

DECENTRALIZATION AND ITS IMPACT ON SCHOOL
EDUCATION IN RURAL INDIA: A STUDY OF RAJASTHAN

Dissertation

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Dedicated to

My Parents, Mr. Dharam veer Singh Payal and Mrs. Saroj Payal, for sending me to school even after knowing that my only area of interest at that time was lunch box, Devendra and Aditi for their unconditional love and support.

DECLARATION BY THE SCHOLAR

This is to certify that the M.Phil. Dissertation being submitted by me on the topic entitled **‘DECENTRALIZATION AND ITS IMPACT ON SCHOOL EDUCATION IN RURAL INDIA: A STUDY OF RAJASTHAN’** has been completed under the guidance of **Dr. Suman Negi**. It is declared that the present study has not previously formed the basis for the award of any Degree, Diploma, Associateship or Fellowship to this or any other University.

Ruchi Payal

CERTIFICATE OF THE SUPERVISOR

This is to certify that the dissertation entitled '**DECENTRALIZATION AND ITS IMPACT ON SCHOOL EDUCATION IN RURAL INDIA: A STUDY OF RAJASTHAN**' is the work undertaken by **Ms. Ruchi Payal** under my supervision and guidance as part of her M.Phil. degree in this University. To the best of my knowledge, this is the original work conducted by her and the dissertation may be sent for evaluation.

Dr. Suman Negi

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Chapter - I

INTRODUCTION

1.1 Background

This Chapter is an introduction to the research undertaken and gives us a preview to the whole research. The chapter is a broad overview on how this research was conducted, what areas were studied, the methods through which it is proceeded and what were the findings. The present study was an attempt to understand decentralization both theoretically and conceptually, followed by how successful India has been in implementing the associated process.

To begin with, decentralization, can be described as a process of redistribution of responsibilities, competencies and resources among various tiers of government/institutions, horizontally as well as vertically. This distribution of authority from an upper level to the lower level ensures that not one single entity exercises control with the intention of increasing the overall performance by giving more autonomy at local level. It must be noted that this sharing of responsibility does not mean that the State is abandoning its control, but rather it is a change in the role and functioning of the state.

The need for this change in the duties and responsibilities among various levels of the governance was adopted to help in realizing the essence of democracy in a diverse country, to include all the voices in the governance, the pockets of under-developed and under-represented in the well-developed regions. According to Kumar (2006), decentralization has the potential to deepen democracy, as the local governments will be aware of the needs and situations of the local citizens in specific localities as compared to the central governments. This proximity with the citizens will ensure responsiveness, accountability and transparency. The citizens will be well informed of governmental activities, schemes, programs. By bringing governments closer to people, decentralization provides a platform for more effective governance and makes it more participatory.

On the whole, it can be said that decentralization was introduced as a management strategy, adopted in order to have efficiency, equity and inclusiveness in the governing process. It is adopted when and where centralized management is felt to be inefficient that can be due to various reasons like the arrangements made by the administration or planners at the central

level may be inadequate and incompetent. Major reason for this failure is that the regional/local factors, were either ignored, reluctantly omitted, or simply unknown to central government.

While being adopted in all the sectors, decentralization in the education sector is one of the most recent and effective reforms undertaken by the governments. Educational reform programs in recent times have focused on decentralization as a strategy to fulfil the desired development objectives envisaged by the government. Many countries across the world that adopted the process of decentralization have been successful in managing their schooling systems and targets in a better way. India too adopted the process in the early 1990s and has been fairly successful in improving the educational planning and management of its systems.

Prevailing studies and policies suggest that countries decentralize their education system for a variety of reasons, some of which could be: to have better and improved financial management, have efficiency and flexibility, to transfer responsibility to the capable level of government that relieves the upper levels and help in investing their time in other dimensions, to raise required revenues and their judicious usage, to conform with a wide administrative reform or with the general principle that administrative responsibility should be vested in the lowest capable level of government, to give users a greater voice in decisions that affect them, to better recognize local linguistic or ethnic diversity. The other reasons for decentralizing education include dissatisfaction with the existing systems of service delivery, different needs of the market economy, deepening democratic principles and increasing need to recognize social, economic and political diversities in different regions within the countries includes some of them.

With the above cited reasons for decentralization in education department, it becomes clear that it has a great potential to develop the disadvantaged rural and backward areas. As dependence on the participatory element of decentralization is more in the rural areas, because they are already under-represented, under-informed and under-resourced, so here decentralization in education has a great scope to uplift the living standards of people, making their lives easy. One does not invent a separate, different category of primary school- the rural school-because there is a basis of common knowledge and personal development that is necessary for all children, whether they live in urban or rural areas. Primary schools anywhere, give a general elementary education, but there is a need for consciously sympathetic awareness of the rural life around the school, that should be reflected in the curriculum, methods of teaching, values system. Through the institution of Panchayats in Rural areas, there is an effort

to revolutionize the school system, but it still needs detailed analysis of what is achieved and is needed.

1.2 Rationale of Study

India is rather a very complex country, with regards to both the administrative structure as well as the sheer size of its demography and henceforth, Governance comes with many challenges. Although along with these complexities our systems across various administrative hierarchies have been functioning to a basic desired level of the governmental system. There is still a lot more of improvements and improvising to be made in our management systems in order to have good governance that further yields desired developmental goals.

Taking the case of education sector, there is an urgent need to investigate the ground level situation to understand how decentralized planning is supporting the functioning of our education system, as it is facing numerous challenges even after decades of planned development. The challenges with respect to quality of education are well-known today, schools being the center where knowledge is imparted holds a very significant position in the management hierarchy. Hence India, being a developing nation, needs a lot of precision in the implementation of decentralization. Therefore, to study and understand the impacts of decentralization is a vital requirement, as little is known about the impact of decentralization on the ways in which schools and its related systems function. The present research is therefore attempted to get a deeper understating of the nuances of a decentralization process that aims to primarily solve issues at the local level of management, which are the Village and School in this study.

The impact that decentralization has had on our educational services and outcomes is rather mixed and limited in our country, there is an urgent need to generate more evidence to substantiate the benefits that were envisaged out of decentralization. This is primarily being discussed from the viewpoint that almost 70 per cent of India is still rural and largely poor. Education is considered the only “means” that can serve the “ends” of economic, development, physical and social, development in the rural India.

The availability of data, documents and researches on the how our education system is dealing with the decentralized administrative hierarchies is almost non-existent. Since each state has a

different structure of local governance, the investigation of their functioning becomes vital to compare various models and their benefits and challenges that can act as the base for future government policies or reforms. Although decentralization of education continues to pique interest and support, there is a growing demand for extracting lessons from experience and critically challenging assumptions about education.

The attempt is to revisit the overall purpose of decentralization, this research is an effort to understand the reasons for its achievements as well as failures. Such an assessment will not only boost the democratic process of decentralization but also help in identifying where it failed. Bjork, (2003) raised an obvious question whether time would make a difference and the answer lies in knowing the depth of problems, the gravity of situation, that needs a proper analysis which is being attempted.

Rajasthan, 75.13 percent rural population was specifically selected, because it is relatively less explored, has been largely backward in educational and economic parameters. The state overall was caught in a “low-level, low-growth” trap and, consequently, in low socio-political consciousness, was also once a part of BIMARU states. The education system the has relative low achievement level and also its distribution across social groups and genders is highly uneven. Out of 33 districts, Jalor have a literacy rate of 54.86 percent only, whereas Kota is at 76.56 percent and Jaipur is 75.51 percent. If we study in further detail, the female literacy rate of Jalor is 38.47 percent and Kota is 65.87 percent. Within Jhunjhunu district, Chirawa block has male literacy rate is 81.18 percent and female literacy rate is 55.30 percent, and Surajgarh block has 87.12 percent and female literacy rate is 58.27 percent, and Buhana block has 88.30 literacy rate for males and 58.37 percent literacy rate for females.

The second reason why Rajasthan was selected is, it was also one of the first states to have the third tier of government. At the local level, it is currently experiencing a number of issues related to overestimated ability of administrators and community members. Other problems that have emerged include a lack of acceptance of modern educational approaches, parents' and people's representatives' inability to deviate from conventional practices, Gram Sabha members' lack of technological knowledge, and an inadequate monitoring mechanism. There is also prevalence of highly rigid academic guidelines with extensive technical jargons in the promotional literature that acts as agents of self-exclusion of ordinary people in rural villages. There is little autonomy to divert funds in Panchayat Samitis, even when they can, it takes years to get the permission, and a lot of justifications at each step. This results in delays in

decision making. There is not only lack of experience of the Panchayat Education Committees but also lack of pre-service trainings and proper timely reviewed data.

Female literacy is also very poor. As per the Census 2011, rural areas in Rajasthan have an average of 61.44 percent literacy rate. The literacy rate for males and females stood at 76.16 percent and 42.20 percent respectively for the rural areas. As per U-DISE 2019-2020 there are overall 65597 rural government schools with 7752020 total enrollments. The district selected for study that is, Jhunjhunu have total 333 PEEO/CRC, 1462 government schools in Rural areas, whereas only 116 schools in Urban areas. Census 2011 tells that the literacy rate of Jhunjhunu is 74.13, with 86.9 percent males and 60.95 percent females, here literacy rate does not mean an education that can help in living a respectable life, it only means any person above seven years who can read or write his/her name- an in such a category also the number are 30-40 percent in some districts of Rajasthan as mentioned above. What is questionable is after decades of Sarv Shiksha Abhiyan, DPEP, Mid-day meal, Adult Education, and other governmental schemes, there are areas where only 30-40 percent of females are under a category where they can read or write their name, not the proper schooling or higher education. This is an area of great concern.

Gershberg in his study of decentralization processes found out that "we still know too little about how to implement such reforms successfully given the intricate political contexts in which they must occur". (Gershberg, 1999). That's why there is a need to study the impacts of decentralization on the education system of the state.

1.3 Institutional Support

At the **national level**, the responsibility of planning for educational development lies with the Department of Education, Ministry of Education and Niti Ayog. The Planning and Statistics Bureau of the Department of Higher Education, MoE generally initiates the process of planning while all the Bureaus of the Department depending on their area of responsibility are involved in the management of educational programs.

At the **state level**, the responsibility of planning for education lies with the Department of Education, the Directorate of Education and ultimately the State Planning Board. As far as the implementation and management of education is concerned, the responsibility lies with the State Directorate of Education. Since early 1990s, with the implementation of the DPEP

separate state and district level societies have been created for planning and management of elementary education programs. Accordingly, the State and the District Elementary Education Plans under such programs are formulated by the state and district level societies.

The **NPE, 1986**, called out to establish District Board of Education (DBE) in every district that did not come up in several districts in the country. In the absence of the DBE, the Zilla Parishad through its Education Standing Committee and the District Education Office carry out planning and management activities, especially in school education.

The Panchayati Raj Institutions are acknowledged to play a critical role in the planning and management of education at **district and sub-district levels**. At **the sub-district level**, the Block Education Office undertakes planning and management of elementary education. There is no institutional arrangement at the sub-district level for undertaking planning exercises in secondary education. At **the block level**, the Panchayat Samiti also has the responsibility of planning and managing educational programs. In the Indian context, capacity development in planning and management of education calls for enhancing knowledge and skills of individuals working in these organizations and also building the capacity of national, state, district and sub-district level organizations and local self-governments, besides creating an enabling environment for utilization of the available capacity.

India has a multi-level planning framework (i) a vertical division of responsibilities corresponding to the spread effects of activities considered; (ii) a disaggregation of economic activities and plan targets by regions and sub-regions; and (iii) existence of hierarchy of levels of planning with territorial jurisdiction and a system of internal relationship (Prasad, 1988).

At the state level educational activities are carried out by two agencies: (i) the secretariat which is responsible for policy making and coordination; and (ii) the directorate which is responsible for direction and regulation (Mukherjee, 1970). Many states have separate directorates for different levels of education and some of the states have separate secretariats for school and higher education, each headed by a separate secretary.

1.3.1 Capacity Development in Education

The main institutions engaged in capacity development in education at the **national level** are (NIEPA), (NCERT), (UGC), (AICTE). The Technical Support Group of the Educational Consultancy India Ltd, New Delhi and the National Institute of Administrative Research, Mussoorie also undertakes capacity development programs, particularly in elementary education.

At the **state level**, State Council of Educational Research and Training (SCERT), and State Institute of Educational Management and Training (SIEMAT) are the key organizations engaged in capacity development in school education. Besides, Colleges of Teacher Education and Institutes of Advanced Studies in Education function in several states. It may be noted that, in line with the 1986 policy, attempts were made in the early 1990s to establish SIEMAT as the state counterpart of the NIEPA in every state for training and research in planning and management of all levels of education, and to make this organization a part of the mainstream institutional arrangements for capacity development.

At the **district level**, in the absence of any mainstream institutional arrangements, the District Institute of Education and Training (DIET), an organization created under the centrally sponsored scheme of teacher education, is envisaged to play a critical role in planning and management of elementary education. By design, every DIET has a Planning and Management Unit, which is supposed to undertake training and research in planning and management of elementary education. The DIET, however, is not equipped to facilitate capacity development in secondary education.

At the **sub-district level**, no institutional arrangements for capacity development exist. Since early 1990s, under the centrally-sponsored elementary education development programmes, Block Resource Centre (BRC) and Cluster Resource Centre (CRC for 10 to 15 primary and upper primary schools) have been created, which are programme specific aimed at facilitating in-service teacher training and teacher preparation through peer learning. Training of school headmasters and the members of VECs/SMCs as well the other community leaders in planning and management of education at the local level is also the responsibility of the BRC. However, these institutions are required to formulate block and cluster level elementary education plans that ultimately feed into the plan formulation process at the district level.

After the enactment of Right to Education Act, which provides free and compulsory education to the entire child in the age group of 6-14, decentralized educational planning in India get strengthened. The Act seeks the support of local people in the administration and management

of the schools. Under the act, there is a provision for School Management Committees and School Development Plans. Legally, it supports the participation of women and economically weaker sections in the management committees. Active and inclusive participation of people in the process is the need of the time.

The NEP calls for expansion and strengthening of facilities for early childhood education taking note of local needs and infrastructural growth, extending the benefits of RTE act 2009 for all 3-6-year children also. It will also ensure universal access to and retention in education at all levels, and foundational literacy and numeracy among all children. Special education zones will be established for disadvantaged regions. The School complexes will be re-introduced.

1.4 Review of related Literature

The review of existing studies on the main theme of research and its sub domains not only deepens our understanding on the subject but also enriches our study. This section looks into available literature on decentralization and its related aspects. The sections have been divided into various themes to get a better understanding of the subject.

Decentralization as a concept:

There are a lot of studies on decentralization, exploring the concept, its implementation methods, its meanings, approaches, its impacts, its challenges and dangers and some other areas. Decentralization is a strategy to manage the administration and governance with inclusiveness and efficiency, but every institute or nation that adopts it, is at a unique stage of development, political scenario, acceptance by the administrative structures, ideologies of those who are governing and the citizens, so its implementation and method will bring different kinds of outcomes at different places. It can't be copy-pasted. Problem starts when those who

initiate the process want the same results as they were seen in other places, or they reject the concept because it didn't work at some nation.

The basic interpretation of decentralization is that it is a process that allots the duty of implementation of programs to the levels that are in regular contact with the grassroots levels. Dwight Ink and Alan L. Dean, (1970) believes decentralization is placing responsibility for program operations and decisions at the level that is closest to the public for effective and responsible performance. There is always a pre-conceived notion that the local field officials are more accessible to the communities and have a better understanding of their problems, and capacity to solve them. They may be better informed but it is not always that they are capable enough or updated and trained enough to resolve the problems.

While adopting it every authority should be clear that Decentralization is not a policy objective but it is a management strategy (A. De Grauwe, C. Lugaz, D. Baldé, C. Diakhaté, D. Dougnon, M. Moustapha, and D. Odushina). The aim is not to achieve or just implement decentralization, rather through this process achieve other elements like efficiency, equity, transparency, inclusiveness, etc. It is adopted when and where centralized management is felt to be inefficient.

The autonomy is a major decisive factor in the amount of change the process will bring. Gurr & King, 2004 in relation to decentralization, make a distinction between two types of local autonomy, the first type concerns the extent to which the local state can pursue its interests without substantial interference by the national state, and is thus referring to vertical relations within a state. The second type is described as the extent to which the local state can pursue its interests without being constrained substantially by local economic and social conditions. These constraints consist of, for example, "resistance of dominant local interests" and "the activities of locally-based political organizations and social movements which aim at reshaping the content of local public policy" (Gurr & King, 1987). This is horizontal local autonomy within a state. Both the vertical and horizontal autonomy will impact the outcomes that decentralized governing process will bring.

Talking about autonomy, James W. Fesler, (2004), talks about various approaches of decentralization and local autonomy. The formal approach is descriptive and deductive in nature, but it does not represent the administrative state's functioning, or typically lead to normative conclusions. The dynamic approach focuses on the process of task redistribution among the various tiers due to the various changes in society. The functional approach focuses

primarily on the local level, considering issues of horizontal decentralization and the implications for local autonomy. The governance approach substitutes networks for issues of decentralization, concluding that local autonomy is on the wane.

Other factors that decide the magnitude of change brought about by the process that can range from substantial to insignificant are the transfer of responsibilities, resources, or authority from higher to lower levels of government depends on the context of a specific type of state. Tulia G. Falleti (2004) in his work argues that both advocates and critics of decentralization assume that decentralization invariably increases the power of subnational governments. But this is not always the case, there are chances that only the responsibilities are decentralized and not the autonomy, that may lead to a very weak and over-burdened subnational/local governmental bodies.

Fleurke and others have devoted much of their scientific work to detect the actual effects of decentralization (Fleurke, 1995; Fleurke, Hulst, & Vries, 1997). There are three elements that are studied. The first element is the professed aspired goals in terms of a better internal and external functioning of the government. The second element talks about the specific form of decentralization, to realize a good governance. The third element attaches conditions that will be supportive to realize the aims of the desired forms of governance. The basic question regarding this model of Fleurke, Hulst, and Vries is, which form of decentralization under which conditions has which effects on the quality of government. It's specific intended effects of decentralization depend on the concrete policy or policy area.

Another theme that is analysed in the research is the emergence of Decentralization in India, how it impacted the governing structures, what are the unique features of Indian decentralization, etc.

Critical assessments of decentralisation (such as Cross and Kutengule, 2001; Harriss, 2001; James et al., 2001; Slater, 1989) have argued that formal processes, such as decentralisation, representation and democracy, matter less than informal processes of power and change in rural societies. In India, for instance, it has been argued that subordinate groups – backward castes, agricultural labourers, women – will only begin to use and benefit from decentralisation when there is a genuine redistribution of land and other agrarian assets (Echeverri-Gent, 1992; Mukarji, 1999).

Decentralization also comes up with many challenges, elite capture, corruption and lack of data, lack of resources, untrained local level of governance is being some of them. If they are

not tackled then even it is implemented with best of intentions, it will not give the desired outcomes.

Decentralization within Education system:

The education system of every nation is more or less influenced by the political ideology and developments of the respective nation. Recently, there has been a trend of decentralizing the education system amongst the nations. Issac Kandel (1933, 1954) while debating on the centralization-decentralization axis, in his classic texts of comparative education in the post-war period compares and analyses the states such as France that have a centralized system of administration with those of the United States and the United Kingdom which had decentralized systems. And finally prescribes a decentralized administration for education on the grounds that comparatively they can more easily embrace change and the decisions made locally would be more relevant to the day-to-day operation of individual institutions.

The educational systems cannot be purely centralized or decentralized, for the best performance it should be a mix of both. Most of the nations adopt a mixed approach where decentralization takes place in a context that is set by the Central government. The central government decides how the local levels of the government will operate, and it also decides what all issues should be devolved to local level and which areas must, for policy reasons, be retained at central level. Local decisions are made in a context which is set centrally.

In India, in order to meet the efficiency demands, the 73rd and 74th Constitution Amendment Act (CAA), 1992 provided constitutional status to the concept of local governance in India. With this amendment, recognition was given to the local level at village, block and district levels. Education, being a Concurrent list subject, Schedule VII, so both Centre and State governments interfere, with their own capacities.

With liberalization, privatization and globalization in India from 1991 onwards, the reach of and the demand if education suddenly increased. In order to meet them, and ensure quality, DPEP was introduced. N. V. Varghese E, (1996) analyzed the DPED that was introduced in order to accommodate the needs and quality concerns that arose after the implementation of liberalization, privatization and globalization in India. The DPEP initiatives have succeeded in overcoming the existing constraints on decentralization by developing planning machinery. It also ensured resource availability at the district level. It's experience also shows that centralized decision making in certain areas in the initial stages may become very necessary to promote healthy decentralization efforts in the long-run. But to sustain the decentralization

process, it is important to progressively reduce the domains of centralized decision making subsequently. This study gave an idea of phase-wise implementation of decentralization so that there will be smooth functioning.

N. McGinn and T. Welsh, 1999 gives an idea that decentralization was introduced with the aim of improving education directly by improving quality, relevance, increasing learning outcome, innovations, reach, connectivity, resource allocation efficiency, resource utilization efficiency, use of information, relieving central government of the extra- burden, increasing political relevancy, reducing corruption, increasing responsiveness of government.

Education in Rural areas:

There cannot be a separate category of primary schools for the rural areas because there should be a basis of common knowledge and personal development necessary for all children, whether they live in the town or in the metro cities of the country. G. M. Coverdale, (1974) says that Primary schools be they anywhere, should give a general elementary education, but with a consciously sympathetic awareness of the rural life around the school, in points of reference, apparent content and methods and values. So that there can be a link created between school and life, and to improve, not water down, education. Education is capable of pioneering rural change, because majority of populations stays in rural areas. India specifically is a rural nation with urban centres.

There is a need to have a different approach within the same system, with the same resources, in order to improve the education in rural areas. Dieter Berstecher, (1985) does a research in which he relates the decentralization process to rural development, in the study he finds out a strategy for making education a force for rural development by strengthening the rural educational system. The system of schools could be turned into resource centres that will supervise, train and improve the surrounding satellite schools. Then the focus should be on basic education, nonformal learning groups for girls/women, primary-teacher training, and adult-education classes. The school itself be turned into both a demonstration centre for development activities and a resource centre that can provide various services to the local people. The next move should be to retrain the teachers with teaching skills, and additionally each teacher can be trained in one development skill, e.g., primary health care, or agriculture related skills, or family planning, etc. There is also a need to ensure that both children and adults have access to useful and engaging reading materials. It should also be ensured that the students are not over-burdened and what is taught is absorbed by the students and applied. The

educational programmes should be provided with small but significant development inputs. The whole process of teaching and learning should be changed into more engaging and efficient activity. There is a need to break away from the idea that the main objective of education is the academic preparation of children for continuously higher levels of education. If basic education is to become a force of development, the curriculum must be supportive, strong communication.

There is a need of some sort of specificity while organizing and planning of education in rural areas. Raymond F. Lyons, (1981) talks about the organization of education in remote rural areas. They face a lot of challenges while decentralizing in to the local levels in remote rural areas like: whether the district administrations are capable of making a thorough diagnosis of the situation of education, within the community and the educational system, whether the reports from inspectors and other information about schools are well analyzed or not? There is a problem in tabulation and collection of data. The district administration poses the question of whether the national authorities can within their planning provide resources to enable new steps to be taken to help district administration improve education. The district administration will have to pay particular the organization of education in remote rural areas attention to the study of cost reduction through certain techniques as improved utilization of teachers, increasing use of double shifts and better control of teachers' attendance. Minimum standards should be set for buildings and furniture and guidance given on construction. The district administration should discriminate in the use of available funds in favor of the poorer communities who cannot build or maintain their schools (**protective discrimination**).

The Curricula can be made with a rural bias to increase the reach and adaptability, they should study something that includes their worlds also, something that is oriented to their life in the community. The sustained development of education in the rural areas is necessary to ensure progress.

Anil Kumar, (2009) focuses on the variations that take place at the State level, especially in the rural areas in the functioning and implementation of policies, because the national legislations prescribe uniform laws and policies but the actual implementation of the policies took place at the lowest level and that is different in the states. It analyses the various phases that 'Panchayati raj bodies had passed through: a phase of dynamism, 1959-1964; a phase of stagnation, 1965-69; and a phase of decline, 1970 onwards. They operated on a low key for almost a decade and ultimately the Zilla Parishads and Panchayat samitis had been superseded and put under official

control. No elections to Panchayati raj bodies had been held for about a decade' (Haragopal and Sudarshanam: 1995, pp21-22). The fifth phase of the Panchayats was decisive because of the emergence of regional parties and leaders, this phase saw a revival.

Education in Rajasthan:

Rajasthan, a state of too much diversities, is one of the first state to have the third tier of governance. David C. Potter, (1964) describes Two distinctive features of Rajasthan are: (1) that the administrative officer in charge of a district, the Collector, is only an ex officio member of the zila parishad and effectively presides from without over the decisions of the panchayat samitis and zila parishad in the district, retaining distinct powers of intervention to ensure that these new elected local authorities do not deviate from their prescribed functions and (2) that each panchayat samiti (corresponding precisely in area to each former community development block), of which there are 232 in Rajasthan, in 1964, is responsible for administering the Community Development Program within its jurisdiction and is supposed to frame its own plan according to the needs of that particular area.

Panchayati Raj attempts to supply additional financial dimension in the implementation of schemes. A number of schemes that were formerly administered by development departments have been transferred to the samitis, along with funds necessary to carry out the schemes. Like: the Education Department transferred many of their routine administrative functions in connection with primary education to the samitis; accordingly, the necessary funds, calculated on the basis of the number of primary schools in the samiti area, are deposited annually to each samiti's account to enable it to pay the primary school teachers and to maintain and expand facilities. The important point insofar as area planning is concerned is that the samitis have no power to transfer department funds to any other budget head. These funds are grants-in-aid or loans for particular departmental schemes and are to be used by the samitis only on these specific schemes, only for specific departmental purposes, and only in accordance with technical requirements set by the relevant department a priori. So, there are various rigidities in the functioning of the administration.

The education status is also very closely linked with the political context of the state. Iqbal Narain (1964) believes that Rajasthan has been comparatively backward in education, economic development and, consequently, in socio-political consciousness. And this has negative implications on the educational development of the state.

Vimala Ramachandran (2001) analyzes that Rajasthan has seen several innovative programs in primary education and women's development. But, the sustainability of innovation remains a perennial problem as several of these projects have been entangled in bureaucratic and political battles. Only a few like Shiksha Karmi manage to survive. So, it is not only about implementing the policies but also timely checking their sustainability in the area.

Although the State has started many initiatives and there is active functioning by the policy planners, but Rajasthan is at the crossroads as far as design and implementation of education interventions are concerned, there is adequate and substantial resources flowing to the education sector, from the state's budget, Centre government and internationally assisted programmes such as DPEP, but the low and unequal achievements in education. The initiatives started are not assessed mostly, and reviewed as to what was lacking, how they can be improved, and even if they are assessed or analyzed, they are not timely and regular, that decreases the essence and effectiveness and the capacity to bring the change through the initiative.

