charges					
16.	Some of the powers of Assistant Educational officers should be transferred to Headmaster/Headmistress					
17.	I think the Panchayati Raj institutions are several technical limitations to involve in the educational administration					
18.	The involvement of Panchayaths in the field of education will increase the quality of education					
19.	I feel that most of the stake holders in education are unaware of Kerala Education Rules					
20.	I used to utilize my power as an administrator for the improvement of the system					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
21.	Planning at the grass root level is more progressive than the higher level					
22.	As an administrator I try to inculcate a sense of responsible attitude in all through the participation in the planning process					
23.	To implement the centrally sponsored schemes in education, the involvement of Panchayath will create more problems					
24.	The school management committee should have more powers					
25.	e-administration in education is a good movement towards decentralization					
26.	I used to accept the view points of my colleagues with regard to administration					
27.	Decentralized philosophy is an example of Gandhian philosophy					
28.	The co-ordination between educational administrators and Panchayath institutions should be increased					
29.	As an administrator I believe in autocratic leadership					
30.	The school authorities should get more autonomous powers					
31.	I feel that the workload of all the officials in the administration wing has increased after the decentralization process started					
32.	The control and administration of lower primary schools in the village is the duty of grama panchayath					
33.	Autocratic leadership is more successful than democratic leadership					
34.	I prefer decentralized policy than autocratic policy in educational administration					
35.	Decentralization of educational administration is the need of the hour					
36.	The approach of Aided School Management is just against the philosophy of decentralization					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
37.	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
38.	Being the Head of the Department, I am interested to decentralize my powers to my subordinates					
39.	The opinions of my colleagues or their representatives are considered when taking decisions					
40.	Decentralization of activities are more effective in school festivals and games					
41.	School Head's financial powers should be increased					
42.	I think that all the activities in a school should be under the strict control of AEOs or DEOs					
43.	It is a welcome step that the panchayaths have the powers to conduct Arts and Games festivals					
44.	I think that social auditing in education is helpful to increase the community participation					
45.	Financial decentralization is more harmful in all the departments in education					
46.	There is an urgent need for revamping the Kerala Education Rules					
47.	I feel disappointed when some of my powers transferred or decentralised					
48.	Decentralization policy helps me to do more activities in my departments					
49.	Kerala Service Rules is for the officials and not for the people					
50.	e-administration in education is one of the best practices in decentralization					
51.	Most of the educational Rules are not for the benefit of the pupils					
52.	Concentration of powers in the hands of					

Appendices

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
	officials will lead to corruption					
53.	Lack of enough knowledge among officials about decentralization will lead to slow progress in education					

APPENDIX V
UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR EDUCATIONAL
ADMINISTRATORS (FINAL)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K.
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categorize Viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example :-

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
I think decentralization will help to improve efficiency in educational administration		✓			

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
1	I feel that decentralization is not a philosophy it is only the devolution of powers					
2	Today's decentralization philosophy lost its Gandhism philosophical spirit					
3	I feel that decentralization is an Utopian idea					
4	I think that the devolution of powers to grass root level will spoil the entire administrative system					
5	It is better to follow an autocratic philosophy than a democratic philosophy					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
6	Decentralized philosophy is more theoretical than practical					
7	In Indian context decentralization of education is inevitable					
8	Decentralization merely involves the shifting of work load from central government to local government					
9	Decentralization of powers will check the spreading of corruption					
10	Decentralization of powers will give transparency in administrative matters					
11	All the school heads should be given more independent charges					
12	Some of the powers of Assistant Educational officers should be transferred to Headmaster/Headmistress					
13	I think the Panchayati Raj institutions are several technical limitations to involve in the educational administration					
14	The involvement of Panchayaths in the field of education will increase the quality of education					
15	I feel that most of the stake holders in education are unaware of Kerala Education Rules					
16	Planning at the grass root level is more progressive than the higher level					
17	To implement the centrally sponsored schemes in education, the involvement of Panchayath will create more problems					
18	The school management committee should have more powers					
19	e-administration in education is a good movement towards decentralization					
20	Decentralized philosophy is an example of Gandhian philosophy					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
21	The co-ordination between educational administrators and Panchayath institutions should be increased					
22	The school authorities should get more autonomous powers					
23	I feel that the workload of all the officials in the administration wing has increased after the decentralization process started					
24	The control and administration of lower primary schools in the village is the duty of grama panchayath					
25	I prefer decentralized policy than autocratic policy in educational administration					
26	The approach of Aided School Management is just against the philosophy of decentralization					
27	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
28	School Head's financial powers should be increased					
29	I think that all the activities in a school should be under the strict control of AEOs or DEOs					
30	It is a welcome step that the panchayaths have the powers to conduct Arts and Games festivals					
31	I think that social auditing in education is helpful to increase the community participation					
32	There is an urgent need for revamping the Kerala Education Rules					
33	Kerala Service Rules is for the officials and not for the people					
34	Most of the educational Rules are not for the benefit of the pupils					
35	Concentration of powers in the hands of officials will lead to corruption					

