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***Democratic Decentralization and Implementation of Right to Education
(RTE) Act: A Study of Malabar Coastal Region***

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Democratic Decentralization and Implementation of Right to Education (RTE) Act: A Study of Malabar Coastal Region

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Abstract:

This study is an empirical analysis on the implementation of the Right to Education Act 2009 in the Tanur region which is a coastal area situated in the Malappuram district. The study attempts to examine its effectiveness in the schools which included the children from the coastal Community. In 2000 central government introduced a set up for those children in the name of Multi Grade Learning Centre (MGLC) exclusively for the empowerment of the marginalized sections in the education field. The study trying to find out the state- society partnership, accountability and transparency in the implementation of Right to Education Act 2009 in the context of democratic decentralization.

Key Words: Democratic Decentralization, Right to Education, Social policy, Implementation, Community Participation, State Responsibilities

Introduction:

Democratic decentralization is an open platform for the people to participate and a chance to involve in decision making process. According to John Stuart Mill there are two major factors for democratic decentralization. Firstly, local political institutions are school of political capacity, making citizens capable of real and informed participation. Secondly, such institutions would be more efficient and effective if informed by local interest and local knowledge (Mill 1975). Democratic decentralization thus became a way of enabling both participation and deliberation of effecting a form of direct democracy. Democratic

decentralization tends strongly to enhance speed, quantity and quality of responses from government institutions (Manor and Richard Crook: 2000); local governments have both authority and resources to respond quickly to problems and pressures from bottom without waiting for approval at upper levels.

In this perspective it is significant to examine that the implications of the democratic decentralization in theory and practice. The present study focuses on the schools which included the children from the *pusalans*¹(Miller 2015: 210; Abraham 2014:4). In 2000 central government introduced a set up for those children in the name of Multi Grade Learning Centre (MGLC) exclusively for the empowerment of the marginalized sections in the education field. The study trying to find out the state- society partnership in this case in the context of decentralized governance. The decentralized governance effected in India through the 73rd constitutional Amendment (1992) provided a common framework for the Panchayati Raj Institution(PRI)s to be devised by the state governments. The study deals with the participation, accountability, transparency of Panchayati Raj² Institution(PRI)s in this particular case of primary education in Malabar coastal region.

Democratic Decentralization and Education Governance

An un certain relationship exists between the State and education. The significance of the role of the State in public education has been aptly discussed by several scholars, including Samuel Bowles and Herbert Gintis (1976), Benveniste, Luis, Martin Carnoy, and Richard Rothstein (2003) et.al., The State-defined policies of educational restructuring in response to demands for equity, participation and diversity, have the effect of encouraging

¹ Malabar Mapila community divided in to Koyas, Mappilas, Pusalans and Ossans. Pusalans or puyislams a term derived from *putiya islam* that is new islam referring to new converts from outcast communities such as the Cherumars, Parayars, and others.

² In Indian administration, the Panchayati Raj functions as a structure of administration in which gram panchayats are the basic units of local administration. There are three levels in the local administration: Gram Panchayat (village level), Mandal Parishad or Block Samiti or Panchayat Samiti (block level), and Zila Parishad (district level).

decentralisation of education (Zajda 2005 :16). Understanding the multi-faceted role of the State in education and society is a prerequisite for critically analysing educational reforms as an initiative for the production and reproduction of knowledge, ideology, skills, morals, and behaviours, and as an arena for contestation or resistance.

Contemporary democratic theory largely regarded the participation of minority elites as essential and the nonparticipation of ordinary citizens as an effective bulwark against political instability (Pateman 1970 : 104). However, in contrast to traditional representative democracy, a participatory society, argues Held, fosters ‘a sense of political efficacy nurtures a concern for collective problems and contributes to the formation of knowledgeable citizenry capable of taking a sustained interest in the governing process’ (Held 1987: 269)

Many researchers suggest that educational decentralization essentially becomes a political decision that requires strong political will, both at the central and state levels. It also becomes imperative to carefully plan the process of decentralization to ensure effective implementation. The challenge of balancing several different aims can be enormous: first, making education more relevant to local needs; second, democratically promoting people’s participation by empowering local authorities; and third, improving performance accountability (Govinda, 2003a).

Democratic decentralization generates productive results in the service by its nature of participation and co-operation. It can produce more effective results in the services of the system. It can bring more creative efforts to bring about changes in the society. It can create more leadership opportunities at the bottom of the society. The framework of the democratic decentralization and effective outcome in social policy implementation can be shown in the Figure 1.

Figure: 1. Framework for Decentralization and Social Policy Implementation



Efficiency and effectiveness is more in the decentralised governance rather than the central level. Local demands can be identified by the local authorities accurately for maximum utilisation of the resources and gaining maximum results. Many centrally initiated social development programmes failed due to wrong priorities and mismanagement. Ofcourse, co-operative efforts can create a better output to protect the right of education of every child.