1.5 Conceptual Base

The current research has mixed elements of theories like the Stakeholder theory and the Sequential theory. They give an explanation to the phenomena's that the research tries to analyze through various angles to reach the essence.

The Stakeholder Theory as propounded by Dr. Edward Freedman helps in understanding the institution of education through the view point of various stakeholders who were accommodated through the process of decentralized governing bodies in the Education sector. It suggests that stakeholders should be treated as an end in themselves rather than as means to creating profit. The theory's conception is especially relevant for non-profit settings such as education. A stakeholder-oriented organization creates value for all of the organization's stakeholders. Organizations which "have purpose and values beyond profit maximization" (Freeman et al., 2010, p. 12) tend to be high performers. The first requirement is to recognize the stakeholders. According to Venkatraman (2007), that customers are referred as the stakeholders in education, where the students are the primary external stakeholders, employers and parents are the secondary external stakeholders, and government, the labour market, society, local community and alumni as tertiary external stakeholders. This theory also helps in understanding the perceived stakes of all the Stakeholders. Stakeholder expectations change year to year, so it is vitally important to communicate with them periodically.

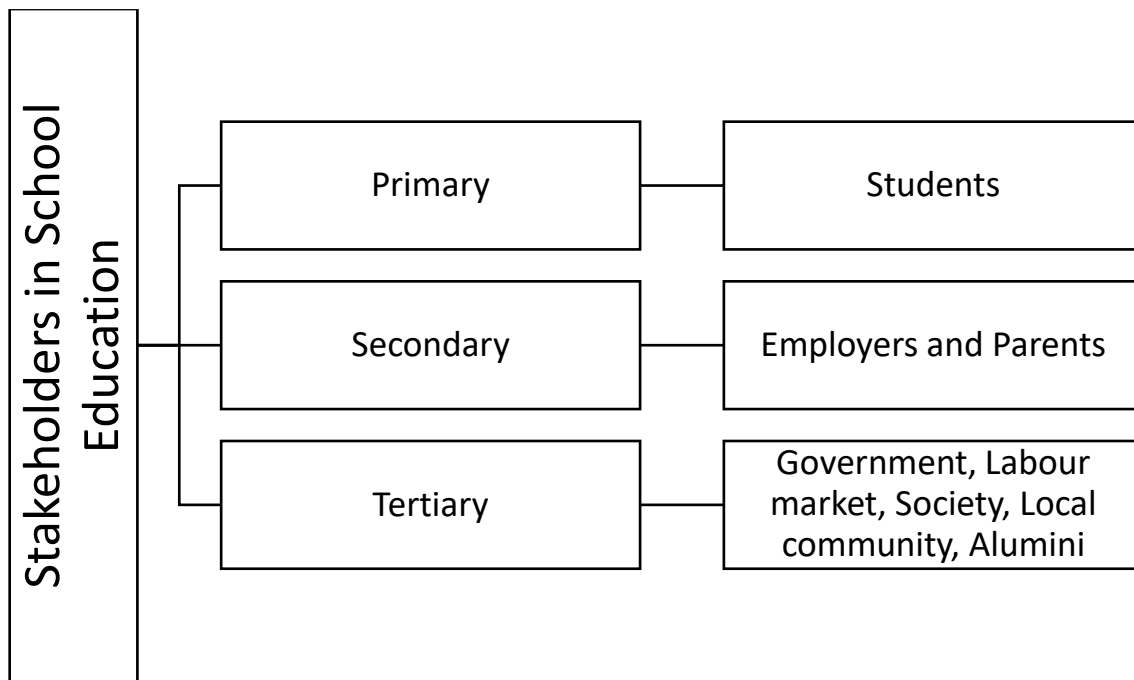


Figure 1. Stakeholders in Education Source: Venkatraman, 2007, A framework for implementing TQM in higher education programs, *Quality Assurance Education*, Vol.15, No.1.

Genuine attempts to communicate and understand stakeholders should result in increased trust and sense of fairness (Harrison et al., 2010). That's why school management committees were introduced to involve the parents, local community members, teachers, head of schools. It was a platform to put demands, reforms required in front of those who provide the education. And because the stakeholders are not homogeneous, like the students and the parents are at different economic levels with different area-specific demands (Rural-Urban divide), the need to include their viewpoints become more important.

With respect to the research conducted, the State government has created the post of PEEOs that will help in the meaningful involvement of all the stakeholders, and get feedbacks from them for further improvements. They are the last link of the administrative chain of the government and the member of the Panchayats and are in regular contact with the students, and parents. Their existence helps in realizing the essence of various stakeholders that were earlier ignored.

Then, to study the reallocation of authority within decentralization, the Sequential theory of decentralization is studied. Sequential theory of decentralization has been defined as a process and believes that there are territorial interests and some bargaining for sharing of power among the actors while decentralizing. It incorporates policy feedback effects in the analysis.

Decentralization proponents claim that it increases democratic engagement, transparency, and administrative and fiscal productivity. Decentralization, according to opponents, leads to soft budget limits, macroeconomic uncertainty, clientelism, and the expansion of bureaucracies. Even after implementing similar kind of reforms, their impact on the distribution of power and autonomy among different levels of government varies widely from one country to another, one state to another, etc.

While analyzing the downward reallocation of authority through decentralization, a lot can be understood from the type of authority devolved (political, administrative or fiscal) and in what sequence. Different decentralization sequences result in varying degrees of shift in the intergovernmental power balance. If democratic decentralization is implemented first, subnational parties can have more negotiating power in subsequent rounds of negotiations. Then fiscal decentralization is likely to follow, with administrative decentralization occurring last. This decentralization series, which devolves political autonomy first, fiscal resources second, and administrative duties third, is likely to result in a dramatic shift in the degree of subnational officials' autonomy.

Sequences of Decentralization and their effects on the intergovernmental Balance of Power				
Prevailing interests in first move	First type of decentralization	Second type of decentralization	Third type of decentralization	Degree of change in the intergovernmental balance of power
Subnational	Political decentralization	Fiscal decentralization	Administrative decentralization	High
National	Administrative decentralization	Fiscal decentralization	Political decentralization	Low
Subnational	Political decentralization	Administrative decentralization	Fiscal decentralization	Medium/Low
National	Administrative decentralization	Political decentralization	Fiscal decentralization	Medium
Tie	Fiscal decentralization	Administrative decentralization	Political decentralization	Medium/Low
Tie	Fiscal decentralization	Political decentralization	Administrative decentralization	High

Table 1. Source: TULIA G. FALLETI, 2005, A Sequential Theory of Decentralization: Latin American Cases in Comparative Perspective.

On the other hand, if administrative decentralization occurs first, preceded by fiscal decentralization, and then political decentralization, the national executive's control is increased while subnational executives face severe fiscal constraints. Administrative decentralization is possible if national priorities are prioritized at the start of the phase. It is more likely to happen first. Through this, the center is able to offload its responsibilities without transferring the required fiscal resources to meet those responsibilities. In times of fiscal stress, subnational governments have no choice but to accept the conditions imposed by the central government. In this case, the national executive still has the upper hand when it comes to determining the terms of constitutional change. Given the adoption of the reforms, the result is likely to be a low degree of improvement in the autonomy of subnational officials.

Indian case indicates the mix of both situations. In the education sector, separate portion of budget is provided, autonomy to decide where the amount is to be spent is given to the Ministry, State can also introduce its own policies along with the centre, but still the centre plays a big role in deciding the amount that will be allocated, the ratio of the contribution in educational policies that the sub-national governments will have to spend. There are various instances where the subnational governments are bound to agree with the central government because of fiscal dependence. Overall, the political decentralization is not matched with the administrative decentralization in our nation.

1.6 RESEARCH QUESTIONS

- What is the level of administrative freedom actually given to those at the lowest level of decentralization?
- Has the administrative restructuring as a part of decentralization improved the education sector's performance?
- What are the factors that govern the effectiveness in the functioning of an education system in the rural spaces?

1.7 OBJECTIVES OF STUDY

The study was carried out keeping in view the following listed objectives:

- To analyze the changes brought about in the management structure of education system post the decentralization phase.
- To examine the roles and responsibilities performed by the District and Sub-District level functionalities in the management of schools in Rajasthan.
- To identify the impacts of rural area on the functioning of schools and the relative importance of interconnected departments on the performance of the schools in rural areas and suggest a possible way forward-to improve the existing educational system in rural areas.
- To examine the processes that are carried in the rural schools related to quality improvement, performance indicators and their supervision in the schools and capture their best practices.

1.8 Research Methodology

Interviews were conducted with the Panchayat Elementary Education Officers and observations through **field survey** of their respective schools was done. This personal interview was conducted with one PEEO at a time, with purely conversational method. This was helpful in gathering precise data about what the officers as the end part of the chain of Education managers and providers finds themselves playing different roles in the Rural areas, how they are the change bearers, what is the uniqueness of their place in the management. The interview was semi-structured, a basic questionnaire was prepared and the rest was dependent on the answers and the context of the school.

The data gathered was in the form of notes, pdfs, images and documents, observations. It was then analyzed as per the themes that were categories to conduct the study, keeping in mind the objectives of the research.

Research design

The research design was exploratory in nature. The main aim was to focus on the local level functionaries so as to understand the process of decentralization in a natural setting. Therefore, primary data was collected from the field, which is the space where the participants experience

educational management related issue and problems. Information was gathered by talking directly to people who were the stakeholders, like the Panchayat members, PEEOs, teachers in the educational process and observing the students, and the school infrastructure and how they participate within their space to fulfil their responsibilities context. The data was gathered from multiple sources, which included policy documents, various reports, student portfolios, modules, teacher diaries, interviews and observations rather than rely on a single data source. The information collected from the different stakeholders, as mentioned above in the field was analyzed. The final research shows how the social context of the rural areas impacts the two stakeholders, which is the Panchayat members, Parents and the students, they are basically farmers or labourers in the school uniforms. The other stakeholders like the teachers and the PEEOs have unique duties because of the context of the school and how they are carried out.

The research was a holistic account giving an overall picture of the ground realities. Rather than focusing on the cause and effects of the problem and factors. Through this research the researcher, tried to give a complete complex picture of the situation through reporting multiple perspectives, identifying the many factors involved in a situation, and generally sketching the larger picture that emerges.

The focus was on Participants' multiple perspectives and meanings. As there is no specific pre-service training given to the PEEOs, so they have different perspectives on how they perceive themselves, although their duties remain same.

It was Context-dependent. The research was situated within the context of rural areas, different panchayats of the same district. Although time remain the main constraint, but there was due importance given to the importance of social, political, and historical context. This was essential because the particular contexts influence the texts.

The research was of Evolving nature. The research process was evolving, the initial plan for research was not tightly followed and some parts of the process were shifted after the entry to the field and during the data collection. For example, the questions changed, the forms of data collection altered, and the individuals studied and the sites visited were modified during the process of conducting the study.

Data base:

The study depended on both primary as well as secondary data. Data was the main base and the foundation that was required to analyze for making the research specific.

Secondary Data: it is the data that has been already collected by and readily available from other resources. It is more quickly obtainable, inexpensive.

Documents: The National Education Policy 1986 (Ministry of Human Resource and Development), draft NEP 2019 (Ministry of Human Resource and Development), 73rd Constitutional Amendment Act (Constitution), Seventh schedule of Constitution, Balwant Rai Mehta committee report, Ashok Mehta committee report, IIEP reports on Rural Education (UNESCO), etc.

Secondary Sources: U-DISE (NIEPA, MoE) data was used to study the status of schools, teachers, infrastructural facilities of the State, Census (Ministry of Home Affairs) was used to refer to the literacy rate, population, knowledge of the state, district and panchayats, Rajasthan Education Initiative by Government of Rajasthan, The Second A R C, Government of India 2008 report on “Rural Governance”.

Primary Data:

It is the original first hand data that has been collected specifically for the study. It is more reliable, authentic and objective. The targeted issues were addressed, with efficient spending for information.

Field Survey was conducted in the three sample schools mentioned below the main purpose of the field survey was to get an understating of functioning of these schools in a rural setting.

Interview of the PEEOs was conducted for the selected villages, as the PEEOs were responsible for managing the schools and ensuring that the whole process of decentralization is executed in the desired manner at the school level.

Sampling Procedure

The sampling procedure used for the study was purposive sampling. Purposive sampling was used in order to collect more information within the limited time and situations. The schools selected were under different Panchayats, Blocks and officers. This helped in knowing the various working styles of the management, the status of schools and its impacts on education, and other information.

No.	Area	Selection Criteria	Sample Size
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1	State	Less explored, low literacy and highly rural	1 State- Rajasthan
2	District	This district made fast progress in terms of literacy rate but still there are extremes of educationally underdeveloped and highly developed areas co-exist in the area. Studying this district help in knowing how giving autonomy to the sub-block levels through decentralization would help tackling the challenges that the education system is facing.	1 District-Jhunjhunu
3	Block	To study the difference in the functioning of the different panchayats under different blocks as Different levels of political interference are present that affect the autonomy of panchayats and schools.	3 Blocks (under which the schools fall) 1. Buhana 2. Surajgarh 3. Chirawa
4	Panchayats	Panchayat Elementary Education Officer is the main administrator at the school level.	3 Panchayats, Budania, Buhana and Surajgarh in which the schools are present. 3 Panchayat Elementary Education Officers of the respective schools selected.
5	Schools	School is the main functional unit of the study. This is the place from where every change gets a real shape. These schools were the schools where the PEEOs are in-charge in the particular areas.	3 Schools were selected. <ul style="list-style-type: none"> • Shahid Devkaran Utchha Madhyamik Vidyalaya, Budaniya, Jhunjhunu, • Rajkiya Utchha Madhyamik Vidyalaya, lambi Sehad, Buhana Jhunjhunu, • Rajkiya Utchha Madhyamik Vidyalaya, surajgarh, Jhunjhunu.

Table 2. Details about the sampling of the research conducted

The main attributes:

The main attributes for which data and information was collected is listed below. These were kept in view of the objectives of the study and also to get a ground level reality of the process of decentralization.

- Roles and responsibilities of the district and sub-district education officers.
- Supervision of the allotted responsibilities- who and how it is done, interval and number of inspections, monitoring mechanisms etc.
- Impact of the context of the area on school,
- Role of Panchayats with regard to schools,
- Provisions for interactions among the different stakeholders, that include the parents, teachers, Panchayat members, and the PEEOs.
- The processes involved in grievance redressal,
- Fiscal autonomy, raising of funds by schools and their utilization,
- Specific areas where the school uses digitalization, autonomy of PEEO,
- Good practices, etc.

The questions were broad and general so that the participants, here PEEO can construct the meaning of the research questions as per their understanding of their role and functions and then reply accordingly. Open-ended questioning helped to get thick data, to know what people say or do in their life setting. This study also focused on the specific contexts in which people live (rural areas, different Panchayats) and work in order to understand the historical and cultural settings of the participants.

It helped in recognizing that how the contestants own background shapes their interpretation, how the officers of the same post/designation with the same functions are working differently, using different forms of techniques and powers to achieve the same goals. This also helped in realizing how they “position themselves” in the school context to achieve what is expected out

of them, and how their interpretation of themselves flows from their own personal, cultural, and historical experiences.

The researcher's role was to make a sense of their meanings. That made this research more of an interpretive research.

This research focused on understanding specific issues of decentralization. The problems and the research questions explored, are aimed to have an understanding the conditions that serve to disadvantage and exclude individuals, areas or cultures, such as hierarchy, hegemony, unequal power relations, identity, or inequities in our society.

As the research procedures were sensitive to participants and context. The procedures of research, such as data collection, data analysis, representing the material to audiences, and standards of evaluation and ethics, were emphasizing an interpretive stance. During data collection, the main concern was not to further marginalize the participants and respect the participants existence and the sites for research. There was a focus on the multiple-perspective stories of individuals and who tells the stories. During this research there was proper care taken towards the power imbalances during all facets of the research process, respecting individual differences (be literate or illiterate audience, administrators or households) rather than employing the traditional aggregation of categories.

This research called for societal change with the removal of some faults and reorganization for social justice.

Challenges: Current lock-downs, Covid 19 situations, Resource and time-limitations.

1.9 Structure of the Research:

Chapter One:

Introduction. introducing the topic, rationale of research, research questions, objectives, methodology, conceptual base, literature review.

Chapter Two:

Contextualizing Educational Decentralization. Decentralization as a concept, types of decentralization, its sequences and impacts, challenges, international experiences, emergence in India, Panchayati raj, educational decentralization, panchayats in school management.

Chapter Three:

Rajasthan: Educational scenario and role of Panchayats. Educational Decentralization in Rajasthan- educational development in Rajasthan, educational structure and administration, changes in the structure after decentralization.

Chapter Four:

Field Experiences. roles, responsibilities and duties of administrative stakeholders, issues and challenges, findings.

Chapter Five:

Conclusion: policy recommendations

Chapter - II

CONTEXUALIZING EDUCATIONAL DECENTRALIZATION

2.1. Introduction

The previous chapter gave us an introductory insight into the main premise and rationale of the present study and also the research setting and procedure that this study would undertake. The current chapter focuses on contextualising decentralization in general with an emphasis on educational decentralisation. It explains decentralization, its types and their sequencing and their consequences in India and other nations. This is followed by an attempt to describe the efforts of local level governing bodies that is Panchayati Raj Institutions, their role in the education management and the challenges that PRI's are facing.

2.2 Understanding Decentralisation

Decentralisation as discussed earlier is a governance model that deals with the sharing of power or administrative responsibilities between the centre and the local governing bodies. While centralization was a preferred way of governing, it had its own share of challenges one including that of national unity, decentralization on the other hand, was a response to meet the demands of existing diversity in society. When the governance evolves from the lower levels of the society, it is capable of representing all the sections of a particular society. It focuses on the particular needs of the people, their prioritization that are unique for every governing unit.

Decentralization, as a concept has evolved from being mere deconcentration, to delegation and finally devolution. In its initial phase, decentralization was often another name for deconcentration, where the central government dispersed some of its responsibilities to the regional or local branches without transferring the authority. The political, administrative and fiscal responsibilities were transferred to the units below within central line ministries.

In the next phase of its evolution, it was understood as Delegation, where various decision-making and administrative authority is also transferred to the local governments, the local government also has a say in the functioning, it's not totally under the control of central government.

Finally, in its broadest understanding, decentralization was understood as Devolution, where the central government not only transfers the decision-making and administrative powers but also finance and other related powers that makes the local government quasi-autonomous.

The changes in the meaning of the term took place because of the enriching of the concept over the time. Something that initiated as just another tool for governing later on, became the means of empowering those sections of society which were earlier ignored. It became a technique that was adopted to attain a broader goal of good governance and efficient development. The closer the government works with the people the more accountable and relative governance is possible. Active citizenry also ensures counter balancing the arbitrary use of power. It is also meant to empower them. But decentralization has changed many forms over the time. It was not that powerful tool since the beginning. As a management strategy to handle the diversity that India holds, it has been quite successful.

Although it was successful to a great extent, but there were many challenges that came along with it. They are still a great hurdle in achieving the best outcomes that decentralization is capable of providing. Decentralization becomes a major problem in areas where it promotes the culture of Local elitism. All those resources that are originally meant to reach the least advantaged are taken by the least deserving ones. Bhatnagar and Williams (1992) also observed that problem in their research. Here the corruption increases rather than decreasing. The lower level management often not handle the authority with dignity.

It also increases the pressure on the local governments to realize profits, that may after certain limit leads to inter-division rivalry among the local units for getting the adequate resources. There can be problems of co-ordination among the units that brings inconsistencies. And also, duplication of staff, that increases the costs as well as wastage of resources.

Decentralization in many ways eliminates the traditional roles played by the society members informally. When the duties are assigned by the process of decentralization to particular localities, the interest of other society members decreases, as they feel that it's not their responsibility anymore. For example, community management of education is a long cultural practise in India. Now, the interest of communities in the management is not seen, in fact government is arranging awareness programs to involve the members. Gap between schools and local community/ society is increasing. Bray (1996) writes that "one result of increased government input has been decreased community involvement and control".

Often, it is felt that there is a lack of expertise in the planning through decentralization. The loopholes in the policies that are adopted by states and local governments have made the situation even grimmer. The data also is not properly maintained at the local levels.

There is also lack of propaganda that can ensure awareness. Due to lack of adequate initiatives in popularisation of the laws and policies through different type of media, a large section of population remains unaware of their role in it the decentralized process. People don't even know about the existence of committees that are meant to empower them. Sometime, even the committee members are found unaware of the key roles.

Emergency decisions or urgent adjustments are very rare in the decentralized units, as the decisions need to be approved through various stages in order to get validity, that results in delays.

All in all, decentralization involves not only the aims with which it is introduced but also some pre-requisites and possible risks and definitely not with any particular prescribed structure that can be applied anywhere, it has to be planned according to the situations. There are also other factors that have cumulative impacts on this process. It is not only the amount of power-sharing within the structures in the name of decentralization, but also the different types of decentralization and their specific prioritization that changes the results that decentralization will bear in the societies, as explained by the next part in detail.

2.3 Categorising Decentralization

Decentralization can take place in various domains where man and society interact, it can be broadly understood or categorised into three types, the political, the administrative and the fiscal.

Political decentralization mainly deals with the institutions that are involved in tracking and collecting citizens choices, making new spaces for representing their interests, and finding methods of governing that are inclusive in nature. Like, in our nation, through the process of elections, political decentralization is realized, that gets its validity from the constitution of the nation.

It is a series of constitutional amendments and electoral reforms aimed at creating new spaces for the representation of subnational polities, as well as activating existing yet inactive or unsuccessful spaces. Like creating the space of Panchayat members, Sarpanch through the 73rd Amendment for initiating the representation at the village level, then there is representation of citizens through the state level leaders and the national level leaders. Through this, the Authority is shifted to include people outside the system in the governing process. It transfers the policy and legislative powers from central government to lower-level assemblies councils that are democratically elected by their constituencies. It basically answers 'who' gets the resources 'when'.

Although there are all kinds of measures taken by the policy makes to make the process of political decentralization empowering for all sections, like, the reservations for the tribals, women, repressed/backward castes- protective discrimination- but in practise either the reserved seats remains vacant, or they just get elected but the real power is exerted by other higher caste people-elite capture. Women often contest the elections, but the official work is done by their husband or brothers, father, etc. they are merely leaders on paper. In order to remove these kinds of practices, there is a need to educate the society-the behavioural changes- that every section have an equal capability if given chance. And instead of siding them to corners, these sections should be supported by those who have experience in the governing.

Administrative decentralization on the other hand, basically deals with the transformative phase that turns the political institutions consensus and decisions into the allocating and distributing outcomes through the fiscal and regulatory actions. This form of decentralization brings permanent form of institutions that carry one the implementation of policies that the political party in power initiate. They bring permanence in the governance process with various levels, that is national, state, district, sub-district levels. The power will remain with officials at the top, but responsibility and authority for planning, management, finance, etc. is assigned to lower levels of government. Authority remains within the system (Williams 1993).

It is a series of policies that delegate the administration and distribution of social services like education to subnational governments. This may allow for the devolution of policymaking authority, but it is not a requirement. It is the medium through which the policies/consensus finds a way to turn into actions. It deals with planning and implementing responsibility in the hands of local civil servants that are under the jurisdiction of elected local governments. It explains who gets the resources- 'how'.

This form of decentralization in practise comes with many challenges. Mostly, the roles and duties of various departments at various levels are not clearly defined. This leads to very high levels of inefficiency and delays in the paper work itself. The files are transferred within the offices, where no one takes the responsibility and blame-game starts. This kind of attitude of the officials and bureaucracy gives exactly opposite results, higher corruption, inefficiency, no transparency and no accountability.

Fiscal decentralization involves the local authorities in the activities of tax collection, undertaking expenditure, and other monetary decisions and divisions. It refers to a series of policies aimed at increasing subnational governments' revenue or fiscal autonomy. Its strategies can be implemented in a variety of ways. Fiscal decentralization aims to increase transfers from the central government to local governments, as well as the introduction of new subnational taxes and the delegation of tax authority. This form of decentralization is the substance for which the other two forms make decisions and institutions to allocate. It describes who gets 'what'.

The fiscal decentralization is very poor in India. The local level governing institutes are mostly dependent on the state /Centre funds for their existence, and executing their duties. There are very insignificant areas given to them from which they can raise funds. This dependence on the higher level of governance for funds make their autonomy and independence questionable.

All the three types of decentralizations are not introduced simultaneously in any nation or institution. There are various sequences that leads to different achievements from decentralization, that is explained with examples below. And the sequence of their implementation decides the degree of change that this process will bring.

2.4 Implementation of Decentralized Governance: The Sequences

The sequence of implementing decentralization and balancing of all the Political, Administrative and Fiscal types of decentralisation is very important in order to make it a success in the society where it is being introduced. This was clearly explained by the table 1, in chapter one, in the section that explains the sequential theory. Bahl and Martinez-Vazquez

believe that it will require a different chronology or sequencing of the Political-Administration and Fiscal decentralization in different nations for greater effectivity in outcomes, as the demands from decentralization is different in different nations.

To elaborate on the functioning of decentralisation, if the Political decentralization is initiated first rather than the other two, the bargaining power of the local level governments gets an upper hand. According to Falleti, if political decentralization occurs first, it strengthens subnational actors' bargaining power and capacities in subsequent rounds of negotiations over fiscal or administrative decentralization. For maximizing the autonomy of the lower level of governments, after the political decentralization, fiscal decentralization is likely to follow, and lastly the administrative decentralization. In doing so, the rules are first set demarcating the powers of every tier of government by the Political decentralization that gets further back-up from the financial decentralization in order to function uninterruptedly, and administrative decentralization helps in realizing the process by giving the appropriate structures and officials.

On the other hand, if the process begins with administrative decentralization and then moves on to fiscal decentralization, political decentralization, and finally administrative decentralization, the central government's power grows and the subordinate levels of government face severe fiscal constraints. First building the administrative structure, then deciding the share of funds and at last allowing the central government to make a blue print of sharing the desired autonomy with other tiers vertically itself proves what will be given to the local level governments.

Columbia and Argentina are the best examples to prove this theory. In Colombia decentralization was demanded by the local communities and initiated in a bottom up manner from the lower levels of governance. Consequently, the national legislators passed the political decentralization reform. After the devolution of Political autonomy, the resources were provided accordingly and finally the respective responsibilities were allotted that will help in carrying the decentralization process smoothly. Administrative decentralization was in a way done only as a subordinate part of political reform.

Argentina's decentralization direction prioritized the national/central government's interests. The decentralization process began in 1978 with administrative reform, followed by fiscal decentralization in 1988, and finally political decentralization in 1994. It was introduced with the aim to cut the size of the federal bureaucracy and the national deficit, and to deal with the foreign debt (Filmus 1998; Novick de Senén González 1995,). Then with the increase in the

collection of revenues (and consequently in the automatic transfers to the provinces) in 1977 established a favourable environment to transfer expenditures without resources (Ministerio de Cultura y Educación 1980). This was more or less an unfunded administrative decentralization. This allowed the central government to control the timing, the contents and extent of fiscal and political decentralization. Eventually, a very minute change in the relative power and autonomy of the governors and mayors was seen in Argentina.

