

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



COVERAGE			
States	Districts	Villages/wards	Schools
Bihar	6	100	100
Delhi	2	50	50
Haryana	2	50	50
Jharkhand	2	50	50
Karnataka	4	111	112
Kerala	2	23	50
M.P	4	80	100
Maharashtra	4	85	96
Mizoram	2	50	50
Nagaland	2	50	50
Punjab	2	50	50
Rajasthan	4	98	98
Uttarakhand	2	50	50
West Bengal	4	100	100
14 States	42	897	1006

Respondents

S.N	Respondents	Number
1	School Heads	1006
2	Committee Members	4591
3	PRI Functionaries	1036
4	Parents	2381
5	Teachers	1913
6	Trainers	244
7	BRC Coordinators	88
8	CRC Coordinators	211
9	Village / Ward Representatives	897

Focus Group Discussions(FGDs)



Nomenclature and Types of Committees in SSA

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

- **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

Level of committee	States
School level	Karnataka, Rajasthan, Bihar, M.P., <i>Kerala, Delhi, Uttarakhand</i>
Village level	Jharkhand, Punjab, Haryana, Mizoram, Nagaland
Panchayat level	<i>Kerala and Uttarakhand</i>

- 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

S I Z E

- **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).

R E P R E S E N T A T I O N

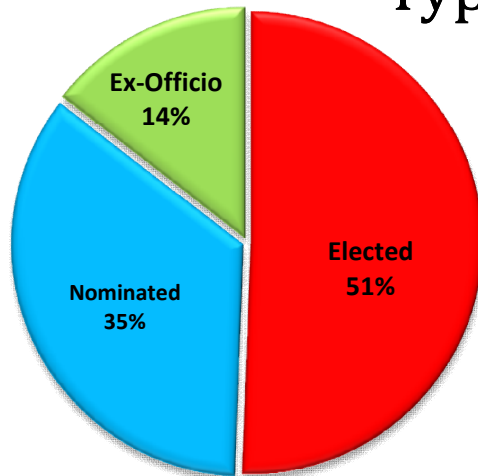
- **SC/ST representation** in the Committees specified in all the states (except **Delhi and Maharashtra**) Jharkhand (1/3rd) Uttarakhand (1/4th)
- **WOMEN representation** specified in all the states (**50% in Haryana and Maharashtra**).
- **PARENTS representation** specified in all the states: (**West 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**

T E N U R E

- **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

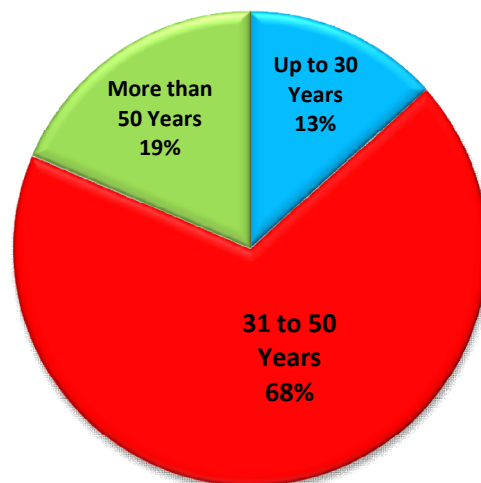
Jharkhand (96.4%); Bihar (87.0%) and Karnataka (78.7%)

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

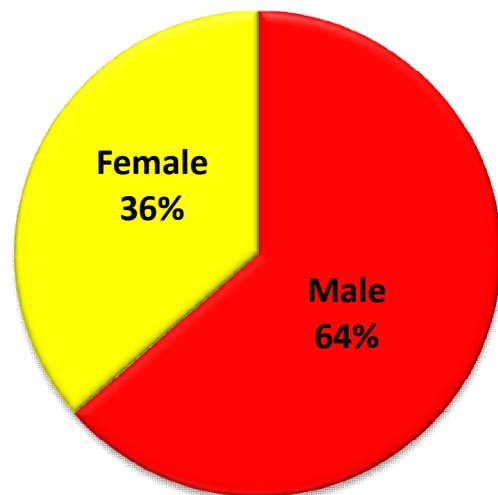
Punjab (43.0%), Mizoram (40.0%), Bihar (26.0%) & Rajasthan (25.0%)