APPENDIX VI

UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR PANCHAYATHI RAJ
MEMBERS (DRAFT)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categories viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example:-

	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
Decentralisation helps me to do more educational activities in my ward		✓			

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
1.	The process of decentralization will create greater responsibility among Panchayati Raj members					
2.	Decentralization making a choice between democracy and bureaucracy among the people					

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
3.	Decentralization is not a good system to solve people Problems					
4.	It is a system which helps to popularize corruption at the grassroot level					
5.	The decentralization of the education is the need of the hour					
6.	In Indian context this philosophy is the only paneancea for all local development problems					
7.	Control and administration of lower primary schools in the village is the duty of Grama Panchayath					
8.	The inspection and assessment of teaching and non teaching staff duties in the lower primary school is a good initiative					
9.	All the educational institutions up to higher secondary level should come under the control of Panchayath Raj institutions					
10.	The Aided school system in Kerala also come under the control of Panchayaths					
11.	Decentralization of activities are more effective in school festivals and games					
12.	I try to inculcate a sense of responsible mind in all, through their participation in the planning process					

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
13.	I feel once the powers of the Panchayaths are not used properly then it became mechanical					
14.	The construction of government school buildings and its maintenance is the duty of the concerned Panchayath					
15.	The lack of enough knowledge among Panchayath Raj members on educational matters causes less involvement in this field					
16.	As a representatives, I really used to inflict my power on others					
17.	For the effective management of school system the Kerala educational rules should be modified as per the decentralization philosophy					
18.	I give more attention to solve educational problems than other problems in my ward					
19.	The approach of Aided School management is just against the philosophy of decentralization					
20.	I used to utilize my power as a Panchayathi Raj member for the improvement of the education system					
21.	Decentralization helps me to do more educational activities in my ward					
22.	Arrangement of suitable programme are more relevant to make the spirit of decentralization among my friends					

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
23.	I prefer decentralized policy than autocratic policy in educational administration					
24.	I communicate with teachers and Head Masters/Mistress in my ward on all the educational related problems					
25.	I think decentralized policy reduced the social problems of the students					
26.	I give quick results in educational problems for students and teachers with the help of my Panchayath					
27.	I got training in educational matters by the KILA institute					
28.	Meetings organized by the school with the co-operation of the Panchayath are useful for the development of the institution					
29.	Lack of my knowledge in educational rules is a barrier for solving new educational problems					
30.	The quality of noon-meals should be supervised by the Panchayath					
31.	In the school Management committee the ward members is an integral part					
32.	All the school should constitute a noon-meal committee in which the ward member as a member					