If we observe the Indian case, with the history of colonization, the nature of Independence with partition and the enormous number of provinces, all made the leaders to consider the sensitive and fragility of the situations. The situation so demanded the introduction of a form of government that first focuses on maintaining the unity of nation and simultaneously considering and acknowledging the aspirations of the states. So, an optimum balance or mix of centralized and decentralized elements was looked adopted. The Constitution thus at some places gives precedence to the central government, for the sake of maintain the Unity of the Nation. The central authorities were involved in setting goals, generating resources, targeting resources to meet special needs, and monitoring performance for poverty reduction and development., whereas the state government can also set developmental goals for their particular state. There is also a convergence in the areas where the centre and state both can act. This differentiation in the power of decision making by the centre and state is mentioned in the Schedule 7, that have three set of lists, the Centre, the State and the Concurrent list.

While India is among the best performers on political decentralization, but it can be noted that its performance in administrative decentralization is not very applaudable. Using the conventional classification of ‘political, administrative and fiscal decentralisation,’ the World Bank’s study of Indian decentralisation (World Bank, 2000a; 2000b; 2000c) ranks India ‘among the best performers’ internationally in political decentralisation, but ‘close to the last’ in administrative decentralisation.

Although India has successfully created spaces for the representation of its citizens at various levels, the national, state, district, block, ward, panchayat, etc. but there are visible tensions that remain between the elected Panchayats and the non-elected bureaucracy. They are required to function in co-ordination, but the nonacceptance of each other makes it difficult to smoothly work towards achieving the required goals. There is an urgent need for political and administrative decentralization to move with the same pace because unequal levels of performance take away the effectivity of outcomes. Decentralization in India remains

unbalanced that often leads to an increase the fiscal burden on the states and lead to a break-down in-service delivery. Until and unless the imbalance is corrected through greater fiscal and administrative decentralization, Indian states are unlikely to evolve effective local tiers of governments. Until unless, the third tier of the government is given full fiscal autonomy to raise funds for its existence, the desired outcomes will not come.

2.5 Emergence and International Experiences of Decentralization

Decentralization, as a concept was used in the 1820's. In his writings, Tocqueville mentions the term when discussing the French Revolution, stating that it began with "a movement for decentralization....(but) ended up being an extension of centralization." Decentralization, he believed, has not only an institutional but also a civic benefit because it enhances citizens' opportunities to participate in public affairs. It encourages them to take advantage of local, involved, and finicky freedoms.

In the early 1860s, retired French bureaucrat Maurice Block wrote an article for a French journal titled "Decentralization," in which he described the complexities of government, bureaucratic centralization, and recent French attempts at decentralization of government functions. In the 20th century America initiated a decentralist movement against the centralist tendencies of the economic wealth and political power. Many libertarians, including Ralph Borsodi, Wendell Berry, Paul Goodman, Carl Oglesby, Karl Hess, Donald Livingston, Kirkpatrick Sale, and Bill Kaufman, championed social, economic, and sometimes political decentralism. In his influential book, 'Small is Beautiful: A Study of Economics As if People Mattered,' E. F. Schumacher advocated for decentralization. Daniel Bell discusses the need for decentralization and a "comprehensive overhaul of government structure to find the appropriate size and scope of units" in his book "The Coming of Post-Industrial Society."

Later on, in 1996 David Osborne and Ted Gaebler in their book Reinventing Government proposed a decentralist public administration theory that was labelled as the New Public Management. Decentralization was often described as, 'revolutionary megatrend', 'latest fashion', 'global trend', one of the 'ten key values' of the green movement of U. S. Then United Nation also conducted various researches on this phenomenon. It soon became a management tool for the efficient governance among various nations.

There were reasons that pushed the appearance and adoption of decentralization by the nations and institutions. Initially, there was a disintegration in the 'Keynesian consensus' that favoured the strong central government, by the political-economical debates that took place in 1970's and 1980's. With the increased role of market, the central governments strength was readjusted and reduced.

Also, the economic and financial globalization and inter-dependence weakened the centralized form of governance. Market became the major influencer in the political decision-making. Supra-national organisations, NGOs and Privatisation increased the role of localization and globalization at the same time. This made the centralized governing ineffective.

Finally, with the technological developments, the new information and communication technologies made it possible to manage and have a better control over the systems through the decentralized management. When the attention shifted on the outputs, rather than the inputs, the management started empowering the local capacity of decision making and governance.

Decentralisation has been adopted by many countries across the globe as a measure to improve the overall performance and enhance public accountability. Many countries have had successful experiences and some have also failed in the implementation of the same. In this section an attempt has been made to trace the efforts made to implement the decentralised model of governance across different countries.

To begin with it must be understood that decentralization, first and foremost requires stable governments. It will not be able to bring any growth if the citizens are not participating and power is not redistributed. For citizens to participate in the governments affairs it should be dependable and long-lasting. McGinn and Street (1986) found that decentralization does not work with an unstable government through analysing the case studies taken from Peru, Chile, and Mexico.

It also requires timely monitoring, if not inspected at regular intervals than it is much more susceptible to have disastrous results. New York's decentralization led to increase in corruption. There it became a game of politics and money. Decentralization made the corrupt practises easy due to the unmonitored control of large amounts of money. So, the successful implementation also requires measures that monitor the direction that the phenomena has taken. It is not a one-time thing, that once implemented and the job is done, rather it's a continuous process that updates itself according to the needs and demands of the society in which it is present.

World Bank Development Brief Number 60 (1995) focuses on the financial aspect where localities take-over the responsibilities and resources and the taxing power that are essential to meet their needs. Here, the local levels of public management systems are of prime importance. Decentralization in finances has worked well in the United States, Indonesia, some European countries.

Ethiopia is a classic case of ethnic federalism. After the civil conflict in 1991, Ethiopia was divided into autonomous regional states that were largely carved out on the basis of ethnicity. Later on, the sub-regional levels were also reformed. Ethiopia is now a highly decentralised nation, in terms of its framework and governmental activity at the local level. But there are challenges of weak capacity, limited local own-source revenues, and the effects of dominance by a strong political party that may limit the extent to which some potential benefits that decentralisation can achieve.

Indonesia has been a highly centralized state. It has pursued decentralization in 1990's by devolving major functions and a large share of national revenues. To a certain extent decentralisation has worked for the nation, but problems persist in service delivery and governance, and it is still not clear on how to improve local government performance in the nation.

The Philippines is comparatively more democratically decentralised country in East Asia. Although the superstructure of reform has its base on a crisis that the nation had gone through, but the details were properly negotiated and designed over time rather than hastily adopting a meaningless form of decentralization. Good governance and connection with citizens were the main aim behind adopting decentralization. Some features of the intergovernmental system (especially fiscal) and the political context in which it operates, however, have hindered local government performance, and the country has faced various performance challenges while adopting remedial reform.

Uganda has received many applauds for decentralizing as a developing country that has gone through a political transition process after a long period of national conflict. By the late 1990s, a strong constitutional and legal framework was in place, and Ugandan local governments soon became among the most empowered and best financed in Africa. Many positive results were seen but weakly recognized fiscal, governance and capacity issues became the problematic issues. By the 21st century, decentralisation started fading out in the nation. In other parts of Africa, it also proved to be a failure due to the lack of personnel and financial management

skills at the local level. It also required proper pre-training to the local levels of their duties and how they will carry them.

In some parts of Latin America, decentralization was used not for the delegation of authority, rather it was used as a budget-cutting measure, this led to the locals failing to make up the adequate funding. Hence it was not able to provide effectiveness as a reform, because the method as well as the intention of the implementors was not coinciding with the demands of the society.

While specifically limiting decentralization to the education sector, the experiences of various nations are quite enriching and gives a lot of lessons on what steps leads to what kind of consequences.

Columbia presents an example of how decentralization of education sector proved to be an important step for pulling the nation back from the brink of chaos. The Ministry of Education in the state at that time lacked prestige within the cabinet. Groups that were to be benefitted from the reforms were absent from the discussions that talked of reforms, in other words, there was no participation of the stakeholders. Colombia's decentralization effort was successful in providing legitimacy to the government and improving education quality, but its impact was severely limited due to the failure to gain consensus and support from key players, including teachers who deliver education in the country. In Colombia, decentralization was prompted by the need for central political leaders to reclaim their legitimacy and foster national unity in the face of violence and chaos.

In Ireland, decentralization of responsibilities from the national Department of Education to local boards usurped schools' autonomy (Lennon 1997). In New Zealand and England, schools were given more autonomy over a wide range of activities such as curriculum and instruction, the infrastructural facilities, and budget and personnel through decentralization. But the school administrators lacked the training, expertise and time to deal with all these matters (Williams 1997).

Decentralization emerged, in some cases virtually overnight, as a last possible way-out of filling the existing political vacuum. In Hungary, the Education Act of 1985 gave local schools the authority to establish their own curriculum, own educational tasks and system, with teachers wielding significant influence over principal selection. The majority of schools were owned and operated by local governments, which had constitutionally assured autonomy. The key enabler in transferring funds to schools in the form of block grants was the federal government.

This resulted in "negative" policymaking, according to Halasz (1992), in which "decentralization and school autonomy did not emerge as a prepared solution to structural problems but rather as a reward of the battle for political independence."

The results of Spain's decentralization of education have been mixed. As the overall funding for education increased during the 1980s, accordingly condition of education and related facilities improved. Many school councils, on the other hand, have been slow to demonstrate themselves. School management and talented teachers have been hesitant to take on the roles of school directorships, owing to a lack of monetary or other resources to inspire them. Decentralization of education in Spain has been a big success from a political standpoint.

Local schools began to be governed by boards of trustees comprised of five elected parents, the principal, and an elected staff member as part of New Zealand's decentralization agenda. Four other people were selected to provide experience or balance, as well as a leader.

There was locally written charter that prescribed each schools functioning, the compulsory provisions on curriculum but other than that it only spelled locally derived goals for the School.

National subsidies are weighted to represent the special needs of schools serving vulnerable communities, such as Maori and Pacific Islanders, in an attempt to increase educational opportunities for these groups. In July 1988, following the publication of a new planning text, Education for the Twenty-First Century (Smith 1994), the Ministry of Education launched a four-month program in which several offered assessments were conducted through broad public meetings. One of the advantages of New Zealand's approach to school decentralization was that the government was involved in the process. Initial administrative changes were accompanied by pedagogical reforms that represented broad agreement on national curriculum priorities while also allowing schools to incorporate local components of the specific areas. The amount of political involvement with educators was held to a bare minimum.

Mexico's education system was highly centralized—and highly inefficient—in the late 1970s. Wastage rates were very high, and there were delayed payments for new teachers. In Mexico, education decentralization took place in three phases. The administration of the education system was decentralized from the Ministry of Education to thirty-one state delegations during the first stage, which ran from 1978 to 1982. The delegations were assigned responsibilities ranging from budgeting and overseeing schools to writing curriculum and textbooks. The government took the initiative of moving delegations from central control to state authority during the second period, which lasted from 1983 to 1988. It failed in achieving this largely

because of opposition from within-the teachers union, staff members of the central ministry. Preoccupied with other problems such as economic reform and other matters, the government proved to be too frail to carry out its objectives.

Until the late nineteenth century, education in the United States was a local affair. Due to inefficiencies and local corruption in the decentralized system, centralization of school administration under the leadership of educational professionals in districts and states began in the early twentieth century. But it was too bureaucratic and unresponsive to local needs. Decentralization was then implemented by scholarships, public schools, and school-based management. This case demonstrates that both centralized and decentralized structures have advantages and disadvantages. Any change aimed at redressing wrongdoings sows the seeds of new issues.

These examples are enough to prove that every nation had a different reason, different way of introducing, different reactions and outcomes from decentralization. If we study India, then it was a part of governing method from historical times. As the next section studies.

2.6 Decentralized Governance in India

India has a federal form of government under which the states now have a significant amount of power. Decentralization has a long history in India. The Bengal Municipal Act of 1884 and Bengal Local Self-Government Act, 1885 has their roots in it. Later on, in 1907 a Royal Commission on Decentralisation was set up. The taluka/tehsil were the basic unit for local boards and they were assigned functions of local sanitation, education and health, etc. with powers to levy fees and taxes. The power to pass legislation on local self-government was granted to provincial governments in 1935. Provincial governments passed laws vesting administrative rights, including criminal justice, in the panchayats; some of these laws were also passed later. The majority of them linked panchayats to administrative units such as the Patwari Circle, Tehsil/Taluka, and District.

After independence, in 1948 Constitutional debates between Gandhi and Ambedkar on Gram Swaraj started, it was discussed as to what all features the Indian decentralization should have in order to govern the villages efficiently. The Constitution of India in Article 40 (Directive Principles of State Policy) vested local bodies and Panchayati Raj as a subject with the States but there is no clear elaboration on the functions and powers of the third tier of Government.

In this direction, an early attempt to implement the Panchayat structure at district and block (Samithi) levels was seen when in 1957 Balwant Rai Mehta Commission was set-up. This committee suggested that the elected Panchayat Samitis should be at the community development block/tehsil level as the basic unit of democratic decentralisation. Zilla Parishads constituted of panchayat samiti heads was expected to have advisory role.

Later, the K. Santhanam Committee in 1963 recommended limited revenue raising powers for Panchayats and the establishment of State Panchayati Raj Finance Corporations. The Ashok Mehta Committee Report was appointed to address the weaknesses of PRIs, it submitted its report in 1978 stating that a resistant bureaucracy, lack of political will, ambiguity about the role of PRIs, and élite capture had undermined previous attempts at decentralisation. It recommended the District serve as the administrative unit in the PRI structure. Based on these recommendations, Karnataka, Andhra Pradesh and West Bengal passed new legislation to strengthen their Panchayati Raj Institutions.

In the early 1970s the establishment of the District Rural Development Agency (DRDA) served as an important vehicle for administering the centrally sponsored poverty reduction schemes in rural areas (Vyasulu, 2000). Until 1995, these were under the administrative control of the State governments and headed by the District Collector, however, after that time the Union government 'decided to bring DRDA under the overall supervision, control and guidance of the PRIs, the elected head of the ZP being the chairperson of its governing body,' (Jha, 2000: 104). But even this amendment was not appropriate enough to remove the tensions that were present between the States and programmes supported by centrally-sponsored schemes.

The next step in decentralizing was taken in 1985 when G.V.K. Rao Committee was appointed to address weaknesses of Panchayati Raj Institutions, it recommended that the block development office (BDO) should assume broad powers for planning, implementing and monitoring rural development programmes to make them a success.

L.M. Singhvi Committee, in 1986 recommended that local self-government should be constitutionally enshrined, and that the Gram Sabha (the village assembly) should be the base of decentralised democracy in India. In 1992 the Parliament, in order to strengthen the effectiveness of this federal system, passed a constitutional amendment to deepen the democratic decentralization, it directed each of the states to establish a three-tiered governance structure of locally elected bodies.

In order to meet the efficiency demands, the 73rd and 74th Constitution Amendment Act (CAA), 1992 provided constitutional status to the concept of local governance in India. With this amendment, recognition was given to the local level at village, block and district levels. Importance of grassroots level governance was understood. Schedule XI to the Constitution specifies 29 areas for the panchayats. The important areas include agriculture, land improvement, minor irrigation, development of water bodies and watershed development, education, healthcare, water supply and sanitation, rural housing, poverty alleviation rural roads, women and development and social welfare. The extent of devolution of powers as stated above are at the discretion of the state government and the State government undertakes the functions in these areas concurrently with panchayats. For broadening the horizon of decentralization, the Adivasi Act was passed in 1996 that extended powers of self-government to tribal communities living in 'Fifth Schedule' areas.

In the early years after independence, the idea of Panchayati raj and a community development system were introduced in this context. From the district level to the block level to the village level, the scheme had three levels of political structure. While political decentralization was to follow this framework, the block level, was acknowledged as the main unit for development administration. So, there was establishment of the Block Development Office – each block consisting of 100-150 villages.

But the act was not comprehensive enough to define the powers and functions of gram sabhas. The real power sharing to panchayats are at discretion of the State governments, that makes the actual progress of decentralisation uneven across States, and dependent on the good will and interest of representatives. The concept of self-government was introduced, but not explained as to what it means in the governments point of view. These grey areas of overlapping and gaps had left a lot of space for a number of practical problems in it's functioning. Even it is assumed that different levels of government all have similar levels of technical and administrative capacity.

The District planning has been the weakest links in system of decentralised governance. The Constitution provides for setting up of District Planning Committees (DPCs), that should be involved in planning, but it did not happen in practice. Many state governments delayed the setting up of DPCs and even in the states where they have been set up, their role in the formulation of district plans has not been very effective.

There are many inadequacies in State Acts that devolve the power and responsibilities. Most States view PRIs as agents. PRIs do not have enough autonomy to act as self-governing entities. Where the finances of PRIs remain fragile, there is a strong political unwillingness to relinquish control over implementation and funds.

Hannaway concluded that if India's top-down attempt at "economic decentralization" can be applied to all nations, it can be perceived as a "investment" in the country's future. "There may be enormous inefficiencies in the short run," she said, "but these inefficiencies will be well worth it for many in India if, in the long run, a culture of engagement and vigilance develops at the community level" (Hannaway 1995).

All in all, the Decentralizing process in India, has been quite successful in making the governance process more participatory, and area-specific, but it still suffers from many serious defects as described in the next section. If there is adequate timely research on this process, its success and challenges in details done by proper agencies, then it has a lot of potential to change the situation of the rural societies and uplift the people.

2.7 Panchayati Raj Institutions: Issues and Challenges

The constitutional reforms were intended to empower and democratise the rural representative bodies, that is the Panchayats and provide legal conditions for local self-rule/Panchayati Raj. The 29 areas that were devolved ensured enabling the Panchayats to improve the lives and wellbeing of poor and vulnerable groups, traditionally excluded groups, such as women, SCs and STs.

According to the 73rd Amendment, States are required to pass their own 'conformity legislation', which outlines the powers, functions and procedures of local government at village, district and intermediate levels (World Bank, 2000a: 8). However, the Conformity Acts also recognise the possibility that changing circumstances will give rise to new regulatory requirements, and therefore give individual States substantial autonomy to enact rules of 'delegated legislation,' which 'emerge through government orders and which in actual fact are the source of State control over the Panchayats,' (World Bank, 2000a: 8).

Consequently, the early experiences have shown that there was considerable uncertainty and confusion about the precise political, administrative and fiscal powers that Panchayats have with respect to the States, ministries, and local groups. The third tier varies from state to state, so the decentralization policies are prone to frequent changes at the state level, particularly with rural decentralization. While the national legislations prescribe uniform laws and policies, the actual implementation of the policies varies.

The roles of granting power and authority to the panchayats to allow them to act as an institution of self-government and functioning as autonomous bodies are a voluntary rather than a mandatory provision in Part IX of the Constitution. In addition, the devolution of powers and obligations to panchayats to prepare plans for economic growth and social justice, as well as to perform some or all of the 29 functions mentioned in the Constitution's Eleventh Schedule, is a voluntary provision. This implies that the 73rd Amendment gave the State governments considerable autonomy to interpret and implement the constitutional provisions and reforms.

Most of the times the contextual factors of the levels of social/ political/economic/institutional development, demographic characteristics, political economy, aid dependence all are missed out while establishing and assessing the Panchayats.

Even after, so many continuous efforts there remains a wide gap in the theoretical rationales and its practical achievements of decentralization over the years. There are also problems of corruption culture in some areas. Past attempts towards rural decentralization in India were highly unsuccessful, and PRIs remained non-functional. The PRIs are haunted by bureaucratic and political resistance at the state level to share power and revenues, inadequate resources and capacity, and domination by the elite. Additionally, more or less no records or data availability at the local levels of the functions done, that itself questions the transparency.

Oommen's (1999: 157–8) comparison of 12 Indian States concludes that the Conformity Acts have generally 'been an exercise in amending existing Panchayat legislation for the sake of satisfying the mandatory provisions of the 73rd Amendment. The village Panchayats have been delegated functions 'without adequate administrative, financial and technical support,' (1999: 158); with the exception of Kerala and West Bengal, Panchayats lack discretionary powers over spending and staff; there is insufficient clarity and differentiation of functions among Panchayats and other levels of government; States reserve the right to assign or withdraw functions to and from the Panchayats by 'executive fiat,' (1999: 159). Approximately all PRIs have a poor fiscal base.

Being a highly variable institution among the states, the practical knowledge about it remains limited. Most researches highlighted it as a weak institution with questionable performance, and positive investigations tended to be based on anecdotal successes that are rhetoric about expected gains. Still, it remains an institution of prime importance because, it is perceived to be an institute in direct contact with the citizens, working at the ground level that is politically beneficial. This pressurises the need to consider and re-consider how to design and implement reforms so as to maximize and reap potential benefits and minimize potential problems.

2.8 Educational Decentralization (ED)

The centralized system of governance is often favoured because it creates a standardized form of knowledge base throughout the nation. There is a specification in the centralized decision-making body about what objectives are to be pursued in schools, what can be taught (the content and the procedure). It has also reduced instances of corruption at the local level management.

But the emergence of educational decentralization became unstoppable when the education system within the nation doubled and tripled. The capacity of citizens to afford education increased, the number of literate people increased and also those who were willing to get education increased. With the existing institutes and governments capacity that was under the centralized governance, it became hard to manage those who were enrolled and getting enrolled in the school system. This increased number of teacher and students on the one hand, and demand for more schools and facilities on the other hand, put a high pressure on the centrally managed bureaucracy. Quality of education suffered. Dissatisfaction among the public forced to shift the educational management and its related decision-making in the hands of local level governance.

Among the many reasons that push the introduction of educational decentralization, the most significant rationale given is that its efficiency in distributing resources for providing education becomes a barometer of the nation's commitment to equity and justice towards its citizens. The main reason of inefficiency arises from the misallocation of resources. If the decision-making on resource distribution is remote from its day-to-day area of utilization, then it is most likely to place resources where they have less than optimal effect.

Education is decentralized for a wide range of reasons - administrative planning and management, financial efficiency, and political aims behind educating the masses, etc. It hardly needs any mention that educational decentralization in any country touches the interests of all stakeholders. It often requires trade-off between the interests of the dominant groups of stakeholders maintaining it. In the decentralization process, there is a continuous conflict between the objectives of effective control over the implementation of national development policies and the legitimacy of governance. It is argued that the centralization process promotes control, while the decentralization process fosters legitimacy in administration and management of the education and also increases accountability.

Sometimes it is a part of the broader Political decentralization, where people want to be involved in the decision-making process directly that impacts their life. Government also devolves management of schools when they are searching for new resources that can support it in financing by community participation or new taxes.

Localized decision-making processes will aid in specific region-specific problem-solving and will help to get children into the system that are not already enrolled, thereby improving education quality. It also shifted from a supply-oriented to a demand-oriented model in terms of educational needs at the local level, ensuring that the disadvantaged are included in the mainstream and that educational programs are delivered more effectively.

Various researchers found that decentralization in management of education has increased effectivity, accountability, accessibility and transparency. Decentralization makes the planning process people-friendly and participatory; plans more local specific; and the educational institutions more efficient and effective (Varghese, 1996).

But decentralization may bring with itself many challenges if the state does not address the pre-existing human and resources inequalities that are present in the different societies. In such communities, decentralization should be so adopted that it compensates the already present inequalities of the region. But contrary to these views, there is a plethora of studies that tells the challenges of decentralization-in-action within the education management are not less. Decentralization has increased access to education but has not been able to address the lack of infrastructure – school buildings, playgrounds, overcrowded classrooms, dilapidated school buildings, vacant posts and teacher absenteeism, lack of pre-service and in-service teacher training, lack of textbooks on time, ineffective and incomplete classroom delivery. The lack of

proper technical qualifications among primary and upper primary school teachers has a negative impact on both teacher quality and educational outcomes.

In India, the context of decentralization is set by national government. They are the decision makers on how a local level of government will operate, and what issues they will deal with. Local decisions are made in a context which is set centrally. Often the national and the state governments seem to be quite concerned about maintaining effective control over implementation of education reform programs such as DPEP and SSA, and at the same time, advocate decentralization to legitimize educational governance.

These programs that were decentralizing the educational management were introduced by the government with a set of objectives. Firstly, to improve the education, in terms of the relevance of programs, the inputs by the schools, the quality of inputs, reducing the inequalities in the access of education. Second aim was to improve the operation of education system by increasing the efficiency in resource allocation as well as its utilization, fast tracking of area specific issues and using the information available to resolve the challenges. Thirdly, there was also an attempt to increase the sources from where the funds can be raised, and help from the community funding. These increased amounts of funds then can be used for further quality improvement.

By doing so, the central government will be relieved from the external political problems, also from the bureaucratic headaches, financial burden. This also increased the political legitimacy of the central government.

State-level development projects such as the Bihar Education Project, the Lok Jumbish Project, and Shiksha Karmi Project in Rajasthan, and the Basic Education Project (Education for All Project) in Uttar Pradesh, as well as other state-level initiatives, laid the groundwork for the launch of a national policy that focuses on involving locals in decision-making. It also provided the trust and expertise needed to launch pan-India schemes and policies such as (DPEP) and (SSA), in which the emphasis of planning and decision-making is decentralized administration and management with participation from all stakeholders.

Among the various programmes that were introduced by the government, the DPEP, was a milestone in this direction. The District Primary Education Plan (DPEP) in the early 1990s came with a lot of changes in the planning process of the basic education sub-sector. It emphasized on the local level planning techniques such as school mapping and micro planning in education by emphasizing horizontal linkages in place of vertical linkages; it also created

space for the participation of civil society, NGOs and communities in the planning process, thus reduced bureaucratic control of the planning process and allowed for setting disaggregated targets and context specific strategies and interventions. It encouraged local initiatives at the district level. It made district planning process-oriented, flexible and evidence based.

But the institutional and other administrative reforms initiated under the DPEP were not part of the mainstream educational reform, and therefore, it was very difficult to sustain them beyond the project period. Consequently, the outcomes of these efforts to decentralize educational planning at the district level in the 1990s were not very appreciable. On a longer run, one of the important outcomes of DPEP is that the basic approach to educational planning in the country has changed in favour of decentralization.

Another milestone in the educational decentralization is the Sarva Shiksha Abhiyan (SSA). The experiences of the DPEP and its outcomes and the goal of universal elementary education made the Government of India launch a major countrywide umbrella program known as the Sarva Shiksha Abhiyan since 2001. It was a golden opportunity for the states and union territories to frame their own vision of elementary education. It mainly focused on decentralization and community-based approach to planning and management of elementary education. The implementation experiences of the DPEP in the 1990s guided and reformed the decentralized planning process under the SSA.

Within the program the existing administrative structures and institutional arrangements will be carrying decentralized planning and management of elementary education at national, state, district and sub-district levels. Appropriate institutional arrangements in the form of Planning at the district, block, cluster/Mandal and village levels have been created with emphasis on extensive consultations during the plan formulation process. Greater focus was on creating comprehensive database at habitation (the unit for initiating decentralized planning exercise), cluster, block and district levels based on household and school surveys as an enabling condition to initiate decentralized planning and also Sharing of information at the district, sub-district and school levels. Here, the significance of the necessary conditions for participation of the civil society organizations, NGOs and the private sector in planning and implementation processes was realized and proper arrangements were made.

