Local Management of Schools: Evidence From a Field Based Study

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Objectives of the Study

• To study policies and procedures regarding formation and composition of the committees.
  – Policies; procedures, norms and guidelines; Awareness of policies and procedures

• To examine the expected and actual roles and functions of the committees.
  – Awareness of the expected roles and functions; Committee meetings; Maintenance of VER and other records; Community contributions to school; Fund flow and utilization; Community mobilization activities; Education of CWSN; Academic contributions; Involvement in school activities; Infrastructure development and maintenance; Recruitment of para teachers and management of AIE centres

• To study initiatives towards capacity building of the committee members
  – Participation ; Content and Methodology of Training ; Follow ups

• To study monitoring mechanisms of the committees.
  – Transparency and accountability ; Monitoring mechanisms

• To suggest measures for effective functioning of the committees
  – Recommendations and Suggestions
## Selected 14 States: VEC Study

<table>
<thead>
<tr>
<th>States</th>
<th>Districts</th>
<th>Villages/wards</th>
<th>Schools</th>
</tr>
</thead>
<tbody>
<tr>
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<td>100</td>
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<td>Nagaland</td>
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<td><strong>14 States</strong></td>
<td><strong>42</strong></td>
<td><strong>897</strong></td>
<td><strong>1006</strong></td>
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## Respondents

<table>
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<tr>
<th>S.N</th>
<th>Respondents</th>
<th>Number</th>
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<tbody>
<tr>
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<td>School Heads</td>
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<td>2</td>
<td>Committee Members</td>
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<td>PRI Functionaries</td>
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<tr>
<td>4</td>
<td>Parents</td>
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<td>5</td>
<td>Teachers</td>
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<tr>
<td>6</td>
<td>Trainers</td>
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<tr>
<td>7</td>
<td>BRC Coordinators</td>
<td>88</td>
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<td>8</td>
<td>CRC Coordinators</td>
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</tr>
<tr>
<td>9</td>
<td>Village / Ward Representatives</td>
<td>897</td>
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</table>

**Focus Group Discussions (FGDs)**
## Nomenclature and Types of Committees in SSA

<table>
<thead>
<tr>
<th>Nomenclature</th>
<th>No.</th>
<th>States</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village Education Committee (VEC)</td>
<td>7</td>
<td>Maharashtra, West Bengal, Jharkhand, Haryana, Uttarakhand, Mizoram and Nagaland</td>
</tr>
<tr>
<td>Parent Teacher Association (PTA)</td>
<td>3</td>
<td>MP, Kerala and Delhi</td>
</tr>
<tr>
<td>School Development and Monitoring Committee (SDMC)</td>
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<td>Karnataka</td>
</tr>
<tr>
<td>School Development Management Committee (SDMC)</td>
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<td>Rajasthan</td>
</tr>
<tr>
<td>Panchayat Education Committee (PEC)</td>
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<td>Kerala</td>
</tr>
<tr>
<td>School Management Committee (SMC)</td>
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<td>Uttarakhand</td>
</tr>
<tr>
<td>Village Education Development Committee (VEDC)</td>
<td>1</td>
<td>Punjab</td>
</tr>
<tr>
<td>Vidyalaya Kalyan Samiti (VKS)</td>
<td>1</td>
<td>Delhi</td>
</tr>
<tr>
<td>Vidyalaya Shiksha Samittee (VSS)</td>
<td>1</td>
<td>Bihar</td>
</tr>
</tbody>
</table>

- 9 different types of committees with different nomenclatures are functional.
- In urban areas, states have similar nomenclature and structure for committees except in Jharkhand (WEC), Kerala (MEC), Punjab (UEDC), Haryana (UEC), West Bengal (WEC and SDC)
# Features of the Committees