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
33.	Panchahati Raj Institutions must be co-ordinate and control the literary programmes in the locality					
34.	PTA's are the replica of the community to suggest progressive ideas for school administration					
35.	Local self government do not give due importants to the formation of school management committees					
36.	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
37.	The working of Panchayathi Raj institutions in the state is a failure					
38.	The over interference of the PTA will spoil the true spirit of decentralisation					
39.	Panchayathi Raj members should visit the school and participate in the welfare activities of the school					
40.	Powers of the Panchayaths to take legal action against teachers and non-teaching staff should be a welcome step					
41.	I think that the distribution of scholarships and grants for students is the duty of the Panchayathi Raj Institutions					
42.	School authorities does not receive the service of Panchayathi Raj members					

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
43.	I am ready to organize programmes to resist students falling out from Upper Primary schools					
44.	Give Assistance to school youth festivals, art, culture and games and other local festivals are the duty of the concerned Panchayath					
45.	I think that through mother PTA we can uplift the women community					
46.	In my ward the functioning of the village education committee is satisfactory					
47.	It is the duty of the PTA to educate the community about higher retention of the children					
48.	I dislike the frequent application and enquiries made by school authorities for different developmental activities in the school					
49.	During the school meetings Panchayath Raj members are passive listeners					
50.	Mobilization of the community resources for the educational development is the duty of the village education committee					
51.	It is not proper to give more inactive power to PTAs					
52.	Panchayath Raj members impose their opinion on the teaching learning process in schools					

Appendices

Sl. No.	Statenebts	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
53.	Without the help of local self governments in Kerala educational development will not be a complete one					
54.	I feel that PTAs are the agency to do social auditing in education					

APPENDIX VII

UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**SCALE OF ATTITUDE TOWARDS DECENTRALISATION OF
EDUCATIONAL ADMINISTRATION FOR PANCHAYATHI RAJ
MEMBERS (FINAL)**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K
Research Scholar

The statements given below are related with daily activities in educational administration. Five responses categories viz., Strongly Agree, Agree, Undecided, Disagree, Strongly Disagree. After reading each statement, mark the suitable response with (✓) mark. It is assured that your response will be using only for research purpose and will be kept confidential.

Example:-

	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
Decentralisation helps me to do more educational activities in my ward		✓			

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
1.	The process of decentralization will create greater responsibility among Panchayati Raj members					
2.	Decentralization making a choice between democracy and bureaucracy among the people					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
3.	Decentralization is not a good system to solve people Problems					
4.	It is a system which helps to popularize corruption at the grassroot level					
5.	In Indian context this philosophy is the only paneancea for all local development problems					
6.	Control and administration of lower primary schools in the village is the duty of Grama Panchayath					
7.	The inspection and assessment of teaching and non teaching staff duties in the lower primary school is a good initiative					
8.	All the educational institutions up to higher secondary level should come under the control of Panchayath Raj institutions					
9.	The Aided school system in Kerala also come under the control of Panchayaths					
10.	I feel once the powers of the Panchayaths are not used properly then it became mechanical					
11.	The construction of government school buildings and its maintenance is the duty of the concerned Panchayath					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
12.	The lack of enough knowledge among Panchayath Raj members on educational matters causes less involvement in this field					
13.	For the effective management of school system the Kerala educational rules should be modified as per the decentralization philosophy					
14.	I give more attention to solve educational problems than other problems in my ward					
15.	The approach of Aided School management is just against the philosophy of decentralization					
16.	Decentralization helps me to do more educational activities in my ward					
17.	I prefer decentralized policy than autocratic policy in educational administration					
18.	I communicate with teachers and Head Masters/Mistress in my ward on all the educational related problems					
19.	I think decentralized policy reduced the social problems of the students					
20	I give quick results in educational problems for students and teachers with the help of my Panchayath					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
21.	I got training in educational matters by the KILA institute					
22.	Lack of my knowledge in educational rules is a barrier for solving new educational problems					
23.	The quality of noon-meals should be supervised by the Panchayath					
24.	In the school Management committee the ward members is an integral part					
25.	All the school should constitute a noon-meal committee in which the ward member as a member					
26.	Panchahati Raj Institutions must be co-ordinate and control the literary programmes in the locality					
27.	PTA's are the replica of the community to suggest progressive ideas for school administration					
28.	I think stronger PTAs are the backbone of decentralization philosophy in educational administration					
29.	The working of Panchayathi Raj institutions in the state is a failure					