The study deals with the hypothesis co operative efforts may lead to the better outcome in the decentralised education through democratic institutions. For that study made an historical analysis of the decentralised education in the country since independence, and outline features and impacts of the Right to Education Act. The study is based on primary and secondary sources by using both the qua- qua methods. Primary sources include government reports and field survey in the Malabar coastal region with teachers, parents, students, government authorities and civil society groups. Secondary sources include scholarly books, journals and news papers. The study specifically focused in the Malabar coastal which is a region mostly socially backward community located.

Malabar and Pusalans

Malabar is the northern region of Kerala where the majority Muslim population of the state lives. Malappuram is the largest district of Malabar which has narrow coastal region passing through Ponnani, Tirur and Tanur, where a caste of Muslim community called as

'pusalans' (Miller 2015: 210) are occupied. The present study is an attempt to make an analysis on the effect of the Act in the coastal area where a backward community mainly occupies. One of the objectives of the Act reflects to ensure free and compulsory education for the marginalised groups and weaker sections of the community.

The Kerala Muslims are mainly converts from Hindu religion which divides into a number of castes and sub-castes like eezhava, nair, mukkuva etc. And these converts were mostly belonged to thiyya, eezhava and jarijan of Hindus before their conversion. But in Islam does not provide a caste system or any forms of social division or hierarchy among its followers. Moreover what Quran states is that every man are equal in Islam except with their belief in Allah. So no Muslims are permitted to be called or addresses in any other tags other than their Muslim identity.

As stated above the Pusalan community, this is not a common term for address of that community, is comprised of the converted Muslims from mukkuvan, dheevaran (both of these are castes of Hindu followers who are occupied as fishermen). As this community is formed by conversion to Islam they were addressed as 'Puthiya Islam', a term used in Malayalam language indicating the new entrants into the fold of Islam. Actually people from the fishermen community were the first entrants into Islam in Kerala as the history of arrival of Islam in the coast of Kerala reveals. It was in 7th century when followers of the prophet Muhammad including Malik Ibnu Dinar reached at different coastal regions as Kodungallur, Kasargode etc, these fishermen communities occupied in these areas especially of Malabar regions are influenced by their preaching and became the first entrants to Islam. This was the historical background of calling them as 'Puthiya Islam'. But unfortunately this people from this community are still identified in the same way although the exact circumstances of the conversion of their ancestors are far behind in the history.

While the Pusalan community is concentrated in northern coasts of the Kerala the Mukkuva communities of southern Kerala either remained as Hindus or converted to Christian Catholicism. They are spreaded in districts of Kasargode, Cannore, Trisur, Kozhikode and Malappuram. Most of the Pusalan population still involved in Fishing therefore their living standard is not better than other fishermen community as educationally and economically backward in society. They speak Malayalam and follow Shafi sub sect of Sunni Islam. The Puslan community of fishermen who go out in the Arabian Sea for fishing own their boats collectively by a lineage in which each individual is entitled to a share of the profit. They usually sell their catches to other communities in wholesale n rarely involved in the selling of their catch. These people are distinct in various ways from other Mappila community of Malabar like as Pusalan follow Patrilineal descent while a majority of Malabar mappila follows matrilineal descent. It can also be seen that this community is strictly endogamous, reasons of which has to be analysed in another level, and marry only from a close kin.

The present study is on the implementation of the Right to education in the Tanur sub district and its effectiveness in the schools which included the children from the pusalans. In 2000 central government introduced a set up for those children in the name of Multi Grade Learning Centre (MGLC) exclusively for the empowerment of the marginalised sections in the education field. There are four centres for the pusalans as an alternative school in the place of lower primary schools. They are situated at Ossan kadappuram, kalanthruthi, ottumpuram, melthara. There are 30 alternative schools in the Malappuram District itself for the children of tribals and coastal region. The children of these centres are getting education through various schemes and projects of the state and central governments. They are getting mid day meal, free uniforms, learning instruments, text books. The local authorities are visiting and enquiring time by time for the betterment of these centres and the children.

After 13 years of the establishment there are 386 children in these four schools in the 1-4 standards. These children are actively participating in co-curricular activities. The teachers says that the first batch children of these centres successfully completed graduation in various disciplines. These children have a good skill in mathematics than other students and they have an extraordinary rhythmic sense inherited from their ancestors who find their livelihood in the mid-seas as fishermen. The children of these regions are healthy than other students and leading a hygienic life in the school. Usually they are calm and quite at the same time highly sensitive and reacting emotionally at the time of happiness and sad.