<table>
<thead>
<tr>
<th>Level of committee</th>
<th>States</th>
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<tbody>
<tr>
<td>School level</td>
<td>Karnataka, Rajasthan, Bihar, M.P., <em>Kerala, Delhi, Uttarakhand</em></td>
</tr>
<tr>
<td>Village level</td>
<td>Jharkhand, Punjab, Haryana, Mizoram, Nagaland</td>
</tr>
<tr>
<td>Panchayat level</td>
<td><em>Kerala</em> and <em>Uttarakhand</em></td>
</tr>
</tbody>
</table>

- **Growing tendency to form more school based committees in recent years** (MP, Karnataka, Rajasthan, Bihar).
- **Sub-committees function within the main committee/s in some places:** (MTA, BNS (Bhavan Nirman Samiti), Saraswati Vahini, etc)
- **MP, Karnataka, Nagaland and Bihar** have special legislative arrangements for setting up the committees
NORMS FOR CONSTITUTING COMMITTEES

- **Number of members** in committee varies from 7 (Uttarakhand) to over 22 (Kerala).
- **Number of members** has been kept **flexible** in some states depending on the **number of schools** (Kerala, Maharashtra, Mizoram) and **parents** (West Bengal).

- **SC/ST representation** in the Committees specified in all the states (except Delhi and Maharashtra) Jharkhand (1/3rd) Uttarakhand (1/4th)
- **WOMEN representation** specified in all the states (50% in Haryana and Maharashtra).
- **PARENTS representation** specified in all the states: (West Bengal (100%); Bihar (60%), Karnataka (59%))
- **TEACHER representation** in the form of the Secretary of the Committees specified in all the states. (In Rajasthan, both President’s and Secretary’s posts are held by the Teachers)
- **STUDENTS** have been included as members in Karnataka, Delhi and Rajasthan.
- **PANCHAYAT MEMBERS’ representation** in the committees specified in all the states governed by Panchayati Raj (except M.P). In the Panchayat and Village based committees, the committee is headed by Sarpanch/Pradhan as President

- **Tenure of the committee** varies from 1 year (Delhi) to 5 years (West Bengal) co-terminus with the Panchayat tenure
- **Tenure in 7 states is 3 years** (Bihar, Jharkhand, Maharashtra, Punjab, Karnataka, Kerala and Nagaland.)
Composition of Committees

Types of Membership & Age Groups

States with more than 75% Elected Members
Jharkhand (96.4%); Bihar (87.0%) and Karnataka (78.7%)

States with 70% or more Nominated Members
M.P (85.3%), Punjab (74.8%) & Delhi (70.0%)

States with more than 25% Ex-officio Members
Kerala (71.3%), Mizoram (37.0%), Uttarakhand (32.0%) & Nagaland (28.5%)

States with more than 25% Members in the age group 50 years and above
Punjab (43.0%), Mizoram (40.0%), Bihar (26.0%) & Rajasthan (25.0%)

States with more than 20% Members in the age group below 30 years
Jharkhand (22.3%), Haryana (22.1%) & M.P(20.5%)
Composition of Committees:

Gender & Social Groups

**Percentage of Female Members more than 40%**
Haryana (48.6%); Kerala (43.5%) and Karnataka (41.0%)

**Percentage of Female Members less than 33%**
Nagaland (14.3%) and Rajasthan (29.5%)

**Percentage of SC members less than 15%**
Jharkhand (7.8%), Maharashtra (10.2%) and Delhi & Kerala (12.0%), Rajasthan (14.0%), Mizoram (0.0%) & Nagaland (0.0%)

**Percentage of ST members less than 7%**
Haryana & Punjab (0.0%), Bihar (2.0%), Delhi (3.0%) & Kerala (4.3%)
Composition of Committees:
Education & Occupation of the Members

States with more than 25% Illiterate Members
M.P (40.8%) & Bihar (25.3%)

States with more than 50% members with graduate & above qualification
Delhi (68.5%) & Kerala (50.4%)