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

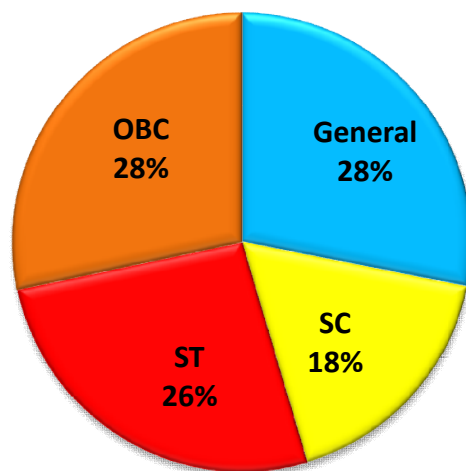


Percentage of Female Members more than 40%

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%

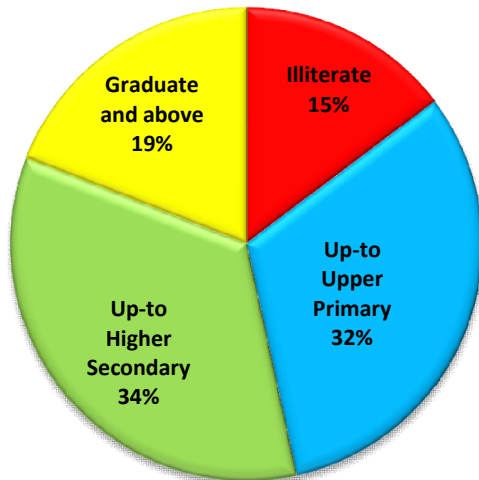
Jharkhand (7.8%), Maharashtra (10.2%) and Delhi & Kerala (12.0%), Rajasthan (14.0%), Mizoram (0.0%) & Nagaland (0.0%)

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

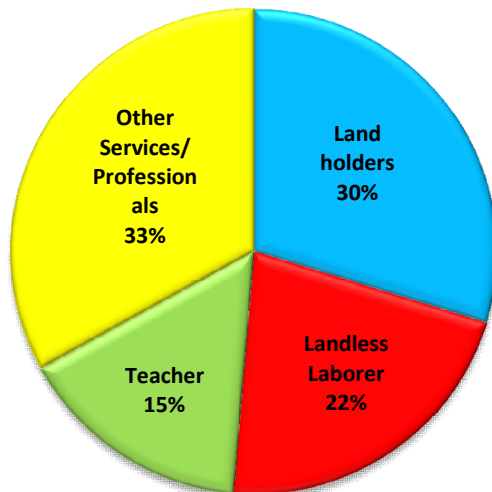


States with more than 25% Illiterate Members

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%)

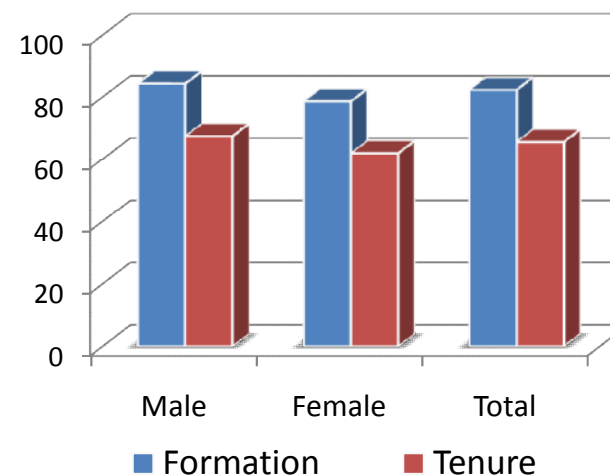
States with more than 30% Teacher as Members

Kerala (51.2%), Mizoram (47.8%) & W.B (30.8%)