Historical Background of Decentralized Education in India Since Independence

The concepts of panchayati raj and community development framework were adopted in the early years after independence. The political system consisted of three tiers: district, block (sub-district), and village levels. While political decentralization followed this framework, it was deemed appropriate to designate the block level as the main unit for development administration. Thus came the establishment of the Block Development Offices, with each block consisting of 100–150 villages. The districts created during the British period remained more or less intact. Interestingly, education governance remained generally delinked from the development administration framework adopted for all other sectors. The district education offices remained the main organ for school governance. Nearly 25 years after this arrangement was established, separate offices of education were created at the block level in many states (Govinda and Madhumitha 2006). This was partially due to the enormous expansion of the primary education system that took place during the preceding two decades. In fact, the block education offices currently oversee primary education in many states, while the district education office directly governs secondary education.

After an initial flurry of interest in “democratic decentralization,” attention to the process waned. Most of the states showed little interest in involving local citizens in the

management of public institutions. At the village level, the relative inexperience of the people, lack of knowledge, dearth of resources, and tightening of bureaucratic controls rendered panchayat samitis and zilla parishads ineffective (Dhar, 1997).

Reflecting on this issue, Myrdal writes, Another hope inspired and initiated from the centre is that a system of locally elected bodies, the panchayati raj, better known under the label “democratic decentralization” or “democratic planning,” will encourage the masses to participate in the management of local affairs and thereby weaken the power of the local political bosses . . . the most conspicuous immediate effect of such efforts has been to strengthen the grip of the rural elite, the self-elected boss class, over the masses. Whenever locally elected bodies are given powers worth scrambling for, they are almost invariably run in the interests of the dominant caste in land and wealth. The system of panchayati raj, like the basic democracies in Pakistan, has not, in general, thrown up any new leadership in rural areas. (Myrdal, 1968: 299) Correspondingly, educational decentralization rarely secured a place on the political agenda in most states in India.

The Education Commission of 1964–1966 reiterated the national government’s commitment to decentralization through its endorsement of the National Policy on Education, which was adopted in 1968. But at the state level, interest in decentralization waned during the 1970s. In fact, a counter-movement began to take shape. The most significant example of this shift was the large-scale nationalization of schools, particularly at the primary level of education. As a result, state governments became the main providers and managers of elementary education throughout the country.

The 1980s saw a revival of interest in panchayati raj in some of the states. For example, in Karnataka local elections and the distribution of block grants provided local bodies with increased autonomy. During the 1990s India made significant moves toward decentralization, both in terms of policy reorientation and practical actions in the

field(Govinda and Madhumitha 2006). Corresponding to the efforts in reforming public administration, fairly vigorous attention was paid to the problem of management and control of education and the need to involve communities in the oversight of schools. At the policy level, the somewhat aborted attempt of the Panchayati Raj Institutions (PRI's) during the early period after independence was revived through the 73rd and 74th Amendments of the Constitution in 1992.

These amendments mandated the establishment of local bodies at the village, block, district, and municipal levels, through democratic elections. This is arguably the most significant policy initiative for decentralized governance that India has formulated since independence. The mandatory reservation of one third of the elected posts for women, in particular, was a major step in the direction of creating a gender balance in the country's governance system.

In recent years, the national as well as state governments have promoted experimentation with various approaches to decentralizing the primary education system. In many cases, these innovations have paved the way for the implementation of decentralized management frameworks. They have encouraged the delegation of power to schools, lower level government offices, and elected bodies, thus providing opportunities for local citizens to participate in the management of schools. Different states in the country have relied on different reform strategies. Many have followed a technical administration approach, which promotes top down transformation through change of rules and regulations (with or without corresponding legislation); stakeholders at various levels of the hierarchy are expected to adopt new roles and functions. Other states have employed a socio-political approach, which involves building institutional structures from below through direct and active participation of people at the grassroots level (Govinda and Madhumitha 2006). Most of the states have followed the former approach, although it is possible to find examples of the latter method;

the most ambitious example of this approach is the massive project initiated by government of India under the banner of District Primary Education Programme (DPEP) (Govinda, 2003b).

In an expanding education system, decisions about planning and investment can generate debate and controversy. Opening new schools, making decisions about financial allocations, teacher appointments, and other related matters invariably become areas of contention. In a large country with a number of federated units, decisions tied to the flow of finances between the central and state governments, on the one hand, and between state governments and lower level governance structures, on the other, may take on further significance. One such initiative that provoked heated debate in India during the 1990s was the District Primary Education Project (DPEP). This project attempted to put in place a new framework for managing primary education at the district level. The framework granted considerable autonomy to local stakeholders and sought to actively involve members of the community in decisions about schools. The DPEP framework, however, raised critical questions about the long-term sustenance of decentralized decision-making in the Indian context. The plan for granting autonomy to the district level was not altogether new. Similar bodies, such as the Small Farmers Development Agency (SFDA), had been created in other sectors. However, in that case, the management body established at the district level was not fully incorporated in to the administrative bureaucracy. For this reason, some analysts viewed the SFDA project as an example of “controlled decentralization” (Mathur,1985). Collective efforts through decentralization can bring more effective results for providing education for all through the local democratic institutions.