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
30.	The over interference of the PTA will spoil the true spirit of decentralisation					
31.	Powers of the Panchayaths to take legal action against teachers and non-teaching staff should be a welcome step					
32.	I think that the distribution of scholarships and grants for students is the duty of the Panchayathi Raj Institutions					
33.	I am ready to organize programmes to resist students falling out from Upper Primary schools					
34.	Give Assistance to school youth festivals, art, culture and games and other local festivals are the duty of the concerned Panchayath					
35.	I think that through mother PTA we can uplift the women community					
36.	In my ward the functioning of the village education committee is satisfactory					
37.	It is the duty of the PTA to educate the community about higher retention of the children					
38.	Mobilization of the community resources for the educational development is the duty of the village education committee					

Appendices

Sl. No.	Statements	Strongly Agree	Agree	Undecided	Disagree	Strongly disagree
39.	It is not proper to give more inactive power to PTAs					
40.	I feel that PTAs are the agency to do social auditing in education					

APPENDIX - VIII
കാലിക്കറ്റ് സർവ്വകലാശാല
വിദ്യാഭ്യാസ വിഭാഗം

വിദ്യാഭ്യാസ ഭരണമേഖലയിൽ അധികാര വികേന്ദ്രീകരണം - പഞ്ചായത്തീരാജ് അംഗങ്ങളുടെ മനോഭാവം അറിയുവാനുള്ള സ്കെയിൽ

ഡോ.കെ.പി.മീര
 അസോ.പ്രൊഫ.ഓഫ് എഡ്യൂക്കേഷൻ

ജയപ്രകാശ്. ആർ.കെ
 ഗവേഷകൻ

കേരളത്തിലെ പഞ്ചായത്തീരാജ് അംഗങ്ങൾക്ക് വിദ്യാഭ്യാസമേഖലയിലെ ഭരണ നിർവ്വഹണത്തിൽ അധികാരവികേന്ദ്രീകരണത്തിന്റെ ആവശ്യകതയോട് എങ്ങനെ പ്രതികരിക്കുന്നു എന്ന് മനസ്സിലാക്കുവാനുള്ള ഒരു സ്കെയിലാണിത്. ഇതിൽ അഞ്ച് പ്രതികരണങ്ങളാണുണ്ടാവുക. ശക്തമായി അനുകൂലിക്കുന്നു, അനുകൂലിക്കുന്നു, തീരുമാനിച്ചിട്ടില്ല, വിരോധിക്കുന്നു, ശക്തമായി വിരോധിക്കുന്നു. എല്ലാം വായിച്ചതിന് ശേഷം പ്രതികരണ കോളത്തിൽ (✓) മാർക്ക് ഇടുക. ഈ പ്രതികരണങ്ങൾ ഗവേഷണത്തിന് മാത്രമേ ഉപയോഗിക്കുകയുള്ളൂ എന്ന് ഉറപ്പ് നൽകുന്നു.

ഉദാഹരണം

പ്രസ്താവനകൾ	ശക്തമായി അനുകൂലിക്കുന്നു	അനുകൂലിക്കുന്നു	തീരുമാനിച്ചിട്ടില്ല	വിരോധിക്കുന്നു	ശക്തമായി വിരോധിക്കുന്നു
അധികാര വികേന്ദ്രീകരണ പ്രക്രിയ പഞ്ചായത്ത് അംഗങ്ങളുടെ ഉത്തരവാദിത്വം വർദ്ധിപ്പിക്കും		✓			