Awareness about Formation & Tenure of Committees

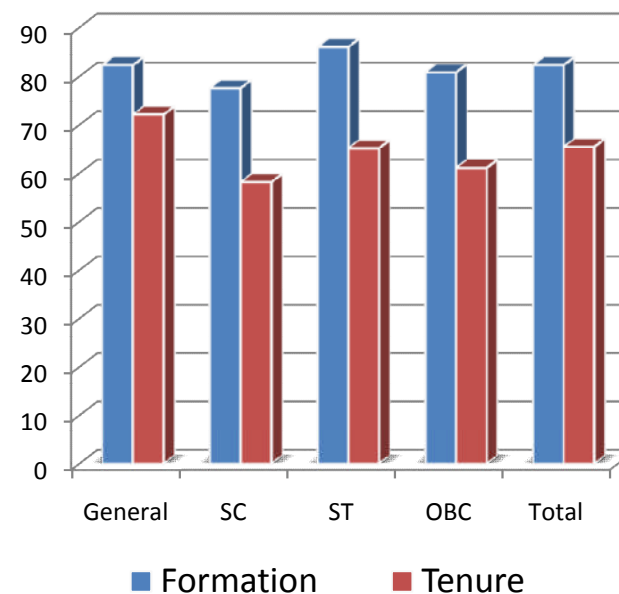
By gender

	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

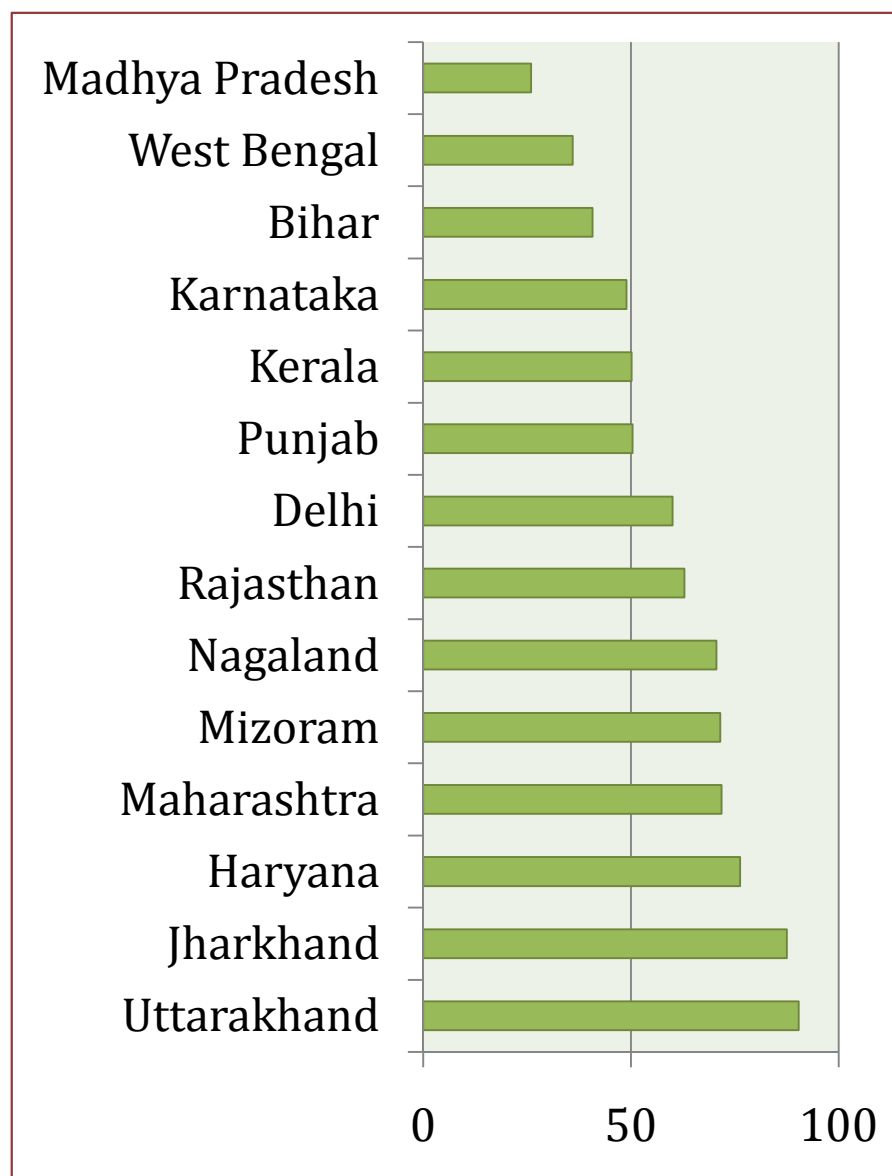
82.4	65.6
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Awareness of the Members about the Committees' Functions

S.No	Functions	% Aware (Total)	% Aware (Urban)
1	Enrolment of children	72.3	66.3
2	Ensuring effective functioning of the school	63.9	56.6
3	Motivating parents to participate in school activities	59.4	59.2
4	Improvement in school administration	56.8	57.5
5	Solving school related problems	54.8	57.0
6	Motivation of teachers to perform their duties	50.7	57.2
7	Ensuring teachers' attendance	49.9	52.4
8	Mobilising resources for school development	45.3	34.9
	Overall Awareness	56.6	55.1