An Assesment of Right to Education Act 2009

It was a landmark legislation by the Government of India to protect the right of children for education through the Right to Education Act 2009. When the Act came in to force on 1st April 2010 India became one of 135 countries to make education a fundamental

right of every child in India under Article 21A of the Indian Constitution. The Prime Minister Manmohan Singh addressed to the nation on the fundamental right of children to elementary education by his words “the needs of every disadvantaged section of our society, particularly girls, dalits, adivasis and minorities must be of particular focus as we implement this Act” (Official Website of PMO 2010). From April 1, 2010 the Right to Education Act has come in to force ensuring free education to more than 92 lakh out-of-school children in all over the country. This Act gives every child the right to a quality elementary education. The main features of the Act can be summarized as following:

1. Every children aged 6 to 14 shall have the right to free and compulsory education at a neighbourhood school.
2. No direct (school fees) or indirect cost on uniforms, textbooks, mid-day meals, transportation etc needs to be borne by the child or parents to obtain elementary education.
3. The Govt will provide schooling free of cost until the child’s elementary education is completed.
4. All schools must comply with certain infrastructure and teacher norms. Two trained teachers will be provided for every 60 students at the primary level.
5. Schools shall constitute School Management Committees comprising local officials, parents, guardians and teachers. The SMCs will monitor utilization of Govt grants and the school environment.
6. RTE mandates inclusion of 50% women and parents of children from disadvantaged groups in SMCs.

Though there were differences in the implementation policies of different states, there was a general consensus on the need to implement the same centre became serious about the implementation in 2012. State governments were forced to implement the same in all the

public aided / unaided schools without fail. The right to free and compulsory education has proven to be a big challenge to the nation. The implementation will not be effective unless all the agencies involved work together to achieve the ultimate goal to universalizing education. It has been 4 years since the Act was passed and there is still a long road that lies ahead. Not many people are still fully aware of this Act and its provisions.

This Act serves as a building block to ensure that every child has his or her right (as a right) to get a good quality elementary education and the State with the help of families and communities, fulfil the what the act aims at achieving. The key features of the Act are that it makes education a fundamental right of every child between the age of 6 to 14. It requires all private schools to reserve 25% of seats to children who belong to disadvantaged groups and weaker section of the society and provide free and compulsory education till its completion (the money spent on the children is to be reimbursed by the state as part of the public-private partnership plan). All schools except private unaided schools are to be managed by School Management Committees with 75 per cent parents and guardians as members. All schools except government schools are required to be recognized by meeting specified norms and standards within 3 years to avoid closure.

The Act specifically empowered state and local bodies to ensure effective working of its provisions on disadvantaged and marginalised groups. The Government of Kerala Rules in this regard, under the title ‘Responsibilities of the State Government and local authority’ provided certain rules to be followed (The Right of Children to Free and Compulsory Education Kerala Rules 2010) by the state government and the local authorities for the implementation of the act which give special mention to the implementation among weaker sections of the society. It includes the responsibilities which may be described as following.

1. To ensure free education, uniforms, text books and transportations to all students coming under section 2 of the Act.

2. Identification and mapping of all students whether they are with disabilities or belongs to any disadvantaged groups or weaker sections in community.
3. Not to subject to any abuse on the basis of caste, class, religion and gender.
4. To provide emotional and psychological counselling to every student by the concern professionals.
5. To discontinue (The Right of Children to Free and Compulsory Education Kerala Rules 2010) conduct of classes in thatched buildings within one year of the commencement of the Act.
6. To provide adequate funds by way of grants for the implementation of developmental plans designed by School Management Committees(SMC).
7. To enhance (The Right of Children to Free and Compulsory Education Kerala Rules 2010)manpower and infrastructure facilities of the Assistant Educational Officer for effectively discharging his functions under this Act.