നമ്പർ	ചോദ്യങ്ങൾ	ശക്തമായി അനുകൂലിക്കുന്നു	അനുകൂലിക്കുന്നു	തീരുമാനിച്ചിട്ടില്ല	വിരോധിക്കുന്നു	ശക്തമായി വിരോധിക്കുന്നു
1.	അധികാരവികേന്ദ്രീകരണ പ്രക്രിയ പഞ്ചായത്ത് അംഗങ്ങളുടെ ഉത്തരവാദിത്വം വർദ്ധിപ്പിക്കും					
2.	അധികാരവികേന്ദ്രീകരണം ജനാധിപത്യത്തിനും ഉദ്യോഗസ്ഥഭരണത്തിനും ഇടയിലുള്ള തിരഞ്ഞെടുപ്പ് ജനങ്ങൾക്ക് നൽകുന്നുണ്ട്.					
3.	ജനങ്ങളുടെ പ്രശ്നങ്ങൾ പരിഹരിക്കുവാനുള്ള ഒരു നല്ല രീതിയല്ല അധികാരവികേന്ദ്രീകരണം.					
4.	ഈ പ്രക്രിയ താഴെ തട്ടിൽ അഴിമതി വ്യാപിക്കുന്നതിന് ഇടയാക്കുന്നു.					

Appendices

നമ്പർ	ചോദ്യങ്ങൾ	ശക്തമായി അസൂകൃലി ക്കുന്നു	അസൂകൃലി ക്കുന്നു	തീരുമാനിച്ചിട്ടില്ല	വിയോജിക്കുന്നു	ശക്തമായി വിയോജിക്കുന്നു
5.	പ്രാദേശിക വികസന പ്രശ്നങ്ങൾക്ക് ഇന്ത്യയിലെ ഒറ്റമൂലിയാണ് അധികാര വികേന്ദ്രീകരണനയം.					
6.	എൽ.പി സ്കൂളുകളുടെ നിയന്ത്രണവും ഭരണവും ഗ്രാമത്തിൽ ഗ്രാമപഞ്ചായത്തിന്റെ ചുമതലയാണ്.					
7.	എൽ.പി സ്കൂളുകളിലെ അധ്യാപനവും, അനധ്യാപനവും പരിശോധിക്കുകയും വിലയിരുത്തുകയും ചെയ്യുന്നത് നല്ല ഒരു തുടക്കമാണ്.					
8.	ഹയർസെക്കണ്ടറി തലം വരെയുള്ള എല്ലാ വിദ്യാലയങ്ങളും പഞ്ചായത്തീരാജ് സ്ഥാപനങ്ങളുടെ കീഴിൽ കൊണ്ടുവരണം.					
9.	കേരളത്തിലെ എയ്ഡഡ് സ്കൂളുകളും പഞ്ചായത്തുകളുടെ കീഴിൽ കൊണ്ടുവരണം.					
10.	പഞ്ചായത്തുകളുടെ അധികാരങ്ങൾ കൃത്യമായി ഉപയോഗിക്കുന്നില്ലെങ്കിൽ അവ തികച്ചും യാന്ത്രികമായി പ്രവർത്തിക്കാൻ തുടങ്ങും.					
11.	സർക്കാർ വിദ്യാലയങ്ങളുടെ നിർമ്മാണവും തുടർപണികളും പഞ്ചായത്തിൽ നിക്ഷിപ്തമാണ്.					
12.	വിദ്യാഭ്യാസമേഖലയിലെ അറിവില്ലായ്മയാണ് പഞ്ചായത്തീരാജ് അംഗങ്ങളെ ഈ മേഖലയിൽ കുറച്ചുമാത്രം ഇടപെടാൻ പ്രേരിപ്പിക്കുന്നത് എന്ന് എനിക്ക് തോന്നുന്നു.					
13.	കേരളത്തിലെ വിദ്യാഭ്യാസമേഖലയുടെ ഫലപ്രദമായ മാനേജ്മെന്റിന് കെ.ഇ.ആർ ചട്ടങ്ങൾ അധികാരവികേന്ദ്രീകരണത്തിന് അനുസൃതമായി ഭേദഗതി ചെയ്യണം.					
14.	എന്റെ വാർഡിലെ വിദ്യാഭ്യാസപ്രശ്നങ്ങൾക്ക് ഞാൻ മറ്റ് കാര്യങ്ങളെക്കാളും കൂടുതൽ പ്രാധാന്യം നൽകുന്നു.					
15.	എയ്ഡഡ് സ്കൂൾ മാനേജ്മെന്റുകളുടെ സമീപനം അധികാരവികേന്ദ്രീകരണത്തിന് തടസ്സം നിൽക്കുന്നു.					
16.	കൂടുതൽ വിദ്യാഭ്യാസപ്രശ്നങ്ങൾ ഏറ്റെടുക്കാൻ അധികാരവികേന്ദ്രീകരണം എന്നെ സഹായിച്ചിട്ടുണ്ട്.					
17.	ഏകാധിപത്യ രീതിയെക്കാളും അധികാരവികേന്ദ്രീകരണത്തിനാണ് ഞാൻ മുൻതൂക്കം കൊടുക്കുന്നത്.					
18.	എന്റെ വാർഡിലെ എല്ലാ പ്രധാന അധ്യാപക/അനധ്യാപകമാരോടും വിദ്യാഭ്യാസ പ്രശ്നങ്ങൾ സംസാരിക്കാറുണ്ട്.					
19.	അധികാരവികേന്ദ്രീകൃത സംവിധാനം കൂട്ടിക്കൽക്കിടയിലെ സാമൂഹികപ്രശ്നങ്ങൾ കുറയ്ക്കാൻ കാരണമാവുമെന്ന് ഞാൻ വിശ്വസിക്കുന്നു.					

