

# **DEVELOPING STRATEGIES AND ACTION STEPS FOR IMPROVING THE PERFORMANCE OF DISTRICT PANCHAYATS ON SECONDARY EDUCATION IN KERALA**

By



**Integrated Rural Technology Centre**  
Mundur, Palakkad, Kerala

For



**United Nations Children's Fund**  
United Nations Organisation

**This page intentionally left blank**

## The Research Team

State Coordinator  
**Dr. Ramnath K. R.**

Budget Analyst  
**Dr. Aravindh Panikkaveetil**

Regional Coordinators  
**Anagha E.**  
**Akhil Benny**  
**Sneha Sukumaran P.**  
**Renila R.**

Research Assistants  
**Sree Shiga P. S.**  
**Amarnath P.**  
**Aswathi P.**

With guidance and support from  
**Akila Radhakrishnan, Ph.D**  
Social Policy Specialist,  
UNICEF Office for Kerala and Tamil Nadu

**This page intentionally left blank**

## Acronyms

AR	Allocation Ratio	LSG	Local Self Government
CBSE	Central Board of Secondary Education	LSGI	Local Self Government Institution
Covid	Corona Virus Disease	MHRD	Ministry of Human Resource Development
DIET	District Institute for Education and Training	MLA	Member of Legislative Assembly
DP	District Panchayat	MRS	Model Residential Schools
DPEP	District Primary Education Programme	NITI	National Institution for Transforming India
DSLR	Digital Single-Lens Reflex	NMMS	National means-Cum-Merit Scholarship
EDUSAT	Educational Satellite	OEC	Other Eligible Communities
ER	Expenditure Ratio	PTA	Parent-Teacher Association
FGD	Focus Group Discussion	PVTG	Particularly Vulnerable Tribal Groups
GHSS	Government Vocational Higher Secondary School	RMSA	Rashtriya Madhyamik Shiksha Abhiyan
GoK	Government of Kerala	SC	Scheduled Castes
GVHSS	Government Vocational Higher Secondary School	SCP	Special Component Plan
HD	High Definition	SDG	Sustainable Development Goal
HDMI	High-Definition Multimedia Interface	SSA	Sarva Shiksha Abhiyan
HIV	Human Immunodeficiency Virus	SSK	Samagra Shiksha Keralam
HS	High School	SSLC	Secondary School Leaving Certificate
HSE	Higher Secondary Education	ST	Scheduled Tribes
HSS	Higher Secondary School	TE	Teacher Education
ICSE	Indian Certificate of Secondary Education	TSP	Tribal Sub-Plan
ICT	Information and Communication Technology	U-DISE	Unified District Information System for Education
IRTC	Integrated Rural Technology Center	UN	United Nations
IT	Information Technology	UNICEF	United Nations International Children's Fund
KIIFB	Kerala Infrastructure Investment Fund Board	UR	Utilisation Ratio
KITE	Kerala Infrastructure and Technology for Education	USB	Universal Serial Bus
KSSP	Kerala Sasthra Sahitya Parishad	VHSE	Vocational Higher Secondary Education
LED	Light Emitting Diode	WCP	Women Component Plan

## Contents

<b>Sl. No</b>	<b>Topic</b>	<b>Page No.</b>
	<b>Executive Summary .....</b>	<b>11</b>
<b>I</b>	<b>Introduction .....</b>	<b>19</b>
1.1	The role of District Panchayats in Education	
1.2	Background of the study	
1.3	Objectives of the study	
1.4	Methodology	
1.5	Assessment criteria in Budget Analysis	
1.6	Chapter Overview	
<b>II</b>	<b>School Education in Kerala: An Overview .....</b>	<b>25</b>
2.1	Enrolment rate	
2.2	Dropout rate	
2.3	Pass percentage	
2.4	School infrastructure	
2.5	Financing of schools in Kerala	
2.6	Wrapping up	
<b>III</b>	<b>Insights from Budget Analysis .....</b>	<b>33</b>
3.1	State-wide overall figures	
3.1.1	District-wise trend allocation and utilisation	
3.2	Disaggregating the Education Budget	
3.2.1	Result improvement	
3.2.2	General infrastructure and furniture	
3.2.3	Maintenance	
3.2.4	Libraries, Laboratories, Art facilities, IT infrastructure	
3.2.5	Electricity, Water and Sanitation	
3.2.6	Sports development	
3.2.7	Food security and Kitchen	
3.2.8	Comprehensive projects	
3.2.9	Development of SC/ST/Fisherfolk	
3.2.10	Differently abled children	
3.2.11	HIV affected children	
3.2.12	Biodiversity Park and Scientific temper	
3.2.13	Gender-friendly Initiatives	
3.2.14	Skill enhancement	
3.2.15	Samagra Shiksha Keralam (SSK)	
3.2.16	Continuing education and adult literacy	
3.2.17	Other miscellaneous study	
3.3	Wrapping up	

<b>IV</b>	<b>Promising Projects by District Panchayats .....</b>	<b>66</b>
4.1	Comprehensive projects	
4.1.1	The Vijayabheri project	
4.1.2	Harisree	
4.1.3	Prathibha Poshana Paripadi	
4.1.4	Anweshanakkootam Project	
4.2	Gender Inclusivity	
4.2.1	Manasa	
4.3	Skill Development	
4.3.1	Celluloid Project	
4.3.2	Jalakam	
4.4	Social Inclusion	
4.4.1	Vanajyothei	
4.5	Sports Development	
4.5.1	Dronam	
4.5.2	Boxing Academy	
4.5.3	Sports Training for Tribal Students in Improving Athletic Competency	
4.6	Infrastructure Development	
4.6.1	Sargavayana Sampoornavayana	
4.7	Wrapping up	
<b>V</b>	<b>Conclusions and Recommendations .....</b>	<b>78</b>
5.1	Trends from annual budget	
5.2	Addressing the gap	
5.3	Recommendations – State level	
5.3.1	The information platform	
5.3.2	Monitoring irregularities	
5.4	Recommendations – District level	
5.4.1	Dealing with documentation	
5.4.2	Energising Standing Committee	
5.4.3	The convergence conundrum	
5.4.4	The infrastructure question	
5.4.5	Addressing inclusivity	
5.4.6	Extending the vision	
5.4.7	The pedagogy paradox	
5.5	Concluding remarks	
	<b>Reference .....</b>	<b>83</b>
	<b>Appendix – I: Photographs .....</b>	<b>85</b>
	<b>Appendix – II: Detailed Tables .....</b>	<b>88</b>

## List of Tables

Page No.

### **I Introduction**

Table 1.1	Outline of SDG-4 goals .....	22
-----------	------------------------------	----

### **III Insights from Budget Analysis**

Table 3.1	Aggregate Allocation and Expenditure of DP Budgets (2015-20, in Crores) .....	33
Table 3.2	Total Annual Budget and Allocation for Education (2015-20, in Crores) .....	34
Table 3.3	Total Annual Expenditure and Expenditure on Education (2015-20, in Crores) .....	35
Table 3.4	Share of Education Budget in District Panchayat Budgets in percentage (2015-20) .....	38
Table 3.5	Education Expenditure (in crore Rs.) and Utilisation Ratio (in percentage) by District Panchayats (2015-20) .....	38
Table 3.6	Allocation and Expenditure Ratios for Activities for Result Improvement .....	39
Table 3.7	Fund Utilisation for Activities for Result Improvement .....	40
Table 3.8	Allocation and Expenditure Ratios for General Infrastructure and Furniture .....	41
Table 3.9	Fund Utilisation for General Infrastructure and Furniture .....	41
Table 3.10	Allocation and Expenditure Ratios for Maintenance .....	42
Table 3.11	Fund Utilisation for Maintenance .....	43
Table 3.12	Allocation and Expenditure Ratios for Libraries, Laboratories, Art Facilities, and IT Infrastructure .....	44
Table 3.13	Fund Utilisation for Libraries, Laboratories, Art Facilities, and IT Infrastructure .....	44
Table 3.14	Allocation and Expenditure Ratios for Electricity, Water, and Sanitation .....	45
Table 3.15	Fund Utilisation for Electricity, Water, and Sanitation .....	45
Table 3.16	Allocation and Expenditure Ratios for Sports Development .....	46
Table 3.17	Fund Utilisation for Sports Development .....	47
Table 3.18	Allocation and Expenditure Ratios for Food Security and Kitchens .....	47
Table 3.19	Fund Utilisation for Food Security and Kitchens .....	48
Table 3.20	Allocation and Expenditure Ratios for Comprehensive Projects .....	48
Table 3.21	Fund Utilisation for Comprehensive Projects .....	49
Table 3.22	Allocation and Expenditure Ratios for Children of SC/ST/Fisherfolk (Overall) .....	49
Table 3.23	Fund Utilisation for Children of SC/ST/Fisherfolk (Overall) .....	50
Table 3.24	Allocation and Expenditure Ratios for Children of Scheduled Castes .....	51
Table 3.25	Fund Utilisation for Children of Scheduled Castes .....	51
Table 3.26	Allocation and Expenditure Ratios for Children of Scheduled Tribes .....	53
Table 3.27	Fund Utilisation for Children of Scheduled Tribes .....	53
Table 3.28	Allocation and Expenditure Ratios for Children of Fisherfolk .....	54
Table 3.29	Fund Utilisation for Children of Fisherfolk .....	55
Table 3.30	Allocation and Expenditure Ratios for Development of Differently abled Children .....	55
Table 3.31	Fund Utilisation for Development of Differently abled Children .....	56
Table 3.32	Allocation and Expenditure Ratios for Development of HIV-Affected Children .....	56
Table 3.33	Allocation and Expenditure Ratios for Biodiversity Parks and Inculcating Scientific Temper .....	57
Table 3.34	Fund Utilisation for Biodiversity Parks and Inculcating Scientific Temper .....	57
Table 3.35	Allocation and Expenditure Ratios for Gender-friendly Initiatives .....	58
Table 3.36	Fund Utilisation for Gender-friendly Initiatives .....	58
Table 3.37	Allocation and Expenditure Ratios for Skill Enhancement .....	59

Table 3.38	Fund Utilisation for Skill Enhancement .....	59
Table 3.39	Allocation and Expenditure Ratios for SSK .....	60
Table 3.40	Fund Utilisation for SSK .....	61
Table 3.41	Allocation and Expenditure Ratios for Continuing Education and Adult Literacy .....	61
Table 3.42	Fund Utilisation for Continuing Education and Adult Literacy .....	62
Table 3.43	Allocation and Expenditure Ratios for Other Miscellaneous Projects .....	62
Table 3.44	Fund Utilisation for Other Miscellaneous Projects .....	63

## VII Appendix - II: Detailed Tables

Table A.1	Total Budget Utilization by District Panchayats (2015-20, in Crore Rs.) .....	88
Table A.2	Allocation for Result Improvement (in Lakh Rs.) .....	88
Table A.3	Expenditure for Result Improvement (in Lakh Rs.) .....	89
Table A.4	Allocation for General Infrastructure and Furniture (in Lakh Rs.) .....	89
Table A.5	Expenditure for General Infrastructure and Furniture (in Lakh Rs.) .....	89
Table A.6	Allocation for Maintenance (in Lakh Rs.) .....	90
Table A.7	Expenditure for Maintenance (in Lakh Rs.) .....	90
Table A.8	Allocation for Libraries, Laboratories, Art Rooms, and IT Infrastructure (in Lakh Rs.) ...	90
Table A.9	Expenditure for Libraries, Laboratories, Art Rooms, and IT Infrastructure (in Lakh Rs.)	91
Table A.10	Allocation for Electricity, Water and Sanitation (in Lakh Rs.) .....	91
Table A.11	Expenditure for Electricity, Water and Sanitation (in Lakh Rs.) .....	91
Table A.12	Allocation for Sports Development (in Lakh Rs.) .....	92
Table A.13	Expenditure for Sports Development (in Lakh Rs.) .....	92
Table A.14	Allocation for Food Security and Kitchens (in Lakh Rs.) .....	92
Table A.15	Expenditure for Food Security and Kitchens (in Lakh Rs.) .....	93
Table A.16	Allocation for Comprehensive Projects (in Lakh Rs.) .....	93
Table A.17	Expenditure for Comprehensive Projects (in Lakh Rs.) .....	93
Table A.18	Allocation for SC, ST, and Fisherfolk (in Lakh Rs.) .....	94
Table A.19	Expenditure for SC, ST, and Fisherfolk (in Lakh Rs.) .....	94
Table A.20	Allocation for SC (in Lakh Rs.) .....	94
Table A.21	Expenditure for SC (in Lakh Rs.) .....	95
Table A.22	Allocation for ST (in Lakh Rs.) .....	95
Table A.23	Expenditure for ST (in Lakh Rs.) .....	95
Table A.24	Allocation for Fisherfolk (in Lakh Rs.) .....	96
Table A.25	Expenditure for Fisherfolk (in Lakh Rs.) .....	96
Table A.26	Allocation for Differently abled (in Lakh Rs.) .....	96
Table A.27	Expenditure for Differently abled (in Lakh Rs.) .....	96
Table A.28	Allocation for HIV-Affected Children (in Lakh Rs.) .....	97
Table A.29	Expenditure for HIV-Affected Children (in Lakh Rs.) (in Lakh Rs.) .....	97
Table A.30	Allocation for Biodiversity Parks, Science Education, and Energy (in Lakh Rs.) .....	97
Table A.31	Expenditure for Biodiversity Parks, Science Education, and Energy (in Lakh Rs.) .....	97
Table A.32	Allocation for Gender Sensitisation (in Lakh Rs.) .....	98
Table A.33	Expenditure for Gender Sensitisation (in Lakh Rs.) .....	98
Table A.34	Allocation for Skill Enhancement (in Lakh Rs.) .....	98
Table A.35	Expenditure for Skill Enhancement (in Lakh Rs.) .....	99
Table A.36	Allocation for SSK (in Lakh Rs.) .....	99
Table A.37	Expenditure for SSK (in Lakh Rs.) .....	99

Table A.38	Allocation for Continuing Education (in Lakh Rs.) .....	100
Table A.39	Expenditure for Continuing Education (in Lakh Rs.) .....	100
Table A.40	Allocation for Other Projects (in Lakh Rs.) .....	100
Table A.41	Expenditure for Other Projects (in Lakh Rs.) .....	100

### List of Figures & Photographs

#### **II School Education in Kerala: An Overview**

Fig. 2.1	SDG-4 Index Score – Kerala and India .....	25
Fig. 2.2	Schools and Enrolment in Kerala – Primary and High School ('000 nos.) .....	26
Fig. 2.3	Schools and Enrolment in Kerala – Higher Secondary .....	27
Fig. 2.4	Dropout Rates – SC and ST since 2009-20 .....	28
Fig. 2.5	Pass percentage–HS, HSS and VHSE since 2009-2020 .....	29
Fig. 2.6	No of Govt. Schools Functioning in Pucca Buildings .....	30
Fig. 2.7	Proportion of Govt. Schools with Drinking Water and Functional Toilets .....	30

#### **III Insights from Budget Analysis**

Fig. 3.1	Education as Share of Total Budget in Percentage (2015-20) .....	36
Figure 3.2	Utilisation Rate of Funds for Secondary Education in Percentage (2015-20) .....	37

#### **Photographs**

Photograph 1	FGD at Kozhikode District Panchayat .....	85
Photograph 2	Interviews at Kasaragod District Panchayat .....	85
Photograph 3	FGD at Kasaragod District Panchayat .....	85
Photograph 4	FGD at Alappuzha District Panchayat .....	85
Photograph 5	Interactions with Teachers at Kalavoor GHSS, Alappuzha .....	86
Photograph 6	Interview at Alappuzha District Panchayat .....	86
Photograph 7	Field Interactions with Students in Alappuzha District .....	86
Photograph 8	Interview at Wayanad District Panchayat .....	86
Photograph 9	Science Park, Kannur District Panchayat .....	87
Photograph 10	FGD at Malappuram District Panchayat .....	87
Photograph 11	Interaction with Experts at Palakkad .....	87
Photograph 12	Community-level Study Centre at Alappuzha .....	87

## **Executive Summary**

Kerala has a legacy of undertaking several community-based and child-centric initiatives to strengthen public education within the state. Several innovations that transformed Kerala's formal education system evolved from different community-based initiatives, such as Akshara Vedhikal (literacy forum), the school complex, and Vijnanolsavam. District Panchayats are envisaged to strengthen secondary education by exploring the provisions of the Kerala Panchayati Raj Act. In 2020, in collaboration with IRTC, UNICEF conducted a pilot study in Thrissur District Panchayat to understand its role in improving the quality of secondary education, map the remarkable interventions of the DP and explore the processes and strategies that went into the progress. This study gave a better grasp of the work and performance of the DP in the secondary education sector. Suggestions to fill the gaps were given, coupled with a visionary plan for the ensuing decade. Also, many other DPs can adapt and modify Thrissur DP's effective programs per their prevailing conditions. We consider this pilot study an inspiration to do a pan-state study on the impact of District Panchayats on secondary sector education and how far that has improved pupils' overall educational environment and development.

### **OBJECTIVES OF THE STUDY**

- Analyse the budget of 14 District Panchayats between 2015-16 and 2019-20 and understand their allocation and expenditure trend towards secondary education.
- To study the good practices of District Panchayats on secondary education concerning improving the quality of education.
- Develop improved protocols and methods for planning and implementation in the domain of secondary education by the District Panchayats

### **METHODOLOGY**

The study has been completed in a mixed methodology framework. Secondary data on district panchayat budgets were collected from

the Sulekha portal of the Local Self Government Department. The analysis of the outlay and utilisation of funds by District Panchayats followed the plan guidelines of the government of Kerala. Different headers of expenditure are outlined in the plan guidelines. According to these plan guidelines, these categories were condensed into seventeen broad spending headers. The qualitative side of the data was collected through online and offline interviews and focus group discussions with district panchayat members and other stakeholders in the education sector of the districts. In the study, each DP's allocation and expenditure were considered part of the analysis and the revenue of the DPs was not taken into account. This is because the revenue of the DPs comes from the plan fund provided by the state government based on the population of the DPs, and the grant provided by the central government are exclusive for specific activities and cannot be utilised under any other heads. Hence the revenue as such does not have anything significant to be considered in the present study; hence the study mainly focuses on improving the performance of the DPs in secondary education by utilising the existing resources in their proper and planned utilisation. So, the study only analyses expenditure and utilisation of the existing budget on education during 2015-2020 without considering the revenue of the DPs.

### **GENERAL FINDINGS AND OBSERVATIONS**

#### **School Education in Kerala: An Overview**

- There was a declining trend in enrolment rate in High Schools until 2016-17, which increased in subsequent years. On the other hand, Higher Secondary enrolment has exhibited a rising trend throughout the years.
- Over these years, the overall dropout rate gradually declined along with SC and ST dropout rates, but the ST dropout rate is still higher than the overall dropout rate.
- The trend for the VHSE results shows a certain amount of downfall over the years. The field

data indicates the fact that the higher spending of the DP at the high school level has resulted in better results in the sector. It was also seen that the pass percentage at the high school level was significantly higher than that at the higher secondary level. In contrast, comparatively lower spending at higher secondary levels and almost negligible spending on the VHSE have proportionally reflected in their respective performances.

- The interventions under District Primary Education Program (DPEP), Local Self Government institutions and programs like Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA) have contributed much to the overall development of physical infrastructure and basic amenities in government schools in Kerala.

### **Insights from the Budget Analysis**

- The analysis suggests that the Kannur district panchayat allocated the highest amount for its educational activities (232.00 Cr). On the other hand, the Alappuzha district panchayat's allocation is the lowest, with an amount of 68.73 cr. In the expenditure scenario, the Malappuram district panchayat has the highest expenditure (84.58 Cr), and Pathanamthitta has the lowest expenditure (25.08 Cr).
- Focusing on the utilisation rate, it is evident that Thrissur put excellent use to the allocated share of the total budget for education. Thrissur district panchayat had allocated only 10 per cent of the fund under the head of education, but they utilised 60 per cent of it. Meanwhile, the Kannur district panchayat allotted 28.6 per cent of the total fund for education, and they only used 30.3 per cent of it. Regarding the utilisation of education funds, the Kannur district panchayat is far behind compared to other district panchayats in the state.
- Programs for Result improvement were executed only in nine District Panchayats during 2015-2020. Fund allocation for these programs is often relatively small, at about one or two per cent, and district panchayats have generally utilised the funds well in all years except 2019-2020.

- Spending on maintenance of school infrastructure was considered inconsistent by all fourteen district panchayats. The infrastructure development fund has been used more efficiently for purchasing school furniture than for constructing school buildings.
- Focusing on facilities like libraries, laboratories, art facilities and IT infrastructure in the schools, the fund allocation is comparatively less, at about five per cent or less in most cases. However, it has seen good levels of fund utilisation by most district Panchayats.
- District panchayat allocated only a tiny portion of their budget for electrification, water supply and sanitation. Among these three, they give more importance to building Toilets in schools. Thrissur district panchayat has not allocated any funds for these activities. Only Ernakulam and Kannur district panchayat spend a fair share of their budget regarding the same. The other districts can be seen as inefficient in using the fund mentioned above.
- From the analysis, 12 district panchayats allocated funds for sports development except for Alappuzha and Kozhikode. Among these Kollam, Palakkad, Kasaragod and Ernakulam are in top positions.
- District panchayats allocated only a negligible amount under the food security and kitchen header. The district panchayat utilised the fund mainly on constructing kitchen and dining halls for children. Only Thiruvananthapuram district panchayat consistently utilised funds under this header. Even though Kannur, Kollam and Ernakulam district panchayat used the funds, it was not consistent. Kozhikode had no budget allocation in four out of five years.
- The fund allocation for the comprehensive project is less than two per cent of the total education budget, except for the Thrissur district panchayat, which took up 7.24 per cent for the Samagra Vidhyabhyasam project. Every district panchayat successfully utilised this allocated fund for such tasks; as a matter of fact, they considered the implementation of this project to be a prestige issue.

- The SC plan fund was better utilised by District Panchayats of Thiruvananthapuram, Kollam, Kottayam, Ernakulam and Kozhikode. Palakkad and Kannur district panchayats performed poor in this context.
- At the same time, Palakkad and Kannur district panchayat utilised the Tribal Sub plan in a very excellent way for five years (2015-2020). Thrissur, Idukki, and Wayanad were irregular in their fund utilisation of Tribal Sub Plans. The Pathanamthitta district panchayat performed averagely utilising both Tribal Sub Plan and SC Plan.
- The secondary data from the Sulekha portal shows that Ernakulam properly operated the fund for the development of Fisher folk. On the contrary, the field data depicts no visible indicators of special initiatives said to be implemented, as the secondary data suggests. The district panchayats representatives also could not explain their so-called initiatives for the education of the students from the community. Kannur district panchayat utilised the fund for four out of five years, and districts like Malappuram, Kollam, Thiruvananthapuram, and Kozhikode carried out the projects for one to two years with excellent utilisation. Even though the Thrissur DP has done projects, they have an abysmal utilisation rate.
- Kannur, Thiruvananthapuram, Kollam and Kozhikode district panchayat have an excellent track record in using the fund for differently-abled children. Unfortunately, there were not any funds kept aside for such projects by the Wayanad district panchayat, which indicates that the allocation and utilisation were so poor. Kottayam, Alappuzha, and Thrissur district panchayat made inefficient use of funds from this particular head.
- Kottayam and Thiruvananthapuram district panchayats are the only District Panchayats that allocate and utilise the funds for improving HIV-affected children.
- District panchayats, except for Thrissur (Vigyan Sagar, Science Olympiad) and Kannur (Shastramukulam), had insufficient attention regarding the development of scientific temper among students.
- The gender-friendly initiatives are constrained to infrastructure facilities for girls, such as Napkin vending machines, Girl Friendly Toilets and women's rooms. Also, it does not consider boys and students outside the gender binary. These are the major drawbacks of gender-friendly initiatives, especially in the secondary education sector.
- The district panchayats properly allocated and utilised the fund under Samagra Shiksha Kerala's header (SSK). Nevertheless, the figure was being dragged down in most district panchayats due to inefficiency in utilising funds under the RMSA component, which was being used to construct primary school infrastructure like buildings.
- Funds under the miscellaneous header occupy only a sliver of the total education budget. However, the district panchayats of Thiruvananthapuram, Kollam, Alappuzha, Malappuram, Kannur and Kottayam utilised the fund well. It is mainly for supporting children from linguistic minorities, giving merit scholarships and awards to students with excellent academic records and implementing projects to monitor school children.

### Promising Projects

- ***The Vijayabheri Project:*** The project was conceived as a solution to the poor performance of the Malappuram district in the SSLC result. The SSLC pass percentage rose from 33 per cent (2001-2002) to nearly 100 per cent (2021) in Malappuram.
- ***Harisree:*** Harisree is the flagship project of the Palakkad district panchayat, including several initiatives from infrastructure development to pedagogy laboratories for teachers.
- ***Prathibha Poshana Paripadi:*** Prathibha Poshana Paripadi is a comprehensive education project of the Kozhikode district panchayat. It aims to improve academic performance, awareness building and protection of children's rights, increase the use of Malayalam as the

mother tongue, and provide workshops for teachers and parents. The program has helped to support economically and socially backward students in their education.

- **Anweshanakoottam:** The Anweshanakoottam project of the Wayanad district panchayat aims to improve students' academic performance by focusing mainly on science, mathematics and history. The project has helped increase students' inquisitiveness and improvement in results.
- **Manasa:** The main objective of the Manasa project was to improve menstrual hygiene and ensure clean girl-friendly toilets in schools under Thiruvananthapuram District Panchayat. The project has installed 150 sanitary napkins vending machines in 150 schools and girl-friendly toilets and restrooms.
- **Celluloid Project:** The celluloid project by Thiruvananthapuram District Panchayat (2017-2018) began to develop children's co-curricular activities. A short film festival was organised for children, and District Panchayat gave the best short film prizes.
- **Jalakam:** The Jalakam Project of Kollam District Panchayat provided career guidance to class XII students. Students were introduced to several courses from 144 universities.
- **Vanajyothei:** The project was planned and implemented by Thiruvananthapuram District Panchayat, aiming to reduce tribal dropouts and improve their academic performance. Learning centres were established in 15 tribal hamlets under Thiruvananthapuram District. It increased up to 25 hamlets and became a successful venture.
- **Dronam:** Dronam project is a new initiative by Ernakulam District Panchayat to develop sports potential among students in Ernakulam District. Students who stood out in sports were given proper food, accommodation and training. These students eventually secured good jobs as sportspersons, and Ernakulam District secured the fourth position in the State sports meet.

- **Boxing Academy:** This flagship project of Kollam District Panchayat began in 2019. Boxing classes were given to the students resulting in three from the academy winning three medals at State level games, and one of the students won bronze medals at the National level.
- **Sports training for Tribal students in improving Athletic competency:** This project of Wayanad District Panchayat aims to enhance and enrich the athletic talents of Tribal children in Wayanad District. Expert athletics, including Olympians, gave proper training, improving children's athletic competency. Many alums got better opportunities in the sports field at State, National and International levels.
- **Sargavayana Sampoorna Vayana:** Thiruvananthapuram District Panchayat established this project to improve library infrastructure in all schools under the District Panchayat. Ten thousand six hundred one classroom level libraries were established under this project. School libraries have become more systematic and efficient with the help of the Sargavayana Sampoorna Vayana project.

Even though the projects mentioned above made a significant impact, most of these projects failed to continue for an extended period due to a lack of long-term planning and allocation of funds. The project that continues also has become very much saturated and lacks futuristic visions and ideas.

### Critical Reflections from the Study

- The district panchayats have heavily underutilised the funds for infrastructure development. This is due to the mismatch between plans and actual funding, lack of proper planning and convergence.
- The district panchayats with the best fund-utilisation records are Thrissur, Ernakulam, and Kollam. Those with the poorest performance are Kannur, Idukki, and Pathanamthitta.
- It is interesting to note that the two districts with the lowest budgetary allocation for education – Thrissur and Ernakulam – are the ones that have been most efficient in utilising

funds. On the other hand, the district with the highest allocation – Kannur with 28.6 per cent over five years – has performed the worst in terms of efficiency. All but the three best performing districts have utilised less than half of their allocated funds, and even among those who have spent above 50 per cent, only Thrissur has breached the 60 per cent figure for funds utilisation.

- The lack of proper documentation and a comprehensive database in district panchayats significantly hindered coordinating efforts between different agencies and making grounded plans that cater to context-specific issues in various districts.
- In most district panchayats, the level of convergence between different agencies was lacking. Different bodies like district panchayat, DIET, and SSK were found to operate on their wavelengths, and the district education committees were generally not working in a coordinated manner in most District Panchayats. This lack of convergence is also visible in Districts with a poor level of convergence, like Kannur and Idukki had the poorest levels of fund utilisation and projects that could not be carried out effectively.
- A significant share of the funds for infrastructure was spent on constructing buildings and acquiring furniture. A significant proportion was also earmarked for constructing toilets. SSK funds include funds under both SSA and RMSA, and it was observed that the district panchayats did not properly utilise RMSA funds.
- The understanding of inclusivity of caste was limited towards addressing the needs of SC and ST students according to the plan guidelines, and the case of children from traditional fisherfolk was largely ignored. When designing interventions, the district panchayats also ignore children from other educationally marginalised sections within OEC communities.
- Gender-friendly initiatives undertaken by district panchayats were limited to installing

sanitary napkin vending machines or building girl-friendly toilets. Issues faced by children whose identities fall outside the gender binary, such as dropouts and discrimination, were not considered at all by any of the District Panchayats.

- The district panchayats have also largely ignored the domain of science education and inculcation of scientific temper among children. Such programmes have only been undertaken by two DPs – Thrissur and Kannur.
- The District Panchayats have also not made many efforts to address the mental health issues students face in schools. Kozhikode District Panchayat is the only one that has devised projects to address the mental health of school-going children.

## **RECOMMENDATIONS**

The implementation of specific programs can carry out the betterment of State secondary education. These programmes can be formulated either by state and district independently or collectively.

### **State Level**

Analysing the guidelines of the State Planning Board in contrast with Sustainable Development Goal 4, it is understood that some of the sub-target goals failed to be part of the guidelines. Sub targets include Parity indices (male/female, rural/urban, bottom/top wealth quintile, others such as disability status, indigenous people, and conflict-affected children), Presence of modules on global citizenship, human rights, gender equality, and sustainable development in teacher training practices or programmes, Provision for life skills-based HIV and sexuality education, Student knowledge of environmental science and geoscience, Teachers with minimum pedagogical training or in-service experience at an appropriate level should be revised and added to the guidelines of State planning board.

- The initiative must be taken to develop a state-level portal which can be seen as an improvised version of the U-DISE platform. It will

provide information regarding each school's infrastructure and academic performance by every district panchayat, which should be updated regularly. This will help State and District Panchayats develop an education plan to Improve Secondary Education in the State.

- The existing state-level committee should coordinate various institutions such as DIET, SSK, Education department, and district level system for higher secondary, VHSE and technical education with DP. It will ensure the proper functioning and implementation of such plans. Monitoring of the projects during and after their implementation should also be taken into consideration by the committee.
- Rendering financial autonomy to District Panchayats will help to plan and utilise the fund for education more effectively, and the state government should make appropriate policy level changes to give more financial autonomy to the DPs.
- There is a lack of gender/caste/class/disability/inclusivity orientation and sensitisation among the elective representatives and officials of the DPs. This lack of sensitivity is evident in the planning process and often results in poor planning and implementation of projects in those sectors. The state government should take proactive measures to sensitise the planners and lawmakers regarding inclusive educational planning and implementation approaches.

### **District Level**

- The district panchayats should have an internal team to appropriately monitor the allocation and utilisation of funds and other resources. This district education committee can function as a coordinating agency of various institutions such as DIET, SSK, Education Department, and district-level systems for higher secondary, VHSE and technical education. This would help develop context-based and need-based special initiatives on education with the collaborative effort of various agencies.
- Planning new initiatives after studying the scenario is necessary for this context. This

can be done by forming subject-wise expert groups in district panchayats. High school education, higher secondary education, girls-friendly approaches, special approaches for marginalised groups, strategies for differently able friendliness, career orientation, skilling and technical education can be the micro categories of expert groups. The district education committee can monitor these groups under the education standing committee.

- District Panchayats have to plan with a long-term vision to prevent the incompleteness of projects due to the transfer of power. This can be achieved through master planning and expert guidelines. The infrastructure and academic performance status of schools can be recorded. Long-term master plans for schools can also develop accordingly. These master plans of schools can be integrated into the district master plan.
- District Panchayats must develop convergence plans to obtain sufficient funds for the projects and utilise the existing funds without spill over. This can be done either between the departments within the District Panchayat or between different bodies like District Panchayats, DIET and SSK.
- Sensitising teachers and students about inclusiveness are relevant to ensuring equality to its full extent. The training and awareness/sensitisation programs can be conducted at the district level. DIET can coordinate this in coordination with the district education committee.
- District panchayats can function as a Centre for career orientation and skill development. This would help to nurture the capabilities of adolescents and youths.
- Bringing the SSK funds under the decentralised planning process can help to utilise the fund for context-specific schemes, including sports-arts facilities and libraries. This will help encompass more programmes in the less focused area, thereby improving the quality of holistic education.