Rashtriya Madhyamik Shiksha Abhiyan, the National Mission for Secondary Education was an initiative of the Central government that was initiated in 2009. It focused on providing conditions for efficient growth, development, and equity for all students. This scheme also

included Multidimensional research, Technical consulting, Various implementations and Funding support. Moreover, it also fixates to give universal education for all children between the years 15 and 16. The funding from the Central Ministry is provided through state governments, which establish separate implementing agencies. However, in the years 2018, Rashtriya Madhyamik Shiksha Abhiyan along with Sarva Shiksha Abhiyan was disintegrated to form Samagra Shiksha Abhiyan.

Samagra Shiksha is an covering-all aspects programme for the school education sector from pre-school to class 12. It subsumes the three Schemes of Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Teacher Education (TE). It focussed on Holistic approach to education, Administrative reforms, Enhanced Funding for Education, Quality of Education, Digital Education, Girl Education, inclusion of children with different needs, Skill Development, Sports and Physical Education and Regional Balance.

For strengthening of schools, this programme has provisions on consolidation of schools for improvement of quality, enhanced Transport facility to children across all classes from I to VIII for universal access to school, increased allocation for infrastructure strengthening in schools, composite school grant increased and to be allocated on the basis of school enrolment, specific provision for Swachhta activities – support ‘Swachh Vidyalaya’ and improvement in the Quality of Infrastructure in Government Schools.

These efforts helped in access, management and planning of elementary education but the outcomes were highly uneven among the states. It is because of the rules and enthusiasm of the respective district and sub-district level bodies, the Panchayats.

2.9 Local Level management of Education

The position of local level governing institutes such as Panchayati Raj Institutions has been continuously elaborated in National Policies on Education, Education Commissions, and Committees (PRIs). in school management, claiming that moving education to Panchayats would provide on-the-ground oversight and control of schools, resulting in improved educational quality.

Many states adopted the Panchayati Raj method of educational management when the National Policy on Education and Programme of Action, 1986 stated that “local committees, through appropriate bodies, would be assigned a major role in school improvement programs.”

According to the Act's Eleventh Schedule, which contains a list of 29 things devolved to local government. Although the variables will change from one state to another, but the some of the basic recommendations for devolved functions in education sector are:

(i) The Gram-sabha will run the adult education in the villages but no other role was assigned to it in the aspect of education.

(ii) Gram Panchayats (local self-governing bodies at the village level) will provide education through primary and middle schools, raise public awareness, and ensure that all children are enrolled in primary school, as well as build and maintain hostels. At the village level, the constitutional empowerment of the panchayats, (the third tier) enables them to choose the priority areas, the preferences of public services and the sequences to provide public services according to the local needs. Effectivity not only on how many areas to deal with but how much to invest in each. The panchayat has been given the responsibility for (a) Education, including primary and secondary; (b) Technical Training and Vocational education; (c) Adult and non-formal education; (d) Libraries and (e) Cultural activities. But their role is more or less limited to implement what the orders from the above prescribe.

(iii) Panchayat Samitis (block level bodies) are required to perform a number of roles, including elementary education, primary and secondary education promotion, school building construction and maintenance, and education for working children, among others.

(iv) The Zilla Parishad (district level body) will be involved in the construction of roads to link all schools and colleges in the district, the construction and maintenance of primary and secondary schools, the construction and maintenance of hostels, ashram shalas, and other facilities, the provision of scholarships and maintenance grants for SC, ST, and OBC students, and the provision of free textbooks. It is also mentioned that permanent Zilla Parishad committees may be formed for various areas, with the Education and Health Committee being one of them. This committee will be responsible for all district education functions.

The enrolment of students has increased to a great extent with the help of the entry of Panchayati Raj Institutions in the schools. It has also acted as a resource provider to the schools in the rural areas and as a platform for the interaction of school faculties and villagers.

2.9.1 Reports by commissions and committees:

In its report on "Rural Governance," the Government of India's Second Administrative Reforms Commission (2008) finds that the purpose of Article 243 G was ignored in most parts of the world, denying local bodies the autonomy they needed to operate properly. Panchayats continued to function within the allotted framework of "permissive functional domain", with a very limited functional area given to bring any positive change. Report suggested that there must be proper demarcation of activities that are to be transferred by the Education Department to the Panchayati Raj Department. Because of the existence of grey areas either there is an overlap or a gap, both situations lead to a blame-game among the various hierarchical levels.

A study was done by , Institute of Social Sciences (1996) on Restructuring of Elementary, Primary, and Nonformal Education in the Light of Modern Panchayati Raj. For this reason, it established four commissions. The first commission on the efficacy of school/non-formal education, chaired by Prof. N. K. Ambhast, found that Panchayats were only involved in terms of providing community resources, and that they were on the periphery, if not entirely out of the picture, in terms of education management and administration. They played a significant role in enrolment of students but did not have any authority in the program. The second commission of inquiry was headed by Mr. Venka Reddy that examined the issues of administration, planning, management and finance under PRIs. It explained the quantitative aspects, it emphasized on the degrading quality of education. There were high drop-out rates, low learning levels, and poor standards of teaching in the school education.

The third commission of inquiry, headed by Prof. M. Aram was dealing with community participation of ECC&E, elementary education and adult education. It found that acceptability of Panchayati Raj Institutions by teachers was very low and that became problematic. The creation of village education committees to plan and manage the school education at the village level was not completely ensured. The fourth commission, that was chaired by Prof. V. Eswara Reddy, for an overall education recommended the allocation of the responsibility of adult education, non-formal education and early childhood care and education to the Panchayati Raj.

It advocated for the Panchayati Raj to be given more control over education policy, planning, funding, and management. It was suggested that Gram Panchayats be continually strengthened in order to make them self-contained, self-sufficient, and stable units in the Panchayati Raj's administrative structure.

The CABE Committee also gave certain recommendations on the pre-requirements or preparations before actually bringing the Panchayats into the ground and allotting them functions and duties. It believed that Panchayati Raj bodies would require adequate preparation and strengthening before they are able to perform their new roles because they are inexperienced in administration, they would need capacity building. The delegation of powers to the Institutes should take into account the past experience and future requirements for the constituting the Standing Committee on Education at Zilla Parishad and Panchayat Samitis. Their functions should include supervision of elementary schools and enrolment drives, resource mobilization and its proper allocation, construction and repair of infrastructural facilities, planning and other activities.

2.9.2 The challenges in management

There were divergent and even critical views about the role of Panchayati Raj Institutions in the management of education. Studies suggest that it has led to various positive results and also to new levels of unattended problems as well.

Although the involvement of panchayats was mainly for providing community support in order to have smooth functioning; their role in all other significant spheres like decision-making and empowering to locals, management and administration of education remains peripheral. They act only as a means to achieve certain goals. Even though they are conscious that panchayat empowerment is the only and easiest antidote to all relevant education problems at the village level, they are seldom empowered to share any substantive responsibility in the field of education. Many stakeholders believe that, despite the implementation of Panchayati Raj Institutions, hierarchical and bureaucratic power over the primary education system has not decreased in any way in practice (Govinda, 2003). Non-official intervention in teacher posting and transition, as well as their use for reasons other than teaching, has a detrimental impact on teachers' efficiency and morale.

It was also discovered that elected members of PRIs lack administrative authority; they are unable to take disciplinary measures against teachers, even though they are found guilty of irregularities, absenteeism, or other offenses. There isn't much of a capacity-building program for PRIs in school administration.

The law delegated administrative and financial powers for educational management to PRIs at the district and block levels, but they are unable to exercise these powers in practice due to a lack of understanding. The Rule Books are so jargonised that even the heads of zilla-parishad and Panchayats are not able to interpret the rules, functioning according to them is a different thing altogether. Usually, educational plans prepared by the PTA are not presented in the Gram Sabha. As a result, the majority of Gram Panchayat members are unaware of the preparations and preparation procedures, resulting in a significant gap in the process of successful schooling. It is also discovered that there is no connection between PRIs and school-based development programs. All of this has a negative impact on school education, likely as a result of a lack of clear guidance and coordination among educational administrations at various levels.

Panchayati Raj Institutes should be a stakeholder and participant in PTAs. This will happen when the powers given in paper are allowed to be exercised in real, and the capacity building programmes are organized for PRIs to enhance their capacities to execute the responsibilities they are endowed with and accountability is fixed at various levels in order to cover the gap areas. There are only few states that are involved in conducting the training programmes for the PRIs at different levels. The real risk is that the far-reaching reforms that have been implemented in the laws and policies/programs are translated into action and maintained by a mechanism of awareness and capacity building, until they will remain a dead text. There is an urgent need to evaluate the policies that have been implemented so far in order to guide the successful implementation of future policies. Both stakeholders must be involved in educational preparation and management as soon as possible.

Education Committee and Gram Sabha are not involved in other activities except the monitoring and supervision. Moreover, they do not have the capacity to involve themselves in the activities of school management. Even the quality of supervision has deteriorated due to ineffective supervision, haphazard inspection, tardiness of administration and insecurity of teaching staff (Krishnamacharylu, 1993). It is very poor, irregular and unstructured and even undocumented at some places.

The gram panchayats are also participants in the School Management Committee that manage the primary and upper primary schools. It is, therefore, necessary that panchayats should be strengthened, trained and re-trained, well-informed and involved in planning and management of elementary education.

To ensure the participation from grassroots level, Panchayati Raj Act was introduced. But powers devolved to PRIs remained on papers only. It remained a grass without roots. In the name of lack of capacity building, these powers were exercised by the education officers. There is a need to plan for periodic training of PRIs in educational administration and management, preparation, budgeting, organization and convergence, program management, and ethical aspects of the career, in addition to preparing and implementing capacity-building strategies. In addition, an active system of evaluation and feedback aimed at improving local governance of elementary education in the states is needed. Skilled bodies should be created from PRIs. It can be concluded that PRIs face inadequacy of capacity-building programs for carrying out their responsibilities, poor coordination between PRI and various bodies of educational administration at the district, block, and habitation levels, dual control over education by the Centre and State governments without clear definition of powers and functions of PRI and Education Department, and poor coordination and cooperation and no responsibility that is meaningful, interference of non-officials in posting and transfer of teachers and using them for purposes other than teaching, the degraded quality of education, rigid procedures, poor supervision and inspection, etc. all these situations questions the acceptability of Panchayati Raj as an Institution for managing the school education.

There is an urgent need for adequate preparation and strengthening the PRI's before they are able to perform their new roles especially in the education department. It should also take into account the past experience and future requirements for constituting the Standing Committee on Education at Zilla Parishad and Panchayat Samitis before the delegating powers and duties, recognize the Panchayati Raj Institutes as a stakeholder and participant in PTAs, conduct the training programmes for the PRIs at different levels in order to have capacity development and proper demarcation of activities that are to be transferred by the Education Department to the Panchayati Raj Department. All these will help in effective functioning of PRI's in managing the schools and overcome the existing challenges.

This chapter is an attempt to study the concept of decentralization, its emergence in the international scenario and Indian context and the context that helped in its acceptance in the governing process. It also analyses emergence of educational decentralization and its performance at the international platform and in India, the challenges that come along with it, the governmental policies and researches that promoted and studied the phenomena. The last section of the research studies the local level management of the schools that is, through the Panchayats, their role, benefits and the challenges.

CHAPTER -III

RAJASTHAN: EDUCATIONAL SCENARIO AND ROLE OF PANCHAYATS

3.1 Introduction

The preceding chapter discussed the concept of educational decentralization and the role played by the lowest tier of management the Panchayats in managing our schooling system in more general fashion. The current chapter focuses on the decentralised model of governance in the sample state of study - Rajasthan. It is an in-depth review of the existing governance models and its role in the management of educational systems. The chapter attempts to trace the development and identify the changes over the time.

Rajasthan is the largest state of India and has a great diversity in terrain, language and cultural practices. The state has an area of 342,239 sq. kms. covering 10% of the Indian territory and has the seventh largest population with 68 million persons (census 2011). More than 75% of the state comprises of rural population with a huge dependence on agriculture.

The structure of governance of the state is determined by the constitution. The State government is the supreme governing authority of the State and its 33 districts. Like any other state in India, Rajasthan also have a Governor as the ceremonial head-appointed by the President, and a Chief Minister is endowed with the executive powers who is responsible to a unicameral legislature. There are 75 departments in the state secretariat that are involved in policy formation and the executive departments are located outside the Secretariat that handle the execution of governmental policies.

The administrative structure is multi-layered. At the district level, district magistrate/Collector is the principal administrator and also the principal revenue officer. The districts are split into sub-divisions, the administration here functions between district and tehsil level. There are 244 sub-divisions in the State, managed by the Sub-division officer and then reports to the Collector. The tehsils are the basic units for the purpose of general administration, treasury, land revenue, land records, etc. that are under the administration of Tehsildar. Under each tehsil

there are a number of villages. Villages have governing council named Panchayats, at the block level, there are Panchayat Samities and at the district level there are Zila Parishads.

With the co-operation of this administrative structure, the education department of the state is engaged in promoting the access and quality of education among its citizens. The educational department has gone through many changes as per the requirement of the times, it has made itself more capable to provide better quality of education to the students. A brief history of the development of the education system of Rajasthan is described in below.

3.2 Trajectory of Educational Developments in the state

3.2.1 A Brief Historical background:

The methods and matters of education have gone through a long way to reach where and how they look in the present day. The availability of data regarding education in Rajasthan during the Ancient and Medieval periods is very scanty and irregular. Pushkar in Ajmer, Osian and Pahlodi and Nathdwara, etc were some of the places where the learned Brahmins had their gurukuls. Ujjain and Vrindavan had contributed and influenced a lot in spreading education in Rajasthan during the ancient time.

With the emergence of English education, the number of institutions increased. There were around 647 educational-institutions of which 510 were maintained by the State, 103 by private individuals and 34 by the missionaries. These included 4 colleges, 86 secondary schools, 545-primary schools (included 53 for girls) and 12 special schools. About 37,670 scholars received education in all these schools. The percentage of literacy was only 5.51 in 1941 (9.56 males and 1.14 Females). The status and progress of education in the States depended upon the size, financial resources and interest of the rulers governing, it remained uneven. The major states like Jaipur, Jodhpur, Udaipur, Bikaner and Kota, etc. were advanced and in a better position in providing educational facilities as compared to other smaller areas. Efforts to introduce modern education in Ajmer-Merwara area began in 1819.

Broadly, the Schools were classified into three categories with respect to the source of establishment: established by the State rulers, founded by Christian missionaries, and run by

wealthy individuals and charitable trusts. There were 156 government primary schools in the state in 1932.

There was a clear infrastructure lacuna of the earlier period of post-Independence era, the case being worst in the rural areas. At the time of independence, in 1948-1949 there were only 4896 Institutions were there in former Rajputana with inadequate resources and facilities. When the state was formed the total number of primary schools was 3,195 only, that grew to 39,335 by 1991. Expansion of the access of education and educational facilities became a main goal. The three five-year plans were decisive in uplifting the educational status and expended the education both quantitatively and qualitatively in the state. In the year 1950-51, there-were only 6027 institutions in the State, after a decade the number increased to 20,771. The percentage of literacy which was only 8.96 increased to 15.2 percent in the year 1960-61. All in all, education started penetrating in the societies of the state.

Between 1949 and 1961, the enrolment increased by more than 400 percent, as per the NCERT (1961), “A review of Education in India (1947-61). There was quite an increase in the reach of education, whereas the quality of it was still a matter of concern.

The state through, The Rajasthan Primary Education Act, 1964 made a provision to provide free and compulsory primary education for all children. All matters related to administration of primary schools were transferred to Panchayat Samities on October 2, 1969 under a separate act. The intention behind this action was to allow the participation of local community smoother in the education of their children. This act a defining point in state’s efforts towards reaching to the children, increasing the accessibility of education.

Overall, the data analysis indicates that the literacy situation in Rajasthan is quite grim, most of the districts are among the most backward in the country in terms of literacy rates, and even more so in terms of female literacy.

At present, with the help of the state administration, the educational facilities available in the state have increased over the years. As per the UDISE+ data (2018-2019), the state currently has 105674 schools, out of which 63.95% are governmental schools. 88191 schools, which makes it 83.29 % are in Rural areas. The infrastructural facilities for the school includes 87.38 schools with drinking water facility, 91.49 percent schools with girls toilet with 82.95 percent in functional position, 91.61 percent schools with boys toilet with 80.33 percent functional, 15.50 percent schools with CWSN toilets, 72.58 percent schools with electricity connection, 65.11 percent schools with libraries, 60.89 percent schools with playgrounds and 56.42 percent

schools with ramps. And there are continuous efforts to provide more facilities wherever needed. But there is still a considerable gap between the need and demand from schools. What is desired and what is actually available to most children is very different.

3.3 Educational Management in Rajasthan

Rajasthan inherited a very weak educational set-up at the time of its formation. The management of education in the state is through multi-layered, State government, and the three tiers of the local government. Each level is allotted certain duties with regard to school management.

3.3.1 Post-Independence educational management

The state adopted a decentralized form of administration even in the late 1950's. There were administrative structures at the Secretariat level (State level), at the Headquarter level and at the Range, District and Block level. The following officers are posted at Range, District and Block, headquarters: A, At Range Level, Range Deputy Director of Education (Boys), Range Deputy Director of Education (Women), Deputy Inspector-Girls Schools were the main officers. At District Level - Inspector of School, Inspectoress of Girls Schools, Deputy Inspector of Schools, Sub-Deputy Inspector of Schools, Sub-Deputy Inspectoress of Girls Schools were the officers managing and looking at the education department. And at Block-Level, the Extension Education Officer, was the officer-in-charge of the management of education.

3.3.1.1 Administration at Secretariat Level- Tier I

The department is headed by the Minister of Education and then assisted by Deputy Minister. The Secretary is overall in-charge of supervising the work of education secretariat. He is assisted by two deputy secretaries, two assistant secretaries, one cultural officer and one section officer of cell I. the Education Secretariat is divided into 6 cells. The administrative structure of educational department at the Secretariat level in Rajasthan was as follows:

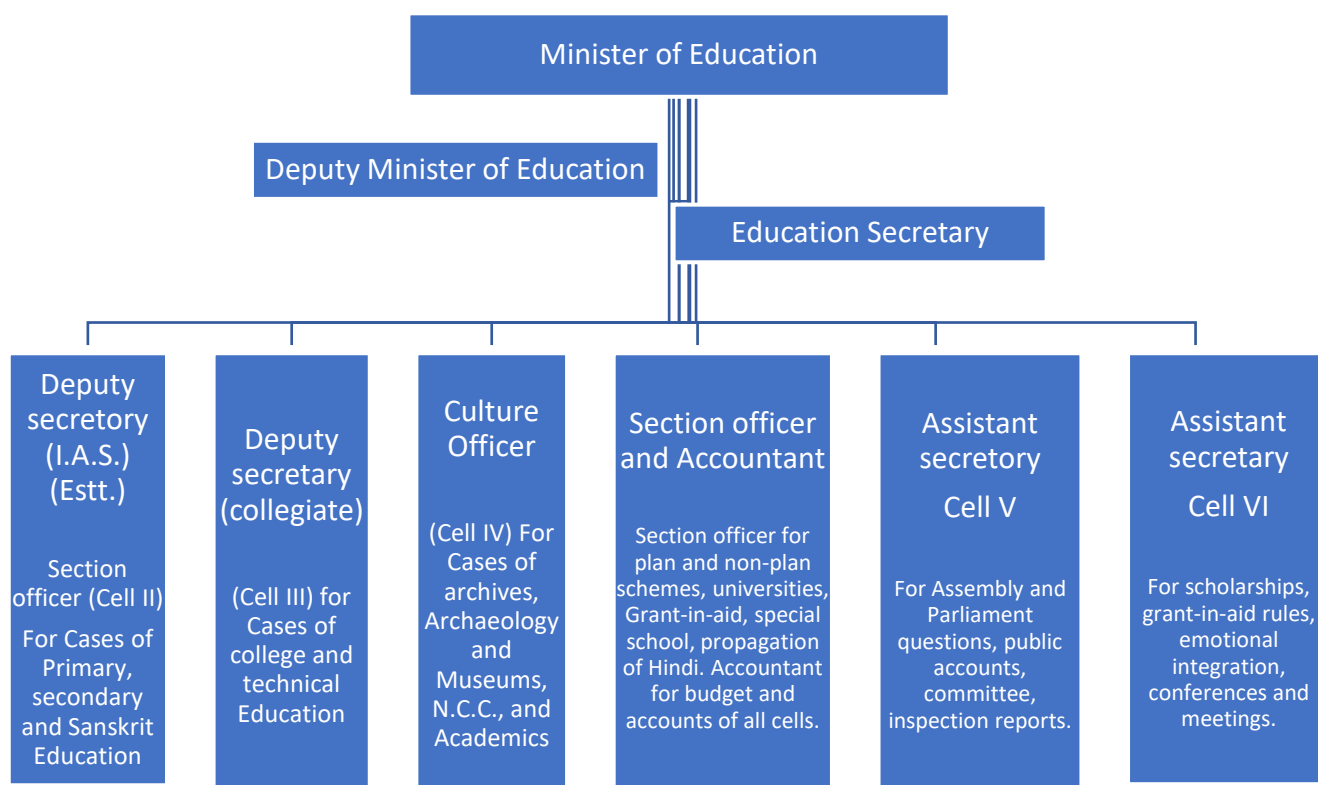


Figure 2. Administration at the Secretariat level during Post-Independence era

The Directorates and Departments under the administrative control of the Education Departments were as follows:

- Directorate of College Education-, Jaipur
- Directorate-of Technical Education, Jodhpur
- Directorate of Primary and Secondary Education, Bikaner
- Directorate of Sanskrit Education, Jaipur
- Directorate of Jaipur
- Directorate of Archaeology and Museums, Jaipur
- Directorate of Archives, Bikaner
- Directorate of Rajasthan Oriental Research, Jodhpur
- Lalit Kala Academy, Jaipur
- Sangeet Natak Academy, Jodhpur
- Sahitya Academy, Udaipur and
- Rajasthan State Sports Council, Jaipur.

The Directorates were controlled by their respective Heads of Departments known as Directors and the Academes and Rajasthan State Sports Council were controlled and managed by the Chairman and Presidents of these bodies.

3.3.1.2 Administration at the Headquarters:

Bikaner became the home of the Directorate of Primary and Secondary Education. The Additional Director, who is assisted by three deputy directors of education, one for elementary education, one for secondary education, and one for planning and social education, is in charge of this Directorate. Administration, elementary education, social education, and statistics each had their own assistant director. They are in charge of the Departmental Examinations function. The Secretary assists the Additional Director in the work of the Board of Nationalized Text Books, which has its headquarters in Jaipur. Bikaner had a Director of Vocational Guidance, Ajmer had an Evaluation Officer, and Udaipur had a State Institute of Education. A director of correspondence courses was also present. The following is the organizational structure of the Directorate of Primary and Secondary Education's headquarters:

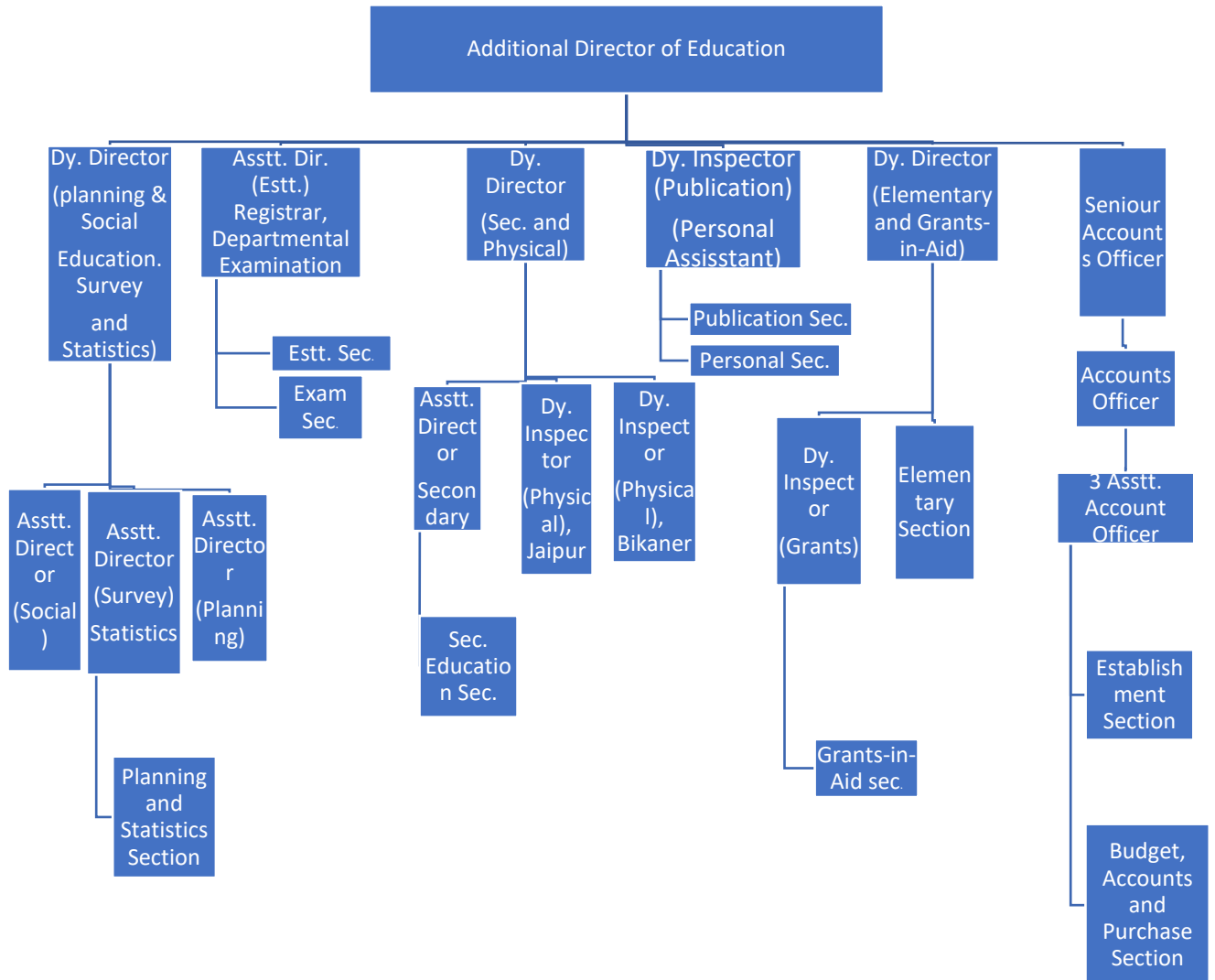


Figure 3. The organizational chart at the headquarters of the Directorate of Primary and Secondary Education

For administration at the divisional level, Rajasthan was divided into three ranges with headquarter at Jaipur, Jodhpur and Udaipur. For the primary schools in Urban areas, there were 3 deputy directors (boys), 21 inspectors, 41 deputy inspectors and 55 sub-deputy inspectors. The rural primary schools were transferred to Panchayat samitis in October, 1959. For primary schools in rural areas the Sub-deputy inspectors was named as Education Extension officers, there were 517 EEO's in 1967, 5 deputy directors of education (women) in each of the three

ranges with 5 inspectors of schools one each at Ajmer, Kota and Bikaner and 4 deputy inspectors of girls schools one each at Jaipur, Jodhpur, Udaipur and Bharatpur.

