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Formative Research Project**

Study Report 33

**Community Managed School: An Innovative
Approach to School Management**



Tribhuvan University
Research Centre for Educational Innovation and Development (CERID)
Balkhu, Kathmandu, Nepal
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Acknowledgement

In Nepal, education reform process was advanced also for improving organization efficiency of school system. For this purpose, reform endeavours were directed to improving school governance. In fact, such endeavour was made to implement decentralization reform in education. This is one of the objectives of EFA National Plan of Action 2004-09. Since the Action plan stressed on decentralized strategies for planning, management and implementation of reform endeavors, the decentralized school management through management transfer of community school received due significance. Efforts were made to improve organizational efficiency of school and enhance capacity of school managers and community members. Institutional support and technical inputs to schools are being provided. The intent of all these supports is to make school autonomous, efficient so that community stakeholders assume their role for yielding the desired results.

This report is an outcome of the study on Community Managed School: An Innovative Approach to School Management. The study reviews the policy, assesses the implementation of policy and provided recommendations. I hope, the findings of this report will prove to be useful for improving the reform process and strengthening educational planning in the country.

I would like to express my sincere thanks to DOE and DEO staff members, head teachers and teachers, SMC and PTA, parents, and others for their kind cooperation extended to me in this study. I also extend my cordial thanks to those who provided their support by making comments and suggestions in this report. Special thanks goes to CERID for giving me the privilege to conduct this research.

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Hari Prasad Upadhyaya
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Abbreviations and Acronyms

BPEP	Basic and Primary Education Program
CAS	Continuous Assessment System
CERID	Research Centre for Educational Innovation and Development
CMS	Community Managed School
CSNN	Community School National Network
DAG	Disadvantaged Group
DDC	District Development Committee
DEO	District Education Office/Officer
DOE	Department of Education
ECA	Extra Curricular Activities
ECD	Early Childhood Development
EFA	Education for All
FGD	Focus Group Discussion
FRP	Formative Research Project
GO	Government Organization
HT	Head Teacher/ Head Master
INGO	International Non-government Organization
MOE	Ministry of Education
MOES	Ministry of Education and Sports
NGO	Non-Government Organization
NCED	National Centre for Educational Development
PCF	Per Capita Funding
PTA	Parent Teacher Association
RC	Resource Centre
RP	Resource Person
SBM	School-based Management
SIP	School Improvement Plan
SMC	School Management Committee
SSR	School Sector Reform
VDC	Village Development Committee
VEC	Village Education Committee

Executive Summary

Context

To implement decentralization reform in education, to initiate policy for enhancing local participation in the management and operation of educational institutes and to transfer the management of the community schools were the introductory efforts. The policy is in line with EFA: National Plan of Action, which intends to provide quality primary education opportunity to all. In this context, mobilization of local community and organizations for the planning, management, operation and monitoring of educational organization was considered significant for the ownership, better instruction, accountability and efficiency of the school. Therefore, the government made decision to encourage the transfer of management of schools to the community. The policy was assumed as an innovative approach for school management. Since the policy was in operation from several years, critical analysis of the policy has been required so that improvement in the policy could be made and good practices of community schools could be sustained and replicated.

Research Questions

- What stimulated communities to takeover the managerial responsibility of community schools?
- What changes occurred in the schools after the takeover of managerial responsibility?
- How do teachers and parents, Teacher Union respond to changed policy?
- Why did the system encourage these schools to move from dependency to autonomy for school functioning?
- Why do teachers resist changing in school-based practices?
- What are the good practices of these schools and how can they be sustained and extended?

Research Procedures

The study is qualitative in nature and aims at exploring and uncovering the issues that emerge during the implementation of management transfer policy. Related literatures were reviewed and empirical data was generated from different sources. The study focuses more on CMS operation, identifies issues and analyzes them with policy provision. As the study enquires into the complexities of CMS implementation, it also explores the factors that bring gaps. The study tries to address contextual conditions with the use of multiple sources of evidence.