States with 30% or more Land Holders as Members
Haryana (49.5%), Maharashtra (46.3%), Bihar (37.0%), Rajasthan (37.2%) & Nagaland (30.0%)

States with more than 30% Landless labourers as Members
M.P (49.0%), Bihar (35.7%) & Karnataka (35%)

States with more than 30% Teacher as Members
Kerala (51.2%), Mizoram (47.8%) & W.B (30.8%)
Awareness about Formation & Tenure of Committees

By gender

Percentage Aware
Formation    Tenure
Male          84.4    67.4
Female        78.7    62.0

By social category

- General     82.4    72.2
- Scheduled caste  77.7    58.3
- Schedule Tribe  86.2    65.3
- OBC          80.9    61.2

Overall        82.4    65.6
# Awareness of the Members about the Committees’ Functions

<table>
<thead>
<tr>
<th>S.No</th>
<th>Functions</th>
<th>% Aware (Total)</th>
<th>% Aware (Urban)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Enrolment of children</td>
<td>72.3</td>
<td>66.3</td>
</tr>
<tr>
<td>2</td>
<td>Ensuring effective functioning of the school</td>
<td>63.9</td>
<td>56.6</td>
</tr>
<tr>
<td>3</td>
<td>Motivating parents to participate in school activities</td>
<td>59.4</td>
<td>59.2</td>
</tr>
<tr>
<td>4</td>
<td>Improvement in school administration</td>
<td>56.8</td>
<td>57.5</td>
</tr>
<tr>
<td>5</td>
<td>Solving school related problems</td>
<td>54.8</td>
<td>57.0</td>
</tr>
<tr>
<td>6</td>
<td>Motivation of teachers to perform their duties</td>
<td>50.7</td>
<td>57.2</td>
</tr>
<tr>
<td>7</td>
<td>Ensuring teachers’ attendance</td>
<td>49.9</td>
<td>52.4</td>
</tr>
<tr>
<td>8</td>
<td>Mobilising resources for school development</td>
<td>45.3</td>
<td>34.9</td>
</tr>
<tr>
<td></td>
<td>Overall Awareness</td>
<td><strong>56.6</strong></td>
<td><strong>55.1</strong></td>
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## State-wise Overall Awareness about Functions of the Committees

<table>
<thead>
<tr>
<th>S. No</th>
<th>States</th>
<th>Awareness</th>
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<tr>
<td>1</td>
<td>Uttarakhand</td>
<td>90.4</td>
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<td>2</td>
<td>Jharkhand</td>
<td>87.5</td>
</tr>
<tr>
<td>3</td>
<td>Haryana</td>
<td>76.3</td>
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<tr>
<td>4</td>
<td>Maharashtra</td>
<td>71.8</td>
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<td>5</td>
<td>Mizoram</td>
<td>71.5</td>
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<td>6</td>
<td>Nagaland</td>
<td>70.6</td>
</tr>
<tr>
<td>7</td>
<td>Rajasthan</td>
<td>62.9</td>
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<tr>
<td>8</td>
<td>Delhi</td>
<td>60.0</td>
</tr>
<tr>
<td>9</td>
<td>Punjab</td>
<td>50.4</td>
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<tr>
<td>10</td>
<td>Kerala</td>
<td>50.2</td>
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<td>11</td>
<td>Karnataka</td>
<td>48.9</td>
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<tr>
<td>12</td>
<td>Bihar</td>
<td>40.8</td>
</tr>
<tr>
<td>13</td>
<td>West Bengal</td>
<td>36.0</td>
</tr>
<tr>
<td>14</td>
<td>Madhya Pradesh</td>
<td>26.0</td>
</tr>
</tbody>
</table>

Graph showing the overall awareness distribution among the states.