- District Panchayats can be introduced initiatives like activity-oriented learning programmes for disadvantaged communities. This will help to improve science education and their social life.
- District Panchayats have to establish Community learning centres for marginalised communities to support their education. It can be done through a participatory approach to ensure these community learning centres' proper functioning and sustainability.
- District Panchayats could recommend the higher education/ Science and technology institutions to provide the students and teachers from secondary schools, access to its library, laboratories and other such facilities. It will help the students and teachers to observe and practice various science and technology equipment as well as methods and will lead towards generating interest towards respective subjects.
- Initiatives must develop to address the mental health issues students face in schools. Encouraging sports-arts facilities in schools as recreational activities can help ameliorate mental health and enrich their skills.
- Transparency and accountability of education plans can be ensured through a social audit. For this purpose, a social audit team can be formed at both school and district levels.

**This page intentionally left blank**

## **Chapter-I**

# **Introduction**

The 73rd and 74th constitutional amendments have strengthened the Panchayati Raj system in India. These amendments gave local self-government institutions more authority, autonomy, powers, finance, and functions. The local bodies' responsibilities have extended to 29 areas like education, health, and regional development. Education is one of the critical sectors assigned to the jurisdiction of the Local Self Governments. The fifth schedule of the Kerala Panchayati Raj Act (1994) declared that the Grama Panchayats would handle primary education and district panchayat would undertake secondary and higher secondary education (Kerala Panchayat Raj Act and Rule, 2011). Decentralisation has been administered effectively in Kerala compared to the rest of the country. This sheer strength in decentralisation functions crucially and translates to productivity in the State's overall development.

### **THE ROLE OF DISTRICT PANCHAYATS IN EDUCATION**

Over the last 25 years, District Panchayats have been working to develop high schools and higher secondary schools across the State. Their responsibilities include management of government high schools and higher secondary schools. The following are the responsibilities of district panchayats in secondary education:

- Administration of the Government technical schools
- Management of the Government vocational training centres and polytechnics
- Management of the Government vocational higher secondary schools
- Administration of District Institutes for Education and Training
- Co-ordinate Government (Centre & State)

sponsored programmes in education

Special programmes implemented by the DPs mostly have specific targets that enhance a holistic academic environment (IRTC,2019). They incorporate tasks that develop or improve:

- Overall pass percentage and educational quality
- Inclusive education
- Technical education
- Scientific temper
- Workshops for the teachers
- Infrastructure facilities
- Health and sanitation facilities
- Sports activities
- Language proficiency
- Co-curricular activities
- Gender sensitisation
- Domains for children
- Other aspects that would affect holistic academic development.

### **BACKGROUND OF THE STUDY**

Kerala has a legacy of undertaking several community-based and child-centric initiatives to strengthen public education within the state. Several innovations that have transformed Kerala's formal education system evolved from different community-based initiatives, such as Akshara Vedhikal (literacy forum), the school complex, and Vijnanolsavam. Kerala Sasthra Sahithya Parishad (KSSP), a pioneering people's science movement, has a crucial role in evolving such initiatives within and outside the school.

Integrated Rural Technology Centre (IRTC) is the research institution of KSSP, which aims to increase scientific temper and popularise and disseminate technology for common people. IRTC has undertaken different activities such as tribal education research, livelihood development for marginalised communities, solid waste management, natural resources resource management, and science education. The Social Science division of IRTC is a dedicated wing for the research and interventions focused on education, tribal welfare, social inclusion, local governance and marginalised groups. District panchayats are envisaged to strengthen secondary education by exploring the provisions of the Kerala Panchayati Raj Act. Even though many District Panchayats in Kerala have undertaken initiatives to improve the school's quality of infrastructure, there is a lack of interventions to improve the quality of education, particularly at the secondary and higher secondary level. This trend is evident from the report on Thrissur District Panchayat (IRTC,2019), and was reiterated by DP officials in several districts during the interviews and FGDs. Along with these, District Panchayat experiments to strengthen secondary education in Kerala are not adequately documented.

In 2020 UNICEF had conducted a pilot study in Thrissur District Panchayat to understand its role in improving the quality of secondary education, map the remarkable interventions of the DP and explore the processes and strategies that went into the progress. The study analysed the budget allocation and expenditure pattern of Thrissur DP on education, with a specific focus on secondary education. It investigated the remarkable projects and programs undertaken by the DP involving the local community and tried to understand the changing trend of enrolment and dropout of students at the secondary level within the district and explore the reasons for dropout. The study also helped to learn more about students' secondary level academic performance and influence. The district panchayat's autonomy in terms of funds, function and functionaries in the secondary education sector were also analysed in the process.

This study gave a better grasp of the work and performance of the DP in the secondary education

sector. Suggestions to fill the gaps were given, coupled with a visionary plan for the ensuing decade. Also, many other DPs can adapt and modify the effective programmes Thrissur DP had as per their prevailing conditions. We consider this pilot study an inspiration to do a pan state study on the impact of District Panchayats in secondary sector education and how far that has improved pupils' overall educational environment and development.

## **OBJECTIVES OF THE STUDY**

The study seeks to fulfil the following key objectives:

- Analyse the budget of 14 District Panchayats between 2015-16 and 2019-20 and understand their allocation and expenditure trend towards secondary education.
- To study the good practices of District Panchayats on secondary education with regard to improving the quality of education
- Develop improved protocols and methods for planning and implementation in the domain of secondary education by the District Panchayats

## **METHODOLOGY**

The study has been completed in a mixed methodology framework. Secondary data collected on district panchayat budgets were collected from the Sulekha portal of the Local Self Government Department. The analysis of the outlay and utilisation of funds by District Panchayats followed the plan guidelines of the government of Kerala. Different headers of expenditure are outlined in the plan guidelines. These categories were condensed into seventeen broad spending headers according to these plan guidelines. The categories are given below.

1. Result improvement
2. General infrastructure and furniture
3. Maintenance
4. Libraries, laboratories, art facilities and IT infrastructure
5. Electricity, water, and sanitation
6. Sports development

7. Food security and building kitchens
8. Comprehensive projects to improve education
9. Projects for SC/ST/Fisherfolk
10. Infrastructure development, scholarships, and other activities for differently abled
11. Projects for HIV-affected children
12. Biodiversity parks and building scientific temper
13. Gender-friendly initiatives
14. Skill enhancement
15. Samagra Shiksha Keralam (including SSA and RMSA)
16. Continuing education and adult literacy
17. Other miscellaneous projects

The SDG framework has been adopted to provide a different perspective to the earlier study that focused on the interventions of the Thrissur District Panchayat in secondary education. The ten major targets under the United Nations sustainable development goals for education (SDG-4) were taken. The team analysed their sub-targets in the initial part of the study while setting the methodology. Based on observations from the report on Thrissur DP, the team at IRTC identified several indicators that could be used to gauge the performance of all the district panchayats in an expanded framework. These criteria were then listed out and examined whether they aligned with the sub-targets outlined under the UN SDG-4 document.

The qualitative side of the data was collected through online and offline interviews and focus group discussions with district panchayat members and other stakeholders in the education sector of the districts. Case studies of best projects undertaken in the district panchayats were also taken to understand the gaps in expenditure and develop better guidelines for future endeavours of the DPs. The exemplary projects were identified based on the sustainable development goals framework (SDG-4).

Sl. No	SDG-4 Target	Criteria Identified by IRTC in current context	SDG-4 Sub Target
1	Target 4.1	Dropout reduction	4.1.4 – completion rate 4.1.5 – dropout rate
2	Target 4.2	None	Primary education
3	Target 4.3	None	Tertiary Education
4	Target 4.4	Skill-based education Digital disability	4.4.1 - Imparting ICT skills 4.4.2 – Digital literacy
5	Target 4.5	Divisions of class Divisions of caste Divisions of gender Girl-friendly education Rural-urban divide Inclusive education Gender-diverse children Conflict zones Migrant education Divisions of caste	4.5.1 – Parity indices (male/female, rural/urban, bottom/top wealth quintile, others such as disability status, indigenous people, and conflict-affected children) 4.5.3 – Reallocation of education resources to disadvantaged populations
6	Target 4.6	Continuing education and adult literacy	4.6.1 – Adult literacy
7	Target 4.7	Specific teacher training Sex education Education, climate change mitigation, and environment	4.7.1 – Presence of modules on global citizenship, human rights, gender equality, and sustainable development in teacher training practices or programmes 4.7.2 – Provision for life skills-based HIV and sexuality education 4.7.5 – Student knowledge of environmental science and geoscience
8	Target 4.a	Digital divide School electrification Disable-friendly infrastructure Improved laboratories Improved libraries New creative spaces Addressing children’s mental health Digital inequality Sanitation, hygiene, and menstrual health Basic drinking water	4.a.1 – Access to electricity, computers and internet, disability-friendly infrastructure, drinking water, single-sex basic sanitation, basic handwashing facilities
9	Target 4.b	Scholarships given for pursuit of higher education	4.b.1 – Volume of scholarships given and sector of study
10	Target 4.c	Teacher training Teachers’ mental health	4.c.1 and 4.c.3 – Teachers with minimum pedagogical training or in-service experience at relevant level

Context-specific issues like divisions of caste and relevant variables like improvements in laboratories, the establishment of creative spaces, libraries, and teachers' mental health were added to expand the scope of the existing criteria under SDG-4 targets. Despite target 4.6 not explicitly falling under secondary education, the goal has been considered since it related to adult literacy and continuing education programmes for adults up to class 10. The categorisation and criteria used in the SDG-4 framework of the study in relation to the plan guidelines of the Government of Kerala, as identified by the research team at IRTC, are given below in table 1.1.

#### ASSESSMENT CRITERIA IN BUDGET ANALYSIS

The data collected from Sulekha was cleaned, segregated, and compiled into a final dataset for analysis by the team in August. Each item of expenditure by the District Panchayats (DPs) was put under 17 headers, nine of which were categorised as specific goals identified under the SDG-4 framework. The rest included food security, sports, general infrastructure, regular maintenance, furniture, SSA, RMSA, etc. In the study, each DP's allocation and expenditure were considered part of the analysis and the revenue of the DPs was not taken into account. This is because the revenue of the DPs comes from the plan fund provided by the state government based on the population of the DPs, and the grand provided by the central government are exclusive for specific activities and cannot be utilised under any other heads. Hence the revenue as such does not have anything significant to be considered in the present study; hence the study mainly focuses on improving the performance of the DPs in secondary education by utilising the existing resources in their proper and planned utilisation. So, the study only analyses expenditure and utilisation of the existing budget on education during 2015-2020 without considering the revenue of the DPs. Certain ratios are computed to compare the performance of the 14 DPs between 2015-16 and 2019-20. These are used to assess the level of allocation for different headers of expenditure by the DPs, and their efficiency in executing their planned projects. The

data for calculating these ratios was taken from the Sulekha Portal of the Kerala State LSG Department, which gives detailed figures for allocation and expenditure by the district panchayats towards various projects. For each category of expenditure under the total education budget, the following ratios were calculated:

#### 1. Allocation Ratio (AR):

The allocation ratio examines the percentage allocation of each item under the total budget. The following formula defines the allocation ratio:

$$AR_i = \left( \frac{X_i}{\sum X_i} \right) \times 100$$

#### 2. Expenditure Ratio (ER):

The expenditure ratio examines the percentage spending on each item within the total budgetary expenditure of the DP. The expenditure ratio is defined as follows:

$$ER_i = \left( \frac{X_i}{\sum Y_i} \right) \times 100$$

#### 3. Utilisation Ratio (UR):

The utilisation ratio is calculated as the actual expenditure for each item against its allocation in the DP's annual budget. The following formula defines UR:

$$UR_i = \left( \frac{Y_i}{X_i} \right) \times 100$$

In each instance,  $X_i$  denotes the budget allocation for the specific item, and  $Y_i$  is the actual expenditure made by the DP.

## **CHAPTER OVERVIEW**

The report is divided into five chapters. Chapter 1 acts as the introduction, explaining the roles of DPs in education, and the methodology used in the study. Chapter 2 gives an overview of the school education in Kerala. It also tries to give an outlook on school infrastructural facilities, school enrolment rate, dropout rate, and pass percentage from 2009-2020. Chapter 3 attempts to analyse the budget spent and utilised by 14 District Panchayats to improve the standard of education. The chapter is divided into two parts. The first part shows the details of education expenditure by the District Panchayats. The second part goes into detail for

each header of spending under the education budget of the DPs and analyses trends in allocation and expenditure under each header for all 14 DPs. The fourth chapter is an attempt to document promising practices adopted by the DPs during the last twenty years. It also tries to document the strength and the drawbacks of these projects. In the 5th chapter an effort is made to list the identified gaps and to suggest action steps to improve their activities further.

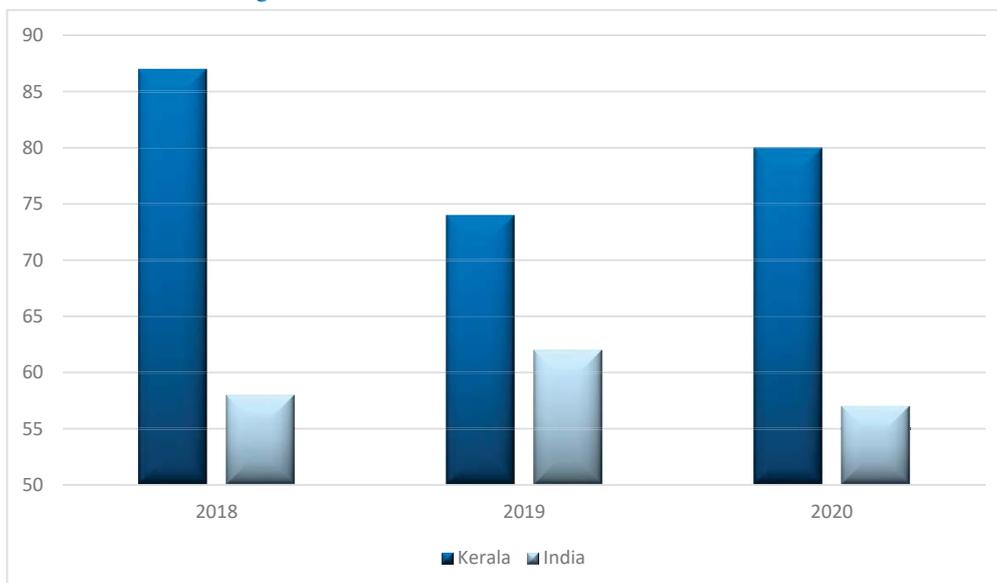
## Chapter-II

# School Education in Kerala: An Overview

Kerala has always been a trailblazer in literacy and improving the standard of living of its people. This chapter attempts to throw light on the status of school education in Kerala. This State has a long-standing literacy rate above 90 per cent and is renowned for being one of the top performers across various social indicators. With its bedrock in a stellar education system, Kerala's human development is roughly on par with more developed countries. Over the years, the Government of Kerala, with LSGIs, has been trying to make the best possible school education available to every child in the State regardless of income, region, or social group. Kerala achieved universal literacy in the 1990s and completed free and universal school education for its children.

Kerala's stellar educational record is reflected in its score on the sustainable development goals index (SDG-4). The NITI Ayog has been calculating the scores for every Indian State since 2018. Across the three reports, Kerala has handily outperformed the rest of the country. It has consistently been the best-performing State in terms of school infrastructure, the proportion of qualified teachers, overall enrolment and dropout rates, and the availability of safe learning environments. Although the scores for the three years cannot be compared due to variations in the adopted methodology of index calculation, one can nevertheless ascertain that Kerala's performance is a benchmark for the rest of India. Figure 2.1 compares Kerala's score in the SDG-4 Index and that of India as a whole.

Figure 2.1: SDG-4 Index Score – Kerala and India



Source: SDG India Index (Various), NITI Ayog

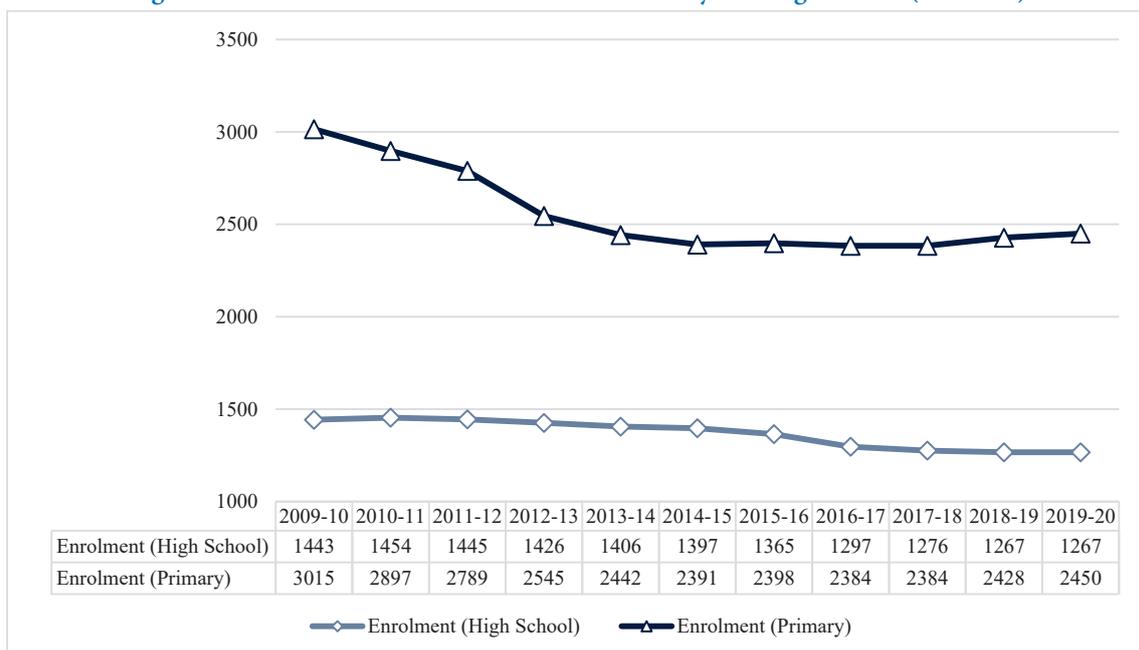
The interventions made by Kerala in the field of education in each period have helped Kerala maintain its high grade. While analysing the education sector of Kerala in the last two decades, the changing trend and the progress in the education field can be seen. The transformation in objectives of Kerala in this sector is noteworthy. Initially, during the early 90, the efforts were mainly towards improving access to educational institutions by increasing the number of schools in Kerala. In effect, the children with various hurdles to access education have gotten a way to the world of knowledge. Towards the end of the twentieth century, the fund began to spend to improve physical infrastructure, including transforming the buildings into pucca buildings, ensuring drinking water and sanitation facilities in schools etc. From the beginning of the twenty-first century, enhancing education sector through increasing number of schools and improving the quality of infrastructure became the central focus of all plans. Even though all these efforts helped improve accessibility and decrease the dropout rate, no positive change happened in the case of enrolment rate until 2016-17. Change in demographic pattern of the State due to low birth rate is the main reason attributed for this phenomenon (Economic Review, 2015). The number of students in schools in Kerala has declined from 59.07 lakh in 1992 - 93 to 36.8 lakh in 2016-17. As mentioned in

the Kerala Economic review of those years, the reason for declining enrolment is the change in the demographic pattern of the State due to the low birth rate. The upward growth shows in the enrolment of students in Kerala from 36.8 lakh to 38.68 lakh between 2016-17 and 2021-22. This is because of incorporating the interventions from upgrading the classrooms and curriculum to developing inclusive nature at both curriculum and institutional levels. The impact of 'Pothu Vidyabhyasa Samrakshana Yajnam' (General Education Rejuvenation Mission) helped increase the flow from unaided schools to public schools. However, this positive growth in enrolment started in the primary education sector in 2015-16. The number increased to 14.18 lakh in 2021-22 from 12.28 lakh in 2014-15. In January 2016, Kerala became the first Indian State to achieve 100 % primary Education through the literacy programme 'Athulyam'.

### ENROLMENT RATE

The reduction in the number of primary schools in Kerala is also reflected in the falling enrolment rate at the first level of formal education. Primary school enrollment fell conspicuously, by almost 21 per cent, between 2009-10 and 2017-18. In 2018-19, the number increased slightly by about 1.8 per cent, going up from 23.84 lakh students to 24.28 lakh students. Student enrolment in high schools

**Fig. 2.2: Schools and Enrolment in Kerala – Primary and High School ('000 nos.)**



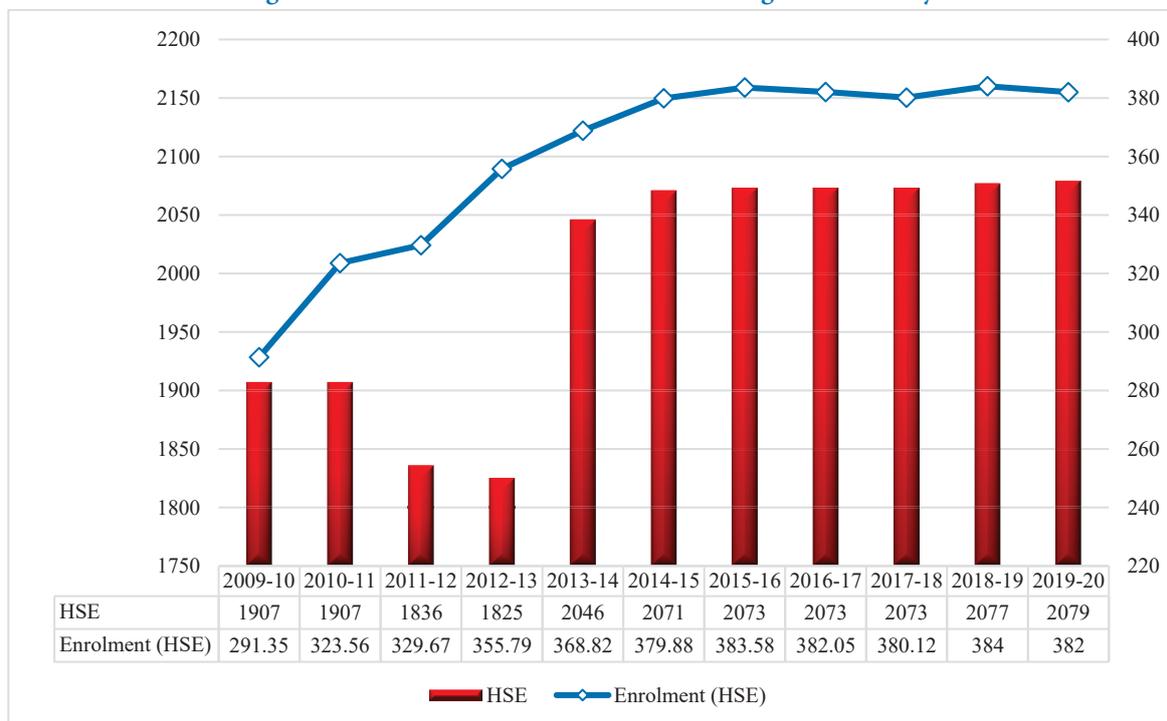
Source: Kerala Economic Review (Various), Kerala State Planning Board

also exhibited a declining trend from 2009-10 to 2016-17, falling by over 10 per cent across the eight years. Change in demographic pattern of the State due to low birth rate is the main reason attributed for this phenomenon (Economic Review, 2015). However, in 2017-18 and 2018-19, the number of students enrolling in high schools rose. 2017-18 is 1.8 times higher than 2016-17. The number increased marginally from 36.8 lakh students to 37.04 lakh students in 2018-19, but still, the figure is higher than the corresponding enrolment in 2009-10 by more than 1.5 times. In these two years, a positive change happened in terms of enrolment of students in Government and Government Aided Schools. As already stated, because of the impact of 'Pothu Vidyabhyasa Samrakshana Yajnam' a flow from unaided schools to public schools is seen (Economic Review, 2018).

Unlike primary and high school levels, student enrolment in the higher secondary classes has

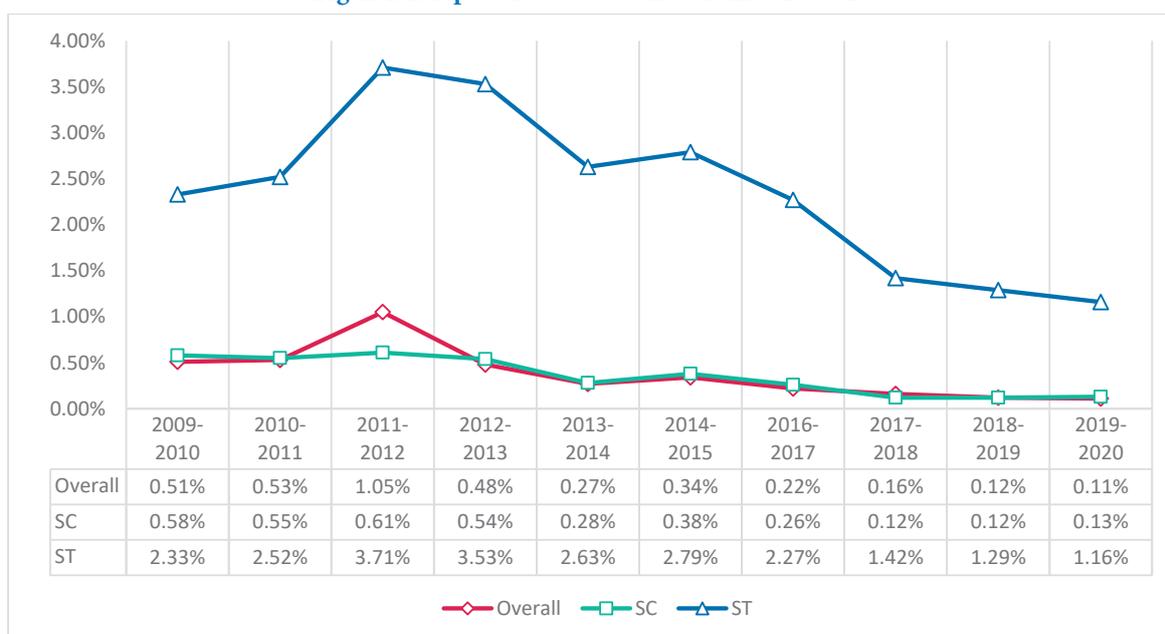
exhibited a rising trend throughout the years. The most significant rise in enrolment in higher secondary classes happened from 2009-10 to 2012-13, when there was a 22.1 per cent increase despite a 4.3 per cent reduction in the number of higher secondary schools in Kerala. The annual rate of change in enrolment slowed down since the 2013-14 academic year before showing a marginal slide in the 2016-18 period. However, enrolment in higher secondary classes increased again in 2018-19 to 3.84 lakh students, with the figure being close to 32 per cent higher than enrolment in 2009-10. Higher secondary schools saw a significant rise in 2013-14, to 2046 schools from 1825 schools in 2012-13. Higher secondary schools have also increased since 2013-14, although the rise has only been negligible in most years. Between 2009 and 2019, the number of higher secondary schools in Kerala grew from 1907 to 2077, representing an increase of about 9 per cent.

Fig. 2.3: Schools and Enrolment in Kerala – Higher Secondary



Source: Kerala Economic Review (Various), Kerala State Planning Board

Fig. 2.4: Dropout Rates – SC and ST since 2009-20



Source: Kerala Economic Review (Various), Kerala State Planning Board

## DROPOUT RATE

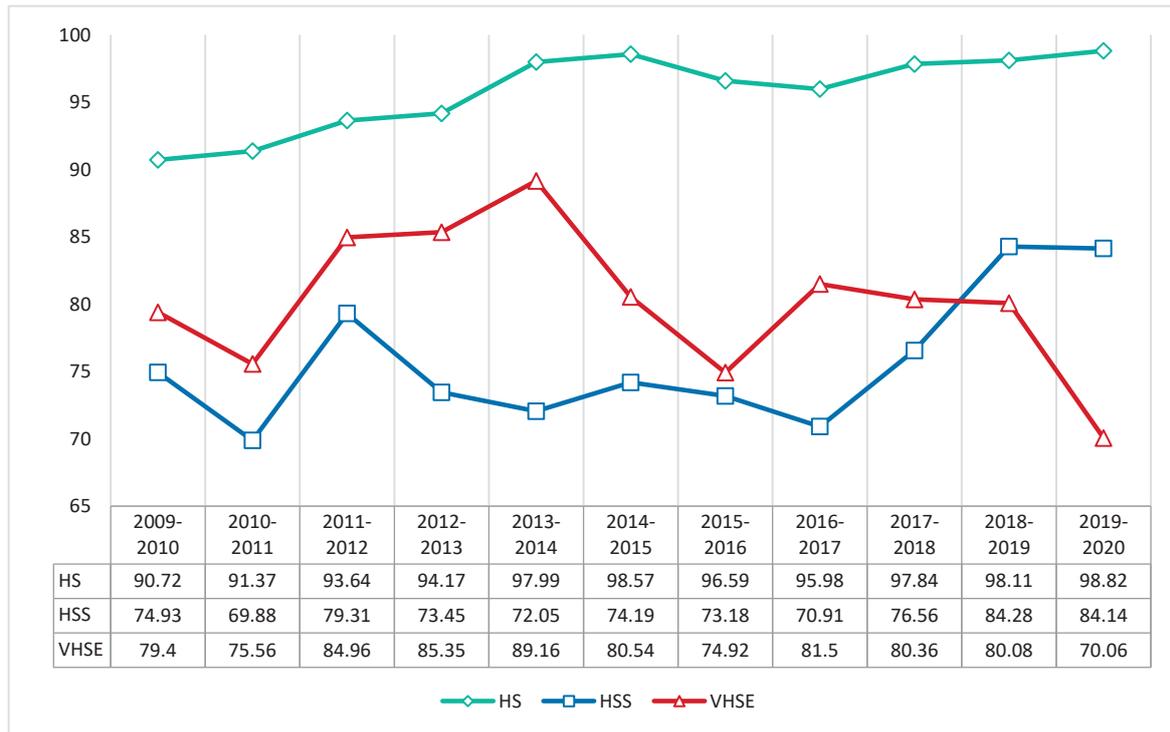
Falling rates of school dropouts have accompanied rising school enrolment in Kerala. The overall school dropout rate in Kerala in 2018-19 was 0.12 per cent, which is only one-third of the figure from 2009-10. According to the Ministry of Human Resource Development (MHRD), Government of India report on Educational Statistics at a Glance, 2018, the all-India average dropout rate for higher secondary schools is 17.06. The figure for Kerala is miles ahead of the national average, which points to the State's remarkable level of investment in raising human development.

Analysing the ten-year trend from 2009 to 2019 shows that the dropout rate initially rose to a peak of 1.05 per cent in 2011-12, but it has since fallen significantly. The fall in dropout rate between 2011-12 and 2018-19 is almost 84 per cent. The declining trend is visible in the case of the most vulnerable sections of Kerala society – the Dalits and Adivasis. The dropout rates among SC communities in the State fell by nearly 79 per cent between 2009-10 and 2018-19, from 0.58 per cent to 0.12 per cent. In the case of Adivasi communities, the decline between 2009-10 and 2018-19 is 44.6 per cent. The overall ST dropout rate fell from 2.33 per cent to 1.29 per cent. However, it must also be noted that the school dropout rate among ST communities in Kerala rose steeply between 2009-10 and 2011-12

by 59 per cent, with the following years recording a fall of 65.2 per cent when corresponding figures from 2018-19 are considered. The latest data from 2019-2020 shows a slight change in the dropout rate from 0.12% to 0.11%. In the case of SC, the dropout rate increased by 0.1%, and when we focus on the ST dropout rate, it decreased by 0.13%.

The dropout rate of ST is comparatively high from the overall dropout rate and SC dropout rate. According to the study on MRS (Model Residential School) undertaken by IRTC; the dropout rate of SC and ST keeps falling, however the gaps are not closing. The academic backwardness of parents, lack of transportation and hostel facilities and financial difficulties in buying study materials are the reasons behind this (Rajesh et. al, 2019). The study by IRTC in 2019 also points out that the data regarding the dropout of SC and ST may not be accurate; hence the teachers often tend to keep the ST and SC students in the roll book even though they are not coming to the schools. The school authorities also play blind to these practices to circumvent the regulations regarding the responsibilities of teachers ensuring the prevention of dropouts of students from SC and St communities. So, there is a need for a detailed examination of this issue. It must also be noted that data for the 2015-16 academic year have not been made available by the Government of Kerala.

Fig.2.5: Pass percentage–HS, HSS and VHSE since 2009-2020



Source: Kerala Economic Review (Various), Kerala State Planning Board

## PASS PERCENTAGE

The above graph indicates HS, HSS and VHSE pass percentages from 2009 to 2020. The high school pass percentage is analysed by using the SSLC pass percentage from 2009 -2020. Here pass percentage is increasing from 2009 to 2014 and there is gradual decrease occurred in 2015, later it kept on rising with slight differences till 2020.