Appendices

നമ്പർ	ചോദ്യങ്ങൾ	ശക്തമായ അസൂകൃലി ക്കുന്നു	അസൂകൃലി ക്കുന്നു	തീരുമാനിച്ചിട്ടില്ല	വിയോജിക്കുന്നു	ശക്തമായ വിയോജിക്കുന്നു
20.	എന്റെ പഞ്ചായത്തിന്റെ സഹായത്തോടുകൂടി അധ്യാപകരോടും, വിദ്യാർത്ഥികളോടും വിദ്യാഭ്യാസപ്രശ്നങ്ങളിൽ ഞാൻ പെട്ടെന്ന് തീരുമാനമെടുക്കാറുണ്ട്.					
21.	കില എന്ന സ്ഥാപനത്തിൽ നിന്നും വിദ്യാഭ്യാസകാര്യങ്ങളിൽ എനിക്ക് പരിശീലനം കിട്ടിയിട്ടുണ്ട്.					
22.	വിദ്യാഭ്യാസനിയമങ്ങളിലും, ചട്ടങ്ങളിലുമുള്ള എന്റെ അറിവില്ലായ്മ വിദ്യാഭ്യാസപ്രശ്നങ്ങൾ കൈകാര്യം ചെയ്യുന്നതിൽ തടസ്സം നിൽക്കുന്നു.					
23.	ഉച്ചക്കഞ്ഞിയുടെ ഗുണമേന്മ ഉറപ്പാക്കേണ്ടത് പഞ്ചായത്തുകളാണ്.					
24.	സ്കൂൾ മാനേജ്മെന്റ് കമ്മിറ്റിയിൽ വാർഡ് മെമ്പർ ഒഴിച്ചുകൂടാനാവാത്ത അംഗമാണ്.					
25.	എല്ലാ വിദ്യാലയങ്ങളിലും ഉച്ചക്കഞ്ഞി നടത്തിപ്പിന് കമ്മിറ്റി രൂപീകരിക്കേണ്ടതാണ്. അതിൽ വാർഡ് മെമ്പർ ഒരു അംഗവുമാണ്.					
26.	ഗ്രാമങ്ങളിലെ സാക്ഷരതാ പ്രവർത്തനങ്ങൾ നിയന്ത്രിക്കേണ്ടതും, ക്രോഡീകരിക്കേണ്ടതും പഞ്ചായത്താണ്.					
27.	സ്കൂളിന്റെ ഭരണനിർവ്വഹണത്തിൽ പുരോഗമന നിർദ്ദേശങ്ങൾ നൽകുന്നതിന് സമൂഹത്തിന്റെ പ്രതിരൂപമായി പ്രവർത്തിക്കുന്നത് പി.ടി.എ ആണ്.					
28.	ശക്തമായ പി.ടി.എ കൾ വിദ്യാഭ്യാസഭരണനിർവ്വഹണത്തിലെ അധികാര വികേന്ദ്രീകരണത്തിൽ നട്ടെല്ലായി പ്രവർത്തിക്കുന്നു എന്ന് ഞാൻ കരുതുന്നു.					
29.	സംസ്ഥാനത്ത് പഞ്ചായത്തീരാജ് സ്ഥാപനങ്ങൾ ഒരു പരാജയമാണ്.					
30.	പി.ടി.എ കളുടെ അമിതമായ ഇടപെടൽ അധികാരവികേന്ദ്രീകരണത്തിന്റെ ശരിയായ ഊർജ്ജം ഇല്ലാതാക്കും.					