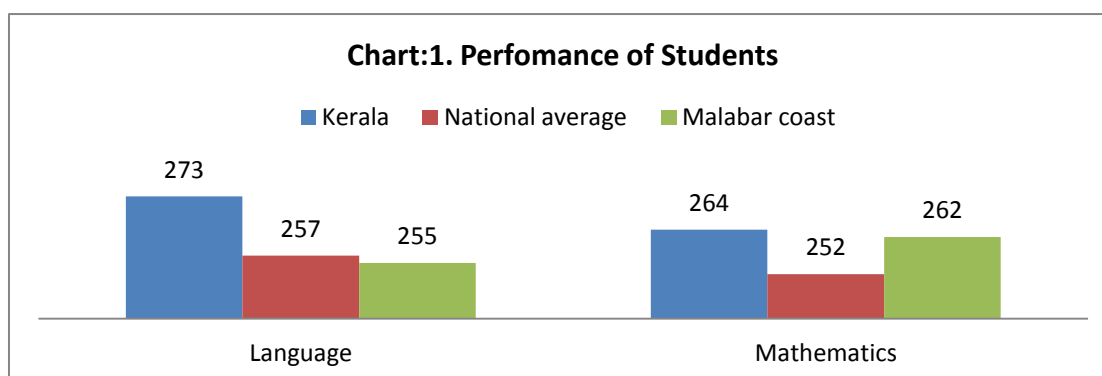
According to the act it is the equal right of the every children free and compulsory education especially those who are from the marginalised sections. Kerala is the state which known for its developmental activities in the country. It is important to analyse the status of the marginalised sections from the same state especially in the implementation of the Right to Education Act. In this study the focus is on the implementation of the act in the area of disadvantaged sections as a major group to be empowered through the act. The study focusing on Malabar coastal region as a backward region in the Kerala state.

Table-1. Literacy Rate 2001-2011 for India & Kerala

Literacy Rate	2001		2011	
	India	Kerala	India	Kerala
Persons	64.83	90.86	74.04	93.91
Male	75.26	94.24	82.14	96.02
Female	53.67	87.72	65.46	91.98

Source: Census Report India 2001 and 2011

India's literacy rate is at 74.04%. Kerala is the most literate state in India, with 93.91% literacy. Bihar is the least literate state in India, with a literacy of 63.82%. Malabar has the literacy rate of 91.73%.



Source: National Achievement Survey , National Council of Education Research and Training

Performance of the students from Kerala is significantly above in the National average in language and Mathematics.

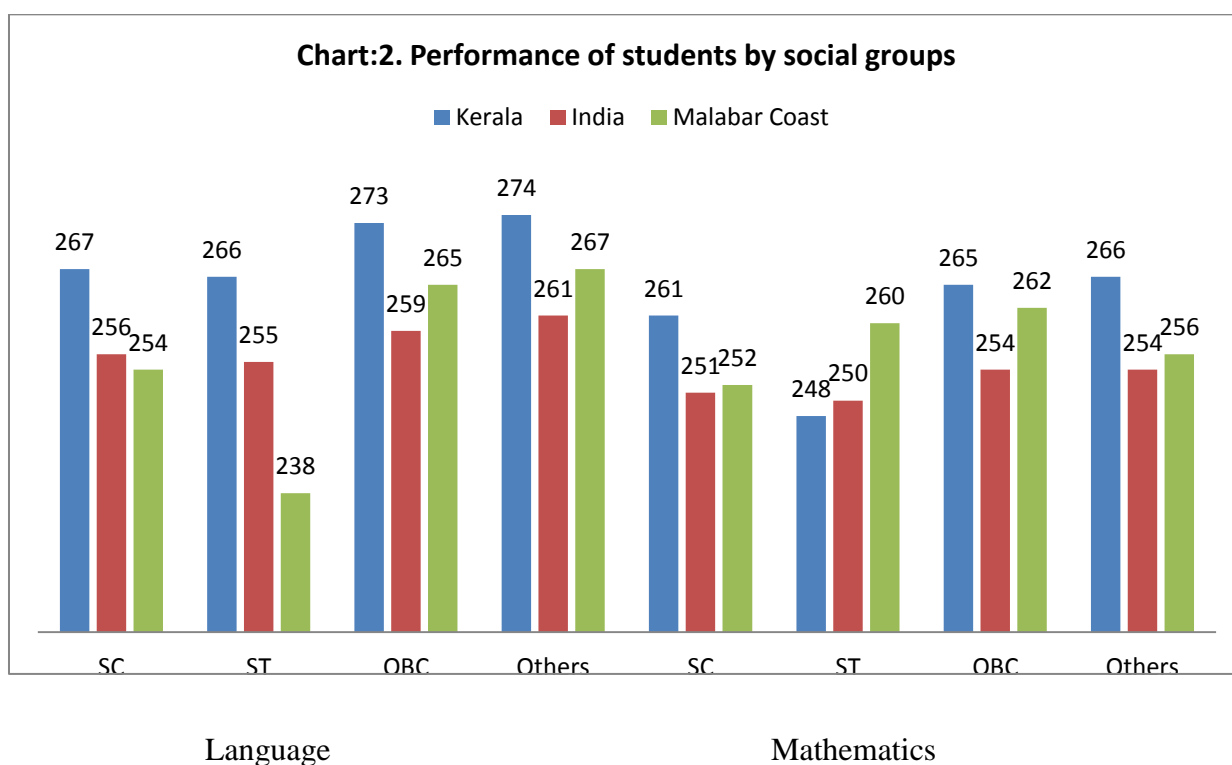
Table:2 shows that the expenditure against approved outlay during 2009-14 was 73.48 per cent and the expenditure against total receipts was 76.15 per cent. The expenditure during 2010-11 was low as additional allocation obtained could not be utilised due to non-issue of order for appointment of substitute teachers by GOK and non-notification of RTE rules which was a condition for purchase and supply of school uniform. Similarly, the expenditure during

the year 2011-12 was low due to delay in issue of order for appointment of substitute teachers and part time teachers by GOK.