State-wise Overall Awareness about Functions of the Committees

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



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.**

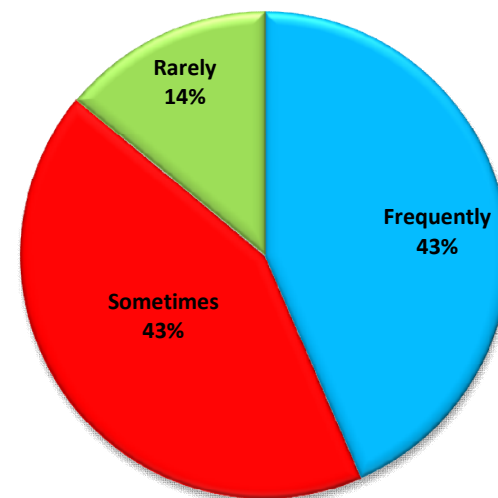
Frequency of School Visits and Interactions

■ Frequency of Visits

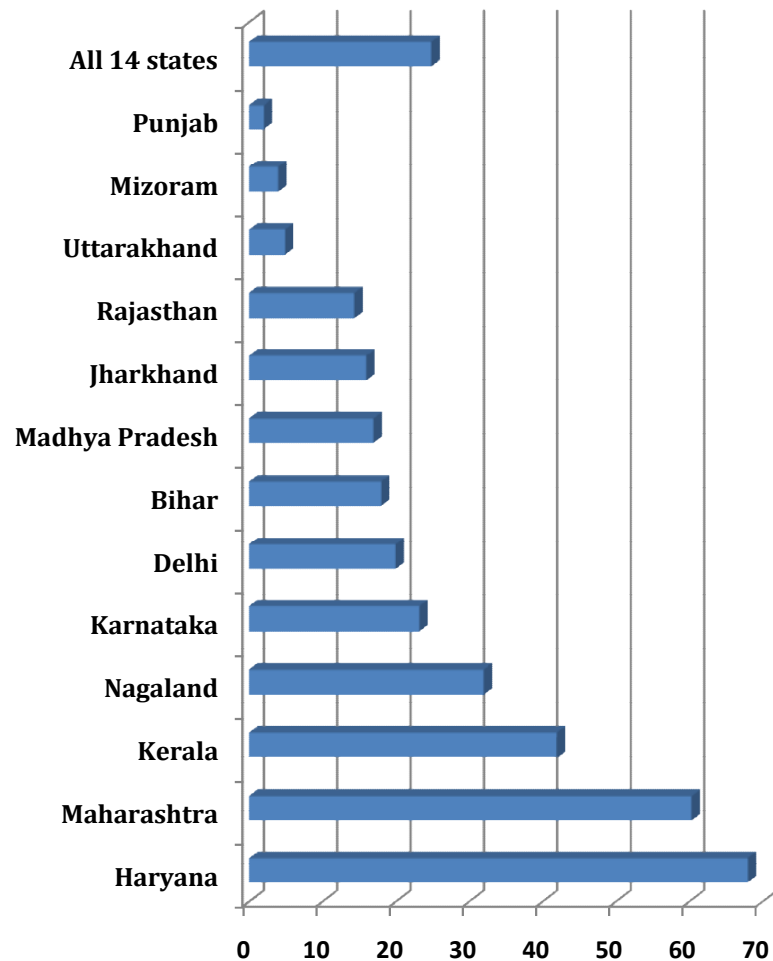
	Chairpersons	Members
➤ Daily/Weekly	32.2	42.7
➤ Fortnightly	18.0	16.7
➤ Monthly	25.4	32.9
➤ No Visits	4.4	7.7