31.	അധ്യാപകർക്കും അനധ്യാപകർക്കും എതിരായി നിയമനടപടികൾ സ്വീകരിക്കുവാനുള്ള പഞ്ചായത്തിന്റെ അധികാരത്തെ ഞാൻ സ്വാഗതം ചെയ്യുന്നു.					
32.	കുട്ടികൾക്കുള്ള സ്കോളർഷിപ്പുകളും, ഗ്രാന്റുകളും വിതരണം ചെയ്യേണ്ടത് പഞ്ചായത്തീരാജ് സ്ഥാപനങ്ങളുടെ ജോലിയാണെന്ന് ഞാൻ വിശ്വസിക്കുന്നു.					
33.	യു.പി സ്കൂളുകളിൽ നിന്നും കുട്ടികൾ കൊഴിഞ്ഞുപോകുന്നത് തടയാൻ പരിപാടികൾ ആസൂത്രണം ചെയ്യാൻ ഞാൻ തയ്യാറാണ്.					
34.	സ്കൂൾ യുവജനോത്സവം, കലാ-കായികമേളകൾ, തുടങ്ങിയവയ്ക്ക് സഹായം നൽകുക എന്നത് പഞ്ചായത്തീരാജ് സ്ഥാപനങ്ങളുടെ കടമയാണ്.					

Appendices

നമ്പർ	ചോദ്യങ്ങൾ	ശക്തമായി അസൂകൃലി ക്കുന്നു	അസൂകൃലി ക്കുന്നു	തീരുമാനിച്ചിട്ടില്ല	വിയോജിക്കുന്നു	ശക്തമായി വിയോജിക്കുന്നു
35.	അമ്മമാരുടെ പി.ടി.എ യിലൂടെ വനിതാസമൂഹത്തെ ഉയർത്താൻ കഴിയുമെന്ന് ഞാൻ വിശ്വസിക്കുന്നു.					
36.	എന്റെ വാർഡിൽ ഗ്രാമീണ വിദ്യാഭ്യാസ കമ്മിറ്റിയുടെ പ്രവർത്തനം തൃപ്തികരമാണ്.					
37.	കുട്ടികളുടെ ഉയർന്ന നിലയിലുള്ള ഹാജർനിലയെക്കുറിച്ച് പി.ടി.എ സമൂഹത്തിനെ പഠിപ്പിക്കണമെന്ന് ഞാൻ വിശ്വസിക്കുന്നു.					
38.	വിദ്യാഭ്യാസ പുരോഗതിക്കുവേണ്ടി ഗ്രാമീണ വിഭവങ്ങളെ സജ്ജമാക്കേണ്ടത് ഗ്രാമീണ വിദ്യാഭ്യാസ കമ്മിറ്റിയുടെ കടമയാണെന്ന് ഞാൻ കരുതുന്നു.					
39.	പി.ടി.എ കൾക്ക് കൂടുതൽ ഗുണമല്ലാത്ത അധികാരങ്ങൾ നൽകുന്നത് ശരിയല്ലാത്ത നടപടിയാണ്.					
40.	സോഷ്യൽ ഓഡിറ്റിംഗ് നടത്തുവാനുള്ള ഏജൻസിയാണ് പി.ടി.എ എന്ന് എനിക്ക് തോന്നുന്നു.					