Table:2. Year-wise details of Receipt and Utilisation of Funds

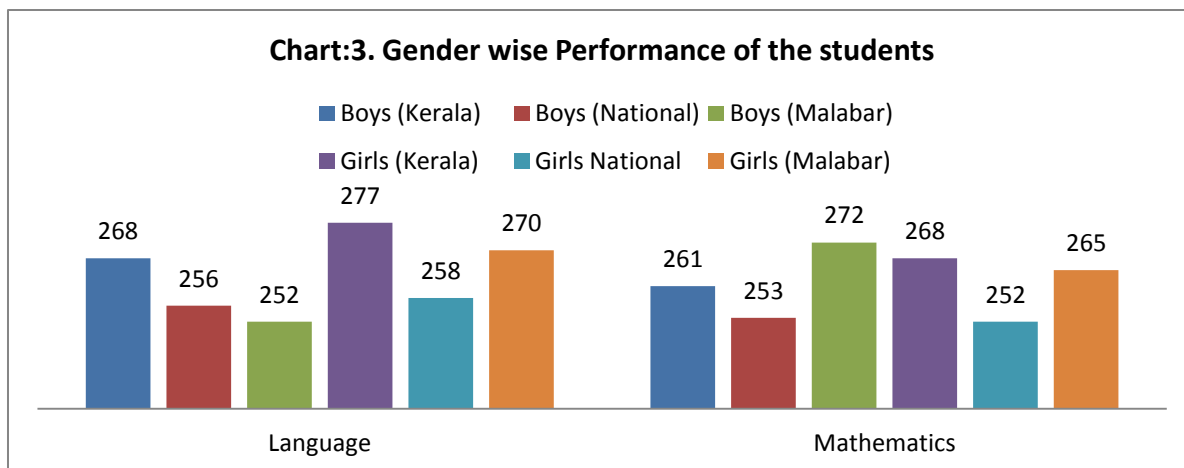
Year	Approved Outlay	Unspent Balance of Previous Year	GOI Release	GOK Release	13 th FC Grant	Other Receipts	Total Fund available	Expenditure	Unspent Balance at the end of the Year	Expenditure against approved outlay(Percent)	Unspent Balance (Percent)
2009-10	212.65	34.47	119.90	72.29	0	1.67	228.33	193.00	35.33	90.76	15.47
2010-11	432.19	35.33	196.61	108.55	25	2.75	368.24	251.26	116.98	58.14	31.77
2011-12	476.37	116.98	170.22	115.06	27	9.88	439.14	249.96	189.18	52.47	43.08
2012-13	523.02	189.18	134.49	127.88	28	7.29	487.47	399.22	88.25	76.33	18.10
2013-14	402.94	88.25	208.01	120.68	29	6.44	452.38	410.87	41.51	101.97	9.18
Total	2047.17		829.23	544.46	109	28.66	1975.56	1504.31		73.48	

Source: Audit Report (General and Social Sector) for the year ended 31 March 2014



Source: National Achievement Survey , National Council of Education Research and Training

All social groups of Kerala scored higher than the national average in both language and mathematics, except for ST which scored lower in mathematics. But the students of Malabar including SC, ST, OBC are significantly higher in mathematics than the State and the national level.



Source: National Achievement Survey , National Council of Education Research and Training

Performance of both boys and girls are higher than the National average in the language and Mathematics.

Table:3. Reason wise details of Out of School Children (OOSC)

Reason for OOSC	Number of OOSC				
	ST	SC	Minorities Except Christians	Others	Total
School far away	12	5	0	1	18
Poverty	2	2	0	3	7
Illness	7	1	1	5	14
Parents not interested	3	7	0	0	10
Child not interested	40	17	3	7	67
No transportation facility	1	0	0	0	1
Poor teaching/Absence of teachers	0	0	0	0	0
Lack of toilets/furniture in school	0	0	0	0	0
Other reasons	3	0	4	4	11
Total	68	32	8	20	128

Source: Audit Report (General and Social Sector) for the year ended 31 March 2014

A child is categorized as 'Out Of School' if the child is either not enrolled or has discontinued studies from the school. SSAK reported in its Annual Report for 2013- 14 that Net Enrolment Ratio (NER) was 85.48 for primary section and 82.26 for upper primary section. Age-wise population data obtained from the Census department, Ministry of Home Affairs, GOI revealed that the population of children as per the 2011 census, in the five to nine age group (primary section) was 2555112 and that of children in the 10 to 14 age group (upper primary section) was 2822770. Thus, NER of 85.48 for primary section and 82.26 for upper primary section would show that at least 371002 children in the primary section and 500760 children in the upper primary section did not either enrol or had dropped out from schools.