Pertinent literature was reviewed to establish conceptual premises community schools along with the review of management transfer policy and provisions. Data was collected from Syangja, Chitwan, Jhapa, Udayapur and Dadeldhura districts and altogether 15 schools were selected from them. Data was collected through discussions with DEO staff members, interview with HT, SMC chairperson and PTA chairperson, and group discussion with other SMC and PTA members, teachers and local parents. School minutes, supervision diary, administrative report, letters, etc. were reviewed and school and school environment were observed. Finally, a one-day experience sharing session was organized at the headquarters of the districts to

verify the data and to assure their trustworthiness. Semi-structured and open-ended interview schedules and discussion protocols, observation sheet, and school survey forms were developed and used for data collection. Data were reviewed, assessed and utilized for the analysis. Since the study is based on interviews and discussions with a cross section of stakeholders and informed persons, it emphasizes more on the subjective perspectives of participants.

Findings

The study found that a policy was introduced to develop sense of ownership among the parents and grassroots stakeholders and organizations, involving them in school improvement efforts so that quality of learning could be enhanced. However, lump sum grants and relief grants for operating additional classes and grades were factors for school runners that stimulated them to take managerial responsibility. Besides enhancing responsibility and accountability among the school authority and community members were other for CSNN that encouraged for the community taking managerial responsibility of community school.

Several schools did not transfer their management responsibility to community. Since the school was already a community school, management transfer would not be required. Moreover, unless the SMC has proper power for teacher management; it is useless to take the managerial responsibility. The community members have the fear that the government has relinquishing itself from the responsibility and community will have to bear the financial burden for school operation. These apprehensions of the system discouraged the community not to take the managerial responsibility of school.

Regarding the change in CMS, most of the changes were confined to the development of physical facility. A large number of schools still do not have enough facility to run the school program efficiently. Other changes in CMS could be seen in quality of instruction; parents' participation in school affairs, organizational efficiency of schools; school-community relations and transparency of school activities, leadership quality, and school governance.

The system made efforts to change CMS from a dependent school to autonomous one, however, school could not be changed into self-managing independent schools because of lack of capacity and rigidity in teacher recruitment practices. Teacher management is a matter of political and system's interference as well. Even if CMS could not be turned into a total independent school, most schools exercised autonomy in many areas like planning, resource mobilization, school and teacher's monitoring, use of instructional materials, etc. CMS also developed their own rules and codes of conduct. Some schools made attempt to develop local curriculum based on local needs. Moreover, CMS tried to establish school transparency and enhance accountability of school authorities after the management transfer, even though the provision of accountability is not explicitly mentioned in the current Act and Regulations.

The management transfer policy contributed to increase the pace of institution development in CMS compared to other community schools; and the stock of social capital required for school improvement.

However, teachers resisted the policy in several ways and there are three fundamental reasons such as institutional, psychological and political for their resistance. Nevertheless, the study traced various good practices of CMS that could

be replicated in other community schools. These practices are quality focused instruction, parental monitoring, school networking, school transparency, and social connection and mutual trust.

Conclusion

The formalized school system in Nepal was initiated by the community, and the government enters in the education sector later. After the restoration of democracy, educational reform remained the major agenda in government's development priorities. In fact, the management transfer policy was implemented to reinventing community school that is directed towards restructuring, power sharing and empowerment of community people, SMC, PTA, etc. Therefore, administrative reform along with community members and organizations' empowerment are equally important. However, transforming a system is normally a slow process, and government inputs and support only may not suffice to achieve the goal in given time. Moreover, no body knows how the policy brings changes. So, the system requires promoting the habit of participatory decision-making.

Recommendations

For stimulating the community to taking managerial responsibility of community school, DOE should ensure that school receives incentive and relief grants including other grants in a timely manner. DOE should also prepare guidelines that assist in giving permission for adding new grades and upper levels in community schools. Also school should motivate parents for their regular visits and should arrange parents' conferences and meeting from time to time. Moreover, DOE should also have provision for dissemination of the government policy and it should disseminate the policy of taking managerial responsibility of community schools at the grassroots level. DOE should also conduct social mobilization and awareness program for community members, parents and other stakeholders. DOE should not interfere in teacher appointment in schools.

With a view to sustaining the changes occurred in school, DOE and should disseminate the changes occurred in CMS by arranging visits, conferences and using media. NCED should continue HT management training, and it should be institutionalized the training. MOE should frame capacity building policy of SMC and PTA and their capacity should be developed through training, study tour, technical and professional support.