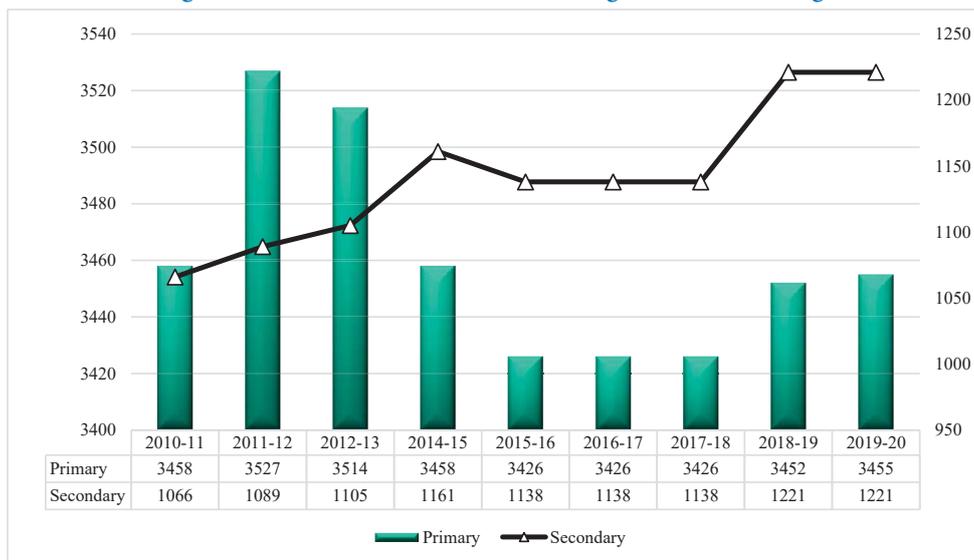
In contrast, Kerala had “The Kerala Higher Secondary Department”, which was formed in 1990 to improve and enhance the quality of education. The govt. Orders provided for the facilitation, development, and reorganisation of secondary and college education in the State in tandem with the National Education Policy. The pass per cent of students in higher secondary courses hiked from 70.91 per cent in 2016- 17 to 76.56 per cent in 2017-18. Vocational Higher Secondary Education in Kerala started in 1983-84. Vocational Higher Secondary Education highlights the three significant aspects of learning Professional, Vocational and Workplace. The graph above shows the VHSE and HSS pass percentage fluctuation. The pass percentage of VHSE increased from 89% in 2013-2014. During 2014-2015 VHSE pass

percentage declined, and the least pass percentage reported in 2019 was 70.06%. In 2018-19 HSS pass percentage had shown a surge, and it overtook the pass percentage of VHSE, which on the other hand, dropped down by around 10% in the year 2019-20.

## SCHOOL INFRASTRUCTURE

The Pothuvidyabhyasa Commission Report (2017) has also noted that LSGIs have played a crucial role in developing Kerala’s education through massive investment in school infrastructure. This observation has been repeated in the 2020 Kerala Economic Review, with the report stating that physical infrastructure in Government schools across Kerala has seen tremendous improvement courtesy of the activities of LSGIs. The efforts in the physical infrastructure and basic facilities in the schools of Kerala were initially concentrated on increasing the number of schools. Since the late 90’s, the focus changed to improving the quality of buildings, including raising pucca buildings and ensuring drinking water and sanitation facilities. Two metrics illustrated to show the standard of school infrastructure are the number of schools that function in pucca buildings with adequate

**Fig. 2.6: No of Govt. Schools Functioning in Pucca Buildings**



Source: Kerala Economic Review (Various), Kerala State Planning Board

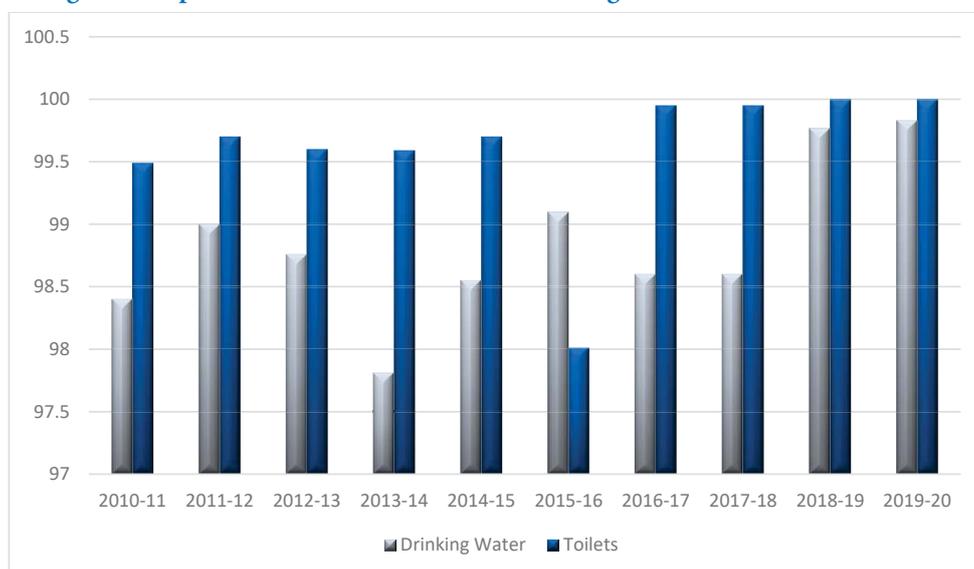
facilities for children and the proportion of schools with a proper drinking water supply and functioning toilets for students. These statistics are given below in the figures.

Across the last decade, all government schools in Kerala have been functioning in pucca schools. The district panchayats have regularly kept aside a substantial part of their funds to develop school infrastructure. The efforts have been augmented by the presence of schemes like the Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA), which have, since 2018, been constituted as a singly body called Samagra Shiksha Keralam (SSK). Analysing the trend shows that schools functioning in pucca buildings declined

between 2012 and 2018. The decline may be due to an overall fall in the number of functioning schools in the State. However, the situation has started recovering over the last two years.

The trend has been positive throughout the last decade regarding schools with a proper supply of drinking water and functioning toilets. In 2019-20, all Government schools in Kerala had been noted to have proper toilets in their compound for both boys and girls, while drinking water is available in over 99.7 per cent of Government schools. This figure is remarkable and is a testament to the efforts taken by Gram, Block, and District Panchayats in ensuring that students get safe environments in their schools.

**Fig. 2.7: Proportion of Govt. Schools with Drinking Water and Functional Toilets**



Source: Kerala Economic Review (Various), Kerala State Planning Board

IT education began in schools of Kerala from 2001-02 with the establishment of IT@School. The IT@school was a project under the General education department, and in 2005 (Information Technology) was made a compulsory subject in 10th standard. In 2006 they launched “Victers”, a children’s edutainment channel through the assistance of the EDUSAT network. Victers is considered the first complete educational channel in India. During 2007-2012 ICT infrastructure was provided to 4071 schools, and as a further improvement, in 2017, IT@school was transformed into KITE (Kerala Infrastructure and Technology for Education). KITE initiated several programs as a part of the 13th five-year plan. They revived School Wiki in 2017; initially launched in 2009, it aims to foster a collaborative learning culture in Kerala schools. The portal has details of 15,000 schools in the State. It has over one lakh pages, 34,931 users, and 86,975 articles; in 2018, KITE developed the SAMAGRA resource portal for classes 1 to 12 to provide digital resources for all subjects. It ensures access to several multimedia materials linked to the curriculum and syllabus. The following program was Little KITES to bring out the change by selecting a few students who excel in various domains as school leaders using ICT. The students were given all sorts of ICT training such as robotics, cyber safety, animation etc. Another initiative put forward by KITE was “Sametham” to share the authentic academic and infrastructural details of Government, aided and unaided schools in Kerala.

“Pothu Vidhyabyasa Samrakshana Yajnam”, launched in 2017, contributed to upgrading classrooms and curriculum. The high-tech school is part of the plan, which aims to ensure IT-enabled education facilities for children in classes 8 to 12 and to bring public schools up to international standards. As part of this project, the Government supplied 59772 laptops, 43525 multimedia projects, 41789 mounting kits, 41878 HDMI cables, 40616 face plates, 23104 screens, and 42739 USB speakers, 4714 DSLR cameras, 4545 LED 42” televisions and 4720 full HD webcams. 4752 Government schools in the High School, Higher Secondary and Vocational Higher Secondary streams were the beneficiaries.

## **FINANCING OF SCHOOLS IN KERALA**

In Kerala, several departments are involved in financing schools. The major departments that finance school education are the General Education and Technical Education Departments. Other departments that spend on schools and children include the Departments of Sports and Youth Affairs, Labour and Labour Welfare, Scheduled Caste and Scheduled Tribe Development, Minorities Development, Fisheries, and Local Self-Government. The Kerala Development Report (2021) notes that after 1996, local bodies have come to play a new role in funding and administering schools. Investment in school education in Kerala increased sharply over the past five years (2015-16 to 2019-20); simultaneously, there was an essential variation in the investment pattern. The primary source of investment in school education in the Government sector shifted from the line department to local body plans.

The Government of India launched DPEP (District Primary Education Programme) in the year 1994-1995. This programme aims for the universal access and enrolment of children up to 14 years and also improvement in quality of education. The financing pattern followed by DPEP was 85% by the Government of India and 15% by the Government of Kerala. The first phase of DPEP was introduced in Kasaragod, Wayanad, and Malappuram in 1994 and in Palakkad, Idukki, and Thiruvananthapuram in 1997. It came to an end by 2003.

Sarva Shiksha Abhiyan (SSA) was started in 2002-2003 to provide quality education to children from 6 to 14 years old. The financing pattern is 75% by Central Government and the rest 25% by State Government. Out of the state share, only 10% will be provided in the state budget, and the balance 90% is to be met by the Local Self Government from its plan grant. Rashtriya Madhyamik Shiksha Abhiyan (RMSA) was launched in 2009 by the Central Government to develop higher secondary education in public schools. The financing pattern is 75%:25% by Central and State governments, respectively.

“Pothu Vidyabhyasa Samrakshana Yajnam” is a new State-level program initiated by Kerala State Government in 2016-2017. The program’s main

objective is to provide skills and perception in an international-level standard for the students from class 1st to class 12th. Samagra Shiksha Kerala is the latest state-level program launched in 2018-2019. It is an integrated scheme extending from pre-school to class 12th to provide inclusive quality education at all levels of education. The project comprehends three schemes Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), and Teacher Education (TE).

Additionally, a large chunk of investment responsibility in the sector was taken over by KIIFB. One crore was allocated to each of 973 schools to develop basic facilities. Special financial support was provided to schools that are more than 200 years old (“legacy schools”) and more than 150 years old (“heritage schools”). Financial support was also given to 106 higher secondary schools, 27 vocational higher secondary schools, and 181 lower primary and upper primary schools to improve their infrastructure facilities.

However, observations show that the public school system in Kerala has suffered an eventual fall, with many parents in the State preferring to send their children to CBSE and ICSE schools due to a perceived lack of quality and efficiency in Government and aided schools. Many such schools in the State were shut down due to a chronic shortage of students joining them. Since 2009-10, the number of primary schools (both lower primary and upper primary) fell continuously until 2014-15 but slowly increased since 2015-16. The number of primary schools in Kerala in 2014-15 was around 2 per cent less than the corresponding figure for 2009-10, but in 2018-19, the figures are again showing signs of improvement, with 9841 primary schools operational in the State. While the number of primary schools faced a plunge, there was no such trend in the case of high schools in the Government and aided sectors. The number of high schools kept increasing in the 2009-19 period, from 2814 high schools in 2009-10 to 3120 high schools in 2018-19. This number represents a 10.8 per cent rise in the number of high schools in Kerala (Economic Review, Various).

## **WRAPPING UP**

Analysing the enrolment rate, it is clear that there has been a declining trend in High Schools until 2016-17, which went up afterwards. On the other hand, Higher Secondary enrolment has exhibited a rising trend throughout the years.

Over these years, the overall dropout rate is gradually decreasing along with SC and ST dropout rates, but the ST dropout rate is still higher than the overall dropout rate.

If we focus on pass percentage, it can be understood that the High School pass percentage is way higher than that of Higher Secondary Schools, but the trend regarding the VHSE results shows a certain amount of downfall over the years. The field data indicates the fact that the higher spending of the DP on the HSS has resulted in better results in the sector. In contrast, comparatively lower spending on High School and almost negligible spending on the VHSE have proportionally reflected in their respective performances.

The interventions under DPEP, Local Self Government institutions and programs like SSA and RMSA have contributed much to the overall development of physical infrastructure and basic amenities in government schools in Kerala.

This broad context sets the climate to understand the role of district panchayats to whom secondary education has been dissolved in Kerala. While the role of district panchayat was listed in chapter one, the following chapter will analyse the performance of each district panchayat against the plan guidelines provided for decentralized governance of secondary education in Kerala.

## Chapter-III

# Insights from the Budget Analysis

The 73rd Amendment of the Constitution of India and the Kerala Panchayat Raj Act, 1994 laid down the responsibilities of District Panchayats to include the development of secondary education institutions, including high schools and higher secondary schools under their jurisdiction. The activities of the district panchayats are governed by the Plan Guidelines of the Local Self Government (LSG) Department, Government of Kerala, and these include various components, including infrastructure development, regular maintenance, and activities to improve the standard of education.

The District Panchayats (DPs) include educational expenditure under the broad header of the service sector. One of the key components of educational expenditure by District Panchayats is the mandatory allocation under Samagra Shiksha Keralam (SSK). The SSK component includes

expenditure under two headers – Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA). The two projects were combined to form SSK in 2018. The present chapter attempts to analyse the trends in budgetary allocation of District Panchayats under the header of secondary education. The secondary data used in this chapter have been taken from the Sulekha Plan Monitoring software of the LSG Department.

The chapter is divided into two parts. Part one deals with the overall state-wide picture of education expenditure by the District Panchayats. Part two goes into detail for each header of spending under the education budget of the District Panchayats and analyses trends and inter-district variation for allocation and expenditure under each header for all 14 District Panchayats. The tables given in this chapter mainly deal with only the values for

**Table 3.1: Aggregate Allocation and Expenditure of DP Budgets (2015-20, in Crores)**

District	Total Allocation	Total Expenditure	Education Allocation	Education Expenditure
Thiruvananthapuram	996.58	475.25	176.61	71.39
Kollam	732.95	373.79	98.29	55.37
Pathanamthitta	591.77	264.08	77.34	25.08
Alappuzha	528.84	227.83	68.73	32.62
Kottayam	566.18	221.13	93.81	33.91
Idukki	887.98	277.08	114.14	35.81
Ernakulam	797.87	405.51	100.03	59.24
Thrissur	737.37	302.71	77.41	46.6
Palakkad	996.37	304.30	154.64	63.74
Malappuram	824.61	398.29	180.82	84.58
Kozhikode	953.66	376.08	170.73	67.55
Wayanad	392.89	183.54	91.8	39.88
Kannur	811	345.03	232	70.31
Kasaragod	541.86	218.98	117.88	48.82
<b>Kerala</b>	<b>10,359.90</b>	<b>4,373.61</b>	<b>1,754.22</b>	<b>734.89</b>

Source: Sulekha Portal, LSGI Department, GoK

the allotment of various schemes under the overall budget for secondary education, and the utilisation rate for each on an annual basis. Detailed tables indicating the total allocation and expenditure are given in Appendix-I for each of the seventeen headers of expenditure.

### STATE-WIDE OVERALL FIGURES

Consolidating the five-year budget allocation and expenditure figures shows that between 2015-16 and 2019-21, the district panchayats have had a budget of 10,359.9 crores, of which 1,754.22 crores (17 per cent) has been allotted for education. Of this allocation, about 42 per cent was utilised for projects.

The five-year disaggregated inter-district variation in total budget utilisation, and the allocation for and expenditure on education are given in tables 3.2, and 3.3. Examining these tables reveals that Kannur district allotted comparatively the highest share for education over the five years under consideration. Other districts that have kept aside more than one-fifth of their total budgets for education are Malappuram, Wayanad,

and Kasaragod. Most district panchayats have allotted between ten and twenty per cent, with Thrissur District Panchayat having the lowest overall allotment of about 10.5 per cent. However, Thrissur DP has the highest rate of spending, followed by Ernakulam, Kollam, Alappuzha, and Malappuram. The lowest spending was seen in Kozhikode, Kottayam, Idukki, Pathanamthitta, and Kannur districts, all with between 30 and 40 per cent budget utilisation.

The differences in budget allocation and expenditure between districts can be attributed to the agendas and visions set by elected district panchayat administrations over the given period of time. Factors like demography, number of schools, and disbursement of funds under centrally sponsored schemes do not have much bearing on the budgetary allocation for education by the DPs. In certain cases, such as Kasaragod DP in 2018-19, high inflow of centrally sponsored funds have contributed to increased allocation for education, but this is not an overarching trend in Kerala in the 2015-20 period.

**Table 3.2: Total Annual Budget and Allocation for Education (2015-20, in Crores)**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	Total	Edu								
Thiruvananthapuram	145.76	15.63	145.81	27.59	205.25	37.17	241.93	44.44	257.82	51.79
Kollam	122.81	14.42	112.00	21.61	162.99	24.91	174.05	18.57	161.09	18.77
Pathanamthitta	96.48	8.64	102.20	10.33	117.21	14.42	148.07	21.68	127.81	22.26
Alappuzha	91.55	11.99	99.92	8.46	115.39	12.46	108.53	16.37	113.44	19.44
Kottayam	143.42	11.95	78.18	11.44	97.92	20.51	130.64	30.03	116.01	19.88
Idukki	136.42	20.22	223.79	17.11	231.81	21.81	154.37	27.65	141.59	27.35
Ernakulam	140.41	14.85	117.62	12.09	163.42	20.73	183.59	26.67	192.81	25.69
Thrissur	180.29	9.93	110.78	16.90	149.01	20.15	148.19	12.11	149.09	18.31
Palakkad	177.72	45.66	181.39	34.55	195.84	23.20	223.19	31.29	218.22	19.92
Malappuram	120.79	19.16	121.26	29.47	186.77	54.26	198.12	40.08	197.67	37.84
Kozhikode	141.34	27.97	143.39	25.12	201.42	39.36	242.00	40.52	225.50	37.75
Wayanad	77.12	22.25	68.54	16.28	79.91	20.58	86.98	19.46	80.32	13.22
Kannur	142.08	37.55	139.36	40.94	165.70	48.07	172.53	49.56	191.33	55.88
Kasaragod	90.19	8.45	96.18	13.78	126.44	19.92	110.51	51.15	118.54	24.57

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.3: Total Annual Expenditure and Expenditure on Education (2015-20, in Crores)**

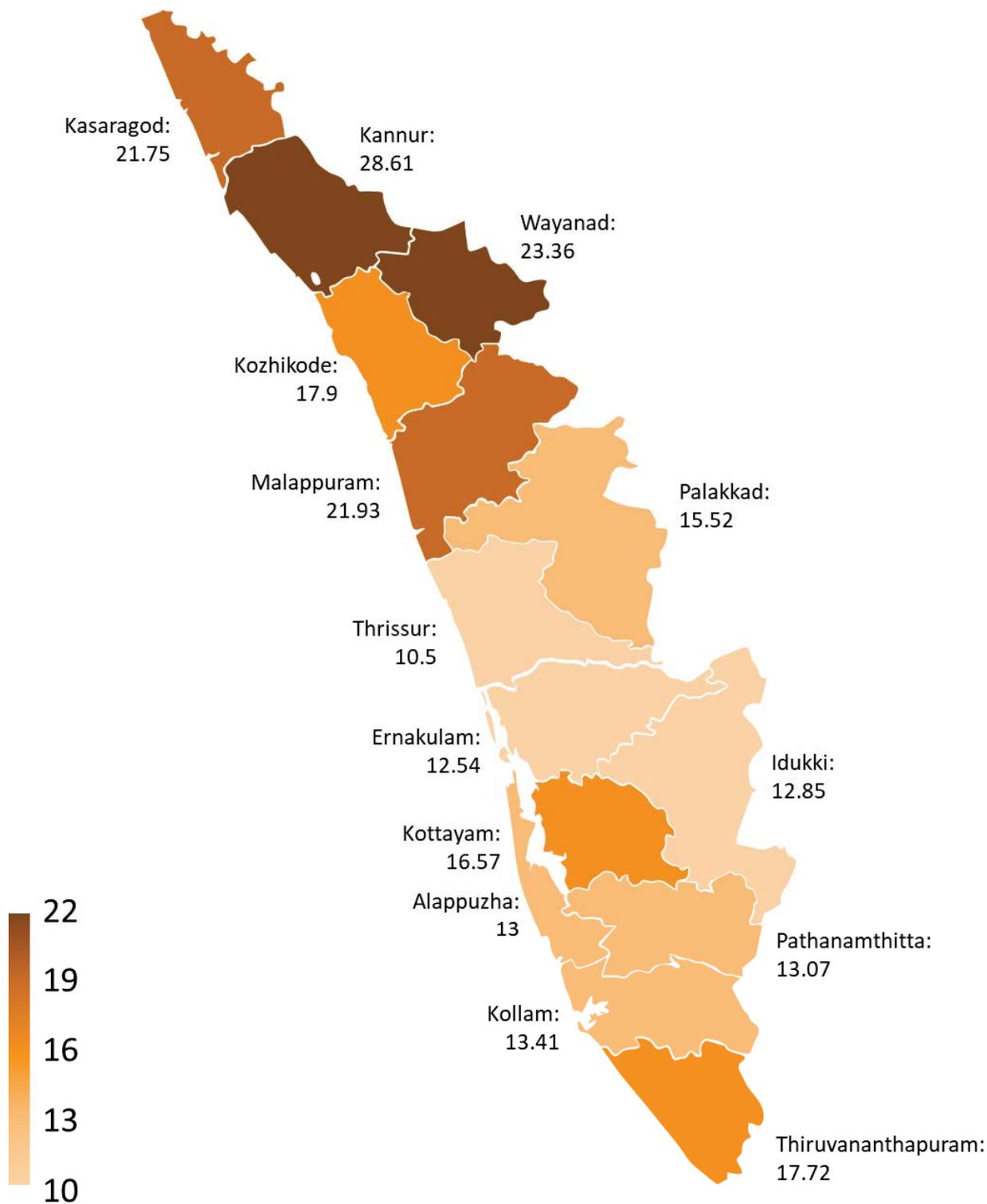
District	2015-16		2016-17		2017-18		2018-19		2019-20	
	Total	Edu								
Thiruvananthapuram	106.11	10.46	59.25	9.23	104.25	16.95	131.49	15.87	74.16	18.89
Kollam	84.95	10.70	46.19	10.79	85.83	15.06	98.87	12.12	57.95	6.70
Pathanamthitta	55.85	2.23	46.72	3.21	45.03	4.22	62.71	7.39	53.77	8.03
Alappuzha	49.68	6.33	35.54	2.80	45.97	7.00	63.94	10.30	32.70	6.20
Kottayam	51.45	8.63	37.84	3.90	40.99	6.99	50.95	10.27	39.90	4.13
Idukki	53.13	8.58	48.18	5.99	57.48	5.44	68.93	10.87	49.35	4.93
Ernakulam	90.26	11.18	56.91	6.44	93.52	15.95	111.19	16.20	53.64	9.47
Thrissur	59.00	7.78	49.18	11.68	66.42	14.71	74.98	8.35	53.12	4.07
Palakkad	97.07	12.66	67.52	15.70	69.53	10.01	47.08	19.24	23.10	6.12
Malappuram	97.07	13.56	46.66	10.10	90.09	29.12	95.91	17.93	68.56	12.97
Kozhikode	75.68	13.68	53.09	7.99	79.52	14.53	102.54	21.06	65.25	10.29
Wayanad	43.19	12.75	28.34	6.83	29.91	6.22	50.90	10.83	31.20	3.25
Kannur	72.56	13.53	45.66	12.93	84.47	16.13	85.05	16.59	57.29	11.12
Kasaragod	41.97	2.65	38.65	6.96	50.24	4.88	56.79	18.53	31.33	15.79

Source: Sulekha Portal, LSGI Department, GoK

The arbitrary allocation of funds by DPs, often with little planning based on availability of resources and lack of convergence with other players in the education sector leads to leakages. The leakages contribute to low level of spending for projects viz-a-viz the planned allocation by the DPs. This

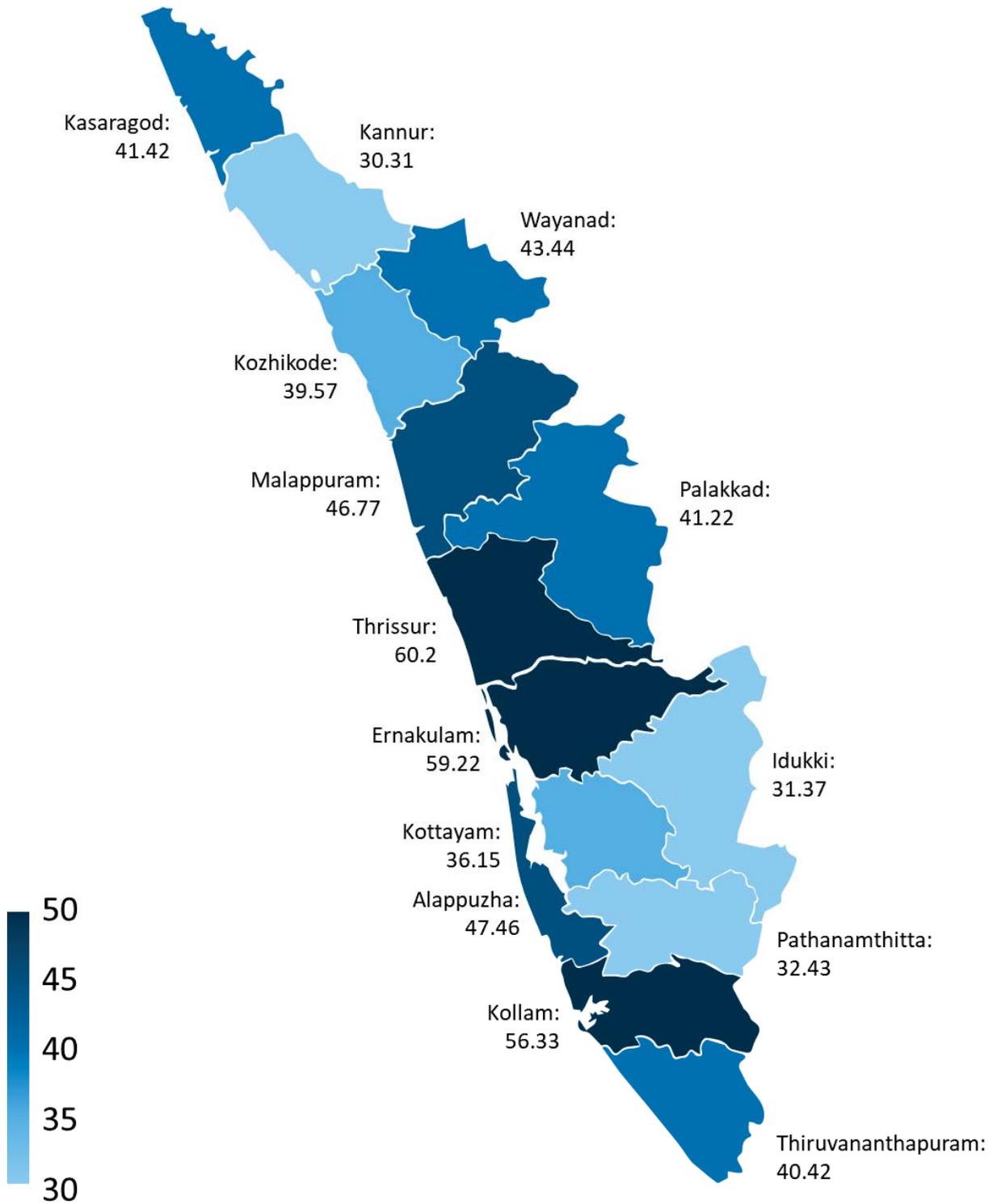
situation was highlighted during the interviews and FGDs with stakeholders, who lamented that better planning would lead to better utilization of resources.

Figure 3.1: Education as Share of Total Budget in Percentage (2015-20)



Source: Sulekha Portal, LSGI Department, GoK

Figure 3.2: Utilisation Rate of Funds for Secondary Education in Percentage (2015-20)



Source: Sulekha Portal, LSGI Department, GoK

### District-Wise Trend: Allocation and Utilisation

Going into the disaggregated analysis regarding allocation of education from the total budget for the 14 district panchayats shows that the value fluctuates from year to year. The share of secondary education in the budgets of district panchayats has stayed below 20 per cent in most cases, except for districts like Wayanad and Kannur. Malappuram has also set aside more than 20 per cent of the budget allocation for education on multiple occasions.

The biggest outlier in table 2 is the case of Kasaragod DP, whose allocation of 51.15 crores in 2018-19 comprised 46 per cent of the total budget allocation, amounting to Rs. 110.5 crores. Despite having multiple exemplary projects and utilising the education budget well, Thrissur District has routinely earmarked only a small sum for education. This point was noted during the earlier pilot study as well. Among other districts, the ones that have allocated less than 10 per cent for education in various years include Idukki, Alappuzha, Palakkad, and Kasaragod.

**Table 3.4: Share of Education Budget in District Panchayat Budgets in percentage (2015-20)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	10.72	18.92	18.11	18.37	20.09
Kollam	11.74	19.29	15.29	10.67	11.65
Pathanamthitta	8.96	10.11	12.30	14.64	17.42
Alappuzha	13.10	8.47	10.80	15.09	17.14
Kottayam	8.33	14.63	20.96	22.98	17.13
Idukki	14.82	7.65	9.41	17.91	19.31
Ernakulam	10.57	10.28	12.68	14.53	13.32
Thrissur	5.51	15.26	13.52	8.17	12.28
Palakkad	25.69	19.05	11.85	14.02	9.13
Malappuram	15.87	24.31	29.05	20.23	19.14
Kozhikode	19.79	17.53	19.54	16.75	16.74
Wayanad	28.86	23.76	25.75	22.37	16.46
Kannur	26.43	29.38	29.01	28.72	29.20
Kasaragod	9.36	14.33	15.76	46.29	20.73
<b>Kerala</b>	<b>14.87</b>	<b>16.42</b>	<b>17.17</b>	<b>18.50</b>	<b>17.14</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.5: Education Expenditure (in crore Rs.) and Utilisation Ratio (in percentage) by District Panchayats (2015-20)**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	Exp.	Util.								
Thiruvananthapuram	10.46	66.97	9.23	33.45	16.95	45.59	15.87	35.71	18.89	36.47
Kollam	10.70	74.16	10.79	49.92	15.06	60.45	12.12	65.29	6.70	35.68
Pathanamthitta	2.23	25.80	3.21	31.06	4.22	29.29	7.39	34.08	8.03	36.05
Alappuzha	6.33	52.76	2.80	33.05	7.00	56.18	10.30	62.89	6.20	31.89
Kottayam	8.63	72.21	3.90	34.07	6.99	34.07	10.27	34.19	4.13	20.77
Idukki	8.58	42.44	5.99	35.00	5.44	24.93	10.87	39.30	4.93	18.04
Ernakulam	11.18	75.33	6.44	53.25	15.95	76.96	16.20	60.73	9.47	36.85
Thrissur	7.78	78.38	11.68	69.09	14.71	73.04	8.35	68.91	4.07	22.23
Palakkad	12.66	27.72	15.70	45.42	10.01	43.16	19.24	61.49	6.12	30.73
Malappuram	13.56	70.77	10.10	37.31	29.12	53.67	17.93	44.73	12.97	34.27
Kozhikode	13.68	48.92	7.99	31.78	14.53	36.93	21.06	51.96	10.29	27.26
Wayanad	12.75	57.30	6.83	41.92	6.22	30.22	10.83	55.67	3.25	24.57
Kannur	13.53	36.05	12.93	31.57	16.13	33.56	16.59	33.48	11.12	19.90
Kasaragod	2.65	31.33	6.96	50.49	4.88	24.50	18.53	36.23	15.79	64.30

Source: Sulekha Portal, LSGI Department, GoK

Regarding utilising the education budget, differences exist between the district panchayats and within the annual utilisation by each district panchayat. A common trend observed in all DPs except Thiruvananthapuram, Pathanamthitta, and Kasaragod is a steep drop-off in budget utilisation in the 2019-20 financial year. Among DPs with a consistently good record of utilising their budgets, Thrissur DP has regularly utilised more than two-thirds of the allotted amount for education, except in 2019-20. Ernakulam and Kollam have also routinely used more than half of their education budgets. Among districts that have regularly utilised a fraction of their budgets, Pathanamthitta has displayed an improvement in most years. Most DPs have used less than half of their allocated amount for education, which needs to be improved significantly. The districts panchayats who have serially underwhelmed in budget utilisation need to put in a greater effort to realise their projects.