Advisory Bodies

The various advisory bodies were established that helped in smooth functioning as well as the efficiency in the education department, they were as follows:

- *Rajasthan Educational Advisory Board*
- *Board for the Nationalization of Text Books*
- *Rajasthan Rajya Sanskrit Paramarsh Mandal*

Some other Special institutes, bureaus and units were as follows.

- *The State Institute of Education*
- *Rajasthan Institute of Historical Research*
- *State Bureau of Educational and Vocational Guidance*
- *Audio-Visual Education Unit*
- *State Evaluation Units*

3.3.1.3 Administration at the Range level- Tier II

The Administrative organisation at the range level was divided into three ranges, Jaipur, Jodhpur and Udaipur. Among the three Ranges, the Jaipur Range had 7 educational districts: - Jaipur, Ajmer, Alwar, Bharatpur, Sikar, Jhunjhunu, and Tonk-Sawaimadhopur with headquarters at Karauli. The Jodhpur Range had 8 educational districts under it; - Churu, Jodhpur-Jaisalmer with headquarters at Jodhpur, Sirohi-Jalore with headquarters at Sirohi, Pali, Nagaur, Barmer, Bikaner and Ganganagar. The Udaipur Range had 6 educational districts under it; - Udaipur, Bhilwara, Chittorgarh, Jhalawar, Kota-Bundi with headquarters at Kota, Banswara-Dungarpur with headquarters at Banswara. These 21 educational districts covered 26 revenue districts. Every district was under the charge of an inspector of schools.

Range	Educational Districts
Jaipur	Jaipur, Ajmer, Alwar, Bharatpur, Sikar, Jhunjhunu, and Tonk, Sawai-madhopur with headquarters at Karauli (7).

Jodhpur	Churu, Jodhpur-Jaisalmer with headquarters at Jodhpur, Sirohi-Jalore with headquarters at Sirohi, Pali, Nagaur, Barmer, Bikaner and Ganganagar. (8)
Udaipur	Udaipur, Bhilwara, Chittorgarh, Jhalawar, Kota-Bundi with headquarters at Kota, Banswara-Dungarpur with headquarters at Banswara (6).

Table 3. Educational districts and their respective Ranges in Rajasthan

The administrative organisation was separated for boys and girls education. Each range was under the charge of a Range Deputy Director of Education, who acted as the principal agent of the State Department of Education in his range. He along with his small team of ministerial staff managed all work relating to Boys higher secondary, B.S.T.C. and S. T. C., training schools and other educational institutions in the range and also inspected and supervised the offices of subordinate officers such as inspectors of schools, deputy Inspectors of schools, sub-deputy-inspectors of schools/Extension Education Officers.

3.3.1.4 Administration at the District Level- Tier III

Districts consisted of a few Community Development blocks for rural areas and local-self institutions for urban areas. The Educational officer in the block was also called the Extension Education Officer who was under the technical control of Education Department and under the administrative control of the Block Development Officer. The Inspector of Schools were directly Subordinate to the range Deputy Director of Education, who was in-charge of administration and supervision of boys high/higher secondary schools, S.T.C. and B.S.T. C. schools and other schools in the district. The inspector was assisted by a deputy inspector of schools and one or more sub-deputy inspector of schools in the administration and supervision of middle and primary schools respectively.

3.3.1.5 Administration at the Block Level- Tier IV

At the Block Level in the rural areas are divided into community development blocks. Each block has a Panchayat Samiti to advise and control the educational programmes, who was given the responsibility for primary schools only. Panchayat Samiti gets the assistance of one or two Extension Education Officers in academic matters. There were 232 Panchayat Samities in Rajasthan in the late 1960's.

It is clearly visible that the State's Education Department tried to provide its citizens an overall knowledge-based and skill-based education, there were all sorts of institutes that ensure this. There was a decentralized education system, even in late 60's. But the implementation of what was planned was not done properly. Resulting in huge gap among the literacy levels of the Women and men, also in between the high caste and low caste people.

Rajsthani women, especially in the rural areas, continues to be highly educationally deprived in almost all the districts of the state, despite the overall substantial improvements recorded by the State. One factor is that the focus on their educational development started very late. Rajasthan, till 1964 had no separate inspectorate for girls institutions and was perhaps one of the most backward state in the matters of girls education. A separate inspectorate was set up during 1964-65. In each of the three ranges—as mentioned above—in Jodhpur, Jaipur, and Udaipur, there were three deputy directors of education (women), three lady inspectors of girls schools (one each in Ajmer, Kota, and Bikaner), and four deputy lady inspectors of girls schools (one each in Jaipur, Jodhpur, Udaipur, and Bharatpur).

The state's first educational scheme featured a four-tier administrative structure. The block extension education officers were responsible for the administration and supervision of primary education through the block creation officer and the inspector of Schools, which was the lowest tier. Social Education programmes were also their responsibility. Middle, high, higher secondary, B.S.T-C. and S.T.C. schools were administered and supervised by the inspector of schools/lady inspectors of girls schools.

At the district level, the second tier, government high/higher secondary, elementary school and teachers training schools are administered by the inspector/lady inspector. The third tier was the Range, with the Range Deputy Director of Education as the head. Fourth and the highest tier in the hierarchy was the Directorate where additional Director of Education Controlled all schools and social education programmes of the entire State.

3.3.2 The present organisational administrative Structure of Education Department:

The present administrative structure of Secondary Education in the State included the Panchayat level governance involvement also. It is as shown in the figure below. The roles and responsibilities of the education officers are discussed in the next chapter in detail.

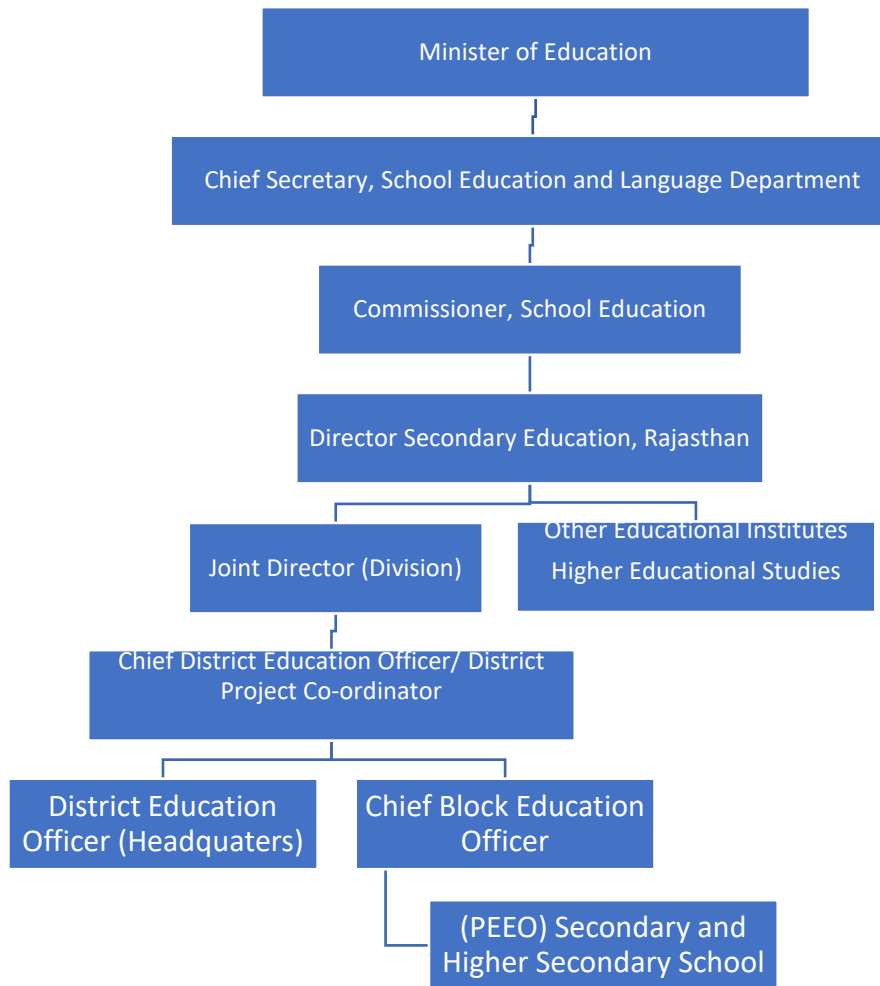


Figure 4. Organisational administrative Structure of Education Department

The institutional map of the administrative structure for Primary Education in Rajasthan that is responsible, apart from, for the formulation and implementation of the educational state policies on education, as well as the finance, administration and management of the primary school system, as well as the situational ranks in the school organisation is as follows:

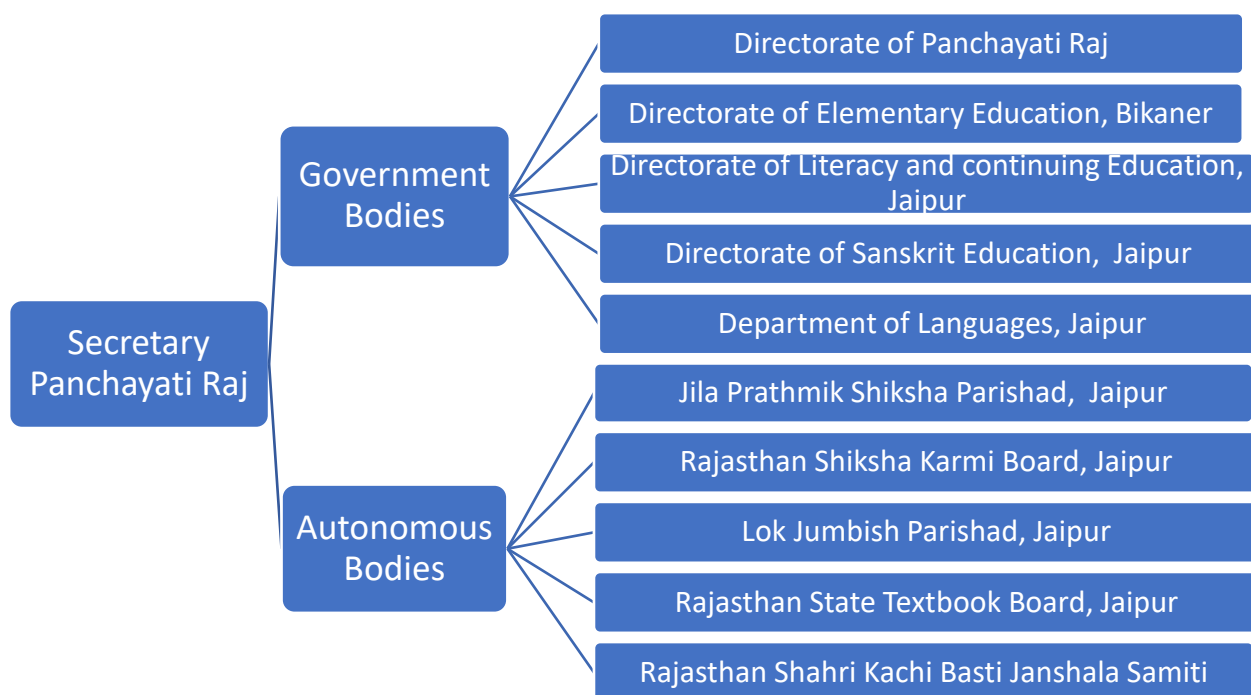


Figure 5. Administrative Structure of Primary Education

Studying the existing structure, it is clearly visible that the State has a system of accountability and planning that is mostly a top-down one, be it for planning, execution or any way of functioning of the formal government structure for education department. It is also centralised in terms of programme management, design and implementation and the existing decentralised approach to planning is limited to sub-programmes for which the options opened to communities are limited by the criteria set by state planners. The autonomy given to the decentralized bodies is very situational and limited, within a certain boundary, and within certain procedures.

Secondly, although after 1999, the administrative and institutional structure of school education has been placed directly under the purview of Panchayati Raj, but they are more or less used for increasing the enrolment of the left-out and school drop-outs. Their potential as a governing body is not utilized by the education bodies till now. Until the local people and the local governance mechanisms are fully functional and involved without any interference the vision of an inclusive meaningful education for all will not become a reality.

3.4 The Rajasthan Panchayati Raj Act, 1994:

This act starts with defining all the important actors involved who are a part of the act, like that of, Backward Classes, Block, Panchayat Circle, Chairman, Deputy Chairperson, Commissioner, Collector, Competent Authority, Director, Elementary Education, "Officer-in-charge of Panchayat", Panchayati Raj Institution, etc. This detailing helps in eliminating grey areas, specifying the duties and responsibilities.

It allotted Ward Sabha the duty to promote literacy, education, health, child care and nutrition; assist the activities of parent-teacher associations in their particular areas, verification of the eligibility of persons getting various kinds of Welfare assistance from Government schemes such as pensions and subsidies. It also empowered the ward sabha to exercise social audit in all works implemented in its area and awarding utilisation and completion certificate for such works, and also to exercise check on institutions and functionaries in all social sectors.

Gram Sabha was given the responsibility of promoting literacy, education, health and nutrition, identification and approval of development works in order of priority from out of the works, plans, programmes and projects recommended by the Ward Sabha, before they are implemented.

The Chief Executive Officer is empowered to enter on and inspect any school or other institutions maintained by or under the control of any Panchayat or Panchayat Samiti and any records, registers or other documents kept in such institution.

The District Elementary Education Officer is to act as Officer in-charge of Elementary Education for Zila Parishad and exercise the powers and perform the functions that are conferred upon, or assigned to, him by the State Government.

After describing the duties to all the levels and the respective officers, the act proclaims that the State Government will be the Chief Superintending and Controlling Authority for all matters of the Panchayati Raj Institution administration. Furthermore, in case of any dispute between two Panchayati Raj Institution or between a Panchayati Raj Institution and any other local authority the matter will be referred to the State Government and its decision on such dispute will be considered as final and not be questioned through any suit of other proceeding before any Civil Court.

The State government through an order in writing can cancel any resolution or order passed by a Panchayati Raj Institution or any Standing Committee if it finds such resolution is not legally

passed or is in excess or abuse of the powers conferred by or under this Act or under any law for the time being in force, or if its execution is likely to cause danger to human life, health or safety of person or property or is likely to cause a breach of the peace. And, if at any time Government is satisfied that a Panchayati Raj Institution is not competent to perform or persistently makes default in the performance of the duties imposed on it by or under this Act or otherwise by law, or have exceeded or abused its powers, the Government may by an order published, along with the reasons thereof, in the Official Gazette, can dissolve such Panchayati Raj Institution.

This provision is self-evident to prove that the PRI's are in reality dependent on the state government for their existence. And if their existence is a question, then the amount of power they possess, that was given to them through the acts is also superficial to a certain extent. State government after the Centre remains the main power of authority in whose hands the existence of the Panchayati Raj Institutions lies. The decentralization is mere division of functions, or creating new offices but not a source of empowerment for the local educational departments, even if it is- then also it is very weak institution that has limited autonomy.

Education remains one of the least concerned topics in the Panchayati Raj acts. It remains very vaguely defined concept in the act. Mostly the word Education is used to refer to as the department but what particular within education is discussed -the infrastructure, the human resource, the aims of expansion of teaching, the distribution of responsibilities, the administration in the department, etc. the specificities and detailing all are missing. The opaqueness in the distribution of duties among the levels is also an area of concern.

The government Acts/Amendments are in such a typical jargonised language that understanding it is beyond the capacity of common people who are involved in the third-tier governing, whatever the few officials interpret is the only source of directions that are utilised to governing process, these interpretations become rules. And after some point, they turn into the instrument of self-exclusion by those who are responsible for the growth and development because of the lack of comfort in understanding.

The Government of Rajasthan has moved nine schemes previously introduced by DRDAs to the Zila Parishad as of 1.4.1999. It has also formed a Village Level Standing Committee for each village to serve as a "watch dog" under the chairmanship of the Sarpanch of the Gram Panchayat. It will keep an eye on absenteeism among Departments' grassroot employees, such as Patwari, Teachers, and Anganwadi staff, who are stationed in rural areas. The PRIs will

implement Primary and Upper Primary Education, Literacy and Continuing Education, and Rajiv Gandhi Swarn Jayanti Pathshalas. In addition, groundbreaking ventures such as Lok Jumbish, Shiksha Karmi, and DPEP have been brought under the panchayat system.

But the lessons from programmes such as Non-Formal Education, Shiksha Karmi, Lok Jumbish, etc., must be incorporated into the future education strategy of the state. The State has long been experimenting with the school education, there were so many of them already being done. Right now, the state is so much into experimenting and introducing new things as an education strategy, but there is very less focus on learning from what is introduced, the feedbacks, and analysis of the feedbacks. The State's main weakness is ignorance to the culture of Supervision and feedbacks, learning from them. There is a need for learning from success stories and examples of best practices that are followed at the grassroot level.

This chapter is a study of the development of Educational institutions in Rajasthan, the growth over the time. It studies the decentralized administrative structure at various level, Post-Independence time and now. It also studies the Panchayat Raj Act and its role in the management of the School education, the challenges and the loopholes.

CHAPTER- IV

DECENTRALIZATION IN PRACTICE: FIELD EXPERIENCES FROM RAJASTHAN

4.1 Introduction

The previous chapter gave a brief overview of the centralized and decentralized modes of educational administration in Rajasthan. This chapter in continuation, discusses the new decentralized structure of the Education department in the State. Here, we have discussed the District, its educational set-up and the duties and responsibilities of those in the administration involved at the state, district, block and panchayat level in managing the educational affairs.

Under the Samagra Shiksha Abhiyan in the state, a unified administrative system has been set up. The Rajasthan School Education Council is given the responsibility for planning, implementing and monitoring the objectives and activities of the Scheme at the State level. In addition, to strengthen the administrative structure of the block, district and division level of the state, integrated education packages have been set-up at all three levels by reorganizing the offices at the district, block and Panchayat levels.

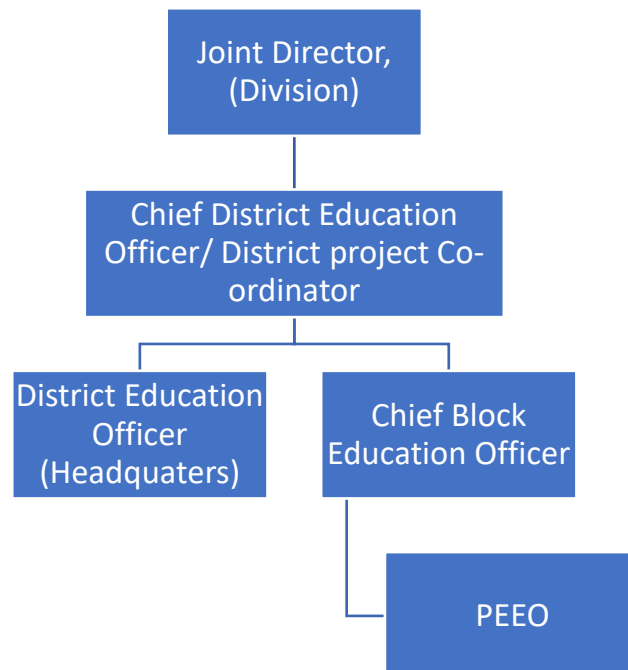


Figure 6. Chain of Administrative structure of education department at district, block and panchayat level.

4.2 Roles and Responsibilities of District Level Officers

4.2.1 Joint Director, School Education (Education Officer)

The Joint Director, School Education (Education Division Officer) as the office of its own and as the Drawing and Distribution Officer (DDO) shall exercise the powers and discharge the powers conferred under the Rajasthan Service Rules and General Financial and Accounting Rules. All officers, personnel working in the divisional level integrated education group, and the Chief District Education Officer working in the districts of the division, will be under the control of the Joint Director School Education (Education Officer).

He/she will be involved in the following *Establishment/installation* related activities:

- Will be maintaining the service records, leaves, sanction of increment, salary stabilization, ACP, pension, etc. of all the officers/employees working in the office of Joint Director, School Education (Education Division Officer) and CBEOs.
- Will forward the appointment cases received from own office and District Education Officer (Headquarters) to the to the Directorate for necessary action.
- Will be involved in the work related to the appointment, posting and transfer, ACP and stabilization cases, punishments, rewards, suspension, retirement of the stenographer, second grade teacher, second grade physical education teacher, second grade librarian, second grade lab assistant, assisting Administrative officer, senior assistant, etc.
- Will create and maintain divisional level seniority lists of the third-grade teacher / physical teacher / lab assistant / librarian, senior assistant, junior assistant.
- The work related to promotion and posting of Senior Teacher and equivalent posts, Assistant Administrative Officer and Senior Assistant will be performed by the officer. Also creating the divisional seniority list and sending it to the Directorate.

The *Administrative* functions are as follows:

- Will have the administrative control and supervision of all the Chief District Education Officers of the division.
- In relation to observation of schools he/she will ensure compliance with the guidelines of REEC/Quality Education/PEEO/ 2017-18 / 2171 dated 30 05.2017 under Rajasthan Elementary Education Council, Jaipur.

- Will ensure compliance with the guidelines issued by the State Government Commissioner, School Education and Rajasthan School Education Council, State Project Director, Sampoorana Shiksha Abhiyan Director, Primary Education / Secondary Education from time to time.
- In order to review the progress of departmental activities and programs, the Joint Director, School Education (Education Division Officer) will conduct a monthly meeting of Primary / Secondary, Principal Diet and all the Chief District Education Officers of the Division, District Education Officer (Headquarters).
- Will supervise all the work related to free admission on 25 percent seats of admission classes in private schools under the Right to Free and Compulsory Child Education Act 2009 in the districts of the division.
- Will ensure appropriate actions on the Applications received under the Right to Information Act, provide information received and comment on the Lok Sabha, Rajya Sabha, Legislative Assembly, audit para relation questions and points received from various commissions, timely and accordingly action on the court cases.
- Will inspect the District level offices and diet of the division at least 2 times a year. They will review the departmental plans by visiting each district of the division for a minimum of 2 days once in 2 months.
- Will also Supervise the entry / up-dation of information related to the schools in districts of the division on departmental portal/Shala Darpan.
- Will ensure the supply of required staff / teachers, equalization of staff, adjustment in its jurisdiction area, and will take appropriate action in that context subject to ad hoc prescribed procedure.
- Will present progress related to educational and other programs / activities of the division in state level meetings.

4.2.2 Chief District Education Officer/ ex-officio District Project Coordinator, Samagra Shiksha Abhiyan

The Chief District Education Officer/ex-officio District Project Coordinator will exercise the powers and responsibilities conferred to them under the Rajasthan Service Rules and General

Financial and Accounting Rules and act as the Office of the Additional District Project Coordinator and DDO. All officers and personnel working in the district level integrated education group will be under the control of the Chief District Education Officer and ex-officio District Project Coordinator.

His Establishment/installation related functions further include the maintaining and editing of the service records, leave case, increment clearance, salary stabilization ACP, pension etc. of all the officers / employees working in CDEO Office and District Project Office, District Education Officers, (Headquarters), Primary Secondary Principal Diet, ADPC and all Chief Public Education Officers through the Sansthan Adhikari. He/she will send the compassionate appointment cases to the Joint Director's Office for necessary action that are received from the Principal Block Education Officer / Panchayat Primary Education Officer / Principal.

The administrative functions include:

- Will be the Officer-in-Charge of the School Education Department and Samagra Shiksha Abhiyan of the District Area. All the Chief Block Education Officers and Block Reference Center in-charge (BRCF) of the District Area, District Education Officer (Headquarters), Primary and Secondary, Additional District Project Coordinator (ADPC) and Principal-Diet will work under his/her supervision and administrative control.
- With respect to the observation of schools in the district, the letter of Rajasthan Elementary Education Council, Jaipur the officer will ensure compliance with the guidelines provided in the letter-wise correspondence / quality education / PEEO / 2017-18 / 2171 dated 30.05.2017.
- Will ensure the compliance of guidelines issued from time to time by the State government, Commissioner, School Education and Rajasthan School Education Council, State Project Director, Samagra Shiksha Abhiyan, Director, Elementary Education / Secondary Education / CEMET / SCERT, Joint Director School Education.
- Will be responsible for organizing the monthly meeting of the District Executives Committee to be held under the chairmanship of the District Collector and the meetings of all the main Block Education Officers of the district as directed from time to time (through the Assistant Director).

- He/she will be coordinating and getting support with other departments like Panchayati Raj, Rural Development, Women and Child Development Department, Medical and Health, Public Health Engineering Department, Vidyut Vitran Nigam, etc. for the effective conduct of the activities and programs of the development and school education department of the schools of the district area. (Through administrative officer)
- Action will be taken to get CSR contribution / public assistance from industrial units and donors, Bhamashah for the development of schools in the district area. (Through Administrative Officer).
- Will send Proposal for re-naming state schools in district area.
- Under the Right to Free and Compulsory Child Education Act 2009 in the district, all the work related to free admission will be supervised by the officer on 25 percent seats of admission classes in private schools.
- Ensure timely action on court cases, applications received under the Right to Information Act, Lok Sabha, Rajya Sabha, Audit related questions and various commissions Information / comments on the points received.
- Inspect District and block level offices, Diet, residential schools and hostels at-least three times a year.
- Ensure the entry / update / availability of information related to various activities and programs on Shala Darpan, Shala Darshan and on the departmental portal by Department / Council Office.
- Will present progress related to educational and programs / activities of the district in district and state level meetings.
- Will be responsible for the requirement, supply, adjustment, equalization functions of staff / teachers in their jurisdiction and will take appropriate action in that context with prescribed procedures.
- Ensuring mutual coordination between the Education Department / Project Offices located in the district.

4.2.3 Functions and responsibilities as Chief District Education Officer and District Project Coordinator (DPC)

Chief District Education Officer and District Project Coordinator will discharge the responsibilities of the District Project Coordinator for the execution of the works of the Samagra Shiksha Abhiyan, District level integrated education package. The officer will be fully responsible for the implementation, supervision and monitoring of all activities conducted under the overall education campaign in the district area.

In relation to the implementation of the Samagra Shiksha Abhiyan Scheme from time to time, the Commissioner of School Education and the Rajasthan School Education Council, the State Project Director will ensure compliance with the orders and instructions issued by the Samagra Shiksha Abhiyan.

Also, will be responsible for the effective implementation, supervision and completion of all the activities and programs related to school education department and overall education campaign, all the tasks allocated to the additional district project coordinator, district education officer (headquarters), primary and secondary, posted in the district level integrated education package.

4.2.4 Additional District Project Coordinator

Functions of Additional District Project Coordinator include

- The Maintenance of service records, salary, honorarium etc. payment, salary increase, salary stabilization, leave acceptance etc. of personnel working in Kasturba Gandhi Residential School, Mewat / Sharde Hostel and other residential schools / hostels under the project under the overall education campaign.
- Ensure the regular and necessary information, personnel requirements, posting / posting proposal related Samagra Shiksha Abhiyan, to the will be sent to the State Project Office in the district as per the guidelines.