Moreover, MOE should initiate dialogues with Teacher Union to sort out the differences, and implement previously agreed agenda. It should further involve Teacher Union including other stakeholders in policy process to avoid teacher's resistance. Further, MOE should support the Union to change it into a professional organization.

To ensure the autonomy of CMS, capacity of SMC and PTA should be developed through training, study tour, technical and professional support. NCED should continue HT management training, and should institutionalize it. DOE should continue the support to CMS. DEO should assist school managers by providing professional guidance and technical support. And it should stop interfering in the process of teacher appointment in schools.

To flourish accountability and transparency in CMS, DEO should support in conducting social audit of school by providing technical support and guidance. It

should also encourage schools to include all the information including financial one in social audit. The provision of accountability should be mentioned clearly in the Act and Regulations.

Moreover, DOE should support CMS in sustaining good practices by providing incentives and technical support. DEO should support to expand school network by providing technical support, mobilizing RPs, and arranging meetings with schools and community members. Also, local bodies, especially Municipality and VDC should be involved for the purpose. Further, schools should continue to sustain social connections with other organizations.

CHAPTER I

Introduction

Context

With a view to strengthen democratic values, beliefs and norms, and to consolidate development efforts from the bottom, people's ownership in public affairs seems essential. So, reflection of people's needs and aspirations in policy discourse and development efforts is always felt necessary which virtually enhances the values and beliefs necessary for sustaining democracy. It further calls for capacity building of local people and increase their participation in local affairs and service delivery. This notion is, in fact, asks for change in the structure from centralization to decentralization. Therefore, implementation of decentralization policy reform process, which allows devolving authority and resources to the local bodies and local organizations, is regarded as essential for this purpose. In Nepal, reform in education is advancing with such kinds of changes. Since the implementation of the Ninth Plan (2053-2058), decentralization policy for promoting local participation in the management and operation of educational institutes and transferring the management of the schools was introduced. Similarly, the Tenth Plan (2059-2064) further continued the decentralization reform process.

Community-managed schools refer to those schools that are managed by School Management Committee, VDC, DDC and Municipalities. After the initiation of National Education System Plan (NESP) 1972; these schools were nationalized. The objective of the nationalization of schools was to expand access to education, and to improve the quality of education through assured funding and technical support. But the experience was that nationalization of schools did not meet the expectations of the government nor of the public. Hence, nationalization of schools was considered a setback. Realizing it, the Seventh Amendment of the Education Act provisioned the policy of devolving school management responsibilities to communities. In 2002, the government embarked on the transfer of management of schools to the community by offering all communities the option of taking over these schools financed on a block grant basis.

Later, the World Bank approved a US\$ 5 million credit to support Nepal's efforts on community management of schools to enhance participation, quality, efficiency, and accountability of schools through Community School Support Project. The Project assisted government in scaling up the transfer of school management to respective communities.

Rationale

Various strategies for improving service delivery of community schools are underway across the world. Since each school is unique by virtue of the distinctive features of its stakeholders, a one-size-fits-all tendency of top-down planning could be counterproductive for community schools. Therefore, the school transfer initiative aims at facilitating the stakeholders to choose their own unique vision and goals for their schools. The communities, parents, teachers and SMC, in partnership with the stakeholders, design, implement, monitor, evaluate and document school activities.

Besides, devolution of responsibility to community for local school management with the intention of raising overall accountability would be the primary means of reaching the objective of improving the poor quality of service delivery by these schools. Therefore, the transfer of schools' management to community is one of the important steps to demonstrate its commitment to changing the way it serves the people. In fact, the rationale for the management transfer was to empower local community and enable them to participate in local schools, create the feeling of ownership in local people toward community schools, enhance quality education, create accountability, improve access, achieve the goal of EFA, and create government- community partnership in the matters of local education

In fact, transfer of management of public schools to communities is one of the basic strategies of the Tenth Five-Year Development Plan, which aimed at achieving the Education for All (EFA) and Millennium Development Goals (MDG). The long-term vision of Tenth Five-Year Plan is to devolve the educational planning and management responsibility of school education to the local bodies and communities in line with the spirit of Local Self-Governance Act, 1998 (LSGA). In addition to this, the operation of school management responsibility needs to be devolved to the local parents and teachers by adopting measures to empower their capacity in order to carry out these responsibilities. The plan has also envisaged the strategy of community participation from grassroots level in decentralized educational management through facilitation, quality improvement and regular support from the concerned. In line with the spirit of decentralization, educational planning and management responsibility would be given to the local bodies and communities. Moreover, SMC has been responsible for planning and management of the respective schools. To perform their duties, the plan provisioned for capacity building of local bodies, communities, and SMC. The focus of this plan was community involvement in education with emphasis on ownership, accountability, local control on the utilization and mobilization of local resources.