### DISAGGREGATING THE EDUCATION BUDGET

The education budget of district panchayats has been split up based on the Plan Guidelines specified by the LSG Department, Government of Kerala. The Plan Guidelines specify multiple headers of expenditure that have been consolidated into the following seventeen categories:

1. Result improvement
2. General infrastructure and furniture
3. Maintenance
4. Libraries, laboratories, art facilities and IT infrastructure

5. Electricity, water, and sanitation
6. Sports development
7. Food security and building kitchens
8. Comprehensive projects to improve education
9. Projects for SC/ST/Fisherfolk
10. Infrastructure development, scholarships, and other activities for differently abled
11. Projects for HIV-affected children
12. Biodiversity parks and building scientific temper
13. Gender-friendly initiatives
14. Skill enhancement
15. Samagra Shiksha Keralam (including SSA and RMSA)
16. Continuing education and adult literacy
17. Other miscellaneous projects

### Result Improvement

As many as nine district panchayats have executed programmes exclusively aimed at improving students' examination results. Such projects include Noorumeni in Idukki, Vidyajyothi in Thiruvananthapuram, Kaithangu in Kollam and Pathanamthitta, Vijayasree in Palakkad, and Vijayajwala in Wayanad. These projects mostly aim to provide students with special classes to improve their results in classes X and XII. Budgetary allocation for these projects is about one to two per cent, and district panchayats have generally utilised the funds well in all years except 2019-20.

**Table 3.6: Allocation and Expenditure Ratios for Activities for Result Improvement**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	.	.	2.80	6.24	1.29	0.10	1.66	1.88	1.23	2.73
Kollam	0.37	0.20	0.44	0.63	.	.	.	.	0.21	0.00
Pathanamthitta	1.39	2.38	0.12	0.40	.	.	.	.	.	.
Alappuzha	.	.	.	.	.	.	0.92	1.46	.	.
Kottayam	3.35	4.64	.	.	.	.	.	.	.	.
Idukki	0.77	0.99	1.00	1.66	0.44	1.84	0.36	0.00	0.36	0.00
Ernakulam	3.37	4.47	4.13	7.76	2.41	3.12	1.75	2.87	1.95	0.00
Palakkad	1.03	3.55	1.45	3.14	2.15	3.91	1.28	2.07	2.52	5.39
Wayanad	.	.	1.66	2.44	0.65	1.34	3.31	2.26	0.95	0.00

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.7: Fund Utilisation for Activities for Result Improvement**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	0	74.55	3.55	40.58	81.08
Kollam	39.58	71.22	0	0	0
Pathanamthitta	44.06	100	0	0	0
Alappuzha	0	0	0	100	0
Kottayam	100	0	0	0	0
Idukki	54.53	58.25	100	0	0
Ernakulam	100	100	99.6	99.68	0
Palakkad	95.74	98.5	78.28	99.7	65.9
Wayanad	0	61.81	62.43	37.92	0

Source: Sulekha Portal, LSGI Department, GoK

Fund utilisation has exceeded seventy per cent in most district panchayats in the five years under consideration. In 2019-20, only Thiruvananthapuram and Palakkad managed to spend the allocated amount well, and the other four districts have allowed the projects to spill over into the next financial year. In Thrissur, Kannur, and Kozhikode, the activities for improving results have not been envisioned as separate projects since they have been included under projects aimed at holistic improvement of the education standards. These projects have been explained in detail under the section on comprehensive projects to improve education in the district panchayats.

### General Infrastructure and Furniture

Expenditure on general infrastructure and furniture is typically a component that takes up a significant share of the education budgets of district panchayats. Expenses under this header include the construction of the school building and furniture purchase. The district panchayats with comparatively less allocation for infrastructure development and furniture are

Thrissur, Kasaragod, and Wayanad. However, fund utilisation under this header has generally been quite poor in many years. Most district panchayats except Kollam, Kasaragod, Wayanad, and Ernakulam have consistently used only a small portion of the funds under infrastructure in most years. Kannur, Idukki, and Pathanamthitta are the district panchayats with the poorest record.

The low utilization of funds under the headers of general infrastructure and furniture could be due to inadequate planning subject to resource availability in the district panchayats. As indicated by the DP members in several interviews and FGDs, the DPs often plan arbitrarily without giving much consideration to the availability of funds from the state Government. The data for allocation and expenditure under the header of general infrastructure in this section pertains only to the own funds of the DPs and does not include those under SSK. The lack of foresight from the DPs can be identified as the major bottleneck affecting expenditure under this category.

**Table 3.8: Allocation and Expenditure Ratios for General Infrastructure and Furniture**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	27.39	31.86	18.11	7.00	20.96	13.44	28.86	26.49	28.41	29.34
Kollam	21.90	20.82	15.39	7.46	21.87	13.46	17.74	14.66	24.79	15.64
Pathanamthitta	33.62	20.59	39.02	46.52	29.19	10.61	30.71	24.56	21.69	21.81
Alappuzha	24.99	22.93	20.73	10.53	23.35	16.58	30.82	29.44	37.42	6.73
Kottayam	27.43	25.54	26.97	27.88	14.95	22.72	31.97	12.46	39.31	27.47
Idukki	17.45	13.21	18.20	13.74	28.56	16.95	27.14	24.11	32.17	32.46
Ernakulam	55.60	51.98	32.25	8.30	13.56	12.33	14.20	11.53	11.7	4.85
Thrissur	5.20	1.53	0.97	0.00	8.55	9.15	11.14	7.66	10.22	9.10
Palakkad	68.71	36.00	42.5	14.02	48.92	39.63	32.52	32.64	18.85	18.85
Malappuram	45.83	43.63	47.71	41.60	31.28	18.01	40.76	35.12	42.21	48.91
Kozhikode	40.87	43.70	48.68	36.13	55.02	45.79	49.51	42.80	31.16	32.37
Wayanad	10.76	12.43	18.48	23.36	12.41	23.07	26.16	25.57	23.24	20.27
Kannur	76.79	63.64	62.38	29.66	46.93	29.64	40.42	8.04	37.95	2.38
Kasaragod	11.08	5.33	15.94	22.97	10.84	26.72	6.65	9.00	12.81	18.83

Source: Sulekha Portal, LSGI Department, GoK

The lack of proper planning and convergence between different players also results in funds getting spilt over into succeeding years. When a DP allocates funds despite insufficient financial resources, the utilisation rate tends to go down. In such cases, higher availability of funds in certain years leads to the DP spending funds for the pending projects, thereby raising total expenditure

and the utilization ratio for the given year. This can be seen in the case of Thrissur DP, which had a zero per cent fund utilisation for general infrastructure and furniture in 2016-17 due to insufficient funds with the DP. However, the following year saw the district panchayat having enough resources to execute their plans, which resulted in a sharp jump in utilization rate to 78.19 per cent. Other instances

**Table 3.9: Fund Utilisation for General Infrastructure and Furniture**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	77.92	12.93	29.23	32.78	37.66
Kollam	70.49	24.19	37.21	53.97	22.52
Pathanamthitta	15.8	37.03	10.65	27.25	36.25
Alappuzha	48.4	16.78	39.91	60.07	5.73
Kottayam	67.23	35.22	51.75	13.33	14.52
Idukki	32.14	26.43	14.32	34.91	16.32
Ernakulam	70.43	13.7	69.97	49.33	15.27
Thrissur	23.03	0	78.19	47.4	19.8
Palakkad	14.53	14.98	34.96	61.72	11.68
Malappuram	67.38	32.54	30.91	38.54	39.71
Kozhikode	52.31	23.59	30.73	44.92	28.32
Wayanad	66.18	52.99	56.17	54.41	21.44
Kannur	29.88	15.01	21.2	6.66	1.25
Kasaragod	15.08	72.76	60.42	49.07	94.55

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.10: Allocation and Expenditure Ratios for Maintenance**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	18.06	16.25	12.94	16.76	16.05	26.72	6.09	7.96	4.91	5.02
Kollam	28.91	26.14	22.48	13.87	27.62	20.42	29.2	25.74	23.3	14.71
Pathanamthitta	32.58	26.00	27.67	25.17	16.02	19.76	10.4	7.79	6.55	4.80
Alappuzha	36.93	26.44	52.62	40.85	33.16	34.90	31.15	17.56	22.34	30.25
Kottayam	27.54	20.41	34.87	23.91	26.86	15.34	13.3	18.00	7.76	4.62
Idukki	13.76	6.05	14.48	9.39	17.07	23.89	15.06	13.16	13.27	18.84
Ernakulam	14.6	13.54	12.21	6.91	9.76	7.06	6.75	6.59	14.73	3.80
Thrissur	63.29	77.17	26.19	0.50	28.32	19.18	28.37	16.22	15.8	21.09
Palakkad	12.04	15.45	25.82	43.01	12.2	3.57	12.85	11.91	7.99	17.46
Malappuram	9.52	9.15	6.29	4.97	5.72	4.45	10.12	8.51	7.99	9.45
Kozhikode	9.38	8.12	12.39	5.77	9.63	12.74	11.37	16.33	3.18	5.50
Wayanad	17.27	17.56	14.47	13.31	13.29	15.95	7.17	7.20	17.11	5.97
Kannur	6.06	4.67	6.87	5.43	8.23	14.52	9.53	14.40	8.38	14.37
Kasaragod	15.65	7.76	19.74	9.79	11.05	20.16	5.46	4.90	6.33	4.50

Source: Sulekha Portal, LSGI Department, GoK

of this anomaly in planning include Ernakulam and Palakkad DPs between 2016-17 and 2017-18, and in the case of Kasaragod DP between 2015-16 and 2016-17.

### Maintenance

Another component of district panchayats' education budgets that gets great focus is the maintenance of school infrastructure. As is the case with general infrastructure, expenditure on maintenance of schools is quite poor in most district panchayats across the five-year period. The district panchayat that has utilised the budget component for maintenance the best is Thrissur DP in 2015-16, when roughly 96 per cent of the allotted amount was utilised.

However, this instance is a massive outlier, as the DP was unable to sustain the performance in following years. Other district panchayats that have occasionally spent more than 60 per cent of their budget provision for maintenance include Ernakulam, Kollam, Malappuram, and Thiruvananthapuram in 2015-16, Thiruvananthapuram in 2017-18, Palakkad in 2016-17 and 19-20, and Kozhikode in 2018-19. The spending on maintenance by all 14 district

panchayats across the five-year period under consideration can be considered erratic. The only district panchayat that had some sort of consistency in this regard are Palakkad and Ernakulam, who spent more than half of the allocated amount in three of the five years, and Kozhikode, whose expenditure stayed consistent at about 48 per cent except for two instances in 2016-17 when spending was poor, and 2018-19, when the likely spilled over expenditure saw utilisation hit about 75 per cent.

The lack of planning subject to fund availability with the DPs is also reflected in the case of expenditure for maintenance of schools. The phenomenon of funds getting split over for school maintenance is of a higher magnitude than for the header of general infrastructure. Data from interviews revealed that schools require regular maintenance, funds for which may not be available consistently every year. The DPs, however, continue to note the requirements of the schools every year and earmark estimates even if they lack funds in terms of grants-in-aid from the State Government. The funds are utilised when the state government eventually allocates enough funds to the DPs to undertake the activities, leading to massive spillovers in multiple years for the DPs. For instance, in 2016-

**Table 3.11: Fund Utilisation for Maintenance**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	60.23	43.34	75.88	46.68	37.24
Kollam	67.05	30.8	44.68	57.55	22.52
Pathanamthitta	20.59	28.26	36.11	25.51	26.44
Alappuzha	37.77	25.66	59.13	35.46	43.18
Kottayam	53.52	23.37	19.46	46.27	12.36
Idukki	18.66	22.7	33.74	34.35	25.38
Ernakulam	69.83	30.15	55.69	59.37	9.52
Thrissur	95.57	1.33	49.48	39.39	29.67
Palakkad	35.59	75.65	12.64	56.99	67.17
Malappuram	68.03	29.49	41.83	37.61	40.55
Kozhikode	42.35	14.79	48.84	74.62	47.08
Wayanad	58.24	38.57	36.26	55.97	8.58
Kannur	27.76	24.93	59.24	50.58	34.11
Kasaragod	15.53	25.04	44.71	32.48	45.69

Source: Sulekha Portal, LSGI Department, GoK

17, Thrissur DP earmarked funds to maintain the infrastructure in 40 schools, but lack of funds prevented them from executing their plans. It was only in the following year that they got adequate funds, following which they spent heavily for the maintenance of the schools. The lack of foresight from DPs is evident from table 3.5, where the utilisation ratio shows massive jumps in the case of ten out of fourteen districts in different years. In some cases, although the absolute amount spent over may be only for a handful of schools, like in Alappuzha, Kasaragod and Kottayam, in relative terms, the jump in utilisation is three to four times as much as previous years.

### **Libraries, Laboratories, Art Facilities, and IT Infrastructure**

The expenditure on building and maintaining libraries, science laboratories, art facilities, and IT infrastructure in schools is critical for the improvement of education standards. In the grand

scheme of things, the allocation for building these facilities is comparatively less, at about five per cent or less in most cases. It has occasionally been between five and ten per cent in Thrissur, Kasaragod, Kozhikode, Kottayam, Kollam, Thiruvananthapuram, and Pathanamthitta districts. However, the allocation for these specific projects has exceeded ten per cent on only a few occasions.

Ernakulam and Malappuram are two district panchayats that have allotted more than ten per cent of their education budgets for building libraries, laboratories, art facilities, and IT infrastructure in the schools. Ernakulam DP has earmarked more than 15 per cent of their budget in the latter three years, although actual expenditure was quite underwhelming. In the case of Malappuram, allocation exceeded ten per cent on two occasions – in 2016-17 and 2017-18 – with a high level of utilisation observed over these years.

**Table 3.12: Allocation and Expenditure Ratios for Libraries, Laboratories, Art Facilities, and IT Infrastructure**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	5.67	5.57	8.00	8.09	6.58	8.73	1.72	3.98	6.33	4.78
Kollam	0.52	0.00	8.49	13.58	1.08	0.81	3.84	3.01	2.98	2.85
Pathanamthitta	2.67	10.21	5.08	8.00	8.40	16.30	4.62	6.19	1.75	3.02
Alappuzha	8.74	9.67	3.96	6.24	1.52	1.93	0.18	0.26	3.09	1.61
Kottayam	12.22	15.76	6.99	14.00	2.21	0.43	3.02	4.01	3.53	7.35
Idukki	5.21	9.48	1.34	1.03	3.64	2.40	3.11	5.61	0.98	1.23
Ernakulam	0.13	0.17	0.50	0.15	17.78	13.77	19.78	12.27	15.9	10.60
Thrissur	7.35	0.94	3.89	2.49	3.01	0.11	2.19	1.74	6.96	0.04
Palakkad	-	-	1.3	2.86	3.02	0.00	1.92	0.52	5.02	0.00
Malappuram	7.44	9.71	13.17	15.58	16.27	27.68	2.06	1.95	3.82	2.37
Kozhikode	2.57	4.09	2.99	2.37	5.44	3.77	4.14	7.62	2.85	0.00
Wayanad	4.02	5.73	3.90	0.00	13.72	0.73	17.12	18.14	7.39	18.55
Kannur	3.04	4.22	3.21	8.16	1.33	2.94	0.83	0.60	1.91	4.00
Kasaragod	8.74	1.43	13.65	25.90	1.70	0.00	4.34	5.71	2.17	0.75

Source: Sulekha Portal, LSGI Department, GoK

Overall, funds towards developing libraries, laboratories, IT infrastructure, and art facilities has seen good levels of fund utilisation by most district panchayats. One notable exception to the trend is Palakkad district panchayat, whose performance has been nearly abysmal. The DP has no allocation for these specialised projects in 2015-16, and fund utilisation being zero in three

of the other four years. However, 2016-17 has also seen the DP spend nearly all of its fund. The 99.93 per cent utilisation by Palakkad district panchayat is the highest by any DP in the five years. In the case of all other district panchayats, the utilisation has fluctuated widely across the 2015-20 period, with years having low utilisation often followed by those in which the DP heavily utilises the funds.

**Table 3.13: Fund Utilisation for Libraries, Laboratories, Art Facilities, and IT Infrastructure**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	65.87	33.85	60.49	82.57	27.53
Kollam	0	79.84	45.47	51.23	34.04
Pathanamthitta	98.64	48.96	56.83	45.67	62.12
Alappuzha	58.39	52.14	71.2	90.26	16.67
Kottayam	93.1	68.24	6.56	45.47	43.28
Idukki	77.18	26.92	15.91	70.92	22.44
Ernakulam	98.69	16.55	59.62	37.67	24.57
Thrissur	10	44.18	2.69	54.66	0.13
Palakkad	0	99.93	0	16.66	0
Malappuram	92.35	44.16	91.34	42.53	21.21
Kozhikode	77.84	25.19	25.59	95.6	0
Wayanad	81.62	0	1.61	58.96	61.68
Kannur	50.09	80.17	74.4	24.1	41.63
Kasaragod	5.14	95.85	0	47.64	22.14

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.14: Allocation and Expenditure Ratios for Electricity, Water, and Sanitation**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	6.79	7.11	9.13	8.61	3.82	1.88	2.92	6.17	5.86	3.49
Kollam	5.38	2.09	18.92	3.76	16.72	16.96	3.97	3.02	1.82	2.40
Pathanamthitta	3.21	0.00	7.18	5.80	6.25	3.45	14.91	4.19	12.4	4.50
Alappuzha	2.49	0.08	5.56	2.01	5.90	5.27	2.77	0.80	4.23	2.19
Kottayam	1.59	0.00	15.56	2.08	28.32	15.79	27.89	25.68	24.94	20.52
Idukki	1.78	1.04	8.33	1.82	9.12	12.69	9.04	3.94	13.71	13.44
Ernakulam	6.97	6.56	5.83	0.93	3.76	2.43	1.43	1.39	4.28	0.00
Thrissur	-	-	-	-	-	-	2.48	1.30	2.15	0.79
Palakkad	4.22	2.88	5.92	2.72	6.72	4.49	7.97	2.10	9.29	2.96
Malappuram	3.84	3.24	12.9	5.14	16.68	10.71	20.16	15.57	17.07	10.11
Kozhikode	20.50	12.20	16.94	21.26	14.62	8.41	18.84	14.82	23.19	10.22
Wayanad	16.88	9.52	15.25	3.44	17.97	11.33	16.70	10.00	15.93	19.09
Kannur	6.27	10.48	13.81	38.22	6.79	17.76	1.38	0.25	3.31	1.77
Kasaragod	2.64	2.35	19.84	2.35	14.17	15.36	13.66	8.86	14.70	10.78

Source: Sulekha Portal, LSGI Department, GoK

This trend also points to a possible spill over effect in fund utilisation.

### Electricity, Water, and Sanitation

The district panchayats have tended to allocate only a small portion of their budgets for electrification, water supply, and sanitation in schools. Among the three, the highest focus has been generally laid on construction of toilets in the schools. The share of these activities in the education budgets has also

fluctuated greatly between 2015-16 and 2019-20.

Between different district panchayats, the share of electrification, water supply, and sanitation in the total education budget has varied from 1.5 to about 32 per cent in different years. The only district panchayat that has not allocated funds for these activities is Thrissur DP, who kept aside funds only in the last two years under consideration. District panchayats have typically utilised the budget allocation for these activities efficiently only in a

**Table 3.15: Fund Utilisation for Electricity, Water, and Sanitation**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	70.14	31.52	22.41	75.48	21.72
Kollam	28.84	9.92	61.33	49.63	47.13
Pathanamthitta	0	25.08	16.15	9.58	13.09
Alappuzha	1.67	11.96	50.17	18.26	16.53
Kottayam	0	4.55	19	31.48	17.09
Idukki	24.78	7.64	33.55	17.13	17.52
Ernakulam	70.93	8.49	49.71	58.98	0
Thrissur	0	0	0	36.11	8.15
Palakkad	18.88	20.92	28.85	16.19	9.81
Malappuram	59.57	14.87	34.47	34.54	20.3
Kozhikode	29.13	39.88	21.23	40.86	12.01
Wayanad	32.33	9.46	19.06	33.32	29.44
Kannur	60.23	87.39	87.77	6.11	10.68
Kasaragod	27.93	5.98	26.55	23.51	47.18

Source: Sulekha Portal, LSGI Department, GoK

few years. Ernakulam and Kannur were the two district panchayats that regularly spent a healthy amount from the allotted figure.

In the first three years, Kannur DP has spent more than 60 per cent of the total fund under this header, with 2017-18 and 2018-19 witnessing more than 87 per cent utilisation. In the case of Ernakulam DP, utilisation of funds under this header has been around 50 per cent or more in three years – 2015-16, 2017-18, and 2018-19. In 2019-20. In a similar vein, Thiruvananthapuram DP has spent upwards of 70 per cent of their allotted funds for electricity, water, and sanitation in two years, although in the other years, the figure has been poor. The other districts have all consistently seen poor utilisation of funds under this header.

aimed at developing the capabilities of children who are good at sports. These include project like Unarvvu in Pathanamthitta, Munnettam in Kollam, and Vision 20-20 in Idukki.

Among the fourteen district panchayats, the only ones who have not set aside any sum for sports development during the years under consideration are Alappuzha between 2017 and 2019, and Kozhikode in 2018-19. However, even when DPs have earmarked funds for sports development, it has typically been less than five per cent. In many instances, the figure is less than one per cent, indicating that district panchayats often ignore this aspect of children's development. The DPs that have consistently utilised the funds for sports well

**Table 3.16: Allocation and Expenditure Ratios for Sports Development**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER	AR	ER	AR	ER	AR	ER	AR	ER
Thiruvananthapuram	1.31	0.76	0.60	0.18	1.49	1.15	1.38	2.44	2.27	0.08
Kollam	3.12	3.38	0.60	1.18	1.48	1.06	3.09	3.11	3.22	0.66
Pathanamthitta	9.54	15.58	4.62	0.00	1.65	0.33	2.09	0.00	1.47	1.06
Alappuzha	5.77	10.13	0.62	1.00	-	-	-	-	3.03	0.00
Kottayam	5.02	3.48	3.49	0.18	2.05	0.68	1.49	0.39	2.20	0.82
Idukki	1.65	1.85	2.19	1.67	1.55	5.56	0.41	0.00	1.86	1.92
Ernakulam	0.27	0.36	1.65	0.00	2.77	3.54	-	-	0.31	0.53
Thrissur	3.02	0.00	1.77	1.83	0.43	0.04	2.48	0.24	3.5	1.32
Palakkad	0.48	1.34	1.07	1.54	1.72	1.72	1.44	1.53	3.16	4.84
Malappuram	0.08	0.00	0.25	0.27	0.37	0.53	0.32	0.00	1.94	0.03
Kozhikode	1.42	0.63	1.05	1.19	0.37	0.88	-	-	0.77	0.00
Wayanad	0.18	0.16	3.86	0.39	3.45	0.98	4.52	7.17	2.19	7.42
Kannur	0.32	0.15	0.22	0.00	0.44	0.61	0.31	0.60	1.32	0.36
Kasaragod	5.53	10.08	1.45	1.87	0.51	0.47	0.33	0.00	1.28	1.03

Source: Sulekha Portal, LSGI Department, GoK

## Sports Development

Sports development under the education budgets of district panchayats comprise two kinds of activities – infrastructure development and sports training programmes. School sports infrastructure typically done by district panchayats include levelling and walling of playgrounds, and construction of stadiums or playing courts. Some district panchayats have also undertaken specific projects

are Kollam and Palakkad, with Ernakulam and Kasaragod also witnessing good fund utilisation to an extent. For other district panchayats, the figure for utilisation has wavered significantly in the five years.

**Table 3.17: Fund Utilisation for Sports Development**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	38.97	9.94	35.13	63.39	1.3
Kollam	80.34	97.98	43.13	65.86	7.27
Pathanamthitta	42.13	0	5.86	0	25.97
Alappuzha	92.59	53.64	0	0	0
Kottayam	50.06	1.78	11.35	8.9	7.77
Idukki	47.53	26.64	86.42	0	18.39
Ernakulam	100	0	98.17	0	62.5
Thrissur	0	71.1	7.18	6.7	8.41
Palakkad	77.27	65.3	43.13	65.37	47.05
Malappuram	0	40.63	76.16	0	0.45
Kozhikode	21.49	36.03	87.91	0	0
Wayanad	52.65	4.22	8.59	88.24	83.16
Kannur	16.66	0	46.55	65.9	5.44
Kasaragod	57.13	65.2	22.67	0	51.97

Source: Sulekha Portal, LSGI Department, GoK

### Food Security and Kitchens

Under the header of food security and kitchens, the district panchayats have generally kept aside only a relatively small amount of less than five per cent. Projects under this header typically include construction of kitchens and dining halls for children and are therefore predominantly in the category of infrastructure development. In terms of fund utilisation, the figure varies between different district panchayats across the five-year period.

The only district panchayats that has consistently used the funds well under the header of food security and kitchens are Thiruvananthapuram. Kannur, Kollam, and Ernakulam have also used the funds well in certain years, although the trend is not consistent in either case. Kozhikode district panchayat has laid the least focus on this header, with no budget allocation in four out of five years, and extremely poor fund utilisation in 2019-20, when a fraction of the total budget was allocated under this header.

**Table 3.18: Allocation and Expenditure Ratios for Food Security and Kitchens**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER	AR	ER	AR	ER	AR	ER	AR	ER
Thiruvananthapuram	6.92	4.84	2.06	3.63	0.89	0.84	1.59	2.94	0.46	1.21
Kollam	6.01	5.19	0.61	0.99	0.40	0.00	2.74	0.73	4.18	1.67
Pathanamthitta	3.38	2.37	5.99	0.00	3.73	4.18	4.07	3.23	2.63	1.44
Alappuzha	5.16	5.73	2.33	1.67	1.44	2.36	0.31	0.00	-	-
Kottayam	0.84	0.88	-	-	-	-	1.17	0.00	1.76	0.00
Idukki	2.03	1.17	1.81	3.11	1.33	4.90	0.83	0.00	1.86	4.33
Ernakulam	-	-	1.64	1.44	1.48	1.22	1.79	0.57	1.40	1.05
Thrissur	1.21	1.54	0.89	0.00	0.50	0.00	2.06	0.00	2.02	4.59
Palakkad	0.82	0.07	2.80	0.85	2.52	2.31	0.81	0.70	-	-
Malappuram	5.33	3.73	3.90	5.06	1.19	0.16	1.33	1.42	1.38	1.93
Kozhikode	-	-	-	-	-	-	-	-	0.26	0.02
Wayanad	5.08	7.24	2.09	0.00	1.75	2.12	0.10	0.00	0.79	0.14
Kannur	1.45	2.75	0.86	1.18	0.50	0.45	0.31	0.81	0.96	0.13
Kasaragod	9.17	15.07	5.60	6.53	1.53	1.53	3.01	1.46	3.53	1.88

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.19: Fund Utilisation for Food Security and Kitchens**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	46.84	59.09	42.9	65.9	95.57
Kollam	63.97	81.74	0	17.4	14.31
Pathanamthitta	18.11	0	32.85	27.01	19.78
Alappuzha	58.57	23.59	91.77	0	0
Kottayam	76.29	0	0	0	0
Idukki	24.39	60.03	88.8	0	41.58
Ernakulam	0	46.85	63.46	19.34	27.73
Thrissur	99.74	0	0	0	50.52
Palakkad	2.42	13.79	39.55	53.22	0
Malappuram	49.52	48.47	7.04	47.68	48.1
Kozhikode	0	0	0	0	1.96
Wayanad	81.71	0	36.58	0	4.23
Kannur	68.22	43.39	30.49	88.5	2.79
Kasaragod	51.45	58.87	24.53	17.51	34.32

Source: Sulekha Portal, LSGI Department, GoK

### Comprehensive Projects

Eight out of fourteen district panchayats have undertaken comprehensive projects to address the needs in secondary education. These projects involve multiple components including result improvement, construction of laboratories and libraries, developing IT infrastructure, strengthening of parent teacher associations, sports development, food security, science education, addressing mental health issues of children, and pedagogical interventions. Examples of such projects include Harisree in Palakkad, Vijayabheri in Malappuram, Samagra Vidyabhyasam in Thrissur, Kozhikode, Alappuzha, and Kannur, Kuttikalude Nadakavedi (Children's Theatre) in Pathanamthitta, and Aksharajyothi in Wayanad.

The allocation for these comprehensive projects typically takes up less than two per cent of the total education budget. The only exception is the Samagra Vidyabhyasam project in Thrissur district panchayat which took up 7.24 per cent of the total budget in 2015-16. However, this was because of spill over funds from the two previous financial years accumulating in 2015-16, thus causing an exception. The district panchayats have typically used funds for comprehensive projects efficiently. Even if in a certain year, the fund utilisation is poor, the DPs have taken an effort to implement the projects as spilt over funds in the succeeding years.

**Table 3.20: Allocation and Expenditure Ratios for Comprehensive Projects**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Pathanamthitta	.	.	0.10	0.31	.	.	.	.	.	.
Alappuzha	2.57	3.50	3.54	7.13	.	.	1.22	1.59	1.03	3.23
Thrissur	7.24	3.14	1.91	2.15	1.49	1.43	2.56	2.72	1.37	0.0
Palakkad	0.33	0.18	0.43	0.01	0.64	0.02	0.32	0.51	0.1	0.33
Malappuram	0.87	1.08	0.58	1.29	0.51	0.31	0.62	0.15	1.55	1.71
Kozhikode	0.03	0.07	0.40	0.39	0.51	0.00	0.99	1.06	0.53	0.78
Wayanad	1.67	1.96	2.46	3.47	.	.	.	.	2.27	0.00
Kannur	1.22	0.33	1.23	1.42	1.35	3.21	1.61	2.98	0.67	1.35

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.21: Fund Utilisation for Comprehensive Projects**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Pathanamthitta	0	100	0	0	0
Alappuzha	71.69	66.51	0	82.01	100
Thrissur	33.98	78.05	70.05	73.39	0
Palakkad	15	1	1.35	98	100
Malappuram	87.42	83.57	32.78	10.48	37.72
Kozhikode	100	30.78	0	56.01	40.02
Wayanad	67.21	59.28	0	0	0
Kannur	34.04	36.28	79.75	61.84	39.79

Source: Sulekha Portal, LSGI Department, GoK

Alappuzha district panchayat leads the way in terms of efficiency in fund utilisation for comprehensive schemes, with utilisation rate topping 66 per cent in all four years in which the Samagra Vidyabhyasam project was implemented. In 2019-20, the DP used 100 per cent of funds allocated to this project, a feat that was only previously achieved in the children's theatre programme of Pathanamthitta DP in 2016-17.

District panchayats tend to efficiently use the funds earmarked for comprehensive projects generally because these are their flagship interventions in the education sector. For instance, in the case of Malappuram district, Vijayabheri is considered their most critical project, having helped the district come up by leaps and bounds in terms of

education standard. The success of this project led to its adoption by other district panchayats of Kerala. The DP considers the proper implementation of this project to be a prestige issue, and therefore fund utilisation is efficient.

### Development of SC/ST/Fisherfolk

Certain sections of Kerala society like scheduled castes, tribal groups, and traditional fisherfolk, have been historically marginalised due to divisions of caste. District panchayats must mandatorily allocate a portion of their budgets towards the development of these marginalised groups. Expenditure under these headers comes under the purview of SC Plan (SCP) and Tribal Sub Plan (TSP) for scheduled and scheduled

**Table 3.22: Allocation and Expenditure Ratios for Children of SC/ST/Fisherfolk (Overall)**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	13.51	6.50	7.69	15.25	5.13	10.76	16.59	21.26	9.37	13.94
Kollam	15.95	20.67	10.51	21.03	9.08	15.02	10.99	13.78	10.63	22.95
Pathanamthitta	2.31	3.53	1.94	2.93	0.75	1.71	6.53	2.68	21.74	14.01
Alappuzha	-	-	-	-	4.01	3.93	14.23	22.21	3.50	1.90
Kottayam	9.36	12.89	0.70	1.95	2.27	0.36	4.05	9.11	9.57	26.55
Idukki	-	-	7.05	13.73	3.38	11.33	4.14	5.76	6.24	8.84
Ernakulam	9.98	11.98	2.20	2.47	6.68	5.17	19.35	31.71	24.58	57.05
Thrissur	1.31	1.17	-	-	0.2	0.17	0.17	0.11	27.31	16.66
Palakkad	2.77	6.32	3.62	5.10	4.74	9.89	14.38	10.88	22.36	23.83
Malappuram	-	-	-	-	0.92	1.04	0.12	0.28	3.58	8.06
Kozhikode	6.16	11.44	1.76	3.13	1.07	2.79	1.37	1.86	0.49	1.35
Wayanad	1.48	0.93	10.21	14.06	6.22	17.35	9.96	12.30	17.27	27.19
Kannur	0.04	0.11	0.17	0.15	0.08	0.84	0.14	0.34	0.23	0.24
Kasaragod	8.17	23.16	0.22	0.00	-	-	3.00	5.56	4.72	6.93

Source: Sulekha Portal, LSGI Department, GoK

tribes, respectively. Projects for children belonging to traditional fisherfolk, are however, envisioned and executed by district panchayats of their own volition.