- Madhya Pradesh
- West Bengal
- Bihar
- Karnataka
- Kerala
- Punjab
- Delhi
- Rajasthan
- Nagaland
- Mizoram
- Maharashtra
- Haryana
- Jharkhand
- Uttarakhand

![Graph showing state-wise awareness](image-url)
Community Mobilisation Initiatives of the Committees

Mobilization activities undertaken by the Committee

- Door-to-door Campaign: 36.0
- Discussion with Parents: 22.2
- Prabhat pheri: 04.6
- Meeting with community leaders: 19.8
- Others: 02.8

- Bringing children to the school was the main focus of the mobilization activities.

- Meeting parents directly or through door to door campaign was the main strategy adopted by the committee members.
## Frequency of School Visits and Interactions

### Frequency of Visits

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Chairpersons</th>
<th>Members</th>
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<tbody>
<tr>
<td>Daily/Weekly</td>
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<td>42.7</td>
</tr>
<tr>
<td>Fortnightly</td>
<td>18.0</td>
<td>16.7</td>
</tr>
<tr>
<td>Monthly</td>
<td>25.4</td>
<td>32.9</td>
</tr>
<tr>
<td>No Visits</td>
<td>4.4</td>
<td>7.7</td>
</tr>
</tbody>
</table>

### Discussion between Teachers & Committee

- Frequently: 43.0
- Sometimes: 43.0
- Rarely: 14.0
Community Contribution to Schools for Improvement of Facilities

- 25% of the surveyed schools reported having received community contribution for improvement of school facilities.

- States with more than 40% schools receiving community contribution: Haryana (68%), Maharashtra (60%), Kerala (42%)

- States with less than 10% schools receiving community contribution: (Punjab (2%), Mizoram (4%), Uttarakhand (5%)).
Committees’ involvement in recruitment of Para-Teachers/volunteer teachers

- Over 25% schools reported receiving help from the Committees in the appointment of para-teachers/volunteer teachers.

- In Maharashtra, Nagaland and M.P., more than 35% schools reported involvement of the committees in the appointment of para-teachers/volunteer teachers.

- In Uttarakhand, Delhi and Bihar, less than 10% schools have received such help.
Measures taken for Maintaining Transparency and Accountability

Discussions on Financial Matters
- **More than 2/3**rd members reported discussing financial matters in the monthly meetings in Mizoram, Uttarakhand, Maharashtra, W.B, Jharkhand, Delhi & Karnataka
- **Less than 1/3**rd members reported discussing financial matters in the monthly meetings in M.P & Haryana

Auditing of Accounts
- **More than half** members reported auditing of their accounts in W.B, Maharashtra, Punjab, Jharkhand & M.P
- **Less than 1/3**rd members reported auditing of their accounts in Haryana, Uttarakhand & Mizoram

![Graph showing financial matters discussed and accounts audited across states](image-url)
Capacity Building of Committee Members

% of Members reported participation in training

- Yes 37.0
- No 63.0

- States where > 80% members did not receive any training:
  - Delhi (94%), Kerala (91%), Mizoram (83%), Rajasthan (87%)
- Karnataka, Maharashtra, Punjab and Bihar covered one-third members
- Majority of members provided training (Jharkhand, Uttarakhand, Haryana, Nagaland – more than 2/3rd members trained)
Training of Committee Members:
Duration, Content & Methodology

Duration:
• Training duration varies from 1 to 3 days

Content:
• Why and what of SSA - roles and functions: civil works, MDM, grants, record keeping,
• Academic matters - low priority in most states

Methodology:
• >40 members in a batch in most states
• Lecture based approach – a common practice
• Training material: modules, pamphlets, posters
### Linkages of Committees with PRIs / Village Councils

<table>
<thead>
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<th>State</th>
<th>Structural (Yes/No)</th>
<th>Functional</th>
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<td>Delhi</td>
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<td></td>
</tr>
<tr>
<td>West Bengal</td>
<td>√</td>
<td></td>
</tr>
</tbody>
</table>
Administrative and Academic Linkages

Administrative:

• There is a structural linkage between Committee and other administrative structures (BEO, DPO, SPO); however, functional linkage among them is weak in most states.