On the other hand, EFA core document, which is the guiding principle for the development of basic education in the country, proposed several initiatives and reforms. Strategies of community involvement and their empowerment are the main thrust of the EFA which is in line with the decentralized system of educational planning and management. Transfer of school management to the community is a way of shifting the focus from centralized management to community-controlled and school-based planning and management. It is expected that community managed schools will have effective school-based monitoring; greater involvement of parents in their children's schooling, and better accountability of teachers to the school and community. Hence, efficiency of schools will be enhanced. The schools opened by the communities and managed through community funds will also be supported with program funds as per their needs.

The essence of the school-based management within a decentralized framework is to operate school by involving and empowering parents and communities through the action of the most of human and material resources available at the local level. Although the SMCs have greater roles in the management and functioning of schools, the government will continue to provide financial assistance and technical support for their capacity building and for ensuring children's equitable access to quality education. Such an attempt requires a strategic shift from a centralized and bureaucracy controlled management to community-controlled and school-based

planning and management in collaboration with different partners including local bodies, NGOs, CBOs and other organizations.

As per the EFA Core Document, management of community school has been transferred to community to ensure community participation for the ownership, better instruction, accountability and efficiency of school. EFA Core Document also spelled out that management transfer process would be boosted up by creating demands at the community level through concerted mobilization of activities and incentive mechanism. It also envisages the identification of success stories of community managed schools and plans for replicating them by seeking to design and implement capacity building packages for the managers of these schools. Following the spirit of reform endeavour, attempts are being made to decentralize management of education. In this context, the government has made decision to transfer the management of schools to the community for school management. According to the Department of Education, 7378 schools (5159 Primary, 1489 Lower Secondary and 730 Secondary) have been transferred to the community so far. Since the program was started from the year 2002, critical analysis of operation of these schools, and effectiveness in providing efficient service delivery is required so that the good practices could be sustained and replicated. Moreover, reactions of the stakeholders to the changed management practices are also required to be considered so that these could be addressed while developing policies. All these unfold the following research questions that need to be addressed through the study:

Research Questions

The study attempts to answer the following research questions

- What stimulated communities to take over the responsibility of management of community schools?
- What changes occurred in community managed schools after the take over of responsibility of school management by communities?
- How do stakeholders (teachers and parents, Teacher Union) respond to changed management practices in school?
- Why has the government system encouraged community management of school to move from dependency to autonomy for school functioning?
- Why do teachers tend to seemingly resist changes in school-based practices?
- What are the good practices of community managed schools and how can they be sustained and extended?

CHAPTER II

Review of Literature

In this section, attempt was made to review the theoretical considerations on school management with reference to decentralized reform and School-based Management (SBM), legal and policy provisions on community managed schools in Nepal and review of previous works done on community managed schools.

Community Managed School: Some Reflections

In this section, attempt was made to explain the community managed schools from a global perspective.

In fact, policy-makers, planners and administrators, along with the advancement in the twenty-first century, show their concern in dealing with many factors that are shaping the society. These factors, as Naisbitt in 1982 described, are 'megatrends' and Caldwell and Spinks in 1992 identified 10 such megatrends (Abu-Duhou, 1999). These megatrends are the shifts (a) from an industrial society towards an information society (b) from forced technology towards a 'high tech/high touch' people-oriented use of advanced technology (c) from reliance on a national economy towards involvement in a world economy (d) from preoccupation with the short term towards consideration for the long term (e) from representative democracy towards participatory democracy (f) from communication and control in hierarchies towards networking (g) from a concentration of interest and effort in the 'north' (developed countries) towards concern for the 'south' (less developed countries) (h) from institutional help towards self-help (i) from consideration of 'either/or' towards a 'multiple option' range of choices and (j) from centralization towards decentralization. Among the ten megatrends, one is the move towards decentralization or self-management within centrally determined frameworks, where government (public) schools become largely self-managing. This shift in educational policy and administration reflects a repositioning of power from the centre to the school authorities in relation to curriculum, budget and resource allocation, staff and students, and in some instances, assessment.