The Administrative and educational upgradation related responsibilities include: -

- Ensuring the effective performance of activities of Block and Panchayat level Project Offices and Projects in the District.

- Ensure timely appropriate action on questions related to Lok Sabha, Rajya Sabha, Legislative Assembly, Right to information related to project programs, Audit Para related questions and cases received from various commissions, theft and embezzlement.
- Will ensure effective action while working as the officer in charge of court cases related to the project.
- Presentation of progress related to educational and other programs / activities of the programs of the overall education campaign in the district and state level meetings.
- Will execute and supervise that the activities for Samagra Shiksha Abhiyan are utilized according to the amount and time period as approved in the Budget as per various cell / component-wise.
- Will ensure the successful operation and supervision of comprehensive education in Kasturba Gandhi Residential School, Mewat / Sharda Hostel, Swami Vivekananda Model School and other residential schools / hostels under the project in the district.
- Will ensure the supervision of all activities under this programme related to students with special needs and establish necessary coordination for this.
- Ensure implementation of beneficial schemes related to the Department of Elementary Education in the district.
- Entry and up-dation of information about all project related work on Shala Darshan/ Shala Darpan / private school portal / PFMS portal.
- Will work and coordinate as the nodal officer of the district for entry and update of all information on the Shala Darpan and Shala Darshan portal.
- In addition to the above allotted works, the works allotted by the Chief District Education Officer and the ex-officio District Project Coordinator (DPC) will be executed from time to time.

4.2.5 District Education Officer (Headquarters) Preliminary

The District Education Officer (Headquarters) as the Head of his own Office and the Drawing and Disbursing Officer will discharge the powers conferred under the Rajasthan Service Rules and General Financial and Accounting Rules.

The installation and establishment related duties include:

- District Education Officer (Headquarters) will maintain the service records, leave cases, sanction of increments, pay stabilization, stabilization, ACP, pension etc of all the officers / employees working in the Office of Education.
- The establishment work of the third-grade teachers of the Elementary Education Department of the district will be carried out in coordination with the Zilla Parishad Office.
- They are involved in the Posting and transfer of third grade teacher working in secondary / higher secondary schools and third grade physical teacher will work related to appointment, posting and transfer of librarian, lab assistant, junior assistant, lab servant, jamadar, class IV employee.
- Will settle salary fixation cases of personnel working in Secondary / Senior Secondary Schools / Block Offices received from own office and the Drawing Distribution Officer (DDO) offices of the district.
- Will Dispose-off the ACP and stabilization cases of all third-grade teachers, third-grade physical teachers, junior assistants, Jamadars and fourth grade employees working in primary / upper primary schools from their own office and the District Drawing Distribution Officer (DDO) offices.
- Will be forward the appointment cases of Personnel working in primary / upper primary schools obtained from their own offices and the Drawing Officer (DDO) offices of the district to the Joint Director's Office for necessary action.
- Will settle the salary stabilization cases of personnel working in primary / upper primary schools received from their own office and the Drawing Distribution Officer (DDO) offices of the district.
- As discharging the duties of Third-grade Teacher Appointment Officer, he/she will abide by the relevant rules related to penalties, dismissal, retirement, termination of service etc. for those working in primary / upper primary schools of the district.
- Will prepare and send the transfer proposals of third-grade teachers and equivalent personnel, Jamadars and Class IV employees working in primary / upper primary schools of the district to the competent officer.

- Will build and maintain district level seniority lists of the third-grade teachers of the year 1998 - 98 and subsequent years.

The administrative roles are as follows:

- Will ensure necessary action for school wise allocation and equalization of posts of academic personnel in all the government primary / upper primary schools of the district.
- Will be involved in the trial of the proposals received from the office of Chief Block Education Officer of all scholarships payable to students studying in primary / upper primary schools of the district and process them accordingly.
- Will supervise the work related to free admission on 25 percent seats in primary and upper primary private schools under the Right to Free and Compulsory Child Education Act 2009.
- Will take necessary action for the integration of elementary education schools into other elementary education schools, gradation from primary to upper primary schools, establishment of new primary schools, naming of primary and upper primary schools and send them to the competent office and also on the proposals for gradation in the school will be sent to the District Education Officer (Headquarters) Secondary for necessary action.
- Will timely action on theft and misdemeanor cases received from various commissions and Right to Information, Legislative Assembly, Lok Sabha, Rajya Sabha, audit para relation questions.
- Will work as officer-in-charge of the Department of Elementary Education and ensure effective action on the related court cases.
- Will work on the TC of the students studying in the primary / upper primary schools of the district, the counter-signature on the teacher's experience certificate, and the date of birth will be corrected.
- He/She will effectively supervise the distribution of free textbooks for students studying in primary / upper primary schools of the district and also work related to inspection of the schools according to the set targets and instructions. Additionally, effective supervision on the information of Pre-Primary Education, Angan-badi

Coordination, RTE (Elementary Education), SIQE, Elementary Education Learning Level Assessment Examination, Elementary Education Completion Certificate Examination, Remedial Teaching, Mid-Day Meal / Annapurna Milk Scheme, State Primary and Upper Primary and Private Schools and in relation to the editing of all the work related to the portal.

- And will be responsible for up-dation regarding Departmental Elementary Education Activities / Programs on the CMIS Portal, Sugam Portal, Lights, Information entry regarding 15-point program etc.
- In addition to the above allocated works, the work allocated from time to time by the Chief District Education Officer and Ex-officio District Project Coordinator (DPC) will be done.

4.2.6 District Education Officer (Headquarters) Secondary

Under the Rajasthan Service Rules and General Financial and Accounting Rules, the District Education Officer (Headquarters) confers the powers of and discharge the duties as the head of own Office and the Drawing and Distribution Officer. The officer in his/her installation related duties, will be involved in the maintenance of service records, leave cases, sanction of increment, salary stabilization, ACP, pension, etc. of all officers/employees working in the secondary education office. Also, the work related to posting and transfer, deputation suspension, punishment, dismissal, retirement services of third grade teacher working in secondary/higher secondary schools and third grade physical education teacher, librarian, lab assistant, junior assistant, etc. will be done by the officer and also, disposing their ACP and stabilization cases.

The office will be maintaining the service records of all officers / employees, leave cases, sanction of increments, conscious stabilization, stabilization, ACP, pension etc of those working in the Secondary Education Office. Additionally, he/she will create and maintain district level seniority lists of teachers for the years 1997-98 and earlier.

For the purpose of the administrative management and education upgradation, the respective officer:

- Will settle salary fixation cases received from own office and the Drawing Distribution Officer (DDO) offices of the personnel working in Secondary / Senior Secondary Schools / Block Offices in the district.
- Will process the payment of all the scholarships offered to the students studying in the secondary / higher secondary schools of the district received from the CBEO.
- Will do all the work related to recognition / promotion of Secondary / Senior Secondary level private schools as per departmental instruction and will take all the action related to monitoring, follow-up according to the authorized rights and norms of the said schools.
- Will supervise the work related to free admission on 25% seats of the primary admission classes under the Right to Free and Compulsory Child Education Act 2009 in Secondary and Senior Secondary Private Schools.
- Ensure that timely and appropriate action is taken in the cases of theft and embezzlement received from various commissions, and action on the Right to Information, Legislative Assembly, Lok Sabha, Rajya Sabha, Audit Para relation questions.
- Will ensure effective action as the officer-in-charge on the court cases related to the Department of Secondary Education.
- Will be involved in the work related to the inspection of according to the set targets and instructions for Secondary and Higher Secondary Board Examination, Public Examination in the schools of the district, etc.
- Will work on the t.c. of students studying in secondary education schools of the district, counter-signature of teacher's experience certificate and amendment in name and date of birth, etc.
- Will ensure free effective text book distribution work for students studying in secondary / higher secondary schools of the district.
- In district and state level meetings, as a representative of the secondary education of the district, will present the progress related to the educational and other programs / activities of the district.

- Will prepare the proposals related to Promotion and integration and naming of upper primary to secondary and secondary to higher secondary school in the district.
- Will be responsible for information entry and up-dation in relation to the departmental activities / programs related to secondary education, CMIS portal, Sugam Portal, Lights.
- Will act as the Nodal officer for the implementation of the plans of the Department of Secondary Education and Adarsh Vidyalaya Scheme in the district.

In relation to the allotted works, the department will ensure to enter / update / make available the information of the district related to various activities and programs in the school philosophy / school mirror / private school portal. In addition to the above allocated works, the works allocated from time to time will be carried out by the Chief District Education Officer and Ex-officio District Project Coordinator (DPC).

4.3 FUNCTIONS and RESPONSIBILITIES of BLOCK LEVEL OFFICERS

4.3.1 Chief Block Education Officer/Ex-officio BRCF: function and responsibilities

As per Rajasthan Service Rules and General Financial and Accounting Rules, the CBEO and ex-officio BRCF will do the work of the Block-level Integrated Education Group and the Drawing and Distribution Officer (DDO). All officers and personnel working in block level integrated education group will be under the control of CBEO and ex-officio BRCF. He/she is involved in:

- The maintenance of service records of all PEEO's and foundations of secondary/higher secondary schools in the block level education will be done in groups. The CBEO and ex-officio BRCF will be the competent authorities for all types of leave sanction, increment clearance etc. related to these officers.
- All the PEEO's under the block will prepare the ACP and confirmation of the lecturers and send them directly to the director.
- Will directly send the ACP Approval and Stabilization case of all the third-grade teachers, third grade librarians, third grade physical teachers, third grade lab assistants,

junior assistants, lab servants, jamadars and fourth-class employees of the block to the concerned District Education Officer (Headquarters). Other than these, all other academic / ministerial / non-academic personnel / officers working in the block and getting the ACP sanction cases will also be sent by the concerned Drawing Distribution Officer (DDO) to the District Education Officer (Headquarters).

- Will prepare Compulsory appointment cases of all the personnel working in the block and sent to the concerned District Education Officer (Headquarters).
- The salary fixation cases of all the personnel working in the block will be prepared and sent to the concerned DEO (headquarters).

The administrative functions and responsibilities of CBEO and Ex-officio BRCF begins with being the officer in-charge of school education department and Samagra Shiksha Abhiyan of block area, and all PEEO and CRCF of block area and the administrative control and supervision of all the secondary/higher secondary school's heads and personnel of block level integrated education. The Chief Block Education Officer and ex-officio BRCF will ensure compliance with the guidelines issued by the State Government Order No. 15 (1) Pvt / 2017 dated 1104.2017 for all Panchayat Primary Education Officers.

- They will be responsible for organizing the monthly meeting of the Head of the institution of secondary/higher secondary schools and Block Primary Education Officer of Panchayats as per instructions issued from time to time.
- They will seek cooperation by coordinating with other departments like Panchayati Raj, Rural Development, Women and Child Development Department, Medical and Health, Public Health Engineering Department, Power Distribution Corporation etc for effective operation of the programs and conducting activities of Development and School Education Department of Block Area Schools.
- They will work for the development of block area schools and getting support from Bhamashah regarding obtaining CSR contribution / public assistance from industrial units, public representatives and donors.
- They will forward the Proposal for naming state schools to the office of the Chief District Education Officer.

- They will administer all the work related to the provision of free admission on 25% seats in private schools under the Right to Free and Compulsory Child Education Act 2009 and work related to all functions such as admission authentication, physical verification fee recharge, investigation of complaints, problem resolution etc. in their respective blocks.
- All Panchayat Elementary Education Officers offices and Secondary / Higher Secondary schools in the block will inspect at least once in four months (thrice a year).

As the Chief Block Education Officer and ex-officio Block Reference Center In-charge (BRCF) they are responsible for implementation, supervision and monitoring of all the activities conducted in the block area under the Samagra Shiksha Abhiyan.

4.3.2 Block Elementary Education Officer and Additional Chief Block Education Office -First (ACBEO-1): functions and duties

The following tasks were carried out under the supervision and direction of the Block Elementary Education Officer in respect to the establishment:

- The establishment work of the third-grade teachers of the Block (excluding the allotted functions of the PEEO) will be carried out in coordination with the Panchayat Samiti Office.
- Except the schools of primary education (primary / upper primary) under the PEEO, in all other remaining elementary education schools (primary / upper primary) they will perform the work of salary, service records, retention leave, etc. of teachers and other personnel working there.
- The officer will be the officer in charge for the establishment of teachers / personnel of schools of elementary education of the block to be settled at the level of block level integrated education package for the publication, examination and disposal of documents related to the pension related cases.

In the sphere of Educational quality, upgradation and other tasks and responsibilities, the officer is allotted with various functions, like:

- The officer will collect proposals of all scholarships payable to the students studying in primary / upper primary schools from the PEEO / institution heads and send them to the District Education Officer (Headquarters) for early education.
- Collect information of all the works related to Pre-Primary Education, Anganwadi Co-ordination, SIQE, Primary Education Learning Level Assessment Examination, Elementary Education Completion Certificate Examination, remedial teaching, mid-day meal / Annapurna milk scheme, information of government primary and upper primary and private schools and portal related work etc. and then inspect the schools, also monitor that they are being done according to the set targets and as per instructions.
- They will be involved in entry and up-dation of necessary information on the Shala Darpan, Shala Darshan, Private School Portal and other state portals in respect of the allotted works and forwarding of report of progress.
- He/she will be in charge of the work related to free admission in 25% seats in private schools under Right to Free and Compulsory Child Education Act 2009 - Admission Authentication, Physical Verification, Fee Recharge, Investigation of complaints, Problem resolution in primary and upper primary schools at the block level.
- Through the Panchayat Elementary Education Officers to the respective schools, the officer will ensure the distribution of free textbooks for students studying in all primary / upper primary schools of the block.
- At the Block level, supervision should be done of the implementation of the activities conducted under the Utkrisht school scheme and also work under the direction of the Chief Block Education Officer for the implementation of departmental schemes related to elementary education.
- The officer-in-charge for the monthly meeting of the PEEO and heads of secondary / higher secondary schools and also for the maintenance, testing and disposal of the documents related to the observation / inspection of the primary / upper primary schools of the block.

4.3.3 Additional Chief Block Education Officer-II (ACBEO-2)

There are also certain functions and responsibilities given to BEEO and ACBEO-1 related to the Samagra Shiksha Abhiyan. He/she will organize and supervise the training / workshops,

academic quality research / evaluation work of all the third grade teachers, conduct and supervise the SIQE program and related activities conducted for educational quality development in students studying in classes 1 to 5, monitor the activities related to girl child education and operation and supervision of residential schools / hostels of the Block. Additionally, the officer will do the work related to implementation of Remedial learning programs for students studying in class 6 and 9, Implementation and supervision of educational and co-educational activities conducted for children with special needs, the implementation of the program related to quality education, the works allocated from time to time by the Chief Block Education Officer and ex-officio Block Reference Center (BRCF), etc.

The officer in-charge, under the supervision and direction of the CBEO will work towards establishment related matters arising out of Block Integrated Education Package (in addition to the work allotted to BEEO and ACBEO-1 as per 221) for the maintenance, testing and disposal of letterboxes. The Chief Block Education Officer and ex-officio BRCF will be the officer-in-charge for maintaining, examining and disposing of the documents related to the affairs of the Office of the Block-level Integrated Education Group Office and the work of the Drawing and Distribution Officer (DDO). He/she will also be involved in the maintenance, testing and disposal in matters of installation, pensions of teachers / personnel of secondary education schools of the block that are to be settled at the block level integrated education package.

For educational quality, upgradation and other tasks and responsibilities, the ACBEO-2 is responsible to send the proposal of all scholarships payable to the students studying in Secondary / Higher Secondary Schools from PEEO / Institution Heads to District Education Officer (Headquarters) Secondary Education for payment. Also involved in work related to sending information / comments on questions related to Legislative Assembly / Lok Sabha / Rajya Sabha / Audit Para and points received from various commissions, court cases, cases of theft and embezzlement, secondary and secondary schools in the block, Work related to Higher Secondary Board Examination, public examination related work, inspection of schools according to the set targets and instructions. Another duty involves up-dation of necessary information and forwarding of progress reports on Shala Darpan, Shala Darshan, Private School Portal and other state portals in respect of allotted works. Monitoring admission authentication, physical verification fees, recharge, complaints, etc. in private secondary and higher secondary schools in the block, as per the Right to free and Compulsory Child Education Act 2009. Also, the work of distributing free text books to the concerned schools for the

students studying in all secondary / higher secondary schools of the block. Under the guidance of CBEO, ACBEO-2 will implement the departmental schemes related to the Department of Secondary Education and Adarsh Vidyalaya Scheme.

The officer in-charge will be maintaining, testing and disposing the documents related to work of inspection/observation of the secondary/higher secondary schools and PEEOs of the block.

In matters of Samagra Shiksha Abhiyan, the ACBEO-2 will supervise and conduct work related to the training / workshops of the third-grade teachers, all other teachers / personnel / officers of the block and also conduct program of vocational education for students studying in classes 9 to 12 and Digital education programs for students studying in classes 6 to 12 such as Kalp, Smart Ballas, ICT and other IT related activities and organize activities of community participation and U-DICE in all schools in the block and supervise them. In addition to the above allotted works, the officer will execute the works allotted by CBEO and Ex-officio BRCO from time to time.

4.4 FUNCTIONS and RESPONSIBILITIES of PANCHAYAT ELEMENTARY EDUCATION OFFICER

The post of PEEO is specific to Rajasthan and was created in three phases between 2015-16 and 2017-18, as a part of States effort to improve the quality of education and decentralize the governance. Under the Adarsh Vidyalaya Scheme of the State Government, one State Higher Secondary / Secondary (usually in class 1 to 12/10 schools) is being developed as an Adarsh Vidyalaya in each Gram Panchayat. PEEO are the principals of these Adarsh schools. Under this scheme, one school each in 9894-gram panchayats of the state is being developed as a model school in three phases by the year 2017-18. These model schools will act as mentors and resource centers of other schools of the Gram Panchayat.

Under the Utkrisht Vidyalaya scheme of the state, under the guidance of the Adarsh school of each gram panchayat, an elementary school of education (usually a school of classes 1 to 8) is being developed as an Utkrisht school. This school will develop as the Center of Excellence for Elementary Education.

In order to enrich the quality and standards of primary school education in rural areas, strengthen the basic infrastructure in schools and for the better monitoring and management of the schools located in Gram Panchayats, the state government under the powers conferred from Rajasthan Panchayati Raj Act, 1996, provided for all the 9894 Panchayats (usually the Adarsh schools of the Panchayats) Panchayat Resource Centres and the head was designated as PEEO's in 2017. Under the framework of implementing mechanism issued by SSA, the PEEO were declared as the CRCF, and their affiliated schools were declared as the Cluster Reference Center. The detailed guidelines regarding the duties and responsibilities of the PEEO were issued by Order No. 15 (1) Entry/2017 on 11.04.2017 by the School Education Department, Government of Rajasthan. This declared that the PEEO is entrusted with the responsibility of supervision, management, execution of works, strengthening of infrastructure and other facilities and supervision of all the Primary and upper primary schools in his/her Panchayat area.

Instructions have been issued for the initial activities of all Panchayat Elementary Education Officers (Order-3) by order No. 15211 dated 2002.2017 of by Rajasthan Elementary Education Council, Jaipur. For upgrading the quality of elementary education. Under the framework of Samagra Shiksha Abhiyan, their school will be declared as CLC and they will execute the work duty of CRCF.

The main responsibility of the ex-officio Panchayat Elementary Education Officer (PEEO) of the Gram Panchayat are

- To provide administrative and academic leadership and support to the primary / upper primary schools of elementary education located in the Gram Panchayat area. The school affiliated to them has to act as a resource center and mentor school for primary / up gradation of Gram Panchayat.
- According to the guide of the Utkrisht Vidyalaya Scheme, the PEEO should at-least visit the Utkrisht Vidyalaya once in a month and other primary and upper-primary schools once in two months and during the visit on the basis of the observation, academic support will be provided by checking the academic level and quality of the classroom.
- Under the chairmanship of the ex-officio Panchayat Elementary Education Officer, a meeting of the institution heads of all the state primary / upper primary schools of the

Gram Panchayat area will be organized on the last working day of every month in the school affiliated to them.

- In the monthly meeting, the PEEO will review the school-wise development plan, SIDE program and implementation of various schemes / programs of the state government. Apart from this, the difficulties faced by the institution heads in the operation of the school will also be resolved.
- The ex-officio Panchayat Elementary Education Officer will act as a reference centre for all state primary / upper primary affiliated schools of the Gram Panchayat for the implementation of the program S.I.Q.E. that is operated for upgrading the quality of education in classes 1 to 5. He/she will ensure its implementation as per the guidelines.
- Ensure the marking of the children of the age group of 6-14 years who are eligible to enter the school of gram panchayat area through primary / upper primary schools of the panchayat area and ensure their enrolment in the school.
- Assess the lack of infrastructure / facilities in the Government Primary / Upper Primary schools located in the Gram Panchayat area and submit the proposal for their fulfilment to the Panchayat.
- Will try to get support from Bhamashahs / Donors / People's Representatives for the development of government schools.
- Appear in monthly meetings of Gram Panchayat and apprise/aware them about the progress of the teaching system and other activities of all state primary / upper primary schools run under Panchayati Raj located in Gram Panchayat and ask for their support.
- Efforts will be made to get the funds sanctioned from various schemes run by the Gram Panchayat, viz. State Finance Commission (SFC), the respective Finance Commission and MNREGA etc. for the development of government primary and upper primary schools of the Gram Panchayat area.
- Will ensure regular meetings are held and will be in constant contact with the Chairman and members of the School Management Committee (SMC), coordination with the School Management Committee (SMC) and redressal of grievances and Parent-Teacher Council of Government Primary / Upper Primary Schools located in Gram Panchayat area.

- Will ensure the disposal of complaints received from the members of the chairman of the School Management Committee (SMC) and parents by registering them in the register.
- Will act as the link between the parents/teachers/students/school and the Block level officer. Ensure passing the required information both sides.
- Will ensure compliance with the guidelines issued by Commissioner, Rajasthan Early Education Council in relation to the work, as the in-charge of Cluster Reference Center.
- Will sanction the emergency and casual leaves of all the teachers of primary schools and other academic personnel working on consolidated honorarium.
- The primary investigation of complaints of government primary / upper primary teachers / heads of institutions of Gram Panchayat area will be done by the concerned ex-officio Panchayat Elementary Education Officer.
- Separate orders are circulated regarding the right to disciplinary action by the officer under 17 CCA against teachers working in government primary / upper primary schools of Gram Panchayat area.
- Will ensure the compliance of the guidelines issued from time to time by the State Government, Commissioner, Rajasthan Elementary Education Council, Director Elementary Education, Deputy Director, District Education Officer, Elementary and District Project Coordinator, Sarva Shiksha Abhiyan.
- The ex-officio Panchayat Elementary Education Officer (PEEO) will ensure that monthly reports will be uploaded on Shala Darshan portal by 10th of every month.
- Given the responsibility of inspection and administrative and academic supervision of all primary / upper primary schools under Panchayati Raj in Gram Panchayat. And to coordinate with the concerned Block Elementary Education Officer and District Education Officer, for effective supervision of elementary education activities in all primary / upper primary schools under Panchayati Raj operated in Gram Panchayat area.
- Preparation of action plan for the development of all primary / upper primary schools under the Panchayati Raj located in the village panchayat. etc.

There is proper division of the roles and responsibilities of the officers involved in the various levels of the education department of the State. This decentralized assigning of duties has brought a lot of efficiency in the functioning of the system from the earlier times, but most of their duties are repetitive and overlapping. This negatively impacts the performance of the officers.

As, it can be seen from the above information that the State assigns a broad structure of duties to the officers, and leaves the execution up-to them, as to how they perform their roles. Like it is told that the officers should do a supervision, but how they will carry-out the supervision and they will do after they have the outcomes is up-to them.

Most of the performance, effectiveness is dependent on the good-will of the officers. There is no mention of their performance analysis, any incentive or punishment for their performance. This leads to a culture of doing the minimum-required of them.

Also, the feedback analysis is very weak in the State. There is not much learned from and emphasis done as to what are the outcomes by the duties allotted to the respective members involved, what is lacking, how it can be improved within the existing structures.

4.5 Initiatives for Quality Improvement/Best Practices by the State

Rajasthan has launched innovative programmes in form of Lok Jumbish, Shiksha Karmi, Jan Shala, DPEP and Sarva Shiksha Abhiyan (SSA) and now Samgra Shiksha Abhiyan for achieving quality based universal education. These interventions by the government have resulted in improvement in all the facets be it access, enrolment, infrastructure or quality. But the progress in some other critical areas like retention of children in schools, reducing gender and caste disparities, promoting skill development and enhancing learning levels remains very poor.

The State plans to transform all the Government Schools into institutions of excellence. The transformation will start through various efforts, one of the most effective was creating one Adarsh School (Ideal School) in all 9,894 Gram Panchayats covering 46 lakh students. It was launched in 2015-16. These Adarsh Schools will provide the right mentorship and support to other schools in its vicinity. This will ensure that each Gram Panchayat has at least one secondary school or senior secondary school with grades I to X or I to XII. These schools are intended to be high-quality, fully equipped with adequate material-resources and human

resources. Furthermore, Utkrisht Schools (elementary level) were developed under the mentorship of the Adarsh School to cover over 15 lakh students. The Department of Education has endeavoured to create centers of excellence in each gram panchayat with quality infrastructure, reduced teacher vacancies (75%).

In order to improve education service delivery by providing easy access to high quality secondary education to every child in the state, the local governance structures were streamlined by the appointing Panchayat Elementary Education Officer in every Gram Panchayat. The Education governance has been decentralized by designating Principal of Integrated Schools as ex-officio Panchayat Elementary Education Officers (PEEO).

As, a part of reforming the standard of schools and efficient management of all kinds of resources, Rajasthan in 2014-15 announced the first set of its schools to be consolidated, to handle the problem of acute shortage of teachers in secondary schools, large number of schools much above RTE norms, low level of enrolment (below RTE norms) and poor availability of secondary schools in rural areas (0.9 per Gram Panchayat). The state plans to integrate Anganwadis along with secondary schools to strengthen pre-primary education in the Gram Panchayat. Accordingly, around 2,000 elementary schools were integrated with other elementary schools and 14,600 elementary schools were integrated with secondary schools. In 2016-17 another 3,000 elementary schools were consolidated with other elementary schools and 2,000 elementary schools into secondary schools. This process is still going on. Even the teacher vacancies have reduced from 50-60% (2014-15) to 20% (2016-17).

For real-time data availability, accuracy and performance tracking of the school performance, staff and student's performance level and other details, an online MIS system called 'Shaala Darpan' for secondary set-up and 'Shaala Darshan' for elementary set-up is functioning. There are digital literacy programs for students, capacity building interventions for teachers, and provision of digital infrastructure in schools. Trainings for school leaders along with District and Block Education Officers is being organized through Digital Learning Solution Rooms (DLSR). The digital literacy amongst students has been enhanced through CLICK scheme and provision of e-content on Rajasthan e-Gyan portal.

Community participation is encouraged through programs like Mukhmantri Jan Sahbhagita Vidyalaya Vikas Yojana, and also incentivized community contributions in infrastructure development. Special grant to School Management Committees for infrastructure maintenance are provided.