Developmental activities aimed at marginalised sections of society include scholarships, special classes to improve academic results, construction of padanamuri (additional educational infrastructure), and ensuring food security. Multiple districts have implemented better education schemes for SC and ST students to improve academic results. Wayanad district panchayat has implemented schemes like Gothrajwala, a comprehensive educational programme, and the zero-dropout mission to address the issue of dropouts among tribal students. For children belonging to traditional fisherfolk, programmes implemented include infrastructure development in fisheries schools, and programmes to ensure food security for the students. The latter activity has been taken up by Kollam (Balakiranam and Vijayolsava Mikavu) and Ernakulam (Subhiksha) DPs.

The budgetary allocation for these activities generally comes up to around five to ten per cent, with some years seeing in increased outlay by certain DPs, and some years witnessing a significantly smaller outlay. Budget utilization for these schemes is also generally good in almost all district panchayats. However, the figures tend to vary significantly between expenditures for schemes among the three marginalised groups. The bulk of funds under the development of marginalised sections falls under the SC Plan. District panchayats like Thiruvananthapuram, Kollam, Kottayam, Ernakulam, and Kozhikode have utilised these funds very efficiently over the five-year period. Kasaragod district panchayat has also seen excellent utilisation of these funds in most years. The district panchayats that have seen poor utilisation of funds under the SCP component for education are Palakkad and Kannur.

**Table 3.23: Fund Utilisation for Children of SC/ST/Fisherfolk (Overall)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	32.23	66.33	95.56	45.75	54.26
Kollam	96.11	99.92	100	81.9	77.07
Pathanamthitta	39.32	47.03	66.56	14.01	46.46
Alappuzha	.	.	55	99.99	17.29
Kottayam	99.4	94.83	5.37	77	57.66
Idukki	.	68.16	90.88	54.74	25.45
Ernakulam	90.43	59.86	94.5	99.52	85.52
Thrissur	70.1	.	63.72	47.7	13.56
Palakkad	63.35	64	90	46.55	32.76
Malappuram	.	.	60.35	100	77.18
Kozhikode	90.75	56.41	96.41	70.2	75.54
Wayanad	35.96	57.72	84.29	68.76	38.7
Kannur	99.84	28.57	87.73	80.77	19.25
Kasaragod	88.75	0	.	67.21	94.33

*Source: Sulekha Portal, LSGI Department, GoK*

**Table 3.24: Allocation and Expenditure Ratios for Children of Scheduled Castes**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	8.65	0.00	6.17	10.92	2.92	6.24	4.46	10.67	-	-
Kollam	15.95	20.67	10.51	21.03	9.08	15.02	10.45	12.96	9.64	22.95
Pathanamthitta	2.31	3.53	1.94	2.93	0.75	1.71	6.44	2.62	21.00	27.33
Alappuzha	-	-	-	-	4.01	3.93	14.23	22.21	3.45	1.90
Kottayam	8.53	11.73	0.70	0.70	0.12	0.36	2.58	5.49	6.39	26.55
Idukki	-	-	5.30	5.30	3.27	11.04	3.30	5.43	4.61	8.41
Ernakulam	9.64	11.53	1.76	1.64	2.34	2.60	17.95	29.54	23.98	56.65
Thrissur	1.31	1.31	-	-	0.20	0.17	0.17	0.11	26.97	16.26
Palakkad	0.77	0.00	1.01	0.00	-	-	7.99	3.06	12.10	6.08
Malappuram	-	-	-	-	0.66	0.55	0.12	0.28	3.58	8.06
Kozhikode	6.02	11.23	0.99	3.13	0.64	1.67	1.37	1.86	0.44	1.22
Wayanad	0.22	0.00	0.98	0.15	0.73	1.37	0.85	0.46	1.55	2.05
Kannur	-	-	0.12	0.00	-	-	-	-	0.03	0.00
Kasaragod	8.17	23.16	0.22	0.00	-	-	1.56	4.21	0.08	0.12

Source: Sulekha Portal, LSGI Department, GoK

Under the SCP, Palakkad DP has mostly focused on spending money on scholarships for SC students. The poor spending on improving the academic level of SC students and providing them with extracurricular support in Palakkad is a glaring issue, given that the district has the highest SC population in Kerala. The only scheme for SC students that Palakkad DP has undertaken rather efficiently is the construction of study rooms for

students in selected SC colonies. This trend is however, still better than Kannur DP, who have only earmarked funds from SCP on two occasions and failed to spend any money from the allocation. The allocation in Kannur DP under SCP was under a scheme to provide comprehensive technical education to students, but aside from the allocation, the DP was unable to spend any amount.

**Table 3.25: Fund Utilisation for Children of Scheduled Castes**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	0	59.23	97.25	85.39	0
Kollam	96.11	99.92	100	80.97	84.91
Pathanamthitta	39.32	47.03	66.56	13.85	46.92
Alappuzha	0	0	55	99.99	17.55
Kottayam	99.34	94.83	99.93	72.74	86.32
Idukki	0	84.71	91.53	64.72	32.78
Ernakulam	90.09	49.82	85.27	99.98	87.05
Thrissur	70.1	0	63.72	47.7	13.4
Palakkad	0	0	0	23.58	15.46
Malappuram	0	0	44.86	100	77.18
Kozhikode	91.24	100	97.2	70.2	76.36
Wayanad	0	6.25	56.67	30.3	32.44
Kannur	0	0	0	0	0
Kasaragod	88.75	0	0	97.56	94.87

Source: Sulekha Portal, LSGI Department, GoK

The best practices under SCP for which DPs like Kollam, Ernakulam, and Kozhikode have spent well include comprehensive education schemes covering academic and extracurricular activities, providing food security to SC students, and implementing merit scholarships. Salient schemes include:

- In Kottayam DP, Padanamuri schemes, Mission 20-20 scheme to provide total literacy, and better education schemes that provide financial support and extra study material to students.
- In Kollam DP, a better education scheme for SC students that provide them with residential schooling, financial support, clothing, and food security, that was implemented very successfully over the study period from 2015-20.
- In Ernakulam DP, comprehensive schemes, scholarships, Vijayabheri scheme to support students financially, and construction of community-centric study rooms under the Padanamuri scheme .
- In Kozhikode DP, distribution of laptops, upgrading the technical and artistic skills of SC children, providing scholarships, and comprehensive educational schemes.
- In Thiruvananthapuram DP, construction of community-centric study rooms under the Padanamuri scheme, and comprehensive schemes to raise the academic level of SC students.

The steps taken by these district panchayats to make education more inclusive for the SC students can be noted by other DPs as part of their activities in the future.

Although their performance in spending SCP funds is unimpressive, Palakkad and Kannur have utilised their funds in a much more efficient manner when it comes to the tribal sub plan component. The fund utilisation under the TSP component has been excellent in Palakkad district panchayat between 2015 and 2020. Ernakulam DP has also used these funds with remarkable excellence in the two years where funds were earmarked under TSP for education. Thiruvananthapuram, Kannur, and Kozhikode have similar record in all but one year under consideration. District panchayats whose performance has been erratic with respect to fund utilisation under TSP are Thrissur, Idukki, and Wayanad, although in the case of Wayanad, the overall utilisation over five years is significantly better than other districts. Pathanamthitta district panchayat has seen average performance over the five-year period in the case of funds under both SCP and TSP.

Districts like Kollam and Alappuzha have not concentrated much on funds under TSP most likely due to the very low figures for ST population. However, Idukki district, which has the second highest ST population in Kerala, has envisaged very few projects for ST students. They have only spent funds for a better education scheme on two occasions, and earmarked the remaining funds for development of infrastructure in tribal schools, which have serious issues of spillover in successive years. Kasaragod DP, too, has failed to consider the needs of ST students despite having one of the highest ST populations in the state according to the census. In Kasaragod, the only activity that the DP has sought to undertake for ST students is the disbursement of scholarships, which saw high level of utilisation only in 2019-20.

**Table 3.26: Allocation and Expenditure Ratios for Children of Scheduled Tribes**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER	AR	ER	AR	ER	AR	ER	AR	ER
Thiruvananthapuram	3.90	5.14	1.52	4.33	1.94	3.93	12.13	10.60	9.37	13.94
Kollam	-	-	-	-	-	-	-	-	0.98	0.00
Pathanamthitta	-	-	-	-	-	-	0.09	0.07	0.74	0.69
Alappuzha	-	-	-	-	-	-	-	-	0.05	0.00
Kottayam	2.14	0.0	-	-	2.14	0.00	1.47	3.62	3.18	0.00
Idukki	-	-	1.75	0.91	0.11	0.29	0.84	0.33	1.63	0.43
Ernakulam	-	-	-	-	1.86	1.97	1.03	1.69	-	-
Palakkad	2.00	6.32	2.60	5.10	4.74	9.89	6.39	7.82	9.76	17.75
Kozhikode	0.14	0.20	0.77	0.00	0.25	0.65	-	-	0.05	0.13
Wayanad	1.26	0.93	9.23	13.91	5.49	15.98	9.11	11.84	15.72	25.15
Kannur	-	-	-	-	0.03	0.10	0.14	0.34	0.19	0.20
Kasaragod	-	-	-	-	-	-	1.43	1.35	4.64	6.81

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.27: Fund Utilisation for Children of Scheduled Tribes**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	88.32	95.12	92.41	31.18	54.26
Pathanamthitta	0	0	0	25	33.33
Kottayam	100	0	0	84.51	0
Idukki	0	18.12	71.37	15.37	4.76
Ernakulam	0	0	81.45	100	0
Palakkad	87.64	88.89	90	75.25	55.89
Kozhikode	70	0	97.39	0	68.37
Wayanad	42.39	63.2	87.96	72.34	39.31
Kannur	0	0	100	80.77	20.89
Kasaragod	0	0	0	34.06	94.32

Source: Sulekha Portal, LSGI Department, GoK

Malappuram and Thrissur are the worst offenders when it comes to including the needs of ST students. Neither DP has kept aside any amount under TSP, despite having significant populations of Kerala's most vulnerable tribal groups including the Kadar, Kāttunāika, and Chōlanāikan. These communities have significantly high rates of school dropouts, and isolated tribal groups, many of whom live deep inside forests. Yet, the DPs have been ignorant about the issues faced by these children. It is suggested that Thrissur and Malappuram DPs should concentrate on the issues faced by the most marginalized sections of society and undertake steps to be more inclusive toward these children.

The best practices under TSP funds that have executed by DPs include:

- In Palakkad DP, provision to ensure food security and disbursement of financial aid to ST students, both of which were executed very well across the five years under consideration
- In Wayanad DP, providing community-based learning centres under the Padanamuri scheme, financial aid and scholarships to academically brilliant students, and several specialised schemes. Specialised schemes under TSP in Wayanad include zero dropout mission to eliminate tribal dropouts, Gothravelicham to improve academic level of ST students,

and Gothrajwala project to enhance the skills of students in arts and sports in addition to providing food security. Wayanad DP has strived to implement these projects despite multiple hurdles in most years.

- In Thiruvananthapuram DP, comprehensive education schemes under the better education banner, renovation of tribal schools, and establishment of community-based study centres under the Vanajyothei scheme. Thiruvananthapuram DP has continued to envisage and implement inclusive development practices for ST students despite not having a high tribal population.

Unlike the SCP and TSP funds, district panchayats are not mandated to spend a portion of their budgets for the welfare of traditional fisherfolk. Children from this social group have only received support from seven district panchayats, and even then, the allocation for these projects is negligible. The only district panchayat that has consistently kept aside funds for the children from the traditional fisherfolk is Ernakulam, with almost 0.45 per cent of budget allotted, and fund utilised efficiently under the Subhiksha scheme. Kannur DP has also earmarked funds under this header in four out of five years, with very good utilisation rates. Malappuram, Kollam, Thrissur, Thiruvananthapuram, and Kozhikode DPs have undertaken such projects only in one or two years, and utilisation has generally been excellent except for in Thrissur district panchayat.

In the case of fisherfolk, two DPs – Alappuzha and Kasaragod – have had no projects in the five years under consideration. The case of Alappuzha is particularly alarming given the large-scale coastal erosion affecting fisherfolk and the constant disruption of children’s education. It is also worth noting that Alappuzha has the second highest population of fisherfolk in Kerala. The DP has mostly avoided interventions among the children of fisherfolk, and have left such activities to the individual activities of MLAs from the district. Some activities have taken place in Alappuzha constituency, but have not been replicated by the DP across the district.

District panchayat administrations are typically ignorant about the needs of fisherfolk in terms of education. Financial assistance to these communities is mostly in the form of fishing equipment, and needs of the children is ignored. The activities typically involve renovation and maintenance of fisheries schools, as seen in Thrissur, Kannur and Thiruvananthapuram district in various points between 2015 and 2020. Ernakulam and Kollam and the only district panchayats that have sought to assist the children of fisherfolk, although these have been restricted to just providing them with breakfast and light meals. Comprehensive projects that have been executed for SC and ST children are yet to be replicated in the case of fisherfolk, and represent a significant gap for intervention by the district panchayats.

**Table 3.28: Allocation and Expenditure Ratios for Children of Fisherfolk**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	0.96	1.36	-	-	0.27	0.59	-	-	-	-
Kollam	-	-	-	-	-	-	0.54	0.82	-	-
Ernakulam	0.34	0.45	0.44	0.82	0.48	0.60	0.37	0.47	0.60	0.40
Thrissur	-	-	-	-	-	-	-	-	0.33	0.40
Malappuram	-	-	-	-	0.26	0.48	-	-	-	-
Kozhikode	-	-	-	-	0.19	0.48	-	-	-	-
Kannur	0.04	0.11	0.05	0.15	0.04	0.10	-	-	0.01	0.02

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.29: Fund Utilisation for Children of Fisherfolk**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	94.94	0	99.99	0	0
Kollam	0	0	0	100	0
Ernakulam	100	100	95.28	75.77	24.54
Thrissur	0	0	0	0	26.58
Malappuram	0	0	100	0	0
Kozhikode	0	0	92.5	0	0
Kannur	99.84	100	77.41	0	32.59

Source: Sulekha Portal, LSGI Department, GoK

### Differently abled Children

The allocation towards activities aimed at children with disabilities often takes up less than five per cent of the total budget. The activities under this header includes scholarships given to children with disabilities, wheelchairs and other devices handed out to the children to overcome their disabilities, construction of ramps and disable-friendly infrastructure in schools, and the construction and maintenance of Buds schools. The funds under this header have generally been utilised excellently throughout by most district panchayats across the five-year period. Kannur and Thiruvananthapuram, and to a large extent Kollam

and Kozhikode have an excellent track record in fund utilisation for activities to improve the status of differently abled children. Among other district panchayats, only in a few cases has utilisation been poor. The case of Wayanad is an outlier since both allocation and utilisation have been poor across the board, with no funds kept aside in the last two years. In the case of Idukki, The funds were properly used only in 2017-18, with other years seeing little to no outlay and zero utilisation. Kottayam, Thrissur, and Alappuzha have also had poor or no allocation in multiple years, although funds have typically been used excellently in one or two years where allocation took place.

**Table 3.30: Allocation and Expenditure Ratios for Development of Differently abled Children**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER	AR	ER	AR	ER	AR	ER	AR	ER
Thiruvananthapuram	4.02	3.25	1.39	2.40	0.38	0.83	0.65	1.41	5.95	14.37
Kollam	2.52	2.75	4.30	8.00	4.58	7.57	6.53	8.59	4.22	4.38
Pathanamthitta	8.17	7.65	5.86	3.07	2.23	7.34	2.28	3.82	0.06	0.11
Alappuzha	0.12	0.11	-	-	7.93	14.08	-	-	4.63	0.00
Kottayam	1.76	1.32	1.19	0.00	-	-	-	-	0.10	0.48
Idukki	-	-	1.46	0.00	1.15	3.75	-	-	0.55	0.00
Ernakulam	2.12	1.95	3.46	4.17	8.68	11.15	0.56	0.31	0.20	0.53
Thrissur	-	-	0.11	0.00	9.95	13.18	15.78	22.68	-	-
Palakkad	1.42	4.82	3.42	1.66	4.74	5.60	3.60	5.42	5.52	11.62
Malappuram	7.23	7.60	0.50	0.65	4.5	7.51	8.88	19.54	1.95	2.07
Kozhikode	3.23	5.67	0.40	1.16	5.16	13.97	7.77	8.08	27.12	28.97
Wayanad	1.44	0.42	2.26	0.11	1.42	0.00	-	-	-	-
Kannur	-	-	0.73	1.52	4.37	12.27	5.27	15.74	5.89	19.50
Kasaragod	5.39	17.22	-	-	-	-	1.63	2.99	4.64	6.36

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.31: Fund Utilisation for Development of Differently abled Children**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	54.08	57.72	100	77.66	88.07
Kollam	81.01	92.73	100	85.86	37.04
Pathanamthitta	24.15	16.25	96.27	56.99	70.31
Alappuzha	46.96	0	99.83	0	0
Kottayam	54.25	0	0	0	99.25
Idukki	0	0	81.51	0	0
Ernakulam	69.16	64.16	98.84	33.01	100
Thrissur	0	0	96.73	99.01	0
Palakkad	94.27	21.98	50.99	92.56	64.68
Malappuram	74.48	48.55	89.51	98.38	36.32
Kozhikode	86.01	92.64	100	53.97	29.11
Wayanad	16.61	2.06	0	0	0
Kannur	0	65.42	94.24	100	65.84
Kasaragod	100	0	0	66.58	88.02

Source: Sulekha Portal, LSGI Department, GoK

### HIV-Affected Children

Only two district panchayats – Kottayam and Thiruvananthapuram – had set aside any funds to improve the situation of HIV-affected children in schools. The other twelve district panchayats left no provision for these children in their education budgets. Even in the case of Kottayam DP, funds were allocated only in 2018-19, with almost 99 per cent of it being used. Thiruvananthapuram is the only district panchayat that has earmarked funds every year for the welfare of HIV-affected

children, and funds under this header have been used with full efficiency since 2017-18. Even in the first two years under consideration, more than three quarters of the allocation was utilised by the district panchayat. Children affected by HIV are a marginalised group, who often go under the radar of policymakers. The fact that all but two district panchayats of Kerala have failed to note their presence and envision projects to include them is a glaring inadequacy that needs to be addressed immediately.

**Table 3.32: Allocation and Expenditure Ratios for Development of HIV-Affected Children**

Year	Thiruvananthapuram			Kottayam		
	AR	ER	UR	AR	ER	UR
2015-16	0.58	0.67	77.78	-	-	-
2016-17	0.29	0.65	75.00	-	-	-
2017-18	0.11	0.24	100.00	-	-	-
2018-19	0.15	0.44	99.99	0.07	0.19	98.75
2019-20	0.23	0.64	100.00	-	-	-

Source: Sulekha Portal, LSGI Department, GoK

### Biodiversity Parks and Scientific Temper

Another aspect of education that has not had sufficient attention from the side of district panchayats is the construction of biodiversity park and inculcation of scientific temper among students. Although the plan guidelines include these provisions among the possible avenues for district panchayats to innovate in the education sector, most have refrained from devising projects and implementing them. The only district panchayat that has a standout record in this realm is Thrissur district panchayat, who organised projects including the Vigyan Sagar, science Olympiad to improve science education among students. Thrissur DP also has an excellent track in this domain, with all years except 2019-20 witnessing excellent usage of the funds.

The only other district panchayat that has put forth such initiatives is Kannur DP, whose programmes include the Sasthramukulam project for science education, and the Science Park that was constructed next to the DP office. However, the allocation for this project is quite less when compared to what Thrissur DP has laid out, and fund utilisation was also average over the four years since 2016, when the projects were implemented.

In all other district panchayats, activities under this header mostly consisted of starting biodiversity parks in schools. Even so, projects were implemented only in one or two years, and fund utilisation was effective only Thiruvananthapuram (2015-16) and Pathanamthitta (2018-19). Other district panchayats have had underwhelming performance in this domain, and therefore, need to lay greater focus on improving science education.

**Table 3.33: Allocation and Expenditure Ratios for Biodiversity Parks and Inculcating Scientific Temper**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER	AR	ER	AR	ER	AR	ER	AR	ER
Thiruvananthapuram	0.34	0.38	-	-	.	-	-	-	-	-
Pathanamthitta	-	-	-	-	0.69	0.00	0.46	0.92	-	-
Alappuzha	-	-	-	-	-	-	0.61	0.00	-	-
Idukki	0.59	0.00	0.70	0.00	0.53	0.23	-	-	-	-
Thrissur	5.04	6.42	16.27	23.55	9.93	8.83	5.78	8.39	2.46	0.00
Palakkad	-	-	-	-	-	-	0.32	0.52	-	-
Kozhikode	0.36	0.00	-	-	-	-	-	-	-	-
Kannur	-	-	1.05	1.72	1.65	1.55	1.52	0.88	1.03	1.03
Kasaragod	-	-	-	-	-	-	0.20	0.00	-	-

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.34: Fund Utilisation for Biodiversity Parks and Inculcating Scientific Temper**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	75.49	0	0	0	0
Pathanamthitta	0	0	0	67.98	0
Idukki	0	0	10.42	0	0
Thrissur	100	100	65	100	0
Palakkad	0	0	0	100	0
Kannur	0	51.57	31.48	19.41	19.77

Source: Sulekha Portal, LSGI Department, GoK

## Gender-friendly Initiatives

District panchayats undertake gender-friendly initiatives in the education sector, mostly under the women component plan (WCP). In terms of activities, they include construction of women's rest rooms, providing sanitary napkin vending machines and incinerators, and programmes to empower girls through sports training and martial arts. However, gender-friendly initiatives do not consider the case of students who are trans, gender non-confirming, or non-binary. District panchayats are typically oblivious to the presence of children who are outside the gender binary, and therefore, there have been no projects to address

the discrimination they face in educational institutions.

In terms of outlay and utilisation of funds under the header of gender-friendly initiatives, district panchayats display varying trends. Alappuzha is the worst-performing district in this domain, having no projects in the first four years, and zero utilisation in 2019-20, when 0.62 per cent of the budget was earmarked for gender-friendly initiatives. Kottayam district panchayat has also had such projects only in one year, but the fund utilization was 100 per cent on that occasion. Thrissur, Kannur, and Kasaragod are also districts that have poorly used these funds across the five-year period.

**Table 3.35: Allocation and Expenditure Ratios for Gender-friendly Initiatives**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	-	-	10.59	2.66	11.9	13.10	4.88	7.06	3.33	1.73
Kollam	0.07	0.06	1.85	3.58	-	-	1.07	0.08	1.27	0.80
Alappuzha	-	-	-	-	-	-	-	-	0.62	0.00
Kottayam	-	-	0.18	0.54	-	-	-	-	-	-
Idukki	2.47	4.93	5.61	0.00	9.95	11.79	11.64	9.68	9.91	11.29
Ernakulam	0.34	0.37	0.41	0.78	6.17	4.06	9.10	9.40	11.84	5.20
Thrissur	-	-	-	-	2.94	0.40	-	-	2.69	3.44
Palakkad	0.33	1.18	-	-	-	-	1.6	1.30	1.00	1.57
Malappuram	16.2	17.24	7.05	5.47	16.34	19.52	12.45	10.83	11.30	7.60
Kozhikode	13.7	10.43	12.04	18.09	3.88	4.08	1.75	0.47	5.79	5.74
Wayanad	2.25	0.00	3.01	0.36	5.05	0.96	4.11	6.50	-	-
Kannur	-	-	5.50	0.00	11.03	8.02	7.88	13.99	5.18	6.08
Kasaragod	28.12	0.00	18.50	20.56	13.30	3.43	10.71	10.50	8.43	6.11

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.36: Fund Utilisation for Gender-friendly Initiatives**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	0	8.4	50.21	51.67	18.95
Kollam	67.87	96.62	.	5	22.61
Kottayam	0	100	0	0	0
Idukki	84.57	0	28.59	32.7	20.36
Ernakulam	82.2	100	50.63	62.73	16.2
Thrissur	0	0	9.89	0	28.46
Palakkad	100	0	0	50	48
Malappuram	75.31	28.95	64.13	38.89	23.07
Kozhikode	37.24	47.75	38.8	13.97	27.05
Wayanad	0	5.04	5.71	88.08	0
Kannur	0	0	24.4	59.48	23.38
Kasaragod	0	56.1	6.32	35.53	46.63

Source: Sulekha Portal, LSGI Department, GoK

Most other district panchayats have displayed an average performance across the period, with erratic levels of allocation and utilisation indicating the possibility of spilt over funds in many years. Wayanad is one such case, where utilisation was poor until 2018-19, where it hit nearly 90 per cent. In Idukki, the trend is reversed, with utilisation nosediving after 2015-16. Among the other district panchayats, Ernakulam has displayed a continuously increasing trend in terms of allocation, with good levels of utilisation except in the final year under consideration. Palakkad district panchayat has also seen average levels of fund utilisation under this header despite allocation being less than two per

cent in all three years where such projects were envisaged.

### Skill Enhancement

Projects aimed at skill enhancement for students include activities like student police cadets, the Kutti Doctor and Student doctor programmes in various district panchayats, specialised coaching for civil service and entrance examinations, and provision for vocational training. These activities have typically been allocated only a fraction of the education budgets by DPs, at less than 1 per cent in most years.

**Table 3.37: Allocation and Expenditure Ratios for Skill Enhancement**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	0.26	0.38	-	-	0.13	0.00	0.11	0.32	0.19	0.53
Kollam	0.35	0.00	-	-	-	-	0.30	0.41	0.53	0.54
Pathanamthitta	-	-	-	-	0.28	0.95	0.23	0.68	0.13	0.13
Alappuzha	0.37	0.00	-	-	-	-	1.22	0.00	0.03	0.00
Kottayam	0.42	0.58	-	-	-	-	-	-	-	-
Idukki	0.20	0.00	0.23	0.00	0.23	0.92	0.18	0.38	-	-
Thrissur	1.31	1.67	0.98	1.41	0.74	1.02	0.17	0.00	-	-
Palakkad	0.48	1.58	0.43	0.89	0.13	0.00	2.14	0.79	1.06	0.33
Malappuram	-	-	0.03	0.09	-	-	-	-	0.35	0.05
Kozhikode	-	-	0.99	3.13	0.30	0.00	0.12	0.23	-	-
Kannur	-	-	-	-	-	-	-	-	0.09	0.03
Kasaragod	-	-	-	-	-	-	-	-	0.20	0.00

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.38: Fund Utilisation for Skill Enhancement**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	100	0	0	100	100
Kollam	0	0	0	91.15	36.5
Pathanamthitta	0	0	100	100	35.59
Alappuzha	0	0	0	0	100
Kottayam	100	0	0	0	0
Idukki	0	0	100	81.72	0
Thrissur	100	100	100	0	0
Palakkad	90.91	93.33	0	22.77	9.72
Malappuram	0	99	0	0	4.74
Kozhikode	0	100	0	98.08	0
Kannur	0	0	0	0	7.4

Source: Sulekha Portal, LSGI Department, GoK

Fund utilisation has also been rather erratic for projects under the skill enhancement category. This trend could also point towards projects being spilt over into succeeding years, as in the case of Alappuzha, Kollam, and Idukki. District panchayats that have utilised funds under this header in most years include Thrissur, Kozhikode, Pathanamthitta, and Thiruvananthapuram. Ernakulam is the only DP that has not earmarked any funds under this header in any year, while Palakkad is the only DP that has a budget allocation in all the five years. However, in the case of Palakkad, fund utilisation was excellent in the 2015-17 period before dropping off in the succeeding years. Kottayam, Kannur, and Kasaragod have executed such programmes only in one year each, but only Kottayam has used the funds efficiently.

### Samagra Shiksha Keralam (SSK)

Programmes under Samagra Shiksha Keralam (SSK) have been undertaken by district panchayats as a mandatory provision every year. The programme is an amalgamation of the Sarva Shiksha Abhiyan (SSA) and Rashtriya Madhyamik Shiksha Abhiyan (RMSA). In the Sulekha portal, however, the two programmes are mentioned separately.

Allocation under SSK mandated projects has varied from two per cent to nearly half of the total education budget of the district panchayats. The

figure can be gauged to have generally been around 20 to 25 per cent overall over the five years. The only two DPs that have had less than ten per cent allocation for SSK in all five years are Malappuram and Kozhikode. DPs like Pathanamthitta, Kannur, and Kasaragod that initially did not allocate a significant share of their budgets for SSK in the initial two years have later changed the trend by having 17 to 47 per cent of the budget allocated to these schemes. Activities under SSA and RMSA typically include infrastructure development in the schools.

Fund utilisation under SSK header has been poor for almost all DPs except Alappuzha, Kasaragod, and Kozhikode. In other years, district panchayats like Thrissur, Palakkad, Malappuram, Kozhikode, Kollam, and Alappuzha have showed excellent utilisation rates. Kottayam, and Ernakulam have displayed excellent fund utilisation, but only in a few years with middling fund utilisation being witnessed on two or three occasions. Idukki and Wayanad have typically lagged other districts. Wayanad has seen over 60 per cent funds under SSK being utilised in three years, while in Idukki, the figures have hovered around the 50 per cent mark on three occasions. The district panchayat that has had poor utilisation in most years is Thiruvananthapuram, whose figure dropped from 100 per cent in 2015-16 to just about 21.5 per cent in 2019-20.

Table 3.39: Allocation and Expenditure Ratios for SSK

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	12.8	19.11	23.56	21.77	31.28	22.22	30.85	11.71	26.25	15.50
Kollam	13.87	18.70	12.71	25.47	16.16	23.03	17.85	22.74	17.80	23.25
Pathanamthitta	2.89	11.21	2.42	7.79	30.80	35.37	22.77	43.85	31.14	35.11
Alappuzha	10.84	20.55	10.10	30.57	22.52	20.66	14.45	22.89	11.54	27.67
Kottayam	9.21	12.75	8.74	25.65	21.64	39.73	16.38	28.20	9.98	10.98
Idukki	53.34	60.56	37.3	53.85	22.43	14.76	28.10	37.37	19.09	11.13
Ernakulam	6.62	8.63	35.72	67.09	26.94	33.11	25.28	23.36	12.73	16.37
Thrissur	5.04	6.42	47.02	68.07	33.95	46.48	26.84	38.94	25.54	42.97
Palakkad	7.38	26.62	11.23	24.21	12.50	28.86	18.85	29.10	23.13	24.50
Malappuram	3.10	4.39	7.12	19.07	5.66	9.65	2.49	5.58	6.85	7.71
Kozhikode	1.79	3.65	2.35	7.39	3.99	7.57	4.13	6.73	4.65	15.05
Wayanad	38.68	43.56	21.43	37.50	23.34	26.18	10.07	10.87	12.82	1.18
Kannur	4.61	12.79	3.96	12.54	17.06	8.18	30.77	41.37	32.73	48.76
Kasaragod	5.51	17.60	5.07	10.03	46.91	32.32	50.33	50.16	39.71	42.00

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.40: Fund Utilisation for SSK**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	100	30.89	32.39	13.56	21.53
Kollam	100	100	86.15	83.18	46.63
Pathanamthitta	100	100	33.64	65.64	40.65
Alappuzha	100	100	51.53	99.62	76.46
Kottayam	100	100	62.56	58.86	22.86
Idukki	48.18	50.53	15.87	52.27	10.43
Ernakulam	98.15	100	94.58	56.11	47.4
Thrissur	100	100	100	100	37.41
Palakkad	99.98	97.88	99.65	94.92	32.55
Malappuram	100	100	91.46	100	38.58
Kozhikode	100	100	70.03	84.73	88.27
Wayanad	64.54	73.37	33.9	60.07	2.26
Kannur	100	100	16.09	45.02	29.65
Kasaragod	100	100	16.88	36.11	68.01

Source: Sulekha Portal, LSGI Department, GoK

The reasons for underutilisation of RMSA funds was not clear in the Sulekha portal. In districts like Idukki, serial underutilisation of funds for infrastructure development in the schools is likely due to difficult terrain and lack of accessibility of the schools. RMSA funds have consistently shown the worst rate of spillover, with funds earmarked for schools being carried forward into successive years without being used properly. One interesting aspect of fund utilisation under the SSK header is that nearly all DPs except Idukki and Wayanad had more than 98 per cent fund utilisation in 2015-16. 2016-17 saw similar figures for all DPs except Idukki, Wayanad, and Thiruvananthapuram. It is also worth noting that the number of district

panchayats who did not use the SSK funds properly kept increasing with each successive year. One reason for this is that while the DPs used up the SSA component within SSK with great efficiency, often hitting 100 per cent of fund utilisation, the RMSA component frequently saw poor utilisation rates. The figure for SSK was being dragged down in most district panchayats due to inefficiency in utilising funds under the RMSA component which was being used for construction of basic school infrastructure like buildings. Very rarely have RMA funds been used for purposes like construction of toilets, or for building infrastructure like libraries and laboratories.