The concept of community participation in school management became a major theme in school reform in several education systems during 1980s. Chang in 1996 stated that policy-makers began to believe that: "to improve education quality, it is necessary to jump from the classroom level to school organization level, and reform the structural system and management style of school". Consequently, various reform movements took place; and several kinds of improvement programs were introduced insisting the improvement of internal functioning with regard to interpersonal relationships and instructional leadership. At the same time, effective schools were promoted by the effective school reform. Emphasis on a school's autonomy in relation to the use of its resources was promoted by the self-budgeting school reform, and school-based curriculum development. School-based staff development and school-based student counseling, and other forms of school-based developments were introduced by those focusing on decentralization of authority from central education offices (Abu-Duhou, 1999).

Nevertheless, decentralization of power to school level could not guarantee that schools would use power effectively to enhance education quality. Therefore, both school responsibility bearers and education service receivers should share the

decision-making at the school level. This led to the emergence of the shared decision-making in school management. Governments of differing persuasions decided to take the lead in the change to a more school-based decision-making, within a framework of national policies and guidelines. By the early 1990s, school-based management became major agenda for the restructuring of education systems in several countries.

Decentralization of school management or school-based management (SBM) has become increasingly important in the 1990s. Its implementation has been advocated by many bodies, government and non-government, who are calling for greater local control of schools with the aim of increasing the efficiency and effectiveness of school education (Abu-Duhou, 1999).

In several countries, SBM has been in implementation to balance increased diversity, flexibility, and local control with their responsibilities for ensuring an orderly delivery of education across the whole nation, and equitable quality of education across geographic, socio-economic, and ethnic divisions of society.

Along with funding, leadership style is important to determine effectiveness of SBM. Since the centralism or bureaucratic hierarchy contrasts with the modern concept of localized authority, a new mind-set needs to develop for SBM. Exceptional leadership from the centre will be necessary to convince school principals and governance so that they can accept advice, support, co-operation and adequate funding. While resource allocation in SBM determines the equity of the system, leadership at the centre and site level is a crucial factor in determining the successful implementation of a decentralized system. Therefore, leadership at the most senior level has succeeded in changing the culture of the system. Further, the leadership role of principals at the school level seems to be crucial to the success of self-management.

However, the actual impact of various measures on decentralization of educational administration through SBM in a large number of developed and developing countries is still not conclusive (Brown, 1990; Murphy, 1997; Odden and Busch, 1998). The World Bank report indicates that the factors that make it such an attractive policy are usually the same ones that make it difficult to implement. So, while some countries are legislating to give more devolution of responsibilities to schools and local community, others are legislating to give more centralized control over aspects of educational governance such as standards of and access to educational programs. In this sense, educational governance encompasses all policies for administrative, financial and organizational arrangements of the education system that exists as a result of legislation at parliamentary or local authority level. It is concerned with who has the responsibility for which components of the system and which functions exercise control. It is concerned with the hierarchy of decision-making, who sets goals and objectives, who allocates resources and who is responsible for the production and distribution of services. Educational governance is more than simply an administrative efficiency, since it also includes exercising power and developing sub-structures through and beyond the parliamentary process. It tests the rules of engagement between the participant interest groups by defining the hierarchies and rules of procedure. In effect, it sets up a new organizational system.

While in some countries the thrust of decentralization originated from the local level, in most countries this devolution did not originate from teachers and educators. Rather, decentralization of the control and governance of schools and school systems

have been imposed from the outside by political leaders seeking to achieve improved educational productivity and economic growth. Economic factors have determined the nature of the restructuring process because national governments have linked improvements in their economies with an educated workforce. As economic gain is measured in terms of increased productivity, schools are being restructured to maximize their outputs that are reflected by satisfactory student performance in national standardized tests at various years and levels. The potential for the nation's increased productivity is considered to be directly linked to a general improvement in these test results. Beare in 1991 (cited in Abu-Duhou, 1999) suggests that politicians dominate the restructuring agenda because there is a basic distrust of educators. Hence, politicians are keen to implement the economic imperative though it may have adverse effect on educational policy-making. Since economic gain is about productivity and how public and private enterprises are run, business is tending to impose upon education. Consequently, the themes of efficiency of performance and accountability recur. And a new administrative format modeled on private business firms may shape the process of management at the school site. In particular, allocation of resources has been made dependent upon the school's ability to attract students. That is the demands of the market place have forced public or state run schools to become more like private schools. Therefore, decentralization and SBM will promote greater equity, quality and effectiveness, and improved student outcomes and greater accountability is yet to be demonstrated.