The government of Rajasthan have signed many MoU's with international institutes, Private companies, banks, NGO's and other partners to support the existing situation. The achievements with these partnerships are as follows:

<p>Azim Premji Foundation, 2005</p> <ul style="list-style-type: none"> •e Content for Computer Aided Learning Programme (CALP) •29 districts, more than 1000 schools provided computers, printers, U.C.Bs •1000 teachers trained by 2006 	<p>Microsoft (Partners in Learning),2005</p> <ul style="list-style-type: none"> •initiated programme in 10 districts •set up a world class IT Academy Center at Jaipur to train teachers •Training academy at Shiksha Sankul •trained 4000 teachers before 2006 	<p>American Indian Foundation</p> <ul style="list-style-type: none"> •Digital Equalizer Programme for handholding and capacity building •206 schools covered in 13 districts 	<p>Hole in the Wall</p> <ul style="list-style-type: none"> •innovative learning in outdoor environment. •Started in Jhalawar. • Unicef to fund for 3 districts.
<p>Azim Premji Foundation (Learning Guarantee Programme)</p> <ul style="list-style-type: none"> •2 districts (Tonk and Sirohi) •1039 Schools •Orientation of 3000 teachers 	<p>Paras Kuhad Trust</p> <ul style="list-style-type: none"> •Adopted 10 Schools in Jalore 	<p>ICICI Bank</p> <ul style="list-style-type: none"> •Quality Education in Baran District • With support from Digantar and Vidya Bhavan 	<p>Piramal Foundation</p> <ul style="list-style-type: none"> •Pedagogical support in Jhunjhunu District. •Students from renowned colleges on sabbatical to teach in government schools.

Pratham Rajasthan	K. C. Mahindra Trust	Foundation to educate girls Globaly	Bharti Foundation
<ul style="list-style-type: none"> •Organized 'Read Rajasthan' campaign in schools of 14 district •used innovative teaching-learning methodology for developing the reading skills of students in classes I and II. • teachers used Flash cards to enable identification, spelling, pronouncing alphabets, words and numbers. 	<ul style="list-style-type: none"> •Provided support to approximately 10,000 ST girl children of Tribal Sub Plan (TSP) area of udaipur to pursue education. •uniform, additional books, stationery and academic support in the form of remedial, special coaching for students of class I to VIII. 	<ul style="list-style-type: none"> •Program covered 500 Schools in Bali, Rani and Sumerpur blocks of Pali district. •Life and work skills to girl students in Kasturaba Gandhi Balika Vidyalayas •Formation of Gram Shiksha in villages for the Mobilizing the community participation / Bal Sabhas for Vocational preparedness, leadership and skills. 	<ul style="list-style-type: none"> •Adopted 50 schools in Alwar and Jaipur districts for ten years •for providing Quality Education within State curriculum. •All facilities, resources, teachers and day to day management of schools by Bharti.

Figure 7. Initiatives by the Rajasthan government in Education sector

Another developmental model was “Adopt a School” program, where Name and details of agency/organization/individual that is adopting, Experience [General/in India] and in Rajasthan, a brief outline of proposal envisaged that is for infrastructure, maintenance/repairs, Water sanitation & facility, etc are discussed first.

First model of such individual adoption carried out by an industry member of CII (Mayur Leather products Ltd, Mayur Uniquoters Ltd., Champa Lai Jagjit Poddar CharitableTrust and Champa Lai Suresh Kumar Poddar CharitableTrust jointly) for three schools of Jaipur district namely

- Govt. Upper Primary School, Bhojiawa, Govind Garh, Jaipur
- Govt. Upper Primary School, Jaitpura, Govind Garh, Jaipur
- Govt. Girls Primary School, Jaitpura, Govind Garh, Jaipur

Also, Rs. 5.50 lacs were donated to Akshya Patra for procurement of vehicle for supply of Mid-Day meal to the above schools and Rs. 1.00 lacs donated to Akshya Patra against Meals charges.

There was also a MoU signed between the Government of Rajasthan and Intel in 2005. Within one year, it touched 6 districts, 681 Principals, and 3051 teachers were trained in the Intel® Teach Essentials Course, that was a professional development program that offered teachers

the knowledge and skills to integrate information and communication technologies as critical tools to encourage active student learning.

This community participation and PPP model has helped in the technological know-how and resource providing, teacher and student trainings, capacity building in the most backward regions of the State.

4.6 The District: Jhunjhunu

It is one of the five Districts that come under the Jaipur Division. The District has more than 77 percent rural population, around 66 percent people are involved in agriculture, with 74.1 percent literacy rate. Even after a huge flow of domestic as well as international support the covering all under the education system has not been achieved. And those who are literate, their education and its usefulness is another matter for research. For Administration and development, the District is divided into 6 Sub-divisions. In order to implement the rural development schemes under the Panchayati Raj System, the district is divided into 8 Panchayat Samities (Blocks).

S. no.	Panchayat Samiti	Gram Panchayat	No. of Villages
1	Alsisar	34	128
2	Chirawa	29	90
3	Jhunjhunu	37	142
4	Surajgarh	37	124
5	Buhana	42	137
6	Khetri	39	103
7	Nawalgarh	36	109
8	Udaipurwati	35	94

Table 4. list of Panchayat Samities in Jhunjhunu and their respective number of gram panchayats and villages Source: Census 2011

Out of the above mentioned 8 Panchayat Samities, schools from three Panchayat Samities, that is Chirawa, Surajgarh and Buhana were selected for research. Under the Chirawa Panchayat Samiti, Shahid Devkaran Utchha Madhymik Vidyalaya, village- Budaniya was studied. Budaniya, although a village near the Chirawa town, does not have a proper means of transport to link itself with the town. People normally rely on personal vehicles for transportation. Most of the Population rely on farming for its livelihood, as the Mali community is a major constituent of the village. The roads that connect it with market are not in a very good position, the school is located in an open area, but to reach it one has to dwell in various gali's. The school is in a good infrastructural shape, ventilated classrooms, separate Kitchen for cooking mid-day meal, play-ground, walls filled with pictures of learning things, good results of students, etc.

Under the Surajgarh Panchayat Samiti, Rajkiya Utchha Madhyamik Vidyalaya, lambi Sehad, Buhana. Infrastructurally, this school is not in a very good condition, especially the windows and doors were in a very bad state, with the funds collected last year, there were four new class rooms constructed, but it still requires a lot of infrastructural development.

The third school for study was, Rajkiya Utchha Madhyamik Vidyalaya, suraj garh, under the Surajgarh, Panchayat Samiti.

Visiting these schools and interviewing their respective PEEOs tells a lot about the impact of rural area, its overall growth on the school education.

4.7 Findings

4.7.1 Impacts of Rural Area

There are mixed impacts. The healthy environment is beneficial for maintaining good health of the students. There is less air and noise pollution as compared to urban areas, less distractions for student's mind, the traditional notion of "guru" and the respect that is attached with the word is still present. There is a value attached to the job of teachers, its not merely a job/profession, so the parents and community, mostly agree with what the teachers inspire them to do and the heads of the school ask them to do, like they attend the parent teacher meetings when called, they cooperate in the affairs of schools, give funds or help manually whenever required. This area gives a great amount of support from the parents of the students and the villagers that helps us in implementing all the decisions, collecting the data.

But there are infrastructural problems like road connectivity from the farms to the schools, availability of vehicles, mobiles, laptops, network connectivity. It's the interdependence of other sectors with the education department that dictates the student's enrolment, their presence in the classes, their parents involvement in the school activities, meetings, etc. There is a trend of villagers shifting in the fields rather than living in the main cluster area, so transportation and roads are not available as per the requirement. This leads to absenteeism. They are mostly involved in farming, so there is irregularity in attending the Parent Teacher meetings, and also lack of awareness. They are basically farmers in school uniforms.

4.7.2 Supervision and Monitoring

There are regular visits by the PEEO. The Utkrisht Vidyalayas are supervised twice in a month, and other Primary and Upper-Primary schools are supervised once. The parameter for inspecting includes: attendance, homework of students, the class-wise portfolio, verbally ask students questions from the topics that are covered by the teacher. The information is uploaded weekly. Other parameters include like: staff meetings, attending the class when the teacher is teaching and observing it, syllabus completion with respect to time.

The PEEO's are mainly to bring positive change, provide assistance in functioning of schools, they are the officers who work within the boundaries of schools every day, their main motive is coordinate and increase compatibility among the staff members, the school with the officials, and the villagers. They are not there to punish but to motivate to function in a better, efficient way and help in solving problems, as a guide and a mentor. (Nudge Theory)

PEEO's are positioned not for the deterrence or impose anything forcefully, they are mentors, so they usually tell the staff what can be done, where the change is needed, how they should proceed if they face any problem. And in the next supervision there is comparison with the outcomes of the last performance and the current situation in order to check the progress.

If there is any act of disobedience then there are powers given to us to act accordingly, through the 16CC NOTICE and 17CC NOTICE, if the work is not found up to the mark, then there is an explanation call, they are asked to explain the reasons.

There is a SMILE 2 Module that keeps the records of teacher's involvement and children's performance status. The PEEOs can check that.

Picture 1. A copy of SMILE-2 Monitoring Module, to be filled by the PEEO after supervising the School

स्माईल-2 मॉनीटरिंग प्रपत्र (पीईईओ/शहरी नोडल हेतु)

1. विद्यालय का नाम दिनांक
2. पीईईओ के अधीन कुल शिक्षक कुल छात्र संख्या (1-12)
3. आज आप द्वारा स्माईल-2 में भौतिक सत्यापन किया गया अथवा सम्बलन दिया गया (संख्या लिखें)
शिक्षक छात्र अभिभावक
4. छात्रों के घर पर गृह कार्य जिन शिक्षकों द्वारा दिया गया उनका नाम ।
1. विषय कक्षा
2. विषय कक्षा
3. विषय कक्षा
4. विषय कक्षा
5. विषय कक्षा
6. विषय कक्षा
7. विषय कक्षा
8. विषय कक्षा
5. छात्रों को दिया गया गृह कार्य पुनः संकलित कर जाँचने वाले शिक्षकों के नाम।
1. 2. 3.
4. 5. 6.
6. आप द्वारा प्रतिदिन छात्रों/अभिभावकों से शिक्षण हेतु संवाद किया उनके नाम।
1. 2. 3.
4. 5. 6.
7. क्या शिक्षकों द्वारा गृह कार्य जाँच कर रेकॉर्ड संधारण किया गया (शिक्षकों के नाम व विषय)
.....
.....
.....
8. क्या छात्रों को कार्य पुस्तिका व निःशुल्क पाठ्यपुस्तकें वितरित की गई एवं कार्यपुस्तिका का गृह कार्य जाँचा गया। (स्थिति)
.....
.....
9. अपने पीईईओ क्षेत्र में स्माईल-2 हेतु कितने वाट्सएप ग्रुप बनाये हुए हैं
10. स्माईल-2 में अपने सुझाव
.....
.....

पीईईओ/शहरी नोडल संस्थाप्रधान
.....

Another method of inspecting the school's infrastructure, activities, development is through the Shala Samblam Patra.

Picture 2. A copy of Shala Samblan Patra

शाला सम्बलन प्रपत्र (सत्र 2020-21)

विद्यालय यू डाइस +फोड

08050302601

NIC Code

464714

विद्यालय का नाम	GOVT. UPPER PRIMARY SCHOOL DHANI MEGHSAGAR (464714)	विद्यालय का स्तर	उच्च प्राथमिक
विद्यालय का प्रकार	अन्य उत्कृष्ट		
जिला	JHUNJHUNUN	ब्लॉक	CHIRAWA
संस्था प्रधान का नाम	MANOJ KUMAR SHARMA	संस्था प्रधान का मोबाइल नम्बर	9829142093

सम्बलनकर्ता का नाम	सम्बलनकर्ता का पद
सम्बलनकर्ता का पदस्थापन स्थान	सम्बलनकर्ता का इमेल आईडी
सम्बलनकर्ता का मोबाइल नम्बर	सम्बलन दिनांक
क्या विद्यालय वर्तमान सत्र में पूर्व में किसी सम्बलनकर्ता द्वारा अवलोकित किया गया है (यदि विद्यालय पूर्व में अवलोकित किया गया हो तो सम्बलनकर्ता द्वारा दिए गए सुझावों की समीक्षा की जाए)			

1. विद्यालय स्टाफ की संख्यात मक स्थिति

क्र.स.	पदनाम	स्वीकृत	कार्यरत	रिक्त	उपस्थित	अनुपस्थित (संख्या)	
						अवकाश पर	बिना सूचना के
1	प्रधानाचार्य / प्रधानाध्यापक	0	0	0			
2	शिक्षक/व्याख्याता	7	6	1			
3	अन्य कार्यालय कार्मिक			0			

कक्षा (1-5/6-8) में अध्यापन कराने वाले शिक्षकों की स्थिति

क्र.स.	कक्षा	स्वीकृत	कार्यरत	अध्यापन कराने वाले शिक्षकों की संख्या
1	1-5			
2	6-8			

बिना सूचना अनुपस्थित रहने वाले शिक्षकों / कार्मिकों के नाम व पद -

1.	नाम.....	पद.....
2.	नाम.....	पद.....
3.	नाम.....	पद.....
4.	नाम.....	पद.....
5.	नाम.....	पद.....
1.	नाम.....	पद.....
2.	नाम.....	पद.....
3.	नाम.....	पद.....
4.	नाम.....	पद.....

2. विद्यार्थियों का नामांकन एवं उपस्थिति

कक्षा	1	2	3	4	5	6	7	8	9	10	11	12	कुल
नामांकन	0	0	0	0	0	0	0	0	0	0	0	0	0
उपस्थिति													

3. विद्यालय की भौतिक अवसंरचना – (हाँ के लिए 1, नहीं के लिए 2 तथा NA (Not Applicable) के लिए 3 अंकित करें)

क्या विद्यालय में साबुन से हाथ धोने की सुविधा उपलब्ध है ?	क्या विद्यालय में "No Mask No Entry" का बोर्ड/कोटेशन/पेंटिंग display करवाया गया है ?
क्या विद्यालय को Covid-19 से बचाव हेतु नियमित रूप से Sanitize करवाया जा रहा है ?	यदि हाँ, तो अंतिम बार विद्यालय को कब Sanitize करवाया गया, दिनांक लिखें
क्या विद्यालय में Covid-19 से बचाव हेतु आवश्यक दिशानिर्देश/जानकारी प्रदर्शित की गयी है ?	क्या विद्यालय परिसर साफ़ मुथरा है ?
क्या विद्यालय में बालक-बालिकाओं के लिए पृथक पृथक शौचालय उपलब्ध है ?	बालक/बालिकाओं द्वारा शौचालयों का उपयोग किया जा रहा है ?
उपलब्ध शौचालय में पानी की सुविधा उपलब्ध है ?	बालिका शौचालय के माथ सैनेट्री नेपकिन निस्तारण हेतु इन्टीनरेटर उपलब्ध है ?
क्या विद्यालय में शुद्ध पेयजल की सुविधा है ?	क्या विद्यालय में डस्ट बिन उपलब्ध है ?
क्या विद्यालय को Composite Grant प्राप्त हो गई?	क्या विद्यालय में यूथ - ईको क्लब की स्थापना की गयी है ?
क्या विद्यालय में WIFS तथा NIPI की आयरन की गोलियां प्रति ममाह बच्चों को दी जाती हैं?	यदि WIFS तथा NIPI की आयरन की गोलियां प्रति ममाह बच्चों को वितरित की जा रही है तो क्या इसकी सूचना शाला दर्पण पोर्टल पर दर्ज की जाती है ?
राष्ट्रीय बाल स्वास्थ्य कार्यक्रम (RBSK) के तहत चिकित्सकों की टीम द्वारा बच्चों का वार्षिक स्वास्थ्य परीक्षण किया गया है ?	क्या विद्यालय में राजू-मीना / गार्गी मंच सक्रिय है ?
	राजू-मीना मंच
	गार्गी मंच
क्या विद्यालय में बालिकाओं को आत्म रक्षा प्रशिक्षण दिया गया है ?	क्या विद्यालय में गरिमा पेटी की स्थापना की गयी है ?
अन्य गतिविधियाँ-	
क्या संस्था प्रधान द्वारा कक्षा संबलन रजिस्टर/ फ़ाइल संधारित है?	क्या विद्यालय में संचालित पुस्तकालय में पुस्तक वितरण रजिस्टर संधारित है?
क्या विद्यालय में शाला संबलन पंजिका संधारित है?	क्या विद्यालय में मूवमेंट रजिस्टर संधारित है?
क्या विद्यालय में राजीव गाँधी करियर गाइडेंस पोर्टल की जानकारी निर्देशानुसार दी जा रही है?	संबलन दिनांक तक राजीव गाँधी करियर गाइडेंस पोर्टल अंतर्गत कुल लाभान्वित विद्यार्थियों की संख्या
क्या विद्यालय में अतिरिक्त कक्षाएं संचालित की जा रही है ?	क्या विद्यालय परिसर में विद्यालय आपदा प्रबंधन की जानकारी हेतु चार्ट लगा हुआ है ?
यदि विद्यालय उन्नयन योजना बनायी गयी है तो उन्नयन योजना में निम्न में से किन-किन आयामों पर कार्य किया जाना है - (शालासिद्धि के आधार पर, यदि विद्यालय द्वारा दिए गए आयामों में से एक से ज्यादा मानकों को सबसे अधिक या सामान प्राथमिकता दी है तो संस्था प्रधान से चर्चा कर सर्वाधिक महत्वपूर्ण किसी एक मानक का चयन करें)	स्कूल संसाधन शिक्षण अधगमि एवं आकलन बच्चों की प्रगति उपलब्धि एवं विकास अध्यापकों के कार्य निष्पादन का प्रबंधन एवं व्यवसायिक विकास विद्यालय नेतृत्व एवं प्रबंधन समावेशन स्वास्थ्य और सुरक्षा समुदाय की गुणात्मक सहभागिता
क्या विद्यालय द्वारा विद्यालय विकास योजना बनायी गयी है?	क्या विद्यालयों में उपचारात्मक शिक्षण करवाया जा है?
	कक्षा 6 कक्षा 9
यदि विद्यालय में ICT (Satellite कक्षाएं) संचालित है, तो क्या यह कक्षाएं उपयोगी साबित हो रही हैं?	विद्यालय में कितने कंप्यूटर स्थापित है ? (संख्या लखें)
क्या कंप्यूटर लैब क्रियाशील है ?	कंप्यूटर लैब के माध्यम से कितने विद्यार्थी लाभान्वित हो रहे हैं ? (संख्या लखें)

सन्दर्भ कक्ष के अवलोकन के सम्बन्ध में – (सम्बंधित नियुक्ति प्रकार एवं श्रेणी के लिए सही का निशान लगाएं)

क्या विद्यालय में ब्लॉक सन्दर्भ कक्ष (समावेशी शक्ति) संचालित है ?

कार्यरत सन्दर्भ शिक्षक का नाम	नियुक्ति प्रकार	श्रेणी
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	प्रतिनिधित्व (L-1, L-2 & II Grade)	प्लेसमेंट एजेंसी कार्यालय	VI	HI	MR
1.					
2.					
संदर्भ कक्ष विद्यालय के बाहर बोर्ड पर, संदर्भ कक्ष में सम्वन्धित सूचना उपलब्ध है ?		संदर्भ कक्ष पर विशेष शौचालय उपलब्ध है ?			
संदर्भ कक्ष पर रैम्प, पानी, बजिली व पर्याप्त स्थान उपलब्ध है ?		संदर्भ कक्ष पर परिषद् द्वारा जारी दिशा-निर्देशानुसार रिकार्ड संधारित किया जा रहा है ?			
संदर्भ कक्ष पर ब्लॉक के CWSN का डेटाबेस रजिस्टर उपलब्ध है ?		संदर्भ कक्ष विद्यालय के सभी CWSN की सूची प्रधानाध्यापक/प्रधानाचार्य को उपलब्ध करवायी गई है ?			
संदर्भ कक्ष में सभी CWSN का/के लिए वयक्तिक शैक्षिक कार्यक्रम (IEP) उपलब्ध है ?		संदर्भ शिक्षक (CWSN) द्वारा जॉब चार्ट के अनुसार कार्य किया जा रहा है ?			
संदर्भ कक्ष का ब्लॉक आरपी/एपीसी/आईईडी/एडीपीसी/सीवीईओ/डीपीसी द्वारा नियमित अवलोकन किया जा रहा है ?		पूर्व अवलोकनकर्ता द्वारा प्रदत्त निर्देशों की पालना की जा रही है ?			
ब्लॉक में कुल CWSN की संख्या	MR	VI	HI	OI/CP/Other	Total
अवलोकन के दिन संबलन हेतु उपस्थित CWSN की संख्या	MR	VI	HI	OI/CP/Other	Total
संदर्भ कक्ष में कुल उपकरणों की संख्या -			क्रियाशील	अक्रियाशील	
गाठ सप्ताह संदर्भ कक्ष पर संबलन हेतु उपस्थित CWSN की कुल संख्या -					संदर्भ व्यक्ति द्वारा गत माह में सप्ताहवार संदर्भ केन्द्र पर दिए गए कुल सम्बलन दिवसों की संख्या -
संदर्भ व्यक्ति द्वारा गत माह में सप्ताहवार फिज्ड विजिट दिवसों की संख्या -					
संदर्भ कक्ष के प्रभावी उपयोग हेतु आपके दिए गये निर्देश / सुझाव -					

4. शिक्षण प्रक्रिया का अवलोकन (ऑफलाइन/ऑनलाइन)::

क्या शिक्षण योजना नियमित बनाई जा रही है ?	क्या विषयाध्यापक द्वारा योजना डायरी में समूह अनुसार योजना बनाई गई है ?
क्या संस्था प्रधान द्वारा शिक्षण योजना का नियमित अवलोकन कर गुणात्मक अभिमत दर्ज किया जाता है ?	क्या संस्था प्रधान द्वारा कक्षा शिक्षण का अवलोकन किया गया है ?
क्या शिक्षण के दौरान सभी बच्चों की चर्चा व गतिविधि में सहभागिता है ?	क्या बच्चों द्वारा द्वारा अभ्यास कार्य (कक्षा / गृह) नियमित रूप से किया जा रहा है ?
क्या शिक्षक द्वारा अभ्यास कार्य (कक्षा / गृह) की नियमित जांच की जा रही है ?	क्या शिक्षक द्वारा अभ्यास कार्य (कक्षा / गृह) की जांच के पश्चात सुधार के प्रयास किये जा रहे हैं ?
क्या कक्षा कक्षों की दीवार पर शिक्षण अधिगम सामग्री / पोस्टर / चार्ट लगे हैं ?	
CCE/Workbook संचालित कक्षाओं के लिए -	
क्या विद्यालय के शिक्षकों द्वारा विद्यार्थियों से नियमित फ़ोन या अन्य माध्यम से संपर्क किया जा रहा है ?	क्या शिक्षकों द्वारा विद्यार्थियों द्वारा कार्यपुस्तिकाओं का उपयोग की नियमित मॉनीटरिंग की जा रही है ?
क्या विद्यालय द्वारा कार्यपुस्तिकाओं का रिकॉर्ड संधारण किया गया है ?	क्या विभाग द्वारा TV/Radio/ऑनलाइन इत्यादि माध्यम से उपलब्ध करवाई जा रही अध्ययन सामग्री का उपयोग विद्यार्थियों द्वारा किया जा रहा है ?
क्या विद्यालयोंको दी जाने वाली सीसीई सामग्री उपलब्ध है ?	क्या बच चों का आधार रेखा/कक्षा पदस्थापन मूल्यांकन किया गया है ?
क्या कक्षा स्तरानुसार एवं योजनानुसार समूहवारशिक्षण कार्य करवाया जा रहा है ?	क्या बच चों द्वारा किये गए कार्य का पोर्टफोलियो में संधारण किया जा रहा है ?
क्या विद्यार्थियों के विषयवार एवं ग्रेड सहित चैक लिस्ट अपडेटेड है ?	क्या अधिगम क्षेत्रवार(Learning Level Wise)कार्यपत्रक बनाकर कार्य कराया जा रहा है ?
क्या अभिलेख पत्रिका का नियमित संधारण किया जा रहा है ?	क्या विद्यार्थी पोर्टफोलियो, वदियार्थियोंकेलिएउपलब्ध है ?
क्या विद्यालय ABL गतिविधि हेतु चयनित है ?	यदि हाँ, तो क्या ABL कक्ष का विकास किया गया है ?
क्या विद्यालय में ABL किट उपलब्ध है ?	क्या शिक्षण में ABL Kit / TLM सामग्री का उपयोग किया जा रहा है ?

5. शैक्षिक स्तर का आकलन(प्रति कक्षा 2 विद्यार्थियों के स्तर की जांच की जाए)

- विद्यालय में कक्षा 1 से 5 है तो कक्षा 1 से 5 में से किसी एक कक्षा का चयन करें।
- विद्यालय में कक्षा 6 से 12 है तो कक्षा 6 से 12 में से किसी एक कक्षा का चयन करें।
- चयनित कक्षा में आवश्यक रूप से 2 विद्यार्थियों के तीनों विषय (हिंदी, अंग्रेजी, गणित) के स्तर की जाँच करें। (सैम्पल प्रश्न पत्र के आधार पर)
- विद्यार्थियों के शैक्षिक स्तर की जाँच के उपरान्त यदि विद्यार्थी कक्षा स्तर का है तो 1 भर्ने तथा कक्षा स्तर से कम होने पर 2 भर्ने।

कक्षा (1 से 5 हेतु)	विद्यार्थी का नाम	विषय	विद्यालय द्वारा गत मूल्यांकन में विद्यार्थी का स्तर / ग्रेड		सम्बलनकर्ता द्वारा सम्बलन के पश्चात क्या विद्यार्थी का स्तर / ग्रेड गत मूल्यांकन में दिए गए स्तर / ग्रेड का है? (हाँ = 1, नहीं=2)
			कक्षा स्तर से निम्न (स्तर)	कक्षा स्तर पर (ग्रेड)	
		हिंदी			
		अंग्रेजी			
		गणित			
कक्षा (6 से 12 हेतु)	विद्यार्थी का नाम	विषय	विद्यालय द्वारा गत मूल्यांकन में विद्यार्थी का (परीक्षा / परख) / अंक		सम्बलनकर्ता द्वारा सम्बलन के पश्चात क्या विद्यार्थी का स्तर गत मूल्यांकन में दिए गए अंकों के समान है ?
			गत अंतिम मूल्यांकन (परीक्षा/परख)	गत अंतिम मूल्यांकन में विद्यालय द्वारा दिए गए अंक	
		हिंदी			
		अंग्रेजी			
		गणित			

6. सम्बलनकर्ता द्वारा विद्यालय के सुधार हेतु दिए गए निर्देशों की श्रेणी (उत्कृष्ट-1, अच्छा-2, संतोषप्रद-3, सुधार की आवश्यकता-4) का चयन करें-

1. शिक्षकों व अन्य कार्मिकों की उपस्थिति	2. बच्चों की नामांकन और उपस्थिति	3. विद्यालय स्वच्छता के सम्बन्ध में
4. शिक्षकों द्वारा शिक्षण योजना बनाए रखने की स्थिति	5. शिक्षक द्वारा शिक्षण सहायक सामग्री के उपयोग की स्थिति	6. बच्चों के शैक्षिक स्तर में सुधार से संबंधित
7. बच्चे चों द्वारा किए गए अभ्यास कार्य की नियमित जाँच एवं सुधारार्थक कार्य की स्थिति	8. महशुशिक गतिविधियों का आयोजन (साहित्यिक एवं सांस्कृतिक)	9. विद्यालय विकास योजना की क्रियान्विति का स्तर
8. विद्यालय को प्राप्त अनुदान राशि के उपयोगिता के सम्बन्ध में	11. विद्यालय में भौतिक सुविधा जैसे - पेयजल, शौचालय, चारदीवारी, खेल मैदान इत्यादि के सम्बन्ध में	12. विद्यालय में अन्य सुविधाओं जैसे - लोकेशनल, ICT इत्यादि की उपयोगिता के सम्बन्ध में
13. विद्यालय विकास के लिए एमएएमसी और समुदाय के सहयोग के सम्बन्ध में	14. संस्था प्रधान के कक्षा अवलोकन, सम्बलन एवं दायित्व निर्वहन के सम्बन्ध में	15. गत विद्यालय अवलोकन में दिए गए सुझावों की अनुपालना की स्थिति

7. स्थानीय जन प्रतिनिधि SMC/SDMC सदस्य जिनके साथ सम्बलनकर्ता द्वारा विद्यालय विकास के बारे में चर्चा की

नाम

कोटिकट नंबर

1.