**Table 3.41: Allocation and Expenditure Ratios for Continuing Education and Adult Literacy**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	0.32	0.48	0.18	0.54	-	-	0.41	1.15	0.45	1.23
Kollam	1.04	0.00	0.69	0.00	-	-	-	-	0.43	0.00
Pathanamthitta	0.23	0.48	-	-	-	-	0.92	2.11	0.45	0.00
Alappuzha	1.76	0.87	0.53	0.00	-	-	0.46	0.74	0.56	1.37
Kottayam	1.26	1.74	1.31	3.81	0.97	2.81	0.67	1.95	0.86	1.21
Idukki	0.49	0.72	-	-	0.67	0.00	-	-	-	-
Malappuram	0.10	0.00	0.51	0.80	0.49	0.42	0.67	1.07	-	-
Wayanad	0.29	0.49	0.92	1.55	0.73	0.00	0.77	0.00	0.05	0.18
Kannur	0.51	0.88	-	-	-	-	-	-	0.30	0.00
Kasaragod	-	-	-	-	-	-	0.68	0.86	1.28	0.82

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.42: Fund Utilisation for Continuing Education and Adult Literacy**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	100	100	0	99.96	100
Pathanamthitta	53.25	0	0	77.9	0
Alappuzha	26.1	0	0	100	78.49
Kottayam	99.95	98.99	98.24	99.9	29.38
Idukki	61.95	0	0	0	0
Malappuram	0	58.23	45.98	70.88	0
Wayanad	98.96	70.45	0	0	100
Kannur	9.75	0	0	0	0
Kasaragod	0	0	0	45.71	41.27

Source: Sulekha Portal, LSGI Department, GoK

### Continuing Education and Adult Literacy

The final major component in the education budgets of district panchayats in Kerala is continuing education and adult literacy. These programmes, which are envisaged as specialised programmes, have been implemented by all district panchayats except Thrissur, Kozhikode, Palakkad, and Ernakulam. Some examples for these schemes include Mission 20-20 in Kottayam, Aksharasree in Malappuram, Vijnan Jyothi in Wayanad, and several schemes in Alappuzha over five years.

Budget allocation for these schemes generally is one per cent or less. However, Kollam, Alappuzha, and Kottayam have occasionally kept aside more than one per cent funds for these activities. The district panchayat that has a near perfect record in utilising these funds is Thiruvananthapuram, whose utilisation rate is about 100 per cent every year. Kottayam DP has also performed excellently in this regard, with the utilisation rate above 98

per cent in every year except 2019-20. Other DPs like Malappuram, Alappuzha, and Wayanad have had average utilisation of funds for adult literacy and continuing education. The worst performing district panchayat under this header is Kollam, which has effectively used no funds that have been earmarked over the five years. Kannur DP has also not done well, with allocation happening in only two years and being zero in 2019-20. Even in 2015-16, the utilisation rate by Kannur DP was less than ten per cent.

### Other Miscellaneous Projects

Other miscellaneous expenditure under the education budgets of district panchayats includes merit scholarships and awards given to students with excellent academic records, projects to monitor school children, and support given to children from linguistic minorities in Kerala. The latter two are isolated projects in Kollam and Kannur district panchayats, respectively. Funds under the

**Table 3.43: Allocation and Expenditure Ratios for Continuing Education and Adult Literacy**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	AR	ER								
Thiruvananthapuram	2.05	2.84	2.66	6.22	-	-	2.14	4.78	4.76	5.43
Kollam	-	-	3.01	0.46	1.00	1.66	2.69	4.12	4.63	10.14
Alappuzha	0.25	0.00	-	-	0.16	0.29	1.92	3.05	7.99	24.97
Kottayam	-	-	-	-	0.73	2.15	-	-	-	-
Idukki	0.25	0.00	0.29	0.00	-	-	-	-	-	-
Ernakulam	-	-	-	-	-	-	-	-	0.39	0.00
Malappuram	0.46	0.23	-	-	0.07	0.00	-	-	-	-
Kannur	-	-	-	-	0.25	0.0	0.03	0.00	0.03	0.00
Kasaragod	-	-	-	-	-	-	-	-	0.20	0.00

Source: Sulekha Portal, LSGI Department, GoK

**Table 3.44: Fund Utilisation for Other Miscellaneous Projects**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	92.72	78.09	0	79.86	41.62
Kollam	0	7.69	99.8	99.9	78.1
Alappuzha	0	0	100	100	99.59
Kottayam	0	0	100	0	0
Malappuram	35.3	0	0	0	0
Kannur	0	0	86.29	0	9.37

*Source: Sulekha Portal, LSGI Department, GoK*

miscellaneous header occupy only a sliver of the total education budget. Only Thiruvananthapuram and Kollam district panchayats have tended to set aside more than two per cent of their budgets for these activities.

Fund utilisation for miscellaneous activities is mixed among the DPs. While Alappuzha, Thiruvananthapuram, and Kollam have tended to use the funds effectively, it is not so in other district panchayats. Idukki, Ernakulam, and Kasaragod have not utilised these funds at all,

while in Kannur and Malappuram, funds have been utilised properly in only one year each. Kottayam DP, despite having such activities only in one year, has managed to utilise all the allocated funds. It is also interesting to note that five district panchayats have not had these activities in the five years under consideration.

## WRAPPING UP

The overall analysis suggests that the DP of Kannur allocated the highest amount for its educational activities (232.00 cr). On the other hand, Alappuzha DP's allocation is the lowest, with an amount of 68.73 cr. In the expenditure scenario, Malappuram DP have the highest expenditure (84.58 cr), and Pathanamthitta have the lowest expenditure (25.08 cr). Focusing on the utilisation rate, it is evident that Thrissur put excellent use to the allocated share of the total budget for education. Thrissur DP had allocated only 10% of the fund under the head of education, but they utilised 60 per cent of it. Meanwhile, the Kannur DP Alloted 28.6% of the total fund for education and they only used 30.3% of it. Regarding the utilisation of education funds, Kannur DP is far behind compared to other district panchayats in the state.

Programmes for Result improvement were executed only in nine District Panchayats during 2015-2020. Fund allocation for these programmes is often relatively small, at about one or two per cent, and district panchayats have generally utilised the funds well in all years except 2019-2020. Meanwhile, the spending on maintenance of school infrastructure was considered inconsistent by all fourteen district panchayats. The infrastructure development fund has been used more efficiently for purchasing school furniture than for constructing school buildings. Focusing on facilities like libraries, laboratories, art facilities and IT infrastructure in the schools, the fund allocation is comparatively less, at about five per cent or less in most cases. But it has seen good levels of fund utilisation by most district Panchayats.

DPs allocated only a tiny portion of their budget for electrification, water supply and sanitation. Among these three, they give more importance to building Toilets in schools. Thrissur DP has not allocated any funds for these activities. Only Ernakulam and Kannur DPs spend a fair share of their budget regarding the same. The other districts can be seen as inefficient in the usage of the above-mentioned fund utilisation. It was evident from the data that apart from Alappuzha and Kozhikode DP, every other district panchayat allocated funds for sports

development. Among these Kollam, Palakkad, Kasaragod and Ernakulam are in top positions.

District panchayats allocated only a negligible amount under the food security and kitchen header. The district panchayat utilised the fund mainly on constructing kitchen and dining halls for children. Only Thiruvananthapuram district panchayat consistently utilised funds under this header. Even though Kannur, Kollam and Ernakulam district panchayat used the funds, it was not consistent. Kozhikode had no budget allocation in four out of five years. The fund allocation for the comprehensive project is less than two per cent of the total education budget, except for Thrissur DP, which took up 7.24% for Samagra vidhyabhyasam project. Every district panchayat successfully utilised this allocated fund for such tasks; as a matter of fact, they considered the implementation of this project to be a prestige issue.

The SC planning fund was better utilised by District Panchayats of Thiruvananthapuram, Kollam, Kottayam, Ernakulam and Kozhikode. District Panchayats of Palakkad and Kannur performed poor in this context, but at the same time, they utilised the Tribal Sub plan in a very excellent way for five years (2015-2020). DPS of Thrissur, Idukki, and Wayanad were irregular in their fund utilisation of Tribal Sub Plans. The Pathanamthitta DP performed averagely utilising both Tribal Sub Plan and SC Plan. The secondary data from the Sulekha portal shows that Ernakulam properly operated the fund for the development of Fisher folk. On the contrary the field data depicts that there were no visible indicators of special initiatives said to be implemented as the secondary data suggests.

The DP representatives also were unable to explain the so-called initiatives taken by them for the education of the students from the community. Kannur district panchayat utilised the fund for four out of five years, and districts like Malappuram, Kollam, Thiruvananthapuram, and Kozhikode carried out the projects for one to two years with

excellent utilisation. Even though the Thrissur DP has done projects, they have an abysmal utilisation rate. Kannur, Thiruvananthapuram, Kollam and Kozhikode DPs have an excellent track record in using the fund for differently-abled children. Unfortunately, there weren't any funds kept aside for such projects by Wayanad DP, which indicates that the allocation and utilisation were so poor. District Panchayats of Kottayam, Alappuzha, and Thrissur also made inefficient use of the fund. Kottayam and Thiruvananthapuram district panchayats are the only District Panchayats that allocate and utilise the funds for improving HIV-affected children. District panchayats, except for Thrissur (Vigyan Sagar, Science Olympiad) and Kannur (Shastramukulam), had insufficient attention regarding the development of scientific temper among students. Over these years, fund allocation and utilisation have been unreliable for the activities under gender-friendly initiatives. Similar is found in the case of skill enhancement too.

The Gender friendly initiatives are constrained to infrastructure facilities for girls, such as Napkin vending machines, Girl friendly Toilets and women's room. Also, it does not consider boys and students outside the gender binary. These are the major drawbacks of gender friendly initiatives especially in the secondary education sector. The district panchayats allocated and utilised the fund properly under the header Samagra Shiksha Keralam (SSK). But the figure was being dragged down in most district panchayats due to inefficiency in utilising funds under the RMSA component which was being used for construction of basic school infrastructure like buildings.

Funds under the miscellaneous header occupy only a sliver of the total education budget. However, the DPs of Trivandrum, Kollam, Alappuzha, Malappuram, Kannur and Kottayam took the initiative to utilise their fund for supporting children from linguistic minorities, giving merit scholarships and awards to students with excellent academic records and implementing projects to monitor school children. In short, this chapter have tried to analyse the trends and inter – district variations in allocating, spending and utilisation of fund by all 14 DPs. Accordingly, the following chapter will discuss the promising projects carried out by the DPs.

Widespread gaps exist between the figures for allocation and expenditure of funds under various headers due to the lack of oversight from DP authorities during the planning phase. Better coordination between different actors in the education sector is required to plug these gaps and ensure that the projects are envisaged and implemented properly. The DP members also need to rein in ambitious projects that may not be funded adequately by the State Government via grants-in-aid, as otherwise, the projects would remain stunted in execution. DPs also need to consider the case of marginalised sections of society with more care, especially the particularly vulnerable tribal groups (PVTGs) and the fisherfolk. These two sections have been repeatedly neglected in the projects envisaged by the DPs, with the case of PVTGs in Thrissur, Malappuram, and Kasaragod districts.

## Chapter-IV

# Promising Projects by District Panchayats

The fourth chapter of this report seeks to document the promising practices adopted by District Panchayats over the last twenty years to improve the standard of secondary education. The exemplary projects have been documented as individual case studies. Inputs from the field are juxtaposed with the perspectives of the DP members. This helps form a concrete idea of projects that have been successfully implemented in various districts. The cases were identified in line with the SDG-4 goals and come under the following headers:

1. Comprehensive projects
2. Dropout reduction
3. Gender inclusivity
4. Skill development
5. Social inclusion
6. Sports development
7. Improvement of scientific temper

Aside from these, holistic programmes that seek to improve upon one or more targets have also been documented among the promising practices of district panchayats.

### **COMPREHENSIVE PROJECTS**

District Panchayats have tended to undertake comprehensive project to improve the academic level of students at the secondary level. Generally labelled Samagra Vidyabhyasam (holistic education), these programmes have been implemented by most of the DPs between 2015-16 and 2019-20. Aside from this generic activity, some DPs have undertaken other projects, which are highlighted below.

### **The Vijayabheri Project**

One of the chief programmes implemented by DPs is to improve the results at the Class X level in Kerala. The Vijayabheri project implemented by the Malappuram District Panchayat is one such flagship project that other DPs later adopted due to its massive success.

The Vijayabheri project, described by DP members and stakeholders as the flagship project of Malappuram DP in secondary education, was conceived in the late 1990s and first implemented in the 2001-02 academic year. The project was envisaged as the solution to Malappuram district's poor performance in the SSLC results. Its two-decade-long history has taken the district from the worst performing in Kerala to the best performing. The SSLC pass percentage shot up from 33 per cent in 2001-02 to nearly 100 per cent in 2020-21 in Malappuram.

The principal objectives of the Vijayabheri project were to increase the pass percentage at the SSLC level and improve the standard of education imparted to children in government schools. Over time, however, the project has expanded its scope to include more activities. In the words of coordinators like Salim Karuvambalam and Ummar Arakkal, the Vijayabheri project has expanded to become a comprehensive education project that has elevated Malappuram district to the top of the charts in Kerala's school education. Present-day activities under Vijayabheri include life skill development among children, training for students to clear competitive exams, remedial education, continuous evaluation of academic standards, instituting educational awards, and ensuring the best results at the SSLC and the Plus Two levels.

The fourth chapter of this report seeks to document the promising practices adopted by District Panchayats over the last twenty years to improve the standard of secondary education. The exemplary projects have been documented as individual case studies. Inputs from the field are juxtaposed with the perspectives of the DP members. This helps form a concrete idea of projects that have been successfully implemented in various districts. The cases were identified in line with the SDG-4 goals and come under the following headers:

1. Comprehensive projects
2. Dropout reduction
3. Gender inclusivity
4. Skill development
5. Social inclusion
6. Sports development
7. Improvement of scientific temper

Aside from these, holistic programmes that seek to improve upon one or more targets have also been documented among the promising practices of district panchayats.

### COMPREHENSIVE PROJECTS

District Panchayats have tended to undertake comprehensive project to improve the academic level of students at the secondary level. Generally labelled Samagra Vidyabhyasam (holistic education), these programmes have been implemented by most of the DPs between 2015-16 and 2019-20. Aside from this generic activity, some DPs have undertaken other projects, which are highlighted below.

#### The Vijayabheri Project

One of the chief programmes implemented by DPs is to improve the results at the Class X level in Kerala. The Vijayabheri project implemented by the Malappuram District Panchayat is one such flagship project that other DPs later adopted due to its massive success.

The Vijayabheri project, described by DP members and stakeholders as the flagship project

*“Vijayabheri is a comprehensive project, and a variety of interventions happen under its umbrella. The project has helped us elevate the academic standard in Malappuram district, and enable comprehensive development of students’ skills. The roaring success of Vijayabheri has led to our district getting much recognition and other districts adopting a similar strategy.”*

**– Salim Karuvambalam**  
Co-ordinator, Vijayabheri

of Malappuram DP in secondary education, was conceived in the late 1990s and first implemented in the 2001-02 academic year. The project was envisaged as the solution to Malappuram district’s poor performance in the SSLC results. Its two-decade-long history has taken the district from the worst performing in Kerala to the best performing. The SSLC pass percentage shot up from 33 per cent in 2001-02 to nearly 100 per cent in 2020-21 in Malappuram.

The principal objectives of the Vijayabheri project were to increase the pass percentage at the SSLC level and improve the standard of education imparted to children in government schools. Over time, however, the project has expanded its scope to include more activities. In the words of coordinators like Salim Karuvambalam and Ummar Arakkal, the Vijayabheri project has expanded to become a comprehensive education project that has elevated Malappuram district to the top of the charts in Kerala’s school education. Present-day activities under Vijayabheri include life skill development among children, training for students to clear competitive exams, remedial education, continuous evaluation of academic standards, instituting educational awards, and ensuring the best results at the SSLC and the Plus Two levels.

The project has seen a great level of convergence between various bodies like the district

panchayat, DIET, and SSK regarding programme implementation over the years. However, the DP has not properly documented the activities, and authorities cannot fully explain the intricacies of the approaches by which changes happened in the education sector. The project has tended to rely on certain individuals overly, and their future absence is likely to hurt its prospects in the long run. Aside from the few individuals who have steered its course over the years, not many officials could provide concrete ideas or a framework to take the project forward in the future. Better documentation and distribution of responsibilities among a wider section of officials and stakeholders is necessary to carry forward the project's success.

One area in which the Vijayabheri has fallen short is the inclusion of marginalised sections in education. Despite having a sizeable population of traditional fisherfolk, the Vijayabheri project does not have a component that covers their education needs. In Malappuram, the traditional fisherfolk are, in particular, a highly vulnerable social group. The district is also home to two of Kerala's five most vulnerable tribal groups in the Kattunaikan and Cholanaikan. Still, programmes for them do not figure under the ambit of Vijayabheri, and the project remains one strictly for those in the mainstream. The pandemic has increased the digital divide already faced by marginalised sections, and the DP is largely ignorant towards their inclusion in education. There is no clear plan to overcome digital illiteracy or bridge the digital divide, especially among the critically vulnerable sections of society. Vijayabheri also does not consider sports and extracurricular activities under its umbrella, which is another point to improve upon in the future.

### **Harisree**

Harisree is the flagship project of Palakkad DP, which was started in the late 1990s and eventually came to include all other projects under its aegis. The Harisree project has many components under its ambit, including the Spandanam project, which aims to improve education in science, mathematics and social science through pedagogical interventions, and the Vijayolsavam project, which supports sports other co-curricular activities for

children. The project's other core aspects include a pedagogy laboratory for teachers and a Harisree web portal for e-learning solutions. The project has also sought to strengthen PTAs in schools, establish a digital library, and enhance literary skills through the Ezhuthukoottam programme.

One of the main strategies adopted in the project was the establishment of Harisree Model Schools in Palakkad district to improve the district's education standard. Palakkad has historically underperformed in school education, and physical infrastructure was underdeveloped in most schools. The DP sought to set an example and establish schools with top-class physical infrastructure, setting up 13 schools as Harisree Model Schools. Between 2016 and 2018, the DP set aside Rs. Fifty lakhs for each school, with a total outlay of Rs. 6.5 crores.

The Harisree Model Schools project was, in the words of Palakkad DP President Beenamol, the intervention that catapulted schools in the district into the limelight as exemplary institutions. To quote her,

“The Government of Kerala has, over the last few years, started improving the infrastructure in schools and making them centres of excellence. However, Palakkad District Panchayat had sought to establish such schools of excellence much before the Government of Kerala mooted any such idea. We wanted to establish schools that aimed at the comprehensive development of the students, and therefore the activities were not limited to just upgrading physical infrastructure. The Harisree Model Schools established by Palakkad DP have classrooms proportionate to student strength, neat toilets, excellent laboratories, robust IT infrastructure, smart classrooms, libraries, and multipurpose playgrounds for children. The blueprint executed by our 13 schools included all these elements.”

Today, the Harisree programme has been extended to all schools under the Palakkad DP. Schools added later to the project were designated as Mikavinte Vidyalayangal or Schools of Excellence. The running of these is done in parallel to the

Harisree Model Schools. The activities of the DP in strengthening these schools has continued despite the pandemic. However, certain aspects can be improved upon in the project. These include proper monitoring of the gender-friendly toilets in schools and proper upgrading of laboratories in schools. Both these aspects have been ignored by the DP and must be undertaken to improve the project's efficiency. The Model Schools also do not offer much inclusivity towards differently abled children, as only a ramp has been constructed for them. No other activities are undertaken for the welfare of children with physical and learning disabilities. The construction of schools has also not been done in line with the geological condition in hazard-prone areas. This is another aspect that the DP needs to improve upon.

### Prathibha Poshana Paripadi

Educare, starting out as Samagra Vidyabhyasam, is a comprehensive education project undertaken by the Kozhikode District Panchayat. Activities under Samagra Vidyabhyasam and Educare include steps to improve academic performance, awareness building and protection of children's rights, increasing the use of Malayalam as the mother tongue, and workshops for teachers and parents. One of the most salient activities undertaken as part of the project is preparing students from the is the Prathibha Poshana Paripadi, under which students are given coaching to clear the National Means-Cum-Merit Scholarship (NMMS) to encourage higher education.

The NMMS scheme is India's largest scholarship for schoolgoing children, begun in 2008 by the Ministry for Human Resource Development. The Kozhikode DP started this activity with the aim of becoming India's top district in terms of number of awardees under the NMMS scheme. The activity aimed to give coaching for students to face competitive exams in general and the two papers of NMMS in particular. The activity is being conducted in conjunction with the DIET, and provides classes and conducts mock examinations for students to prepare them for the final test. The DP and DIET have also prepared a handbook for the activity as part of the Pothuvidyabhyasa Samrakshana Yajnam of the Government of Kerala.

According to the Abdul Nasar, the coordinator of the Educare Project, the Prathibha Poshana Paripadi has enabled many students, especially those from economically and socially deprived backgrounds, to receive support for their education. The DP has continued to expand the scope of the activity to more schools in the district in both Government and aided sector. It has also carried out the activity through online classes and distribution of the handbook during the pandemic. The curriculum is also constantly updated to enable the students to perform well in the NMMS test.

### Anweshanakkootam Project

The Anweshanakkootam project of Wayanad District Panchayat was envisaged as a project to improve the academic level of secondary students by focusing on science, mathematics and history in particular. The project is a continuation of earlier schemes that the DP has been floating for the last 25 years. Each successive administration in the district has carried out similar activities under different names. The project under different names has generally been successful, prompting the DP to continue with it despite audit objections that could arise.

*"The project has brought up significant change in the outlook of the students. Aside from improving results, it has helped raise the inquisitiveness in students. Since the students are given a lot of encouragement if they perform well academically, more children have come forward to be a part of the project. We have been able to produce young historians and young scientists as part of the project. We are very thankful to the voluntary work that parents, teachers, and administrators have put into making the endeavour a massive success."*

– **Prakashan**

Former Working Group Member  
Wayanad DP

The Anweshanakkootam Project specifically aims to improve the performance of students in

science, mathematics and history, and also provide impetus for outstanding students to study further. The project also gives thrust on assessing the abilities of students who may be underperforming academically, and give them the right environment to improve their overall results. The project has seen active involvement by various stakeholders in the education sector including teachers, parents, and administrators. There is only minimal fund allocation for the activity, but the cooperative nature of all the stakeholders has kept it running well.

The project was hit quite badly by the Covid-19 pandemic which left schools shut for a prolonged period of time over the last two years. However, the DP plans to restart it once schools reopen as normal in the next academic year. The major flaw of the Anweshanakkootam project is that there are no special incentives provided to children from marginalised sections of the society. Wayanad has Kerala's highest tribal population, with a sizeable SC population as well. Expanding the provisions of the project to better assimilate children from marginalised sections would make it a more wholesome exercise by the District Panchayat in the future. There is also a lack of documentation regarding the exact activities carried out by each school under this project, which also needs to be addressed in the near future.

## GENDER INCLUSIVITY

Projects aimed at gender inclusivity have generally been limited to installing napkin vending machines in schools, or construction of girls' rest rooms. Even so, specialised projects in this mould are quite rare. Such projects have been implemented only by two DPs – Thiruvananthapuram and Kasaragod.

### Manasa

An intervention by Thiruvananthapuram DP to improve menstrual hygiene and ensure clean toilets for girls was begun in 2017-18 under the name Manasa. The Manasa project involved constructing clean girl-friendly toilets, installing napkin vending machines, and establishing high-tech amenity centres for girls in schools. The project was recommended in a situation where

*"We are aware about the problems faced by girls regarding their menstrual health, and their privacy concerns in schools. We felt that it was our responsibility to give them a safe, hygienic, and private space inside the school. We also felt that constant monitoring would be required to keep the project running successfully, and took measures to see to it that the initial progress was continued."*

**– Madhu**

Former President,

Thiruvananthapuram DP

*"There was a situation in which girls refused to use toilets in schools because they were unclean. The Manasa project has helped change this mentality as the girls have been provided with clean toilets and facilities to improve their menstrual hygiene. The project has also seen cooperation from multiple stakeholders, thus keeping it running successfully."*

**– Ajitha**

Teacher, GHSS Kilimanoor

most schools did not have an adequate number of toilets, and those available were not hygienic enough for the girls. The girls reported facing distress, especially during their periods, and in many cases, refrained from using toilets in schools. The project sought to put an end to this situation. Since its implementation, the situation has been regularly monitored, and the facilities maintained properly.

The Manasa project has installed 150 sanitary napkin vending machines across 150 schools in the Thiruvananthapuram district. New toilets constructed as part of the project were also envisaged to be differently abled-friendly. The amenity centres for girls include changing rooms

and resting rooms. The DP oversees the project directly, with the DP Chief Engineer as the implementing officer.

One of the biggest strengths of the project is the practice of regular monitoring and maintenance. The active participation of PTA members, school officials, DP members, and other stakeholders in the education sector significantly aids the monitoring of the project. There are regular meetings and inspections by the DP in schools to ensure that toilets and amenity centres are in peak condition. The Covid-19 pandemic left schools shut for a long period, which affected the status of the sanitary napkin vending machines in most schools. However, the efficiency of the DP's monitoring mechanism enabled the replacement and repair of the dysfunctional machines, thus ensuring that the students faced no issues when they came back to school after the lockdown.

While the Manasa project has been one of the success stories of the Thiruvananthapuram DP's interventions in school education, it is not without scope for improvement. There remains the possibility of replacing sanitary napkins with more sustainable alternatives like menstrual cups. Efforts can be taken to sensitise parents, students, and teachers about such measures, which would reduce the running cost of the project. The amount set aside to maintain the vending machines may be to improve the amenity centres further. It is also recommended that the number of amenity centres is increased according to the proportion of female students. Activities like sex education should also be undertaken as part of the project. It is also recommended that boys be given sensitisation about menstruation and menstrual health in the schools. The success of the Manasa project has been a result of excellent coordination between various stakeholders and is a model for other DPs to follow as well.

## **SKILL DEVELOPMENT**

District panchayats have also routinely undertaken projects to improve the skills of students at the secondary level. These projects include activities to impart artistic and professional skills alike. Some programmes of this nature implemented by the DPs include Children's Theatre in Pathanamthitta, Student Doctor scheme in Alappuzha, but neither have been covered due to the schemes being discontinued midway. The two cases examined as part of the study are the Celluloid Project in Thiruvananthapuram, and the Jalakam Project in Kollam.

### **Celluloid Project**

The Celluloid Project was begun in 2017-18 by Thiruvananthapuram District Panchayat to develop children's co-curricular skills. It comes under the broader ambit of the comprehensive education plan of the DP, and the main activity undertaken as part of the project was the creation of film clubs in schools under the DP. The programme was open to students between the ages of 13 and 17 who had an affinity for films. Children were introduced to the nuances of filmmaking, and a short film festival was organised by including short films that children in these schools made. The best short films screened at the festival were given prizes by the District Panchayat.

Although the Celluloid project was taken up by teachers and students with much enthusiasm, the momentum was not carried forward in subsequent years. The programme was limited to just the solitary short film festival and as dropped from the DP budget in the following years. Even when it was implemented, the DP only had a small role to play, with a meagre amount of Rs. 5,000 distributed to each school for the activity. Schools like GHSS Thonnakkal made it a major success due to the extra effort put in by parents and teachers alike. Due to such expansive efforts by the school and the PTA, children were given training in theatre, and the short film posted on platforms like Youtube. However, the same level of enthusiasm was not visible in every school.

The major bottleneck faced by the Celluloid project was the shortage of funds from the District Panchayat. The DP was also observed to not be keen on undertaking projects to support sports or other extracurricular activities in schools. This attitude needs to be changed and encouragements should be given to extracurricular activities in the same manner as science clubs. Incorporating activities like the Celluloid Project at a larger scale every year is recommended. The efforts taken by schools that have completed these projects in an exemplary fashion need to be documented and used as templates for other schools across the state.

### **Jalakam**

The Jalakam project of Kollam District Panchayat was begun in 2017-18 to provide career guidance to secondary school students in class XII. As part of the project, students were introduced to courses in 144 universities. Assistance was taken from subject experts, and a quiz competition was held for students to build a career orientation team at the district level.

The project was proposed when the DP members felt that students at the secondary level in Government schools lacked awareness about career prospects. The students were introduced to the courses and given awareness of how to harness these opportunities. To quote S L Sajikumar, the former Education Standing Committee Chairperson at Kollam District Panchayat,

“We are the ones who should guide students onto a good career path after they complete their schooling. We have tried to empower students through the Jalakam Project, enabling them to make informed choices about institutions of higher education and the courses they can pursue to make a good career.”

*“When the District Panchayat decided to introduce the Celluloid Project, the teachers had more enthusiasm than students. Teachers took an active role in the scripting and direction of the short films, and carefully selected the children before giving them proper training. The children were able to produce a great short film, and wanted to carry out the activity in subsequent years too. We feel that undertaking these activities every year would be helpful to broaden our students’ worldview and bring out their latent capabilities as creative individuals.”*

– **Headmistress**  
GHSS Thonnakkal

The Covid-19 pandemic has brought the Jalakam project to a grinding halt. With schools shut and education shifting to online mode, the project was put into hibernation. Only the handbook prepared for the students was distributed, and the DP has found it difficult to undertake the project in succeeding years. Although there was an option to carry on the activities under Jalakam online, the DP failed to do so, and stopped the programme entirely. It is possible to revive it in the coming years, with greater participation of parents. It is also recommended to expand the programme for all secondary school students. The project should also include the career prospects that each course would entail to the students.

## **SOCIAL INCLUSION**

One of the chief programmes implemented by DPs is to improve the results at the Class X level in Kerala. The Vijayabheri project implemented by the Malappuram District Panchayat is one such flagship project that other DPs later adopted due to its massive success.

### **Vanajyothi**

The Vanajyothi programme of the Thiruvananthapuram DP was first implemented in 2017-18 in tribal hamlets located in forest areas. The project involved the establishment of learning centres in tribal hamlets in the Vithura, Nandiyode, Peringamala, Pangode, Amboori, Kallikkad, and Kuttichal panchayats. Students in 15 tribal hamlets were given night classes as part of the project, aiming to reduce tribal dropouts and improve their academic performance. The students are provided with meals and study materials as part of the project, and there is a full-time programme facilitator in each tribal hamlet. There are about 30-35 students under each study centre and a total of Rs. 55.47 lakhs has been spent by the DP on the Vanajyothi project. The Vanajyothi project was started mainly to prevent tribal dropouts and create an atmosphere conducive to studies in the tribal hamlets. The Department of Tribal Welfare is implementing the project, with supervision done by the DP.

In the words of Mr Raheem, the tribal officer in charge of the project, the project aims to help tribal students improve their academic performance. To quote him,

“Students in tribal hamlets have no way to access external tuitions to improve their studies. We felt that an intervention was required to help the tribal students, thus the idea of creating a shared space for them to gather and learn with the help of a dedicated facilitator in their hamlets. In tribal hamlets, parents cannot supervise their children’s education, and therefore an external intervention is necessary. The learning centres are also immensely helpful for the students

since they can be more comfortable than in the generalised environment of a school. They may not be able to keep up with other children in a normal school, but the advent of a learning centre within the hamlet allows them to compete better.”

The project, which started in 15 hamlets, has expanded to 25 hamlets across the district. The excellent manner in which the project was implemented meant that the students were not left behind even when education shifted to online mode during the Covid-19 pandemic. The number of students who use the learning centres has also seen a steady rise over the last four years. There has been a general trend of children from marginalised sections being left behind due to the shift to online education. As part of the Vanajyothi project, the Thiruvananthapuram DP decided to increase its efforts in this time of need and expanded the project’s scope to more hamlets. The activities have also ensured that tribal students did not drop out of school during the pandemic. The biggest advantage of appointing a facilitator from within the hamlet has been that the project is being monitored efficiently and steps taken in time to mitigate any issues that arise, including the pandemic.

The Vanajyothi project has been a roaring success, but there are areas for improvement in the future. Presently, children are being taught in Malayalam, and teaching takes place as a normal tuition class. It would be better to provide study materials to tribal students in their languages and change the medium of instruction accordingly. It is also suggested that the service of subject experts be used to deliver classes to students at least once a month. It is also recommended that more than one facilitator be employed in hamlets where the number of students exceeds 30 to make learning more effective. The community also needs to be involved more in the project, and learning should be converted into a community-level activity. Such steps would allow the programme to flourish and transform the Vanajyothi programme from a simple tuition class to a holistic learning experience for tribal students.

It is commendable that the Thiruvananthapuram

DP has continuously kept the Vanajyothi programme running despite the administration changing hands during the pandemic. The project has been running sustainably, and it is a major success story that can be implemented in other districts with significant tribal populations. Providing a fixed income to programme facilitators is also a positive step taken by the DP.