Decentralization and School-based Management

The concept of decentralization has dominated the literature on SBM. However, various views have espoused in this direction as of schools' governance was imposed by political leaders; it is therefore important to examine its utility in 'government' first. Rondinelli and Cheema (1983) define the concept of decentralization as the transfer of responsibility for planning, management, resource raising and allocation from central government and its agencies to field units of central government i.e. education authority level or school level agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, area-wide, regional or functional authorities or non-governmental private voluntary organizations (Abu-Duhou, 1999). However, decentralization can be broad or constrained in scope, based on the degree of responsibility for and discretion in decision-making that is transferred by the central government. It can vary, from simply adjusting workloads within central government organizations, to the diverting of all government responsibilities for performing a set of what were previously considered to be public sector functions. So far, several types of decentralization have been identified: deconcentration, delegation, devolution, and privatization.

Deconcentration is the handing over of some amount of administrative authority or responsibility to lower levels within central government ministries and agencies, and it is a shifting of the workloads from centrally located officials to staff or offices outside of the national capital, or centre. Deconcentration, when it is more than mere reorganization, gives some discretion to field agents to plan and implement programs and projects, or to adjust central directives to local conditions, within guidelines set by central ministry or agency headquarters. It is often justified on the grounds of managing public institutions, including schools, more effectively or efficiently.

Delegation, on the other hand, transfers managerial responsibility for specifically defined functions to organizations that are outside the regular bureaucratic structure and that are only indirectly controlled by the central government. Delegation has long been used in administrative law. It implies that a central authority transfers to an agent specified functions and duties, which the agent has broad discretion to carry out. However, ultimate responsibility remains with the central government. In many countries, responsibilities have been delegated to public corporations, regional development agencies, special function authorities, semi-autonomous project implementation units, and a variety of organizations.

Devolution is the creation or strengthening, legally and financially, of sub-national units of government, the activities of which are substantially outside the direct control of the central government. Under devolution, local units of government are autonomous and independent, and their legal status makes them separate or distinct from the central government. Central authorities frequently exercise only indirect, supervisory control over such units. This is different from privatization, which is the total transfer of authority to private firms or individuals.

Fiske (cited in Abu-Duhou, 1999) viewed that planners in any given situation must decide what elements of the system- resource generation, spending authority, hiring, curriculum development, and so on to decentralize to what levels - regional, district, local, school site, they assign each of these elements. This leads one to distinguish between administrative and political decentralization, which is critical in devising a strategy for decentralization in schools. In education, decentralization is considered a management issue; hence a decision to engage in administrative decentralization can be carried out without extensive consultation outside the ministry or the government as a whole. Political decentralization, however, involves a multitude of stakeholders, both inside and outside the government, all of whom will have interests to protect or pursue.

Furthermore, the second distinction relates to the kind of power that is decentralized. The weakest form of decentralization is deconcentration, which is no more than the shifting of management responsibilities from the central to regional or other lower levels in such a way that the central ministry remains firmly in control. Delegation, on the other hand, is a more extensive approach to decentralization under which central authorities lend authority to lower levels with the understanding that the delegated authority can be withdrawn. Devolution, on the other hand, is the most far-reaching form of decentralization in that the transfer of authority over financial, administrative, or pedagogical matters is permanent and cannot be revoked at the interest of central government.

Based on this definition, it follows that devolution would involve the self-governance of schools or school autonomy. The move to the devolution of power places the emphasis on schools. It also recognizes that a central authority can no longer quickly or appropriately respond to the changing needs of all communities. It also indicates that decentralization refers to self-managing schools, instead self-governing as the term devolution implies. These concepts connote that decentralization occurs when a government or centre of authority determines that decisions formally made at a central level may be made at institutional level. Self-managing school is one for which there has been significant and consistent decentralization to the school level of authority to make decisions related to the allocation of resources. Resources include knowledge, technology, power, material, people, time, and finance. Therefore, decentralization is more administrative rather than political, since decisions at the

school level are made within a framework of national policies and the school remains accountable to a central authority for the way in which its resources are allocated; no doubt, decentralization is a highly political process, which involves substantial shifts in power.