2.

संस्था प्रधान के हस्ताक्षर (मय सील)

सम्बलनकर्ता के हस्ताक्षर

The inspection is taking place regularly and reports for the same are made, but the loophole is that most of the supervision is dependent on the paper work or maintenance of diaries, that can be easily manipulated.

4.7.3 Presence in Meetings

- **The meetings of the heads of primary and upper-primary schools under the Panchayat area**

There are regular meetings once in a month, usually at the end of the month. All the heads of the school institutes participate in it, they are compulsory. With the Covid-19 scenario, there are online meetings that being organised through the Zoom app. In the meetings, mainly, explain the official orders, the procedure through which the work is to be done, how to reform, helping out those institution heads who have any problem. There are topics of enrolment, method of teaching, infrastructure development, basic facilities for the school like separate toilets, electricity, plantation, cleaning, funds from Bhamashahs. The matters include the problems faced by each school, attendance, motivation, planning is done on how to proceed further. And in the next meeting it is compared as to what is accomplished and what all goals are left. Mostly there are efforts that the problems are handled with co-ordination, but if not, then it is noted and placed before the above authorities, that is, the Block level authorities, or the District level officers.

The schools suffer from infrastructural problems like water/electricity connection, etc. This is being noted down and then they are forwarded to the gram panchayat. And these problems were resolved by the panchayats.

Best practices: The school where the meetings are conducted are changed every month, so that the good practices and initiatives of every school are seen by other heads of the primary and upper-primary schools. And the real situation of all schools can be analysed.

- **The monthly gram panchayat meetings**

There is religious participation in the Gram Panchayat meetings. The PEEOs try to put forward the condition of schools in front of the villagers and panchayat members. And submit proposals where their help is needed, involve parents of the students, indirect pressure is built on the parents of the drop-out children, they are asked to enrol their children in the school in front of all the villagers. Another aim is to spread awareness among the villagers about the schemes that the government is providing to the students, how they can be benefitted from them and to motivate the parents to enrol their children in the school.

There the problems that the school and the student faces are put in front of the panchayat members, what are the requirements of the school, etc. like Tiles and tinshade for the “angan” of the school was proposed in front of the panchayat and it was made available within some time. This was hampered due to the Covid-19. Even the Sarpanchs give priority to the school related works.

- **The PTA’s**

They are organised once in a month, further changes in the frequency of organising the meetings are done as per the directions of the government from time to time. The participation of parents is fluctuating. The participation of parents is not as per the expectations, but their side can be understood as most of them are daily wage workers, some working in the MGNREGA- so the timing clashes with the meetings, farming practices or animal husbandry they are already pre-occupied with other works and at other times it is due to the lack of understanding of the importance of the meeting. They are not many complaints, all they in the meeting is that we left our child in your hand, please teach them well. This implies faith in the teachers and the school as well as lack of interest and time to devote in checking their children’s studies.

One is the PTA where parents are invited to the schools and consult with the teachers of their child about their performance. Another is the “Baal-Sabha” that is organised in the chowk of the village. This is also a way of interacting with them.

Even when they participate in the meetings, their contribution is not much. Most of the parents says that we don’t know, we left our child in your hands, please teach him/her well. There are complains about the students not studying properly at home, or they study for a very short period of time. Then the teachers talk with the students and try to make them understand about what to do, how to study at home. Participation of women is less, mostly the man of the house

attend the meetings, another reason is the pardah system that prevails in the rural areas, only 5-6 women attend the PTAs.

4.7.4 The S.I.Q.E. program (quality improvement program for classes 1-5)

The Program was initiated to improve the quality of education that is provided in the government schools from class 1 to class 5. There are various mechanisms through which the quality of what is being taught by the teachers and what is being learned by the students in schools can be known, like through various Diaries that are provided under this program. There are Teacher's Diary, Portfolio, Check-List, Annual rating record. All these should be available and accordingly maintained at the time of inspection. It is inspected from time to time.

Good practices: one period per week is allotted of the head teacher is allotted in the junior classes to analyse the situation and suggest the required changes. The head can see that if the diaries are maintained as per the real situation or its just some paper work.

Below is a copy of teachers planning diary, where they share what they taught in the classes that are allotted to them, how they ensured participation, the response of the students. That is later on supervised by the head of the institute. Accountability and transparency are being realized through this method.

Picture 3. A copy of Teacher's Planning Diary, that is to be filled at regular intervals under the S.I.Q.E. programme

शिक्षण आकलन योजना

रम 2

कक्षा 5

विषय प्राचीन इतिहास

पाठ/अवधारणा/थीम/घटक तरह तरह के वार, प्रकृति आदि (हम सबके वार)

दिनांक 12-12-2019 से 15-12-2019 तक

समूह 1 के बच्चों के रोल नंबर : 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14	समूह 2 के बच्चों के रोल नंबर :
समूह कक्षा के लिए शिक्षण अधिगम उद्देश्य :-	
अलग-अलग देशों के मकान बनाने की प्रक्रिया, सामूहिक वार समूह तरीका पर प्रयोग	
के मकान के प्रकार, प्राकृतिक आपदाएँ (भूकम्प, बाढ़, सूखा,) इनके निवारण के तरीके, नुकसान व सामुदायिक	
सहयोग/सौजन्य, शांति कार्य, सामुदायिक सेवा एवं - बस्ताल, पुस्तकालय, अभिमान केंद्र आदि के निर्माण के लिए	
समूह कक्षा के लिए प्रस्तावित गतिविधियाँ (सामूहिक, उपसमूह एवं व्यक्तिगत)	सतत आकलन योजना
सामूहिक कार्य - 1) पाठ में आदि चित्रों का अवलोकन करना	अवलोकन कराना
छात्रों से मकानों के बनाने पर चर्चा करना, चित्रों को	चित्रों को बनाना
हुए छात्रों से तरह-तरह के वारों के बारे में प्रश्न पूछना	व्याख्या करवाना
व छात्रों से उत्तर सुनना। 2) पाठ में आदि चित्रों पर	प्रश्न करना
चर्चा करना चर्चा करते हुए भूकम्प, बाढ़, सूखा के फल	भयानक प्रभाव के
में चर्चा करना। 3) आपदा से होने वाले नुकसान, सामुदायिक	शांति एवं कार
सहयोगता पर चर्चा करना। 4) शांति कार्य पर चर्चा करना।	अवलोकन आदि
उपसमूह कार्य - 1) उपसमूह वार पाठ में आदि चित्रों	करना
पर चर्चा कर समूह वार पूछने व उत्तर सुनना। 2)	समूह वार
पाठ में आदि कार्य पत्रकों का उपसमूह वार बनाना,	व्याख्या के तहत चर्चा
पुस्तकों में हुए करवाना। 3) उपसमूह वार कार्य पत्रकों	प्रश्न करना
को बनाकर कक्षा में अभिव्यक्ति करवाना।	.
व्यक्तिगत कार्य - पाठ में आदि प्रश्नों का उत्तर अभिमान पुस्तिका	.
में करवाना।	.
परियोजना कार्य - पाठ में संबंधित कार्य पत्रक करवाना।	.
कक्षा पक्ष - अलग-अलग प्रकार के वारों के चित्र बनवाना।	भयानक प्रभाव के
वार व भूकम्प के चित्रों का अभिमान पुस्तिका में चिपकाना।	प्रति प्रति
समीक्षा एवं अनुभव (बच्चों की सहभागिता/कठिनाई एवं योजना में बदलाव के बारे में)	साप्ताहिक 12-12-19 से 15-12-19 तक कार्य के दौरान बच्चे व्यक्तियों की सहभागिता अभिमान पत्रों/तारों तारों के द्वारा चर्चा में छात्रों ने चर्चा के समूह वारों का कार्य प्रयास किया। बच्चों के चर्चा की। समूह में प्रयोग प्रकृति कार्य/कक्षा के योजना अनुसार उद्देश्यों को समूह वारों का कार्य प्रयास किया। योजना में बदलाव करना सफल नहीं है।

समूह 1 के लिए क्षमता संवर्धन योजना -		
① घर हज़ारों लियर को प्रभावित है	श्रवण क्षमता को हज़ारों लियर	पाक्षिक 9-12-19 से 14/12/19 तक
② फलियां धूल खताने में काम-काज ही सामान्य काम रोजी जाती है	संवेदन को बढ़ावा	
③ फलियां धूल खताने में काम-काज है	कर्मियों को प्रोत्साहित करना	
समूह 2 के लिए शिक्षण उद्देश्य -		कार्य के दौरान लक्ष्यों की सहभागिता सुनिश्चित की। प्रथम सप्ताह में सभी सदस्यों को हर कदम का प्रयास प्रोत्साहित। अंत में प्रत्येक सदस्य को अपना अनुभव लिखने से
समूह 2 के लिए आवश्यकतानुसार शिक्षण योजना (सामूहिक, उपसमूह, व्यक्तिगत) -		
पाक्षिक योजना में अधिगम उपलब्धि सभी सदस्यों ने सभी अधिगम उद्देश्यों में वेदता हासिल करने का प्रयास किया।		संस्था प्रधान का अभिमत :-

हस्ताक्षर शिक्षक 

हस्ताक्षर संस्था प्रधान

समूह 1 के लिए क्षमता सुवर्धन योजना - कविता का सरल चित्र 1		पाठक
अनुलेख लिखना, कविता लेखना, श्रुति लेख पत्रिका, मासिक कार्य	पल डीवालय, (लेख) कौशल सुसज्जित लेखन, व्यपहार (वि. अभि. 1/1)	8-7-18 से 15-7-18 तक
समूह 2 के लिए शिक्षण उद्देश्य - सरल शब्दों व मात्राओं की पहचान करना। शब्द लेखन करना।		कार्य के दौरान सभी बच्चों की सहभागिता सुनिश्चित थी। प्रथम सप्ताह में सभी कक्षाओं को पूरा किया गया। योजना में अपवाद अनिपेक्षित है।
समूह 2 के लिए आवश्यकतानुसार शिक्षण योजना (सामूहिक, उपसमूह, व्यक्तिगत) - साप्ताहिक कार्य - शब्दों के माध्यम से शब्द पढ़ कर पढ़ना। ① कक्षा में पहचान कर उच्चारण व लेखन करना। उपलब्ध कार्य - ① पाठ में से सरल शब्दों को छांटकर लिखना व उच्चारण करना। ② मात्राओं के शब्दों का उच्चारण कर लिखना। ③ मात्रा युक्त शब्द डेरकर लिखना व उच्चारण करना। व्यक्तिगत कार्य - ① सरल शब्द लिखना। ② पत्रों को डेरकर शब्दों का उच्चारण कर लिखना। ③ पढ़ने व लेखने का अधिकतम अधिक अभ्यास कार्य करना।		
पाठक शिक्षण योजना से प्राप्त सीखने के प्रतिफल (Learning Outcomes) :- समूह 1 के सभी बच्चों में शिक्षण आयोग उद्देश्यों की समझ बनाने का अच्छा प्रयास किया है। समूह 2 के बच्चों ने भी समझने का अच्छा प्रयास किया।		संस्था प्रधान का अभिमत :- कविता जगद्वी वाचन 8C रट्टे टि। 14/7/18

हस्ताक्षर शिक्षक 

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4.7.5 Learning outcomes:

They are very precisely planned diaries, where each step of learning of the students, the day they join the class to the day when they pass that grade is mentioned. Step-wise learning is noticed, that can further help in analysing where the student is facing problem in learning and what should be the next step. And they are to be signed by the head of the institute so a proper and continuous interaction is maintained.

Picture 5. Term-wise description of the learning outcomes of students

These are examples of how step by step the diary's plan to check the learning outcome of the students through the diaries that are to be filled by the Teachers and checked by the Principle. These are also one of the Crucial things that are checked during the Inspections.

4.7.6 Autonomy

The PEEOs are given situational autonomy. They have to follow the orders that are passed on to them, but within the orders, mostly aims are told the procedure is up-to the PEEOs. In fiscal matters they are given the autonomy to prioritize the spendings, raising funds from Bhamashas, local representatives, etc. An example of funds received and their areas of spending for school infrastructural development of a school for the year 2020-2021 is as follows:

भामाशाहों द्वारा विद्यालय विकास के लिए प्रदत्त सहयोग

सत्र 2020-2021

Date 10/3/2021
Page

सिद्धि छात्री देवकरण राजकीय उच्च माध्यमिक विद्यालय
बुडानिया झुंझुनू (राज०)

भामाशाह भेंट / प्रदत्त राशि / करवाया गया कार्य /

1. श्री हनुमान सिंह बुडानिया सरपंच 11000/-
2. " विजयराज सिंह गुर्जर पांच शौचालय (छात्रा)
3. " सतवीर सिंह रावत 3 बैच (11,000)
4. " शिवराज सिंह बुडानिया 5 छत पंखे
5. " रामसिंह 8/0 श्री बन्ने सिंह 5 छत पंखे, बिजली फीटिंग की घोषणा (पुस्तकालय-कक्ष)
6. " जयरिंह झाझड़िया, श्री जगमाल सिंह रावत, श्री उतापसिंह बुडानिया, श्री हजारीलाल बुडानिया, श्री बनवारी लाल कुल्हरिया सागरमल झाझड़िया, श्री जुगलकिशोर जांगिड़, श्री ईश्वर सिंह जांगिड़ } 60' x 40' विद्यालय परिसर में टिन शैड 1 (3लाख)
7. श्री मूलसिंह राजपूत प्रधानाचार्य-कार्यालय का फर्श एक कक्षा कक्ष का फर्श
8. श्री जगदीश प्रसाद झाझड़िया अध्यापक 10th और 12th में बोर्ड में अब्बल रहे विद्यार्थियों को 2200/- रुपये।
9. श्री बजरंग झाझड़िया टैंकर द्वारा विद्यालय में पानी के पानी की आपूर्ति।
10. श्री प्रसादीलाल वरिष्ठ अध्यापक एक प्रिंटर, एक इन्वर्टर, दो
11. श्री रोहिताश्व कुमार अध्यापक } बैटरी भेंट (60 हजार रुपये)
12. " रामोतार भाम्बर 4 सोलर प्लेट वू स्टेड (35,000)
13. " हजारी लाल गुर्जर 11,000/- रुपये
14. " छूटीराम बुडानिया विद्यालय का मैन गेट प्रस्तावित

Picture 6. A rough copy of the Funds collected at the Annual Function through the Bhamashahs, by the School in Budaniya.

4.7.7 Developments in Digitalization

Shala Darpan, Shala Darshan, WhatsApp groups, zoom meetings are the different kinds of prevalent digitalized means through which the connection with all the stakeholders and data collection and its maintenance takes place. After the Covid-19 they become more actively used by all. It helps in sending the study material to the children, informing the parents about their wards, and circulating the governmental orders among the staff members and passing the information to the authorities above on time. There are whatsapp groups of PEEOs, teachers, students, etc. Information shared via WhatsApp is considered equally valid as through the papers. If the message is seen by the receiver, then the information is counted as information received. It is an efficient and time-saving method. Because the school is no longer limited to the school hours only.

There are some aged teachers who are not very comfortable with the computers and online forms. So, their information is uploaded by the other staff who are techno-savy. Digitalization is a requirement of today, but the staff is not a given proper and timely trainings on how to upload the information, filling the forms, etc. Additionally, there are poor networks in most of the villages, it consumes a lot of time to upload the information on the portals. There is also a digital-divide, a gap between have and have nots, further those who have the smart phones are not able to use them properly.

4.7.8 Art of Hermeneutics

The implementation of all policies depends on the PEEOs. They start playing their role without any pre-service training. How much support the school gathers from the village depends on how dedicated the officer is, his/her leadership skills. Goodwill carries more value. Their social skills determine the amount of funds through the Bhamashahs, that are mostly used for infrastructural development of school.

The role that they play is an Art of hermeneutics. Some see themselves as administrators - if teachers/workers/others disobey then first step is 16CC, 17CC Notices, or handle it with through the legal procedures available. Some see themselves as mentors/guide, etc. if they found any delay or disobedience then they try to persuade or remind-reremind the teachers and others.

4.7.9 Panchayats

They are the resource providers and a means of establishing communication between all the stakeholders. UJIYARI PANCHAYAT conduct survey for those children who are out of school, once the survey is completed, lists are made of the drop-outs and then teachers are allotted wards where they go to their home to motivate their parents. This has helped in increasing the enrolment. Inclusion of all the stakeholders, their participation but they did not have any authority in the program. Panchayats continued to function within the framework of what may be termed as a “permissive functional domain”, since very limited functional areas have been withdrawn from the line departments of state governments.

The above findings are observations from the interviews and visiting the Schools. They are signifying how the schools are being managed and administered by the PEEOs, what challenges they are facing, in what spheres they are improving, what are the Departments strategies for the road ahead. It can be inferred that Education is **not a neglected subject** in the State, there are continuous efforts being made to achieve total literacy, integrated quality education, proper supervision, but it is **defective and confined**. Most of the achievements depend on the goodwill of the ground level policy implementors.

CHAPTER- V

CONCLUSION

This research was aimed to study the functioning of decentralization, and how the process of decentralization interacts with the planning and management of schools in the rural areas. It was a rearrangement of responsibilities in order to bring efficiency, transparency, accountability and participatory.

Decentralization, as a technique of effective management was adopted in the governing process by various nations, and the institutes. The administrative restructuring that was adopted as a part of decentralization improved the education sector's performance in many ways. Connections with the grassroot levels has revived the interest of parents in the activities of the schools, the enrolment has increased to a great extent, the community involvement that was fading has again revived, clear demarcation of responsibilities, funds raising through Bhamashahs to support the schools, etc. there was a space given to every stakeholder to perform its part in the management, planning and administering the school education in the rural areas through the creation of spaces where their existence has a role to play in the department.

There are many factors that govern the effectiveness in the functioning of an education system in the rural spaces. One being the availability of infrastructure that leads to schools, that is; the roads, vehicles, electricity, water and other basic facilities, this tells relative importance of interconnected departments on the performance of the schools in rural areas. Among the various functions of district level education officers, it is prescribed that they should coordinate with other departments when required, like Panchayats, Panchayati Raj, Rural Development, Women and Child Development Department, Medical and Health, Public Health Engineering Department, Vidyut Vitran Nigam, etc.

Secondly, the infrastructure of the schools, that put faith in the parents that sending their children will give better results, the school building, the presence of teachers, the Principal to attend their queries, adequate books, etc. Then comes the awareness of the importance of education, the governmental policies and their benefits, the achievements of the school that is now a days spread by the school staff and the head of the schools by reaching to the villagers through the Panchayats.

During the one-on-one interviews with the PEEOs, the field visits, and analyzing the reports, it was observed that the level of administrative freedom actually given to those at the lowest

level of decentralization, that is the PEEOs is situational. They are mostly provided with a broad set of aims by the state government and its up-to them on how they achieve it. A basic guideline is provided. Although most of their actions require permissions from the authorities above or acting what they are told, but at times they can act with their discretion. It can be said that they are provided with the situational autonomy, a kind of autonomy that exists but within boundaries.

The Panchayats are indeed an effective means to connect the school with the villagers, but their role is limited to this only. They are dependent on the above authorities for finances and its execution. They are bodies with a huge capacity to change the situations for betterment, but their potential is not fully utilized. One reason for not allowing them to have a meaningful existence is the unwillingness of the higher authorities to suffer from any kind of criticism-regardless of how true it may be-that might come in the picture, like the poor supervision, inadequate trainings for them, missing data, illiteracy among the members that impedes their decision making, etc. The Political decentralization was not matched with the administrative decentralization in case of Panchayati Raj Institutions, and the financial decentralization is worst.

Within the Education department, the creation of Block and Panchayat level Education officers has helped actively and passively in many ways to improve the digitalization and interaction among the various teachers, heads of the institutes, and the officers and parents/students. The flow of information has been made easy, the connectivity is escalated. There are various kinds of WhatsApp groups that are being used to deliver the information, governmental orders and homework to students. The school profiles are being maintained digitally through the Shala Darpan, Shala Darshan, SMILE 2 Modules, etc. through these the school profile, the learning level of students, the activities of teachers are maintained digitally and they can be tracked and supervised. This has increased the transparency.

Although it proved to be a great management study for the state, but there are no pre-service trainings given to the PEEOs. In the initial stages they are clueless about their powers and how they should use it. There are various in-service trainings and interaction with the other PEEOs that guides them on how they should work. But if a pre-service training can be initiated by the state, to develop their personalities for the role they will play, this could be big step in the growth of the rural schools.

There are efforts for quality improvement in the Education, the S.I.Q.E. program, meant for the providing quality education for students of class 1 to class 5, integration and coordination with the Anganwadi, Samagra Shiksha Abhiyan, introduction of digitalization, data collection, tracking of learning levels of students, etc. but it is realized that they are with many defects that need to be assessed timely and regularly.

But the digitalization process initiated without adequate trainings in the state. That was a challenge for the aged heads of the institutes who took time to learn that. The problems of no electricity connection, limited times of access to electricity, no network connectivity, poor networks were also not taken into account. Sometimes it takes a whole day to upload some data by the teacher who is assigned the job, that wastes a whole productive day of that the teachers.

Multiple inspections by the officers of District/Block level officers of the school has improved the record keeping process of the schools. The supervisions are being done regularly. The diaries are so detailed, term-wise development levels, learning of the students are demanded, but a major part of the inspection is dependent on the paper work, like checking the teachers diaries, attendance registers, etc. that can be easily manipulated. Also, how effective they are in bringing any development is still not clear. They are merely grown in sophistication and frequency, but their impacts are outcomes remains questionable.

The State is also involved in blind massive investments in Education department without proper planning. In order to increase the access of schools, without proper planning and calculations with respect to population, a number of school buildings were built, there were no adequate teachers, students or other facilities. After the money was spent, the loopholes were realized. And now the state is closing those schools that do not have a minimum number of students enrolled in them. School consolidation program is initiated. The government is investing heavily, but not intelligently.

Rajasthan government has also initiated collaborating with many industries, and NGOs to support the education in the state like, Azim Premji Foundation (Learning Guarantee Programme), Pratham Rajasthan, Microsoft (Partners in Learning), American Indian Foundation, Hole in the Wall, Piramal Foundation, ICICI Bank, K. C. Mahindra Trust, Bharti Foundation, Foundation to educate girls Globally, etc. It also started 'Adopt A School' model, Mukhmantri Jan Sahbhagita Vidyalaya Vikas Yojana, Bhamashas, etc. but their sustainability is very poor. The timely assessment of these efforts is missing.

Governance of quality Education is an actively pursued area of interest in the state, but it is mostly pursued without proper research and analysis, without active involvement of the citizens, that resulted in unequal literacy levels (area-wise, gender gap), unsustainable programs, meaningless-unpractical-irrelevant education. The easiest way to bring a positive change in this situation is to involve all the stakeholders in the planning, management and governing of the education. Involvement of Panchayats is a big step in this direction, but it should be given meaningful space and duties.

5.1 Policy Recommendations

The first and foremost thing that the policy makers in the state need to focus is on strengthening the research area, policy should be based on some earlier researches, analysis of the outcomes of existing policies, that is missing in Rajasthan. Mostly it is adopting any method that worked in other state. This will help in the judicious use of the limited resources available.

Secondly, timely analysis of the policies implemented and updating them with the situational requirements is most important. This is the weak point of the State. Policies once implemented are not normally revisited, their feedbacks are rarely collected or analysed. This should not be the case, there should be proper and timely feedback system.

Thirdly, the Panchayats should be given a meaningful space in planning and management of the affairs. Their role should not be reduced to mere implementors of the guidelines. They are the basic unit from where the governance should start. They should have autonomy not only political, but administrative and fiscal also.

Fourthly, the pre-service trainings of PEEOs should be started. They should know every detail about the role they are going to play before entering into the field. There should be personality development, skill development trainings, as they act as the administrators, managers, head of institutes, teacher, panchayat members, etc. roles.

Lastly, data collection of the success stories of the students, best practices within the schools and other helpful and motivating methods/techniques used by the institution heads, community members should be noted and propagated, that could be helpful and inspiring for others.

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Annexure -I

Semi-structured Questionnaire for interviewing PEEOs

Question: Being placed in the rural areas, what all positive or negative impacts you think your school goes through?

Question: You are the critical link in the chain that involved BEEO, DEO. Are there any challenges in coordinating with them? Do you find yourself as an agent that is merely following orders or this position gives you an autonomy?

Question: Do you visit Utkrisht/Adarsh Vidyalayas? How frequently? What all parameters you use while supervising them? What is your action if you find disobedience of orders while the inspection?

Question: In how much time-gap, the meetings of the heads of primary and upper-primary schools under the Panchayat area are organised? What are the matters that are discussed? All the institution heads participate? When the meetings are done and matters are discussed what is the next step that is taken on those matters?

Question: How you ensure that the schools are working according to the S.I.Q.E. program?

Question: What all is done in your school through the funds received through the Bhamashah and others?

Question: Do you participate in the monthly gram panchayat meetings? What is your contribution in those meetings as the representative of the schools?

Question: In how much time-gap you organise the PTA's? Do the parents participate actively? Are they comfortable enough to give suggestions or complain? How you solve them?

Question: Are you connected with the heads of schools and teachers through electronic mediums? How it helps?

Question: Do you track the activities of teachers on the SHALA DARPAN? How you deal with those teachers who are not uploading the information?

Question: Do you prepare development plans for the schools? Can you share the latest plan available on the records?

Question: What are your efforts to include those children that are out of the school in the age group of 6-14? Do you supervise the services and resources availability in the schools? How you ensure that they are provided timely?

Question: Is there any problem in time-management, as you play the role of the administrator, a teacher and an informal agent to influence the villagers and a part of the gram panchayat?