APPENDIX IX
UNIVERSITY OF CALICUT
DEPARTMENT OF EDUCATION

**Interview Schedule on community Participation in Educational
Administration for PTA/MPTA/SDMC Members**

Dr.K.P.Meera
Associate Professor of Education

Jayaprakash.R.K
Research Scholar

Name of the Interviewer :

Date of Interview :

1. Name of the Respondent:

2. Age :

3. Sex

4. a) Name of the School:

b) Types of School : Govt. Aided

5. Does the Headmaster/Headmistress ensure your co-operation in school activities? If yes How.

6. Does the Headmaster/Headmistress provide facilities for the activities of PTA and other organizations (Yes/ No)

7. In what ways have you as well as other PTA members been contributing to development of the schools? Please give details in the following table.

Activity	Mode of Involvements PTA/MPTA member maximum 3 response code		
Monitor civil works			
Monitor Mid-day Meal programme			
Contribute physically and mentally to develop school infrastructure			
Promptly inform concerned authorities if there are any irregularities in the functioning of school			
Mobilise people to help in contributing to the resources of school			
Participate actively in school functions such as sports, recreation and observance of national days			
Actively monitor the school activities			

Activity	Mode of Involvements PTA/MPTA member maximum 3 response code		
Monitor the classroom teaching			
Actively involved in solving the student discipline problems			
Any other (specify)			

Code:

1. Talk to villagers
2. Organize meetings
3. Participate if requested
4. Give suggestions to concerned persons
5. Contribute money
6. Contribute physical labour
7. Help in mobilization of funds
8. Lodge written complaint
9. Participate in cultural activities
10. Check records regularly
11. Others

8. Number of PTA/MPTA/Meetings attended by you during 2010-2011

8. How often did the following functionaries of Education meet you during 2010-2011.

Educational Functionaries	No.of meetings in 2010-2011
Headmaster	
Teachers	
AEO/DEO/DDE	
Panchayath Raj Members	

9. What type of support you receive from the school authorities, Panchayath authorities? Please give you response by tick marking in the appropriate cell against the support.

Sl. No	Area of Support	School Authorities	Panchayth Authorities
1.	Mobilizing community to participate in school activities		

Sl. No	Area of Support	School Authorities	Panchayth Authorities
2.	Motivating PTA members to collect material for school		
3.	Motivating PTA members to help in civil works/school infrastructure		
4.	Keeping accounts		
5.	Organize and monitor mid-day meal scheme		
6.	Organize the activities of SSA		
7.	Organize and educate the importance of RTE Act 2009		
8.	Others (specify)		

10. Are you satisfied with the support provided by school authorities/ panchayaths functionaries in the smooth relation between school and community? Give your response by writing the appropriate response code in each row.

Supported by	Level of Satisfaction
School authorities	
Panchayathi Raj Institutions	

Codes: Highly Satisfied -2
 Moderately satisfied -1
 Not satisfied -0

12. What, in your opinion, needs to be done to improve the community participation through PTA in educational administration?

Sl.No	Areas requiring improvement	Tick here
1.	PTA/MPTA must conduct more frequent meetings	
2.	School authorities should interact freely with PTA/MPTA members	
3.	The authorities should form the community based committees as prescribed by SSA, RMSA, RTE etc	
4.	Education Department must take prompt action on complaints from PTA/MPTA	
5.	They must monitor regularly the records/accounts	