Some believe that devolution of authority is the fundamental concept in SBM. Under this system of governance, schools become deregulated from the central authority. Corollary to this is one of expanded local control and influence with schools being given greater responsibility. The strategy of improvement is bottom-up change. Here, SBM is primarily an alteration in organizational arrangements in school systems. Authority and influence pass from higher to lower levels of authority. Under this form of SBM, the need for huge central bureaucracies diminishes as local schools take more of the planning and delivery burden from them. In the light of the emerging demand for accountability for student outcomes on the part of educators and the system, SBM makes the school site the focal point of such evaluation and places the burden at that site. Teachers, principals, and communities know their students best and can better plan the specific programs needed for their children. SBM usually includes an internal redistribution of the authority decentralized to the local school site. Increased influence at the local school site is shared with teachers, parents and other community members and, sometimes, students. Thus shared decision-making among key stakeholders at the local level is a feature of SBM.

Elements of Decentralization:

The elements or resources that are decentralized are those which have direct effect on student. For example, program, curriculum, time-allocation, and instructional strategies, etc. are the examples of elements that need to be decentralized within a framework of local, state or national policies and guidelines, and the school authority remains accountable to a central authority for the manner in which resources are allocated. Caldwell and

Elements of decentralization by Caldwell and Spinks

- *Knowledge:* decentralization of decisions related to curriculum, including decisions related to the goals or ends of schooling;
- *Technology:* decentralization of decisions related to the means of learning and teaching;
- *Power:* decentralization of authority to make decisions;
- *Material:* decentralization of decisions related to the use of facilities, supplies and equipment;
- *People:* decentralization of decisions related to human resources, including professional development in matters related to learning and teaching, and support of learning and teaching;
- *Time:* decentralization of decisions related to the allocation of time;
- *Finance:* decentralization of decisions related to the allocation of money.

Source: (Faustor, 1995)

Spinks in 1992 (Faustor, 1995) explained that these elements or resources include knowledge, technology, power, material, people, time and finance.

For Bullock and Thomas, the elements of decentralization are resources, broadly defined human and capital resources, which are transformed into learning and curriculum experiences i. e. knowledge and technology, as well as the autonomy of using these resources. In their view, the scope of decentralization includes admission, assessment, information and funding (Faustor, 1995).

In the reform process, some countries have gone all the way in extending the right of schools to make these decisions, some others have restricted the decentralization

flexibility to those decisions regarding curriculum, teaching and learning styles, rather than turning over the whole strategic planning effort to individual schools. On the other hand, while the method of delivery of programs is usually left up to individual schools, the meeting of national strategic objectives directly influences the program at the local site. So, it becomes necessary for school to develop a school development plan, which is based on the strategic plan of the system. Through negotiations with the central office, the plan is agreed to and time lines are set for the implementation. This plan becomes the document against which the school is evaluated over the coming academic years. At times, the plan allows for appropriate participation by school boards/councils, parents, principals and school administrators, teachers, and other interested parties.

In order to achieve better efficiency and effectiveness in resource management and

Elements of decentralization by Bullock and Thomas

- *Admissions*: decentralization of decisions over which pupils are to be admitted to the school;
- *Assessment*: decentralization of decisions over how pupils are to be assessed;
- *Information*: decentralization of decisions over the selection of data to be published about the school's performance; and
- *Funding*: decentralization of decisions over the setting of fees for the admission of students.

Source: (Faustor, 1995)

allocation, which SBM represents, some countries have delegated to schools a wide range of decisions related to resource allocations. Education systems in these countries experienced the imposition of performance and accountability concepts on schools. These arrangements demanded expertise in a

broad range of skills from the schools' governance committees, principals and the community; so the system has to capacitate them through professional and specific in-service training.

School-based Management (SBM)

School-based management normally refers to the initiatives taken for educational reform. However, it is an evident complexity in defining SBM, which makes it necessary to distinguish between the different types of SBM that are being run in different countries. In this context, an example of the two concepts of SBM is presented.