■ Discussion between Teachers & Committee

➤ Frequently	-	43.0
➤ Sometimes	-	43.0
➤ Rarely	-	14.0



Community Contribution to Schools for Improvement of Facilities

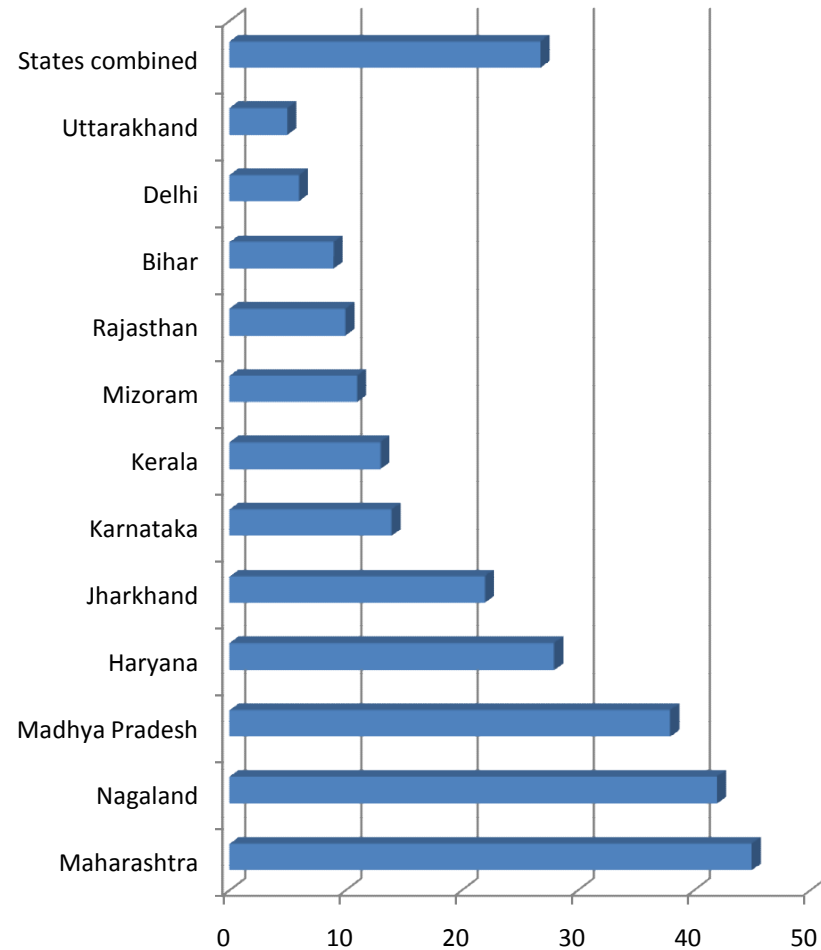


❑ 25% of the surveyed schools reported having received community contribution for improvement of school facilities.

❑ 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

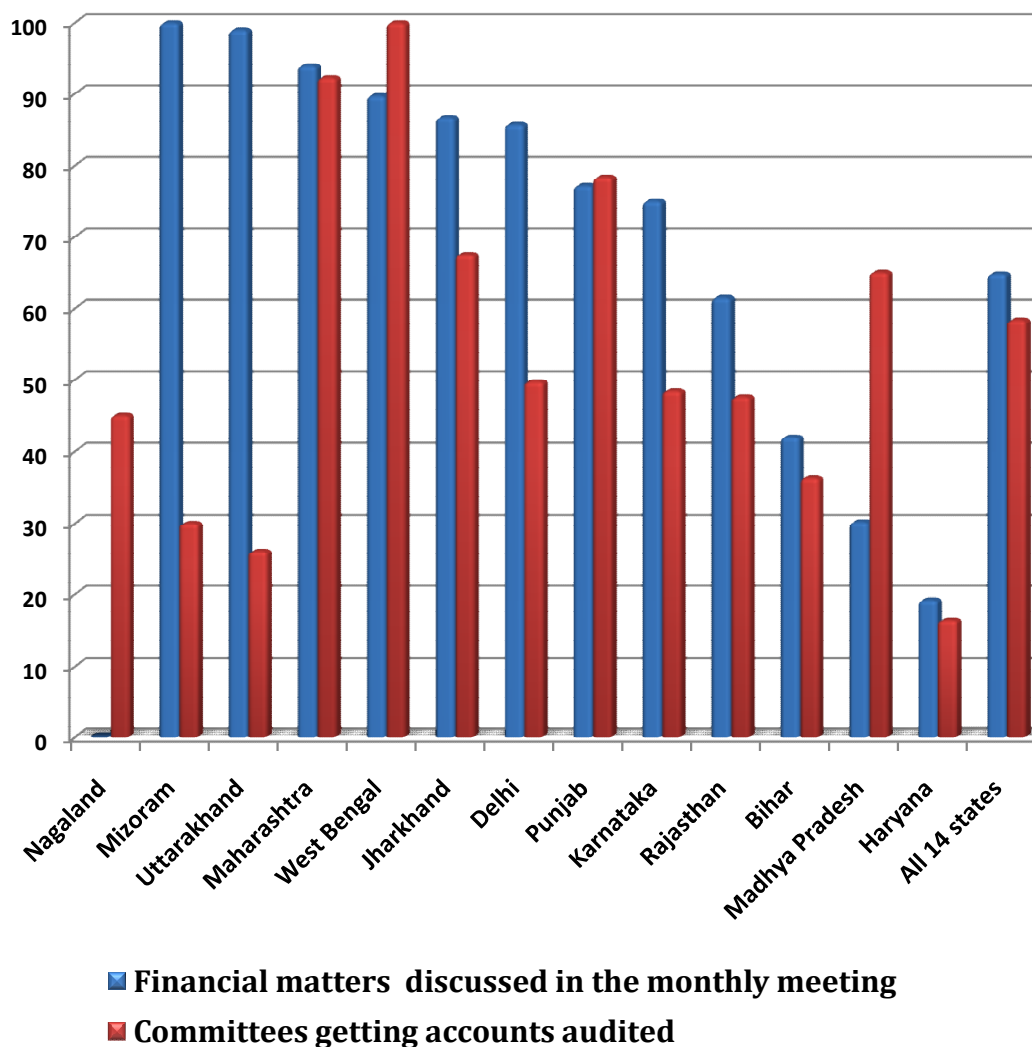
➤ **More than 2/3rd** members reported discussing financial matters in the monthly meetings in Mizoram, Uttarakhand, Maharashtra, W.B, Jharkhand, Delhi & Karnataka