## **SPORTS DEVELOPMENT**

Sports development activities by DPs have largely been restricted to constructing playgrounds in schools or the occasional training exercises. Only a few DPs have made substantial efforts to develop sports infrastructure and develop the skills of students who excel in sports. These include the following projects:

### **Dronam**

The Dronam project is a relatively new initiative of Ernakulam District Panchayat, implemented in partnership with GVHSS Maneed to develop the potential of sportspersons among students in the district. The project was started in 2018 and aimed to provide students who stand out in sports with accommodation, proper food supplements, and sports equipment to improve their performance in sports competitions. The project is the brainchild of the former president of the Ernakulam DP, Asha Shanil, who explored the possibility of giving professional sports training to students who did well at state and national level sports competitions in 2017. A proposal was submitted to the State Government, who gave it the green signal and appointed the principal of GVHSS Maneed as the implementing officer for the project.

According to the various stakeholders involved in the project, Government schools suffer from a lack of funds for sports developments and a shortage of good physical education teachers. The school principal stated that several new students joined the school as part of the Dronam Project and won accolades in sports meets. These children eventually secured good jobs as sportspersons, and some have continued to train and monitor the development of new students in the school. The DP and people's representatives have been keenly

interested in the project. Under the guidance of Mr Charles, the physical education teacher, children are given proper, regular training daily. The intervention has helped Ernakulam District reach the fourth best position in the State Sports Meet.

The Covid-19 pandemic has slowed the progress achieved by GVHSS Maneed under the Dronam Project. Although the children were given lodging, food and training at all times except the lockdown, the lack of competitive action was a letdown. The project also ran into financial difficulties. Although the PTA intervened to keep it running, the District Panchayat acknowledges that more funds would have to be earmarked in succeeding years to keep the project afloat.

The main issues faced by GVHSS Maneed under the Dronam Project are a lack of funds and the absence of a permanent physical education instructor in the school. Timely upgrades and improvement of sports equipment have also suffered as a result. Although the school has implemented the programme admirably, the DP has not shown interest in expanding the scheme across more schools in the district. Raising awareness in other schools about the importance of sports development and bringing more of them under the project's ambit are steps that the DP can follow in the future. There is also the issue of no permanent physical education instructors in Government schools, but that is out of the DP's hands and needs to be dealt with as a policy at the State level.

### **Boxing Academy**

The Boxing Academy of Kollam District Panchayat is a flagship project that began functioning in 2019, with planning taking place two years prior. The academy was started by the DP to encourage sports development and cover for the lack of good boxing academies in Kerala. The beneficiaries of the project are students in classes VIII to XII in Government schools in Kollam district. The DP provides sports equipment and training to students who enrol in the academy.

According to Mr Aji, the boxing trainer at the academy, the initiative has been a positive influence, enabling students to win medals at National level meets. To quote him,

“We need good sportspersons as much as we need academically brilliant students. Although our participation at the Olympics is lacking, the initiative by the District Panchayat is a step in the right direction. In 2019, students from the academy won 3 medals at the State-level games, and one of the students has won a bronze at the National level. If we have similar academies across Kerala for various sports, our students will be able to unlock their potential and perform exceptionally at the National level. It would also be beneficial if there are multiple dedicated academies across each district rather than one central space.”

Despite the Covid-19 pandemic, the academy has continued to function well. Although it has been closed due to lockdowns, the coaching has continued to take place six days a week. On weekdays, students are given one hour training sessions in the mornings, while on Saturdays and public holidays, the training sessions are extended from morning to noon. At present, there are 30 students enrolled in the academy, with the majority being boys. The number of girls is few given the distance that many of them have to travel to reach the academy.

The District Panchayat has been running the academy well despite many limitations and the strain caused by the Covid-19 pandemic. The DP can still improve the academy by giving it more visibility to attract more students, and steps need to be taken to bring more girls into the academy. The presence of just one centre for all of Kollam district is an issue that needs to be addressed by the DP. Setting up similar academies across the district is the most viable solution, which will also allow interested girls in other parts of the district to enrol for the training. It is also recommended to provide bus services for students to reach the academy, and raise awareness about the facilities among parents for greater reach in the future. There is also a lack of documentation and dissemination of results among teachers in schools regarding the academy.

### **Sports Training for Tribal Students in Improving Athletic Competency**

Comprehensive sports training is meant to enhance and enrich the athletic talents and competencies of tribal children in Wayanad district. The training by expert athletics and coaches, including olympians, has improved athletic competencies among children. Training is mainly concentrated on volleyball, basketball, kho-kho and athletics. There is individual coaching for boys and girls. The coaching space is gender-friendly too. Meenangadi school and their ground is the leading coaching coordinating partner and venue for the students at nearby schools. The present football coach of Meenangadi school boys football team says that “Their gifted physique and the climate here is favourable for developing a good athlete. But the task is finding the most aspiring ones and their sustainable performance in the ground. Most of them are interested in schooling only because of their passion towards sports. But sometimes the family and social situations may disadvantage them. But our friendly and continuous monitoring and training made most of them to be fit for achieve their goal. This continuous and practical training held them to be self-sufficient in life other than only living with the Government’s support.” Many of the alumni got better opportunities in the sports field at State, National and international levels. Some of the alumni marked their name in history by bagging state and Central Government jobs through sports quota. The students also state that “These sports training and the support of the coach brought the athlete or gamer in us. Now, we have the confidence to come to school and sometimes we also receive prizes like other classmates during school assembly because of sports. All credits go to our coach.”

Post pandemic age shows a dull climate in these activities. But most of the training programmes for boys were restarted while the training for girls and the project proposal submitted for their training for the academic year is still in pipeline.

## INFRASTRUCTURE DEVELOPMENT

One key area under the SDG-4 criteria is the development of inclusive study spaces and infrastructure like laboratories in schools. The scope of this target may be expanded to include the development of libraries too. Although DPs have regularly set aside funds to develop laboratories, libraries, and arts facilities in schools, not many have been under dedicated projects. There are, however, a few select cases outlined below.

### Sargavayana Sampoorana Vayana

The Sargavayana Sampoorana Vayana scheme was implemented in Thiruvananthapuram District Panchayat in 2017-18 and aimed to improve library infrastructure in all schools under the DP. Small libraries were envisaged to be established in each classroom from primary to higher secondary level across all 988 schools. The project was envisaged to develop the current system of libraries in Government schools, which students severely underutilised due to a lack of proper maintenance. The project also sought to improve children's reading habits.

The project, given an allocation of Rs. Sixty lakhs successfully established 10,601 classroom-level libraries, making Thiruvananthapuram the first district to have a library in every classroom. The libraries were developed with the active participation of students, teachers, and parents. The PTA took an active role in collecting books for the class libraries, thus bringing the DP's vision to fruition.

The project has continued to function well despite the Covid-19 pandemic. The DP has appointed librarians who have kept the class libraries running systematically. In schools where it was unsustainable to maintain class libraries, the common school libraries were massively improved under the scheme. School libraries have become more efficient and systematically run due to the Sargavayana Sampoorana Vayana project. Another aspect of the project that came to the fore during the pandemic was the creation of mobile libraries called 'Pusthaka Vandī' by schools like GHSS Thonnakkal. These mobile libraries helped connect with students during the pandemic, and they were

*"The project aimed at the holistic development of children by introducing them to books. The Sargavayana Sampoorana Vayana project is also a testament to the positive results that public participation can bring in education."*

– **Madhu**

Former President

Thiruvananthapuram DP

given books despite schools being shut. However, this was also not functioning fully, and suffered breaks due to lockdowns.

*"The Sargavayana Sampoorana Vayana programme significantly helped improve reading habits among children. Although the DP could set aside only a small amount for the project, the work put in by parents, teachers, and local people helped make the project a huge success. The establishment of libraries in every classroom has also definitely helped students learn better".*

– **Jyothish**

Teacher, GHSS Thonnakkal

Although the DP has gradually stopped day-to-day involvement in the project, many schools have continued to take it forward admirably. Librarians appointed by the DP have continued to work in the schools and monitor the running of the libraries. Moreover, PTAs in many schools have continued to support the scheme through regular donations and the collection of books for the libraries. The alumni associations have also come forward to support the scheme in several schools. However, the DP moving away from overseeing the project is a trend that needs to be reversed. It is necessary to continue monitoring the activities in schools and support them in the coming years. The District Panchayat taking a backseat during the pandemic has also hurt the prospects of the project going forwards, with efforts like building

a digital library remaining a pipe dream. The DP needs to support the project better in the coming years and periodically monitor the scheme's status. It is also suggested that initiatives taken by schools like the Pusthaka Vandi should be encouraged and expanded to more schools across the district. In the day-to-day running of the schemes, involving students in the management of class libraries is also suggested as a positive step to build a sense of responsibility.

### **WRAPPING UP**

Ensuring a better environment and the opportunities for better academic and extracurricular activities in the schools will help the development of students. All the projects mentioned above focused on one of these objectives, which was implemented successfully at the district level. Apart from Vijayabheri, no other projects were extended to the regions other than its district of origin. Lack of proper monitoring and active participation of the stakeholders was found to be the major hindrance to the sustainability and replicability of the projects. Projects that depend only on specific individuals are likely to fail in their absence, like Vijayabheri.

On the other hand, "Sarga Vayana Sampurna Vayana", an initiative of Trivandrum DP, was a great success because of the active participation of students, teachers, parents, alumni associations and the local people in the process from its planning to implementation. However, the above project failed

to continue even after the initial success, due to the lack of proper monitoring and maintenance, which was the key element of other successful projects. Along with this, it is understood that the DPs are reluctant to encourage schemes that focus on extracurricular activities. Extra-curricular activities like Arts, Sports, Career guidance, etc., are necessary to implement universally. This is why the Celluloid project is limited to GHSS, Thonnakkal alone.

Nevertheless, the projects like Dronam, Boxing Academy, Jalakam etc., are facing difficulties in maintaining and extending those to other districts due to inadequate monetary assistance and human resources. Vanajyothy, on the other hand, a successful project focused on the upliftment of tribal students instigated in the Trivandrum district, could be extended to other districts with a significant tribal population. To scale up the project further it is advisable to form a multi-disciplinary team at the regional level.

Moreover, neglecting the marginalised sections from these projects hamper ensuring social inclusion. This is evident in the projects such as Vijayabheri and Harisree. Above all, lack of documentation is one of the significant barriers to replicating successful projects in other districts. Developing a framework for a project's planning, implementation and review mechanism is necessary for its effective functioning.

## Chapter-V

# Conclusions & Recommendations

Kerala has been a standout performer among Indian states in the realm of education, boasting the highest rates of literacy and ranking first in the NITI Ayog's state ranking for the achievement of sustainable development goals. The state's exemplary track record in the educational sector is a result of various interventions that have happened since the 1950s.

Secondary school education in Kerala is being handled by the District Panchayats since the 73rd Constitutional Amendment and the Kerala Panchayati Raj Act, 1994. Over the years, the 14 district panchayats in the state have made interventions in the realm of secondary education. The current policy brief looks at the interventions made by districts panchayats in the 2015-20 period by focusing on an analysis of their education budgets and field interactions with DP members and other stakeholders in the state's education sector. The objective of the study and this policy brief is to examine the interventions of district panchayats in secondary education and to suggest action steps to improve their activities further.

### **TRENDS FROM ANNUAL BUDGETS**

District panchayats have typically set aside between ten and thirty per cent of their total budget towards education over the five years. The districts with the least allocation are Thrissur and Ernakulam, with the highest allocation done by Wayanad and Kannur district panchayats.

The analysis of annual budgets of district panchayats between 2015-16 and 2019-20 shows that the emphasis has firmly been on improving the infrastructure in secondary schools. The DPs have quite often set aside a significant share of their budgets for the construction, maintenance, and electrification, of buildings, water supply,

sanitation, and hi-tech laboratories and libraries. DPs have also traditionally earmarked a significant portion of funds for the development of children from marginalised sections of society like SC and ST students as part of plan funds. The allocation is in line with the plan guidelines of the LSG Department, Government of Kerala. The allocation for other specialised schemes is quite limited in most district panchayats. Steps towards inclusive education are also quite limited, with few schemes that are not regularly followed up by the district panchayats.

Regarding the utilisation of funds, the district panchayats have heavily underutilised the funds for infrastructure development. This is due to the mismatch between plans and actual funding, lack of proper planning and convergence. The district panchayats with the best record of fund utilisation are Thrissur, Ernakulam, and Kollam. Those with the poorest performance are Kannur, Idukki, and Pathanamthitta. It is interesting to note that the two districts with the lowest budgetary allocation for education – Thrissur and Ernakulam – are the ones who have been most efficient in utilising funds. On the other hand, the district with the highest allocation – Kannur with 28.6 per cent over five years – has performed the worst in terms of efficiency. All but the three best performing districts have utilised less than half of their allocated funds, and even among those who have spent above 50 per cent, only Thrissur has breached the 60 per cent figure for funds utilisation.

### **ADDRESSING THE GAPS**

The issues identified during budget analysis were affirmed during the in-depth interviews and focus group discussions with district panchayat members and other stakeholders. The principal lacunae identified include the following:

1. Lapses in the documentation of projects
2. Serial lack of convergence between various agencies
3. Wide disparities in infrastructure development and centralised nature of mandatory plan components
4. Perspective deficiencies in understanding social inclusion along the lines of caste, class, gender, and disability
5. Deficiencies in planning policies for inclusive education practices with a long-term view
6. Lack of pedagogical interventions and parent-teacher relations

### **Dealing with Documentation**

One of the key findings of the report on Thrissur District Panchayat was a chronic lack of documentation of the projects undertaken by the DP. During the field investigation, the issue was observed in every other district panchayat except Palakkad. Palakkad DP was the only one that documented the interventions and comprehensive data related to education as part of the Harisree project. The DP had started the Harisree portal to collect data on the interventions and make them accessible to the public. However, when the IT@School project was initiated, the Harisree portal was left defunct due to a lack of funds and centralised nature of the IT@School project. The lack of proper documentation and a comprehensive database in district panchayats was observed to be a major hindrance to coordinate efforts between different agencies and make grounded plans that cater to context-specific issues in various districts.

### **The Convergence Conundrum**

In most district panchayats, the level of convergence between different agencies was found to be lacking. Different bodies like district panchayat, DIET, and SSK were found to operate on their own wavelengths and the district education committees were generally not working in a coordinated manner in most DPs. The roles of each agency are not properly defined, which affects each stage of planning, implementation, and documentation of projects. The lack of convergence often led to a

lack of clarity in envisaging projects and bringing together various funds under a common umbrella. It was also seen that district panchayats that had better levels of convergence, like Thrissur and Kollam had a higher rate of fund utilisation and implemented projects to improve the quality of education. On the other hand, districts that had a poor level of convergence like Kannur and Idukki had the poorest levels of fund utilisation and projects that could not be carried out effectively.

### **The Infrastructure Question**

The district panchayats, in line with the plan guidelines, have invested heavily in building up school infrastructure. However, the investment is rather skewed, with certain domains like sports infrastructure, arts facilities, and libraries getting little focus. The major share of the funds for infrastructure was spent on constructing buildings, acquiring furniture, and constructing laboratories. A significant proportion was also earmarked for constructing toilets. A significant share of the funds allotted were heavily underutilised by the district panchayats. During the fieldwork, it was also observed that projects were regularly spilt over, leading to funds being underutilised in most years. Facilities like toilets were also constructed by the DPs, but maintenance of the same was an uncommon practice.

One major issue with the domain of infrastructure development in district panchayats is the lack of utilisation of funds under the SSK. SSK funds include funds under both SSA and RMSA, and it was observed that RMSA funds were the ones not being properly utilised by the district panchayats. The funds under SSA were mostly utilised well by the DPs. Another major area of contention regarding SSK funds was the centralised nature of planning under the programme, which often left the schemes with no connection to the local contexts. Bringing the SSK funds under the decentralised planning process can help bridge this gap in fund utilisation.

### **Addressing Inclusivity**

Inclusivity across the lines of caste, class, gender, disability, and neuro-divergence is a domain that district panchayats have given little importance.

Insights from the field revealed that the understanding of inclusivity of caste was limited towards addressing the needs of SC and ST students according to the plan guidelines and that the case of children from traditional fisherfolk was largely ignored. Children belonging to other educationally marginalised sections within OEC communities are also ignored by the district panchayats when designing interventions. A lack of education among parents and children being first generation learners leads to community-level deficiencies that need to be addressed by policy makers. Children of interstate migrants, who are marginalised based on class, have been given no consideration in the planning process. Another group who are ignored by most district panchayats are linguistic minorities. Endeavours to improve the education status of such groups have been undertaken only by Kannur district panchayat.

Gender-friendly initiatives undertaken by district panchayats were limited to installation of sanitary napkin vending machines, or construction of girl-friendly toilets. Issues faced by children whose identities fall outside the gender binary, such as dropouts and discrimination, were not considered at all by any of the DPs. This trend points towards a need for greater gender sensitisation among students, parents, teachers, and policy makers alike. Similar deficiencies were seen in the policies which were designed for differently-abled children. Programmes for these children were limited to just construction of ramps in schools, or odd projects to provide them with equipment to deal with the disability. Programmes aimed at the welfare of children with intellectual disabilities were also bare minimum and limited to just scholarships. In a similar vein, the case of HIV-positive children was ignored by all districts except Thiruvananthapuram and Kottayam. This points to a greater need to sensitise DP officials about children who are marginalised based on factors like disabilities or medical conditions.

### **Extending the Vision**

A major issue that was witnessed during field visits was the relative short-sightedness of district panchayat officials in developing projects for the education sector. Projects were often mooted with a one- or two-year period in mind, and these

were not always followed up meticulously. The funds were also used for other purposes without violating the plan guidelines, leading to a dearth of funds for critical activities. This trend was most visible in projects intended for the welfare of marginalised sections. District panchayats rarely put forward extensive programmes with a view to salvage results on a long-term basis. However, there are instances of programmes with a long-term vision being successful, like the Vijayabheri programme in Malappuram and Harisree programme in Palakkad. It must be noted though, that such programmes are quite uncommon, and that DPs need to plan with a long-term vision to improve education in a holistic manner, and that the programmes must be evolved over time to cater to new challenges.

### **The Pedagogy Paradox**

An area in which district panchayats have been able to make little impact are pedagogical interventions and teacher training. One major reason for this is the lack of coordination with DIETs and the constraints imposed upon DPs by the plan guidelines. The district panchayats, have, however, tried to circumvent this situation by including pedagogical interventions and teacher training programmes as part of comprehensive education programmes like Harisree in Palakkad.

The district panchayats have also largely ignored the domain of science education and inculcation of scientific temper among children. Such programmes have only been undertaken by two DPs – Thrissur and Kannur. The district panchayats have also largely been unable to forge strong parent-teacher relationships in schools, and PTA strengthening has figured only in certain cases of the Samagra Vidyabhyasam projects in districts like Kozhikode, Thrissur, and Kannur.

The district panchayats have also tried to initiate community-level learning centres among SC and ST communities as part of the SCP and TSP components of the plan guidelines, but these activities have not been extended to other marginalised sections of the population. Such activities have also been undertaken by only a few district panchayats like Thiruvananthapuram, Idukki, Wayanad, and Kollam. Language bridging exercises to improve

the status of children who speak minor languages have also been largely ignored by DPs, except for a few instances among Adivasi groups in Wayanad and Kasaragod. The final part of teacher training that the district panchayats have rarely focused on are the integration of teaching modules aimed to bring children with intellectual disabilities into mainstream schools. The DPs have also not made many efforts to address the mental health issues faced by students in schools. Kozhikode DP is the only one that has devised projects to address the mental health of school going children.

## RECOMMENDATIONS

The implementation of specific programs can carry out the betterment of State secondary education. These programmes can be formulated either by state and district independently or collectively.

### State Level

Analysing the guidelines of the State Planning Board in contrast with Sustainable Development Goal 4, it is understood that some of the sub-target goals failed to be part of the guidelines. Sub targets include Parity indices (male/female, rural/urban, bottom/top wealth quintile, others such as disability status, indigenous people, gender/sexual minorities and conflict-affected children), Presence of modules on global citizenship, human rights, gender equality, and sustainable development in teacher training practices or programmes, Provision for life skills-based HIV and sexuality education, Student knowledge of environmental science and geoscience, Teachers with minimum pedagogical training or in-service experience at an appropriate level should be revised and added to the guidelines of State planning board.

- The initiative must be taken to develop a state-level portal which can be seen as an improvised version of the U-DISE platform. It will provide information regarding each school's infrastructure and academic performance by every district panchayat, which should be updated regularly. This will help State and District Panchayats develop an education plan to Improve Secondary Education in the State.

- The existing state-level committee should coordinate various institutions such as DIET, SSK, Education department, and district level system for higher secondary, VHSE and technical education with DP. It will ensure the proper functioning and implementation of such plans. Monitoring of the projects during and after their implementation should also be taken into consideration by the committee.
- Rendering financial autonomy to District Panchayats will help to plan and utilise the fund for education more effectively, and the state government should make appropriate policy level changes to give more financial autonomy to the DPs.
- There is a lack of gender/caste/class/disability/inclusivity orientation and sensitisation among the elective representatives and officials of the DPs. This lack of sensitivity is evident in the planning process and often results in poor planning and implementation of projects in those sectors. There are DPs who have not planned or implemented a single project for HIV-affected children, children of migrant labours and children of fisher folks. The state government should take proactive measures to sensitise the planners and lawmakers regarding inclusive educational planning and implementation approaches.

### District Level

- The district panchayats should have an internal team to appropriately monitor the allocation and utilisation of funds and other resources. This district education committee can function as a coordinating agency of various institutions such as DIET, SSK, Education Department, and district-level systems for higher secondary, VHSE and technical education. This would help develop context-based and need-based special initiatives on education with the collaborative effort of various agencies.
- Planning new initiatives after studying the scenario is necessary for this context. This can be done by forming subject-wise expert groups in district panchayats. High school education, higher secondary education, girls-friendly approaches, special approaches for

marginalised groups, strategies for differently able friendliness, career orientation, skilling and technical education can be the micro categories of expert groups. The district education committee can monitor these groups under the education standing committee.

- District Panchayats have to plan with a long-term vision to prevent the incompleteness of projects due to the transfer of power. This can be achieved through master planning and expert guidelines. The infrastructure and academic performance status of schools can be recorded. Long-term master plans for schools can also develop accordingly. These master plans of schools can be integrated into the district master plan.
- District Panchayats must develop convergence plans to obtain sufficient funds for the projects and utilise the existing funds without spill over. This can be done either between the departments within the District Panchayat or between different bodies like District Panchayats, DIET and SSK.
- Sensitising teachers and students about inclusiveness are relevant to ensuring equality to its full extent. The training and awareness/sensitisation programs can be conducted at the district level. DIET can coordinate this in coordination with the district education committee.
- District Panchayats can function as a Centre for career orientation and skill development. This would help to nurture the capabilities of adolescents and youths.
- Bringing the SSK funds under the decentralised planning process can help to utilise the fund for context-specific schemes, including sports-arts facilities and libraries. This will help encompass more programmes in the less focused area, thereby improving the quality of holistic education.
- District Panchayats can be introduced initiatives like activity-oriented learning programmes for disadvantaged communities. This will help to improve science education and their social life.

- District Panchayats have to establish Community learning centres for marginalised communities to support their education. It can be done through a participatory approach to ensure these community learning centres' proper functioning and sustainability.
- Panchayats could recommend the higher education/ Science and technology institutions to provide the students and teachers from secondary schools, access to its library, laboratories and other such facilities. It will help the students and teachers to observe and practice various science and technology equipment as well as methods and will lead towards generating interest towards respective subjects.
- Initiatives must develop to address the mental health issues students face in schools. Encouraging sports-arts facilities in schools as recreational activities can help ameliorate mental health and enrich their skills.
- Transparency and accountability of education plans can be ensured through a social audit. For this purpose, a social audit team can be formed at both school and district levels.

### **Concluding Remarks**

The current study was intended towards understanding the good practices of DPs which need to be maintain and replicate. It has also tried identify the major gaps including lack of documentation, convergence, social inclusion, pedagogical interventions etc. Thus, the study tries to provide recommendations to improve the activities of DPs further. But it will be incomplete until and unless DPs interventions were properly examined during the time of covid 19 crisis. So, the next phase of this study will aim at getting proper insights on involvement of district panchayats in the secondary education during covid pandemic.

## REFERENCE

1. Economic Review 2021 | State Planning Board, Thiruvananthapuram, Kerala, India. (n.d.). Economic Review 2021 | State Planning Board, Thiruvananthapuram, Kerala, India. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/economic-review/ER2021/>
2. Economic Review 2020 | State Planning Board, Thiruvananthapuram, Kerala, India. (n.d.). Economic Review 2020 | State Planning Board, Thiruvananthapuram, Kerala, India. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/economic-review/ER2020/>
3. Economic Review 2019 | State Planning Board, Thiruvananthapuram, Kerala, India. (n.d.). Economic Review 2019 | State Planning Board, Thiruvananthapuram, Kerala, India. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/economic-review/ER2019/index.php>
4. Economic Review 2018 | State Planning Board, Thiruvananthapuram, Kerala, India. (n.d.). Economic Review 2018 | State Planning Board, Thiruvananthapuram, Kerala, India. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/economic-review/ER2018/index.php>
5. ECONOMIC REVIEW 2017 | State Planning Board, Thiruvananthapuram, Kerala, India. (n.d.). ECONOMIC REVIEW 2017 | State Planning Board, Thiruvananthapuram, Kerala, India. Retrieved August 22, 2022, from [https://spb.kerala.gov.in/economic-review/ER2017/web\\_e/index.php](https://spb.kerala.gov.in/economic-review/ER2017/web_e/index.php)
6. Economic Review 2016, State Planning Board. (n.d.). Economic Review 2016, State Planning Board. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/economic-review/ER2016/>
7. Economic Review 2015. (n.d.). Economic Review 2015. Retrieved August 22, 2022, from [https://spb.kerala.gov.in/economic-review/ER2015/Chapter1/chapter01.html#:~:text=The%20population%20growth%20trend%20shows,rate%20\(%2D3.0%20per%20cent\).](https://spb.kerala.gov.in/economic-review/ER2015/Chapter1/chapter01.html#:~:text=The%20population%20growth%20trend%20shows,rate%20(%2D3.0%20per%20cent).)
8. Kerala State Planning Board. (n.d.). Kerala State Planning Board. Retrieved August 22, 2022, from <https://spb.kerala.gov.in/en/economic-review-archive>
9. SSK|Samagra shiksha|SSA|SAMAGRA SHIKSHA KERALA. (n.d.). SSK-SAMAGRA SHIKSHA KERALA. Retrieved August 22, 2022, from <https://ssakerala.in/>
10. Rashtriya Madhyamik Shiksha Abhiyan (RMSA) | Government of India, Ministry of Education. (n.d.). Rashtriya Madhyamik Shiksha Abhiyan (RMSA) | Government of India, Ministry of Education. Retrieved August 22, 2022, from <https://www.education.gov.in/en/rmsa>
11. Current Panchayati Raj Act - Ministry of Panchayati Raj. (n.d.). Current Panchayati Raj Act - Ministry of Panchayati Raj. Retrieved August 22, 2022, from [https://www.panchayat.gov.in/whats-new-content/-/asset\\_publisher/4ySMdMHjzIhP/content/current-panchayati-raj-act](https://www.panchayat.gov.in/whats-new-content/-/asset_publisher/4ySMdMHjzIhP/content/current-panchayati-raj-act)
12. Goal 4 | Department of Economic and Social Affairs. (2023, September 1). Goal 4 | Department of Economic and Social Affairs. Retrieved August 22, 2022, from <https://sdgs.un.org/goals/goal4>
13. Sulekha - Plan Monitoring. (n.d.). Sulekha - Plan Monitoring. Retrieved August 22, 2022, from <https://plan.lsgkerala.gov.in/formulation/>
14. KITE. (n.d.). KITE. Retrieved August 22, 2022, from <https://kite.kerala.gov.in/KITE/>
15. Kerala State Planning Board. (2021). Kerala Development Report: Initiatives, Achievements, and Challenges. Government of Kerala. <https://spb.kerala.gov.in/sites/default/files/inline-files/Kerala-Development-Report-2021.pdf>
16. Integrated Rural Technology Centre. (2021). Exploring Potentials of Local governments in Improving Quality of Secondary Education: Mapping Experiments and Prospects of Thrissur District Panchayat, Kerala. Rajesh, et al.
17. NITI Aayog. (2021). Annual Report 2021-22. [https://www.niti.gov.in/sites/default/files/2022-02/Annual\\_Report\\_2021\\_2022\\_%28English%29\\_22022022.pdf](https://www.niti.gov.in/sites/default/files/2022-02/Annual_Report_2021_2022_%28English%29_22022022.pdf)
18. Integrated Rural Technology Centre. (2020). Role of Model Residential Schools in the Educational Attainment of Tribal Students; An analysis of performance of Tribal Residential Schools in Kerala.