However, SSAK identified only 2188 OOSC in the age group of 6 to 14 in the State during 2013-14. The fact that there is no correlation between the number of OOSC and NER, both arrived at by SSAK, indicates that the vital education data possessed by SSAK was unreliable and could not be used for planning purposes.

During the course of audit, we surveyed 12820 OOSC in the age group of 6 to 14 and conducted interviews with the children or their parents/guardians in the five selected districts and Wayanad. While 119 children were drop outs from schools, nine had not enrolled in school. Of the 55 OOSC located in Wayanad district, one child dropped out of school due to Sickle cell anaemia, a health problem typical to the district of Wayanad. The details of OOSC are given in Table: 3.

It can be observed in the functioning of the MGLCs that in May 2013, the Director of Public Instruction (DPI) submitted a proposal to GOK for upgrading 111 MGLCs (including 35 MGLCs of the 134 MGLCs) as Lower Primary Schools stating that land was available. Upgradation of these 111 MGLCs was pending as of November 2014. Failure to upgrade MGLCs resulted in children studying in these MGLCs without full-fledged schooling facility.

In Thiruvananthapuram district, 14 MGLCs with 174 children (2013-14) out of the 23 MGLCs mentioned in Table 2.6 above, were functioning even though there were schools within reasonable distance.

Table:4. District wise Details of MGLCs

District	No. of MGLCs	No. of students
Thiruvananthapuram	23	271
Pathanamthitta	7	37
Eranamkulam	7	157
Thrissur	2	10
Malappuram	54	1220
Kasargod	56	1433
Wayanad	39	729
Total	188	3857

Source: Audit Report (General and Social Sector) for the year ended 31 March 2014

GOK had stipulated (March 2014) that for upgradation of MGLCs, the minimum requisite distance from the nearest Government/Aided school should be three Kilometres. Audit noticed that the distance between the 14 MGLCs and nearest schools was 0.5 to 1, 1.5 to 2 and 3 Kilometres for six, seven and one MGLCs respectively.

The Secretary, General Education Department stated in the Exit Conference that they were aware that educational volunteers working in some of the MGLCs were persuading parents to send their wards to MGLCs to avoid loss of their employment.

Failure of GOK to close down such MGLCs just to provide protection of employment of educational volunteers as stated by the Secretary is not acceptable since inaction of GOK has resulted in depriving children regular, full time schooling facilities as mandated in the RTE Act, 2009.

Implementation of the Act and Responsibilities of Government Authorities

The government of Kerala framed certain rules for the effective implementation of Right to Education Act. The rules specifically confer certain duties upon state and local authorities. It is the responsibility of these bodies to ensure the full and active participation of all kinds of children and availability of all facilities and infrastructure for fulfilling the objectives the Act into reality.

Pupil Teacher Ratio (PTR)

As per (The Right of Children to Free and Compulsory Education Kerala Rules 2010)the RTE Act, the Pupil-Teacher Ratio (PTR) should be revised as 30:1 in the lower primary schools and 35:1 for the upper primary schools. In Kerala at present (The Right of Children to Free and Compulsory Education Kerala Rules 2010) the existing PTR is as per the divisions in the school. The RTE Act does not envisage a PTR based on the number of the divisions in a school. The PTR is therefore revised as 30:1 for the LP schools and 35:1 for the UP schools taking into consideration the total strength of students in a school and not on the basis of divisions. However the existing system of (The Right of Children to Free and Compulsory Education Kerala Rules 2010) sanctioning class divisions will continue but an additional post will be sanctioning class divisions will continue but an additional post will be sanctioned only based on the school wise PTR.

Government of Kerala Performance audit Report 2015 has clearly mention that Kerala has been a pioneer in improving quality of education. The state has consistently focused on ensuring enabling conditions that support improved learning outcomes. This has continued post-RTE with the state having ensured teacher availability and PTR as per RTE norms. The state reports a total of 59,461 teachers in government and aided primary schools and 68,438

teachers in upper primary schools. Of these 1,27,899 teachers, 65.50 % are female teachers. DISE reports that in 2012-13, the state had a PTR of 19:1 at the primary level and 18:1 at the upper primary level. However, the state still has 5.93% primary schools with a PTR>30 and 3.22% upper primary schools with a PTR>35, though these are declining trends in keeping with the overall decline in student population in the state. There are also a number of ‘excess’ teachers in Kerala, reported to be around 2000. Worryingly, 4.24% primary schools and 2.24% upper primary schools are still reported to be single teacher schools. Given the ‘excess’ teachers, a re-deployment exercise should be able to ensure that there is no single teacher school.