• In most states, convergence between the committee and the state government departments (Rural Development, Drinking Water & Sanitation, Health, Tribal Welfare, Textbook Development, WCD) is weak both in structural and functional terms.

Academic:

• CRC plays the link role; Link is more administrative than academic.

• Meetings are held more regularly between CRCs and VECs than with BRCs in most of states.

• NGOs involvement in VEC related activities is limited in most of the states.
Stakeholders’ Perception about Help Provided by the Committee to improve the functioning of School:

Committee Members’ Perception

- Satisfied: 74.0
- Not Satisfied: 26.0

Teachers’ Perception

- Fully: 33.0
- Partly: 53.0
- Not at all: 14.0

Parents’ Perception

- To Large Extent: 22.2
- To Some Extent: 30.5
- Very Little: 10.3
- Not at all: 15.4
- Do not know: 21.6
Strengths

- Positive impact on enrolment and attendance
- Significant improvement in school infrastructure and facilities
- Continuous monitoring through regular visits
- Increasingly better representation for parents and Special Focus Groups
- Systems are in place for people's participation to strengthen elementary education
Constraints faced by the Committee

- Lack of interest
- Irregular attendance in meetings
- Lack of co-operation and coordination among the members
- Lack of support from administrative authorities
- Lack of adequate and regular training
- Politicization of committees
- Inadequate funds
- Lack of authority to take action
Emerging Issues and Challenges

• Legal provisioning for community participation is weak in most states.

• Quality of education and overall development of the school is one of the main challenges before the committees.

• Capacity building of the members is far from adequate.

• Functional linkages of the Committees with PRI/local bodies is quite weak, even where structural linkages exist.

• People’s participation in school management in urban areas is a complex issue which needs to be treated separately through different strategies.
Recommendations and Suggestions

• Formulate legislative measures to accord a statutory status.
• Common nomenclature giving states to use their own vernacular equivalents.
• Larger representation of parents.
• Associating students of higher classes as members.
• Selection of parent members through election.
• Nominated members should include PRI representatives (in case of no linkage), AW workers, Educated youth, Health worker, former students.
• 15 to 20 members in the committee with proportionate representation special focus groups (SC, ST, etc.) and minimum 33% women.
• Tenure of the Committees from 3 to 5 years matching with the PRI tenure; at least 1/3rd to be retained year to year, to ensure continuity.
Recommendations and Suggestions

• Roles and functions of the Committee members should be clearly articulated with a focus overall development of school with focus on equity and quality.

• Some incentives should be given for participation to the committee members in school activities.

• Untied fund should be made available to the committee for innovative activities.

• All committee members should be provided adequate training about their expected roles and functions. Adequate funds should be made for such training.

• There should be effective convergence and collaboration with other partners at the local, block and district levels.

• There should be greater transparency and accountability in the functioning of the committee.
Implications of the Study in relation to RTE

- Lack of interest and accountability among the committee members reinforcing the need of statutory provisioning of people’s participation in school education *(Act)*.

- Shift in emphasis from Enrolment and Attendance to Overall School Development *(SMC)*.

- Larger representation to the main stakeholders *(3/4th parents)* with proportionate distribution to the special focus groups *(50% women)*.

- Role clarity between school committee and local authorities *(Monitoring by local authorities/PRI)*

- Capacity building of the members - a precondition for effective participation in school activities *(SDP)*.
Further Steps

➢ Clear guidelines to the states and Union territories to impact the rule making process under RTE especially on the provisions pertaining to SMC;

➢ Further research:
   a) In uncovered states and U.Ts in the light of RTE
   b) In Urban Areas
   c) Role of Local Authorities /Panchayats under RTE (for developing harmonious relations
   d) Social mapping of school catchment area/neighborhood
   e) Qualitative Case Studies (Such as, power relations between the parents and teachers).
Thank you

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