➤ **Less than 1/3rd** 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

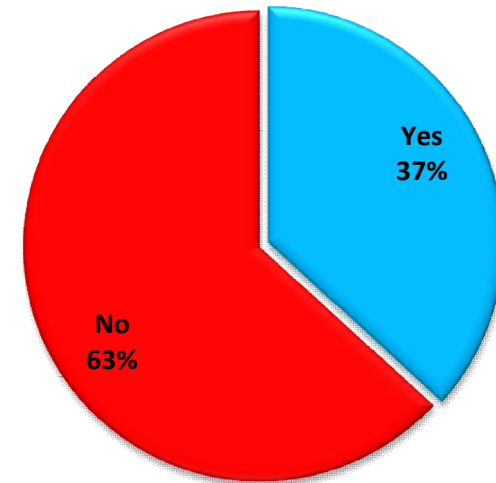
➤ **Less than 1/3rd** members reported auditing of their accounts in Haryana, Uttarakhand & Mizoram



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

State	Structural (Yes/No)	Functional		
		Strong	Moderate	Weak
Bihar	√			√
Delhi	X	N.A.		
Haryana	√			√
Jharkhand	X	N.A.		
Karnataka	√			√
Kerala	√		√	
Madhya Pradesh	X	N.A.		
Maharashtra	√			√
Mizoram	√		√	
Nagaland	√		√	
Punjab	√			√
Rajasthan	√			√
Uttarakhand	√		√	
West Bengal	√			√

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.

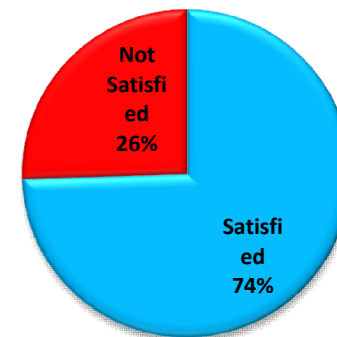
Academic:

- 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:

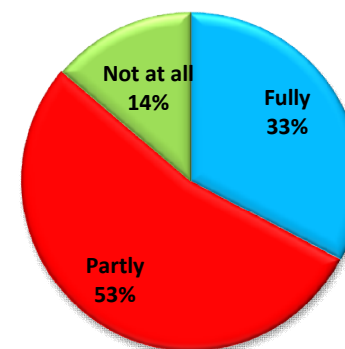
Committee Members' Perception

➤ Satisfied	-	74.0
➤ Not Satisfied	-	26.0



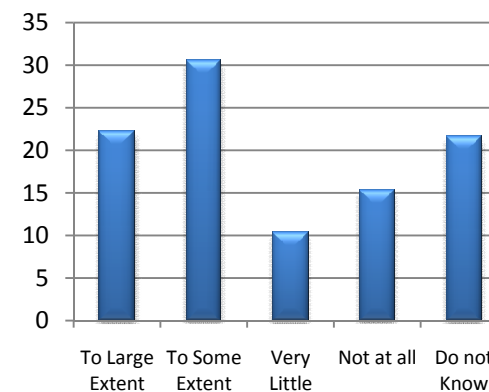
Teachers' Perception

➤ 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 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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