**This page intentionally left blank**

**Appendix – I**

**Photographs**



**Photograph 1:  
FGD at Kozhikode  
District Panchayat**



**Photograph 2:  
Interviews at  
Kasaragod District  
Panchayat**



**Photograph 3:  
FGD at Kasaragod  
District Panchayat**



**Photograph 4:  
FGD at Alappuzha  
District Panchayat**



**Photograph 5:**  
**Interactions with**  
**Teachers at Kalavoor**  
**GHSS, Alappuzha**



**Photograph 6: Interview**  
**at Alappuzha District**  
**Panchayat**



**Photograph 7: Field**  
**Interactions with**  
**Students in Alappuzha**  
**District**



**Photograph 8:**  
**Interview at**  
**Wayanad District**  
**Panchayat**



**Photograph 9:**  
Science Park,  
Kannur District  
Panchayat

**Photograph 10:** FGD at  
Malappuram District  
Panchayat



**Photograph 11:**  
Interaction with  
Experts at Palakkad

**Photograph 12:**  
Community-level  
Study Centre at  
Alappuzha



## Appendix – II

# Detailed Tables

**Table A.1: Total Budget Utilization by District Panchayats (2015-20, in Crore Rs.)**

District	2015-16		2016-17		2017-18		2018-19		2019-20	
	Alloc.	Exp.	Alloc.	Exp.	Alloc.	Exp.	Alloc.	Exp.	Alloc.	Exp.
Thiruvananthapuram	145.76	106.11	145.81	59.25	205.25	104.25	241.93	131.49	257.82	74.16
Kollam	122.81	84.95	112.00	46.19	162.99	85.83	174.05	98.87	161.09	57.95
Pathanamthitta	96.48	55.85	102.20	46.72	117.21	45.03	148.07	62.71	127.81	53.77
Alappuzha	91.55	49.68	99.92	35.54	115.39	45.97	108.53	63.94	113.44	32.70
Kottayam	143.42	51.45	78.18	37.84	97.92	40.99	130.64	50.95	116.01	39.90
Idukki	136.42	53.13	223.79	48.18	231.81	57.48	154.37	68.93	141.59	49.35
Ernakulam	140.41	90.26	117.62	56.91	163.42	93.52	183.59	111.19	192.81	53.64
Thrissur	180.29	59.00	110.78	49.18	149.01	66.42	148.19	74.98	149.09	53.12
Palakkad	177.72	97.07	181.39	67.52	195.84	69.53	223.19	47.08	218.22	23.10
Malappuram	120.79	97.07	121.26	46.66	186.77	90.09	198.12	95.91	197.67	68.56
Kozhikode	141.34	75.68	143.39	53.09	201.42	79.52	242.00	102.54	225.50	65.25
Wayanad	77.12	43.19	68.54	28.34	79.91	29.91	86.98	50.90	80.32	31.20
Kannur	142.08	72.56	139.36	45.66	165.70	84.47	172.53	85.05	191.33	57.29
Kasaragod	90.19	41.97	96.18	38.65	126.44	50.24	110.51	56.79	118.54	31.33

Source: Sulekha Portal, LSGI Department, GoK

**Table A.2: Allocation for Result Improvement (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	-	77.18	47.80	73.70	63.59
Kollam	5.35	9.50	-	-	4.00
Pathanamthitta	12.03	1.28	-	-	-
Alappuzha	-	-	-	15.00	-
Kottayam	40.00	-	-	-	-
Idukki	15.64	17.11	10.00	10.00	10.00
Ernakulam	50.00	50.00	50.00	46.69	50.00
Palakkad	47.00	50.00	50.00	40.00	50.12
Wayanad	-	27.00	13.31	64.43	12.55
<b>Total</b>	<b>170.02</b>	<b>232.08</b>	<b>171.11</b>	<b>249.82</b>	<b>190.25</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.3: Expenditure for Result Improvement (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	-	57.54	1.70	29.91	51.56
Kollam	2.12	6.77	-	-	0.00
Pathanamthitta	5.30	1.28	-	-	-
Alappuzha	-	-	-	15.00	-
Kottayam	40.00	-	-	-	-
Idukki	8.53	9.97	10.00	0.00	0.00
Ernakulam	50.00	50.00	49.80	46.54	0.00
Palakkad	45.00	49.25	39.14	39.88	33.03
Wayanad	-	16.69	8.31	24.43	0.00
<b>Total</b>	<b>150.94</b>	<b>191.50</b>	<b>108.94</b>	<b>155.77</b>	<b>84.58</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.4: Allocation for General Infrastructure and Furniture (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	427.93	499.60	779.20	1282.40	1471.04
Kollam	315.90	332.44	544.91	329.40	465.29
Pathanamthitta	290.63	403.08	420.98	665.98	482.83
Alappuzha	299.68	175.42	290.87	504.61	727.51
Kottayam	327.71	308.58	306.86	959.81	781.31
Idukki	352.76	311.46	644.09	750.31	887.64
Ernakulam	825.46	390.00	281.00	378.67	300.48
Thrissur	51.68	16.41	172.26	134.87	187.18
Palakkad	3137.17	1468.82	1135.02	1017.68	375.63
Malappuram	878.26	1406.13	1697.25	1633.82	1597.20
Kozhikode	1142.91	1223.41	2165.66	2006.31	1176.52
Wayanad	239.52	300.99	255.31	509.12	307.26
Kannur	2883.62	2553.96	2255.79	2003.28	2120.34
Kasaragod	93.57	219.70	215.89	340.00	314.63
<b>Total</b>	<b>11266.81</b>	<b>9609.99</b>	<b>11165.10</b>	<b>12516.26</b>	<b>11194.85</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.5: Expenditure for General Infrastructure and Furniture (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	333.44	64.59	227.78	420.41	554.05
Kollam	222.68	80.43	202.76	177.77	104.79
Pathanamthitta	45.92	149.26	44.83	181.48	175.03
Alappuzha	145.05	29.44	116.08	303.13	41.72
Kottayam	220.32	108.69	158.80	127.96	113.42
Idukki	113.37	82.33	92.21	261.94	144.87
Ernakulam	581.34	53.43	196.63	186.81	45.89
Thrissur	11.90	0.00	134.70	63.93	37.07
Palakkad	455.76	220.01	396.79	628.11	43.87
Malappuram	591.78	457.49	524.56	629.69	634.23
Kozhikode	597.89	288.58	665.59	901.25	333.18
Wayanad	158.51	159.48	143.42	277.02	65.87
Kannur	861.58	383.35	478.23	133.39	26.49
Kasaragod	14.11	159.86	130.43	166.84	297.48
<b>Total</b>	<b>4353.65</b>	<b>2236.95</b>	<b>3512.80</b>	<b>4459.73</b>	<b>2617.96</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.6: Allocation for Maintenance (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	282.28	356.90	596.69	270.47	254.51
Kollam	417.00	485.78	688.14	542.33	437.39
Pathanamthitta	281.63	285.80	231.09	225.60	145.79
Alappuzha	442.79	445.34	413.14	510.03	434.23
Kottayam	328.97	398.97	551.11	399.40	154.32
Idukki	278.24	247.84	385.04	416.30	366.28
Ernakulam	216.80	147.72	202.24	179.94	378.42
Thrissur	628.49	442.65	570.61	343.53	289.45
Palakkad	549.78	892.48	283.02	402.13	159.14
Malappuram	182.46	185.51	310.13	405.81	302.31
Kozhikode	262.35	311.44	379.13	460.95	120.23
Wayanad	384.42	235.66	273.54	139.45	226.24
Kannur	227.64	281.40	395.39	472.25	468.42
Kasaragod	132.16	272.04	220.12	279.35	155.52
<b>Total</b>	<b>4615.01</b>	<b>4989.53</b>	<b>5499.40</b>	<b>5047.55</b>	<b>3892.26</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.7: Expenditure for Maintenance (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	170.02	154.68	452.79	126.26	94.79
Kollam	279.62	149.60	307.46	312.10	98.51
Pathanamthitta	57.99	80.76	83.46	57.55	38.55
Alappuzha	167.24	114.26	244.30	180.85	187.50
Kottayam	176.05	93.23	107.23	184.79	19.08
Idukki	51.92	56.26	129.91	143.00	92.95
Ernakulam	151.40	44.53	112.63	106.83	36.01
Thrissur	600.68	5.87	282.34	135.33	85.88
Palakkad	195.64	675.18	35.77	229.17	106.90
Malappuram	124.14	54.71	129.73	152.63	122.60
Kozhikode	111.11	46.06	185.16	343.96	56.60
Wayanad	223.90	90.89	99.18	78.05	19.41
Kannur	63.20	70.16	234.24	238.86	159.79
Kasaragod	20.52	68.13	98.42	90.74	71.06
<b>Total</b>	<b>2393.43</b>	<b>1704.32</b>	<b>2502.63</b>	<b>2380.13</b>	<b>1189.63</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.8: Allocation for Libraries, Laboratories, Art Rooms, and IT Infrastructure (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	170.02	154.68	452.79	126.26	94.79
Kollam	279.62	149.60	307.46	312.10	98.51
Pathanamthitta	57.99	80.76	83.46	57.55	38.55
Alappuzha	167.24	114.26	244.30	180.85	187.50
Kottayam	176.05	93.23	107.23	184.79	19.08
Idukki	51.92	56.26	129.91	143.00	92.95
Ernakulam	151.40	44.53	112.63	106.83	36.01
Thrissur	600.68	5.87	282.34	135.33	85.88
Palakkad	195.64	675.18	35.77	229.17	106.90
Malappuram	124.14	54.71	129.73	152.63	122.60
Kozhikode	111.11	46.06	185.16	343.96	56.60
Wayanad	223.90	90.89	99.18	78.05	19.41
Kannur	63.20	70.16	234.24	238.86	159.79
Kasaragod	20.52	68.13	98.42	90.74	71.06
<b>Total</b>	<b>2393.43</b>	<b>1704.32</b>	<b>2502.63</b>	<b>2380.13</b>	<b>1189.63</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.9: Expenditure for Libraries, Laboratories, Art Rooms, and IT Infrastructure (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	58.31	74.70	147.92	63.16	90.21
Kollam	0.00	146.50	12.27	36.53	19.06
Pathanamthitta	22.78	25.68	68.86	45.73	24.21
Alappuzha	61.17	17.47	13.52	2.70	10.00
Kottayam	135.92	54.59	2.98	41.20	30.33
Idukki	81.31	6.15	13.04	60.96	6.04
Ernakulam	1.91	0.99	219.69	198.76	100.37
Thrissur	7.30	29.07	1.63	14.48	0.17
Palakkad	-	44.97	0.00	9.99	0.00
Malappuram	131.73	171.38	806.13	35.04	30.68
Kozhikode	55.90	18.93	54.82	160.43	0.00
Wayanad	73.05	0.00	4.54	196.47	60.28
Kannur	57.14	105.52	47.50	9.88	44.43
Kasaragod	3.79	180.28	0.00	105.84	11.80
<b>Total</b>	<b>690.30</b>	<b>876.23</b>	<b>1392.90</b>	<b>981.19</b>	<b>427.58</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.10: Allocation for Electricity, Water and Sanitation (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	106.13	252.02	141.81	129.81	303.40
Kollam	77.54	408.76	416.46	73.77	34.15
Pathanamthitta	27.72	74.19	90.16	323.20	275.93
Alappuzha	29.90	47.09	73.56	45.36	82.29
Kottayam	19.00	178.00	581.05	837.51	495.75
Idukki	36.05	142.60	205.68	249.83	378.44
Ernakulam	103.50	70.47	77.87	38.15	109.92
Thrissur	-	-	-	30.00	39.31
Palakkad	192.84	204.42	155.96	249.55	185.02
Malappuram	73.66	380.12	904.85	808.01	645.83
Kozhikode	573.22	425.67	575.49	763.59	875.37
Wayanad	375.58	248.32	369.68	325.04	210.66
Kannur	235.50	565.33	326.44	68.18	184.73
Kasaragod	22.28	273.49	282.37	698.63	361.03
<b>Total</b>	<b>1872.92</b>	<b>3270.49</b>	<b>4201.38</b>	<b>4640.63</b>	<b>4181.84</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.11: Expenditure for Electricity, Water and Sanitation (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	74.44	79.43	31.78	97.98	65.89
Kollam	22.36	40.55	255.41	36.61	16.09
Pathanamthitta	0.00	18.61	14.56	30.95	36.11
Alappuzha	0.50	5.63	36.90	8.28	13.60
Kottayam	0.00	8.10	110.42	263.61	84.72
Idukki	8.93	10.90	69.00	42.80	66.32
Ernakulam	73.41	5.99	38.71	22.50	0.00
Thrissur	-	-	-	10.83	3.20
Palakkad	36.42	42.77	45.00	40.40	18.14
Malappuram	43.88	56.52	311.88	279.12	131.07
Kozhikode	166.96	169.76	122.17	312.02	105.14
Wayanad	121.41	23.48	70.46	108.31	62.01
Kannur	141.85	494.05	286.53	4.17	19.73
Kasaragod	6.22	16.35	74.96	164.28	170.34
<b>Total</b>	<b>696.39</b>	<b>972.14</b>	<b>1467.78</b>	<b>1421.87</b>	<b>792.38</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.12: Allocation for Sports Development (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	20.41	16.45	55.46	61.11	117.68
Kollam	45.00	12.94	36.99	57.30	60.52
Pathanamthitta	82.50	47.74	23.74	45.34	32.65
Alappuzha	69.24	5.24	-	-	58.90
Kottayam	60.00	39.96	42.00	44.82	43.65
Idukki	33.43	37.54	35.00	11.39	51.39
Ernakulam	4.02	20.00	57.51	0.01	8.00
Thrissur	30.00	30.00	8.67	30.05	64.08
Palakkad	22.00	37.00	40.00	45.00	63.00
Malappuram	1.51	7.25	20.20	13.00	73.40
Kozhikode	39.80	26.46	14.50	-	29.00
Wayanad	4.00	62.86	71.00	88.00	28.98
Kannur	12.00	9.00	21.00	15.15	74.03
Kasaragod	46.70	20.00	10.17	17.00	31.37
<b>Total</b>	<b>470.60</b>	<b>372.44</b>	<b>436.24</b>	<b>428.16</b>	<b>736.64</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.13: Expenditure for Sports Development (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	7.95	1.63	19.48	38.74	1.52
Kollam	36.15	12.68	15.95	37.74	4.40
Pathanamthitta	34.76	0.00	1.39	0.00	8.48
Alappuzha	64.11	2.81	-	-	0.00
Kottayam	30.04	0.71	4.77	3.99	3.39
Idukki	15.89	10.00	30.25	0.00	9.45
Ernakulam	4.02	0.00	56.46	0.00	5.00
Thrissur	0.00	21.33	0.62	2.01	5.39
Palakkad	17.00	24.16	17.25	29.42	29.64
Malappuram	0.00	2.95	15.38	0.00	0.33
Kozhikode	8.55	9.53	12.75	-	0.00
Wayanad	2.10	2.65	6.10	77.65	24.10
Kannur	2.00	0.00	9.78	9.98	4.03
Kasaragod	26.68	13.04	2.31	0.00	16.30
<b>Total</b>	<b>249.25</b>	<b>101.50</b>	<b>192.48</b>	<b>199.52</b>	<b>112.03</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.14: Allocation for Food Security and Kitchens (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	108.16	56.75	32.99	70.69	23.82
Kollam	86.75	13.12	10.00	50.84	78.39
Pathanamthitta	29.21	61.88	53.78	88.35	58.51
Alappuzha	61.89	19.75	18.00	5.00	-
Kottayam	10.00	-	-	35.00	35.00
Idukki	41.00	31.00	30.00	23.00	51.39
Ernakulam	-	19.80	30.73	47.84	35.99
Thrissur	12.00	15.00	10.00	25.00	37.00
Palakkad	37.32	96.76	58.44	25.33	-
Malappuram	102.08	114.91	64.73	53.38	52.15
Kozhikode	-	-	-	-	10.00
Wayanad	113.00	34.00	36.00	2.00	10.44
Kannur	54.50	35.13	24.00	15.18	53.85
Kasaragod	77.49	77.21	30.46	154.09	86.66
<b>Total</b>	<b>733.40</b>	<b>575.30</b>	<b>399.14</b>	<b>595.70</b>	<b>533.20</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.15: Expenditure for Food Security and Kitchens (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	50.67	33.54	14.15	46.58	22.77
Kollam	55.49	10.73	0.00	8.85	11.22
Pathanamthitta	5.29	0.00	17.67	23.86	11.57
Alappuzha	36.25	4.66	16.52	0.00	-
Kottayam	7.63	-	-	0.00	0.00
Idukki	10.00	18.61	26.64	0.00	21.37
Ernakulam	-	9.28	19.50	9.25	9.98
Thrissur	11.97	0.00	0.00	0.00	18.69
Palakkad	0.90	13.34	23.11	13.48	-
Malappuram	50.55	55.70	4.55	25.46	25.09
Kozhikode	-	-	-	-	0.20
Wayanad	92.33	0.00	13.17	0.00	0.44
Kannur	37.18	15.24	7.32	13.43	1.50
Kasaragod	39.87	45.46	7.47	26.99	29.74
<b>Total</b>	<b>398.13</b>	<b>206.54</b>	<b>150.10</b>	<b>167.90</b>	<b>152.57</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.16: Allocation for Comprehensive Projects (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Pathanamthitta	-	1.00	-	-	-
Alappuzha	30.87	30.00	-	20.00	20.00
Thrissur	71.87	32.23	30.00	30.98	25.00
Palakkad	15.00	15.00	14.85	10.00	2.00
Malappuram	16.77	16.97	27.73	25.00	58.73
Kozhikode	0.90	10.00	20.00	40.00	20.00
Wayanad	37.20	40.00	-	-	30.00
Kannur	34.00	50.53	65.00	80.00	37.70
<b>Total</b>	<b>206.61</b>	<b>195.72</b>	<b>157.58</b>	<b>205.98</b>	<b>193.43</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.17: Expenditure for Comprehensive Projects (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Pathanamthitta	-	1.00	-	-	-
Alappuzha	22.13	19.95	-	16.40	20.00
Thrissur	24.42	25.16	21.02	22.74	0.00
Palakkad	2.25	0.15	0.20	9.80	2.00
Malappuram	14.66	14.18	9.09	2.62	22.15
Kozhikode	0.90	3.08	0.00	22.40	8.00
Wayanad	25.00	23.71	-	-	0.00
Kannur	4.47	18.33	51.84	49.47	15.00
<b>Total</b>	<b>93.83</b>	<b>105.56</b>	<b>82.14</b>	<b>123.44</b>	<b>67.16</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.18: Allocation for SC, ST, and Fisherfolk (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	211.14	212.21	190.84	737.40	485.04
Kollam	230.00	227.00	226.27	204.00	199.46
Pathanamthitta	20.00	20.00	10.86	141.63	484.02
Alappuzha	-	-	50.00	228.72	68.00
Kottayam	111.86	8.00	46.50	121.50	190.12
Idukki	-	120.67	76.26	114.36	172.13
Ernakulam	148.16	26.55	138.55	516.13	631.46
Thrissur	13.00	-	4.00	2.00	500.10
Palakkad	126.28	125.00	110.00	450.00	445.49
Malappuram	-	-	50.06	5.00	135.40
Kozhikode	172.40	44.32	42.13	55.70	18.40
Wayanad	33.00	166.26	127.96	193.82	228.30
Kannur	1.50	7.00	3.68	6.90	13.11
Kasaragod	69.04	3.00	-	153.25	116.05
<b>Total</b>	<b>1136.37</b>	<b>960.00</b>	<b>1015.32</b>	<b>2932.04</b>	<b>3663.72</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.19: Expenditure for SC, ST, and Fisherfolk (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	68.05	140.76	182.37	337.39	263.21
Kollam	221.05	226.81	226.27	167.08	153.72
Pathanamthitta	7.86	9.41	7.23	19.84	224.86
Alappuzha	-	-	27.50	228.70	11.76
Kottayam	111.19	7.59	2.50	93.56	109.63
Idukki	-	82.24	69.31	62.60	43.81
Ernakulam	133.97	15.89	130.93	513.63	540.06
Thrissur	9.11	-	2.55	0.95	67.82
Palakkad	80.00	80.00	99.00	209.45	145.95
Malappuram	-	-	30.21	5.00	104.50
Kozhikode	156.45	25.00	40.61	39.10	13.90
Wayanad	11.87	95.97	107.86	133.27	88.34
Kannur	1.50	2.00	3.23	5.57	2.52
Kasaragod	61.27	0.00	-	103.00	109.47
<b>Total</b>	<b>862.33</b>	<b>685.67</b>	<b>872.38</b>	<b>1919.16</b>	<b>1877.56</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.20: Allocation for SC (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	0.00	100.81	105.70	169.25	-
Kollam	0.00	226.81	226.27	157.08	153.72
Pathanamthitta	7.86	9.41	7.23	19.34	219.36
Alappuzha	-	-	29.50	228.70	11.76
Kottayam	101.19	7.59	2.49	56.37	109.63
Idukki	-	76.81	67.53	59.05	41.67
Ernakulam	128.97	10.58	90.00	478.60	536.27
Thrissur	9.11	-	2.55	0.95	66.20
Palakkad	0.00	0.00	-	58.95	37.25
Malappuram	-	-	16.15	5.00	104.50
Kozhikode	153.65	25.00	24.30	39.10	12.60
Wayanad	0.00	1.00	8.50	5.00	6.65
Kannur	-	0.00	-	-	0.00
Kasaragod	61.27	0.00	-	78.05	1.85
<b>Total</b>	<b>462.05</b>	<b>458.01</b>	<b>580.22</b>	<b>1355.44</b>	<b>1301.46</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.21: Expenditure for SC (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	0.00	100.81	105.70	169.25	-
Kollam	0.00	226.81	226.27	157.08	153.72
Pathanamthitta	7.86	9.41	7.23	19.34	219.36
Alappuzha	-	-	29.50	228.70	11.76
Kottayam	101.19	7.59	2.49	56.37	109.63
Idukki	-	76.81	67.53	59.05	41.67
Ernakulam	128.97	10.58	90.00	478.60	536.27
Thrissur	9.11	-	2.55	0.95	66.20
Palakkad	0.00	0.00	-	58.95	37.25
Malappuram	-	-	16.15	5.00	104.50
Kozhikode	153.65	25.00	24.30	39.10	12.60
Wayanad	0.00	1.00	8.50	5.00	6.65
Kannur	-	0.00	-	-	0.00
Kasaragod	61.27	0.00	-	78.05	1.85
<b>Total</b>	<b>462.05</b>	<b>458.01</b>	<b>580.22</b>	<b>1355.44</b>	<b>1301.46</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.22: Allocation for ST (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	60.93	42.00	72.15	539.20	485.04
Kollam	225.00	227.00	226.27	194.00	18.42
Pathanamthitta	-	-	-	-	16.50
Alappuzha	-	-	-	-	1.00
Kottayam	10.00	-	44.00	44.00	63.12
Idukki	-	30.00	2.48	23.11	45.00
Ernakulam	-	-	38.55	27.45	-
Palakkad	91.28	90.00	110.00	200.00	194.49
Kozhikode	4.00	19.32	9.65	-	1.90
Wayanad	28.00	150.26	112.96	177.32	207.80
Kannur	-	-	1.68	6.90	10.78
Kasaragod	-	-	-	73.25	114.10
<b>Total</b>	<b>419.21</b>	<b>558.58</b>	<b>617.74</b>	<b>1285.23</b>	<b>1158.15</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.23: Expenditure for ST (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	53.81	39.95	66.67	168.14	263.21
Kollam	221.05	226.81	226.27	157.08	0.00
Pathanamthitta	-	-	-	0.50	5.50
Alappuzha	-	-	-	-	0.00
Kottayam	10.00	-	0.00	37.18	0.00
Idukki	-	5.43	1.77	3.55	2.14
Ernakulam	-	-	31.40	27.45	-
Palakkad	80.00	80.00	99.00	150.50	108.70
Kozhikode	2.80	0.00	9.39	-	1.30
Wayanad	11.87	94.97	99.36	128.27	81.69
Kannur	-	-	1.68	5.57	2.25
Kasaragod	-	-	-	24.95	107.62
<b>Total</b>	<b>379.53</b>	<b>447.16</b>	<b>535.54</b>	<b>703.19</b>	<b>572.41</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.24: Allocation for Fisherfolk (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	15.00	-	10.00	-	-
Kollam	-	-	-	10.00	-
Ernakulam	5.00	5.31	10.00	10.00	15.42
Thrissur	-	-	-	-	6.10
Malappuram	-	-	14.06	-	-
Kozhikode	-	-	7.48	-	-
Kannur	1.50	2.00	2.00	-	0.84
<b>Total</b>	<b>21.5</b>	<b>7.31</b>	<b>43.54</b>	<b>20.00</b>	<b>22.36</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.25: Expenditure for Fisherfolk (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	14.24	-	9.99	-	-
Kollam	-	-	-	10.00	-
Ernakulam	5.00	5.31	9.53	7.58	3.78
Thrissur	-	-	-	-	1.62
Malappuram	-	-	14.06	-	-
Kozhikode	-	-	6.92	-	-
Kannur	1.49	2.00	1.55	-	0.27
<b>Total</b>	<b>20.73</b>	<b>7.31</b>	<b>42.05</b>	<b>17.58</b>	<b>5.67</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.26: Allocation for Differently abled (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	62.8	38.32	14.00	28.91	308.18
Kollam	36.35	93.01	114.07	121.31	79.16
Pathanamthitta	70.65	60.51	32.20	49.50	1.29
Alappuzha	1.48	-	98.75	-	90.00
Kottayam	21.00	13.61	-	-	2.00
Idukki	-	25.00	25.00	-	15.00
Ernakulam	31.55	41.85	180.00	15.02	5.04
Thrissur	-	1.90	200.50	191.15	-
Palakkad	64.71	118.25	110.00	112.75	110.00
Malappuram	138.47	14.75	244.39	356.08	73.95
Kozhikode	90.22	10.00	203.10	315.05	1024.00
Wayanad	32.16	36.82	29.24	-	-
Kannur	-	30.00	210.03	261.22	329.30
Kasaragod	45.56	-	-	83.27	114.08
<b>Total</b>	<b>603.94</b>	<b>492.00</b>	<b>1465.27</b>	<b>1543.26</b>	<b>2164.00</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.27: Expenditure for Differently abled (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	33.96	22.12	14.00	22.45	271.40
Kollam	29.45	86.24	114.07	104.17	29.32
Pathanamthitta	17.07	9.83	31.00	28.21	0.91
Alappuzha	0.70	-	98.58	-	0.00
Kottayam	11.39	0.00	-	0.00	1.99
Idukki	-	0.00	20.38	-	0.00
Ernakulam	21.82	26.85	177.90	4.96	5.04
Thrissur	-	0.00	193.94	189.25	-
Palakkad	61.00	25.99	56.09	104.37	71.15
Malappuram	103.13	7.16	218.74	350.31	26.86
Kozhikode	77.60	9.26	203.09	170.05	298.10
Wayanad	5.34	0.76	0.00	-	-
Kannur	-	19.63	197.93	261.22	216.81
Kasaragod	45.56	-	-	55.44	100.41
<b>Total</b>	<b>414.01</b>	<b>213.84</b>	<b>1329.73</b>	<b>1299.39</b>	<b>1034.00</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.28: Allocation for HIV-Affected Children (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	9.00	8.00	4.00	7.00	12.00
Kottayam	-	-	-	2.00	-
<b>Total</b>	<b>9.00</b>	<b>8.00</b>	<b>4.00</b>	<b>9.00</b>	<b>12.00</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.29: Expenditure for HIV-Affected Children (in Lakh Rs.) (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	7.00	6.00	4.00	6.99	12.00
Kottayam	-	-	-	1.98	-
<b>Total</b>	<b>7.00</b>	<b>6.00</b>	<b>4.00</b>	<b>8.97</b>	<b>12.00</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.30: Allocation for Biodiversity Parks, Science Education, and Energy (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	5.24	-	-	-	-
Pathanamthitta	-	-	-	10.00	-
Alappuzha	-	-	10.00	10.00	-
Idukki	12.00	12.00	-	-	-
Ernakulam	-	-	12.00	-	-
Thrissur	50.00	275.00	-	70.00	45.00
Palakkad	-	-	200.00	10.00	-
Kozhikode	10.00	-	-	-	-
Kannur	-	43.11	-	75.54	57.80
Kasaragod	-	-	79.20	10.00	172.60
<b>Total</b>	<b>77.24</b>	<b>330.11</b>	<b>301.20</b>	<b>185.54</b>	<b>275.40</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.31: Expenditure for Biodiversity Parks, Science Education, and Energy (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	3.95				
Pathanamthitta				6.80	
Alappuzha			0.00	0.00	
Idukki	0.00	0.00			
Ernakulam			1.25		
Thrissur	50.00	275.00		70.00	0.00
Palakkad			130.00	10.00	
Kozhikode	0.00				
Kannur		22.23		14.66	11.43
Kasaragod			24.93	0.00	32.71
<b>Total</b>	<b>53.95</b>	<b>297.23</b>	<b>156.18</b>	<b>101.46</b>	<b>44.14</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.32: Allocation for Gender Sensitisation (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram		292.30	442.21	216.75	23.83
Kollam	1.00	40.00		19.82	
Pathanamthitta					12.00
Kottayam		2.10			273.57
Idukki	50.00	96.00	224.37	321.68	304.07
Ernakulam	5.00	5.00	127.90	242.80	49.20
Thrissur			59.20		20.00
Palakkad	15.00			50.00	427.38
Malappuram	310.54	207.86	886.42	499.08	218.52
Kozhikode	383.03	302.53	152.83	70.72	
Wayanad	50.00	49.00	104.00	80.00	289.23
Kannur		225.30	530.30	390.35	207.03
Kasaragod	237.50	255.00	264.93	548.02	
<b>Total</b>	<b>1052.07</b>	<b>1475.09</b>	<b>2792.17</b>	<b>2439.23</b>	<b>1824.84</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.33: Expenditure for Gender Sensitisation (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram		24.54	222.05	111.99	5.39
Kollam	0.68	38.65		0.99	
Pathanamthitta					0.00
Kottayam		2.10			55.69
Idukki	42.29	0.00	64.15	105.18	49.25
Ernakulam	4.11	5.00	64.76	152.29	14.00
Thrissur			5.85		9.60
Palakkad	15.00			25.00	98.59
Malappuram	233.86	60.17	568.50	194.11	59.12
Kozhikode	142.65	144.47	59.30	9.88	
Wayanad	0.00	2.47	5.94	70.46	67.62
Kannur		0.00	129.40	232.17	96.55
Kasaragod	0.00	143.07	16.74	194.70	
<b>Total</b>	<b>438.58</b>	<b>420.46</b>	<b>1136.70</b>	<b>1096.78</b>	<b>455.81</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.34: Allocation for Skill Enhancement (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	4.00		5.00	5.00	10.00
Kollam	5.00			5.49	10.00
Pathanamthitta			4.00	5.00	3.00
Alappuzha	4.40			20.00	0.50
Kottayam	5.00				
Idukki	4.00	4.00	5.00	5.00	
Thrissur	13.00	16.50	15.00	2.00	
Palakkad	22.00	15.00	3.00	67.00	21.08
Malappuram		1.00			13.36
Kozhikode		25.00	12.00	5.00	
Kannur					5.00
Kasaragod					5.00
<b>Total</b>	<b>57.40</b>	<b>61.50</b>	<b>44.00</b>	<b>114.49</b>	<b>67.94</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.35: Expenditure for Skill Enhancement (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	4.00		0.00	5.00	10.00
Kollam	0.00			5.00	3.65
Pathanamthitta			4.00	5.00	1.07
Alappuzha	0.00			0.00	0.50
Kottayam	5.00				
Idukki	0.00	0.00	5.00	4.09	
Thrissur	13.00	16.50	15.00	0.00	
Palakkad	20.00	14.00	0.00	15.25	2.05
Malappuram		0.99			0.63
Kozhikode		25.00	0.00	4.90	
Kannur					0.37
Kasaragod					0.00
<b>Total</b>	<b>42.00</b>	<b>56.49</b>	<b>24.00</b>	<b>39.25</b>	<b>18.27</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.36: Allocation for SSK (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	200.00	650.15	1162.51	1371.01	1359.54
Kollam	200.00	274.72	402.64	331.46	334.06
Pathanamthitta	25.00	25.00	444.23	493.64	693.14
Alappuzha	130.00	85.50	280.60	236.65	224.35
Kottayam	110.00	100.00	444.00	491.88	198.29
Idukki	1078.39	638.32	505.80	776.70	526.82
Ernakulam	98.30	432.06	558.37	674.33	326.90
Thrissur	50.00	794.88	684.04	325.00	467.72
Palakkad	337.00	388.23	290.00	590.00	460.90
Malappuram	59.50	209.75	307.33	100.00	259.23
Kozhikode	50.00	59.00	157.07	167.27	175.54
Wayanad	860.85	348.92	480.24	195.96	169.53
Kannur	173.17	162.10	819.96	1525.00	1828.67
Kasaragod	46.57	69.82	934.58	2574.69	975.64
<b>Total</b>	<b>3418.77</b>	<b>4238.45</b>	<b>7471.38</b>	<b>9853.60</b>	<b>8000.33</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.37: Expenditure for SSK (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	200.00	200.85	376.50	185.88	292.69
Kollam	200.00	274.72	346.88	275.70	155.76
Pathanamthitta	25.00	25.00	149.42	324.04	281.74
Alappuzha	130.00	85.50	144.60	235.74	171.54
Kottayam	110.00	100.00	277.75	289.53	45.33
Idukki	519.57	322.56	80.29	406.01	54.92
Ernakulam	96.48	432.06	528.10	378.36	154.96
Thrissur	50.00	794.88	684.04	325.00	174.97
Palakkad	336.94	380.00	288.99	560.00	150.02
Malappuram	59.50	209.75	281.08	100.00	100.00
Kozhikode	50.00	59.00	110.00	141.74	154.94
Wayanad	555.55	256.01	162.79	117.72	3.83
Kannur	173.17	162.10	131.96	686.50	542.20
Kasaragod	46.57	69.82	157.73	929.64	663.56
<b>Total</b>	<b>2552.78</b>	<b>3372.24</b>	<b>3720.14</b>	<b>4955.84</b>	<b>2946.46</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.38: Allocation for Continuing Education (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	5.00	5.00		18.25	23.25
Kollam	15.00	15.00			8.00
Pathanamthitta	2.00			20.00	10.00
Alappuzha	21.05	4.45		7.58	10.81
Kottayam	15.00	15.00	20.00	20.00	17.00
Idukki	10.00		15.00		
Malappuram	1.87	15.10	26.52	26.97	
Wayanad	6.35	15.00	15.00	15.00	0.60
Kannur	19.23				17.00
Kasaragod				35.00	31.50
<b>Total</b>	<b>95.50</b>	<b>69.55</b>	<b>76.52</b>	<b>142.79</b>	<b>118.16</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.39: Expenditure for Continuing Education (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	5.00	5.00		18.24	23.25
Kollam	0.00	0.00			0.00
Pathanamthitta	1.07			15.58	0.00
Alappuzha	5.50	0.00		7.58	8.48
Kottayam	14.99	14.85	19.65	19.98	5.00
Idukki	6.20		0.00		
Malappuram	0.00	8.79	12.19	19.11	
Wayanad	6.28	10.57	0.00	0.00	0.60
Kannur	11.85				0.00
Kasaragod				16.00	13.00
<b>Total</b>	<b>50.88</b>	<b>39.21</b>	<b>31.84</b>	<b>96.49</b>	<b>50.33</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.40: Allocation for Other Projects (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	32.00	73.50		95.00	246.45
Kollam		65.00	25.00	50.00	87.00
Alappuzha	3.00		2.00	31.40	155.39
Kottayam			15.00		
Idukki	5.00	5.00			
Ernakulam					10.00
Malappuram	8.72		4.00		
Kasaragod					5.00
<b>Total</b>	<b>48.72</b>	<b>143.50</b>	<b>46.00</b>	<b>176.40</b>	<b>503.84</b>

Source: Sulekha Portal, LSGI Department, GoK

**Table A.41: Expenditure for Other Projects (in Lakh Rs.)**

District	2015-16	2016-17	2017-18	2018-19	2019-20
Thiruvananthapuram	29.67	57.40		75.87	102.58
Kollam		5.00	24.95	49.95	67.95
Alappuzha	0.00		2.00	31.40	154.75
Kottayam			15.00		
Idukki	0.00	0.00			
Ernakulam					0.00
Malappuram	3.08		0.00		
Kasaragod					0.00
<b>Total</b>	<b>32.75</b>	<b>62.40</b>	<b>41.95</b>	<b>157.22</b>	<b>325.28</b>

Source: Sulekha Portal, LSGI Department, GoK

**This page intentionally left blank**

**This page intentionally left blank**