Table: 5. Number of Pupil in LP and UP at Tanur Sub-district.

Pupil in LP & UP	Govt.	Aided	Unaided	Total
Boys	5084	10712	177	15973
Girls	4971	10489	131	15591
Total	10055	21201	308	31564

The pupil teacher ratio in the Tanur sub district there are having adequate teachers in the lower and upper primary schools. There are 723 teachers for 31564 pupil in the LP and UP schools of the Tanur sub district. But the experience of the MGLCs shows that for four standards only three teachers are there for around hundred children. Therefore there are no adequate teachers in the standards of the MGLCs of the Tanur and other regions.

Development of Reading and Writing Materials

It is the duty of state and local authority to provide free education, uniforms, text books, writing materials, residential facilities and free transportation (RTE Kerala Rules

2010). The case of Tanur coastal area free education have been provided by the SSA fund. They are getting uniforms and materials from the help of civil society groups such as Sadhu Samrakshana Samiti. Teachers of these institutions are qualified and trained but they are not getting fixed and adequate salaries for their service, at present they are getting 3000. The rules regarding their payments and allowances are vague and insufficient to meet their needs of current social and economic atmosphere of the country.

Awareness programmes within the community

Another important duty of local authorities and state government is to establishing neighbourhood schools and to (The Right of Children to Free and Compulsory Education Kerala Rules 2010) identify all children, including children in remote areas, children with disability, children belonging to disadvantaged group, children of migrant labourers, children belonging to weaker section to reach them in schools. The experience of Tanur region is shows the local authorities are successful in this duty to bring all the children from their area.

Psychological counselling

The (The Right of Children to Free and Compulsory Education Kerala Rules 2010) state government and the local authority are responsible to provide emotional and psychological counselling for all children by professionals in co-ordination with government departments like health and social welfare (RTE Kerala Rules 2010). Generally the children from the backward sections may have chance to feel inferior complex within and there are also chances to face inner conflicts as they are mingling with children of culture and life style entirely different from them. In the case of Tanur MGLC children aren from the pusalan background. Therefore no interference of outer world and such a question of inner conflicts not arising. In the opinion of school authorities these children are emotionally sensitive and

sometimes it may lead to violence in the class rooms and outside. Thus to prevent this emotional out bursting there should be a psychological counselling. But we cannot see such an arrangement in any of these MGLCs in pusalan area.

Creation and maintenance of adequate Infrastructure

The state government and the local authority shall ensure that the conduct of classes in thatched buildings is discontinued within one year from the date of notification of the rules (RTE Kerala Rules 2010). After the six years of the rules the Tanur coastal schools are in the alternative sheds in a very pathetic situation. There is no proper class rooms and infrastructure. All students of four classes are occupied in a single room which is nothing but a tent of coconut leaf without proper roof and walls and no security to the lives of pupil and teachers within it. These weak sheds are always under the threat of wild sea waves. Around hundred or more students of these schools accommodated within a very limited space in congested and suffocating manner without proper separations between each classes. The MGLCs are having very poor common drinking water and toilet facilities. The rule of state government says that there must be office infrastructure and adequate manpower in the Assistant Education Office. But the office of the Tanur AEO working in rented building of private person.

Conclusion

The rules of the Act says to ensure that no child is subjected to caste, class, religious or gender abuse in the school. In the case of Tanur MGLCs there is no such a question of discrimination because all students are from same caste and teachers are vigilant highly devoted to their work. But we have to check another aspect of this truth it is a major objective of the RTE Act to ensure free and compulsory education to all children without any

discrimination of class caste, gender or religion. Hence under this Act it entitled the state and other authorities to ensure the implementation of free and compulsory education for all the sections of the country irrespective of their region religion etc., this Act also intense to reach the light of education to all the disadvantaged and oppressed communities such as tribal communities and coastal communities. While we are analysing the actions of state government and local authorities to fulfil their responsibilities provided under the rules, it is very clear that they were failed provide proper building and other infrastructure facilities to these MGLCs. They still continue with all their inadequacies and shortages from the initial stage of their establishment. This clearly shows the discrimination and negligence of the state government and other local authorities towards the MGLCs established in these coastal area which provide free and compulsory education to the children of a weaker class called pusalan. Effective working of the MGLCs is the best way to attain the goals of the RTE Act hence it is the urgent duty of government to take all the necessary steps to increase the competence of the staffs and to provide sufficient infrastructure facilities.

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