According to Malen, Ogawa, and Kranz, school-based management denotes a formal alternation of governance structures, as a form of decentralization that identifies the individual school as the primary unit of reform and relies on the redistribution of decision-making authority as the primary means through which improvements might be stimulated and sustained. Similarly, Candoli viewed SBM as a way for forcing individual school to take responsibility for what happens to the children under their jurisdiction and attending their school. This concept suggests when individual schools are charged with the total development of educational programs aimed at serving the needs of the children in attendance at that particular school, the school personnel will develop more cogent programs because they know the students and their needs (Abu-Duhou, 1999).

Normally, SBM is referred as a practice consisting of endeavours to decentralize the organization, management, and governance of schooling; empower those closest to students in the classroom i.e. teachers, parents and principals; create new roles and responsibilities for all the players in the system; and transform the instructional

process that unfolds in classrooms. This explains that the governance plan in which authority and responsibility for the functioning of individual schools are shared between centre and the school-based officials such as teachers, principals, school boards, etc. all these explains that the power and responsibility is shared by the professionals and collaborating colleagues.

Michaels explained that SBM reform model is distinct since it insists on markedly different agenda that include the individual school as the unit of decision-making, development of a collegial, participatory environment among both students and staff; flexible use of time; increased personalization of the school environment with a concurrent atmosphere of trust; high expectations, and sense of fairness; a curriculum that focuses on students' understanding of what they learn- knowing 'why' as well as 'how'; and an emphasis on higher-order thinking skills for all students (Abu-Duhou, 1999).

In fact, SBM demands greater participation by parents and staff in the policy and decision-making processes of the school. Decisions are made collectively and collegially by relevant stakeholders, not individually by the principal and school authority. Since opportunities exist for increased professionalism for staff and for parent-staff partnerships in the education of students, the concept sees that parents and teachers know their students best and that they can develop the appropriate programs needed by their children through co-operative efforts. The concept suggests that certain decisions are the purview of the local site and, thus, have precedence over the central office on these decisions. The development of these school-based decision-making groups and processes of school development planning are examples of moves towards greater decentralization. In simple form, SBM describes a collection of practices in which more people at the school level make decisions for the school. SBM often begins with a delegation of certain powers from the central office to the schools that may include any range of power from a few, limited areas to nearly everything (Abu-Duhou, 1999).

Need for SBM

Education is, by nature, subject to the demands of many constituencies. Governments, educational experts, parents, students and other members of society all have expectations of the education system. Each group has different values and priorities in education. Thus issues such as planning and resource allocation often become political issues, dependent on who is in power and which interest group has the strongest voice.

Many countries have moved towards a re-balancing of the power structure, a small bureaucracy, and a widespread growth of interest in transferring decision-making and resources away from centralized control towards the institutions where education is taking place. Therefore, several societies have moved toward school improvement through the creation of self-managed schools or often say SBM. Such reform is of particular interest to those who are concerned about school effectiveness or improvement through democratic, school-based governance with wide-ranging community and staff involvement. It naturally necessitates a revised management role for school authority and other stakeholders as well.

In fact, SBM is a governance reform designed to shift the balance of authority among schools, districts, and the state. This tends to be the rationale behind state efforts rather than district reforms. It is often part of a larger reform agenda that claims to

trade school autonomy for accountability to the state. Moreover, SBM, for others, is a political reform initiated to broaden the decision-making base, either within the school, the larger community, or both. But democratization of decision-making as an end in itself leaves open the question of who should be involved in which decisions. Still, there are those who view SBM as an administrative reform to make management more efficient by decentralizing and deregulating it. Here too, management efficiency serves the ultimate goal of the organization i. e. student learning. Another premise of this kind of reform is that the way to enhance student learning is to let educational professionals make way to enhance student learning, or allow educational professionals make the important professional decision. However, the core of SBM is the idea of participatory decision-making at the school site. Despite all the variations in rationale, the main objective is to enhance student learning. Participatory decision-making and school improvement is assumed to be inter-related.

Decentralization allows for more local community involvement in deciding schools' objectives and policies regarding the teaching and learning of their children. Many people are convinced that this increased community involvement has a beneficial effect on children's education. To allow this increase in local decision-making to operate, there has to be devolution of funding to the schools. This will enable financial support for educational plans, ensuring that resources are allocated to meet the priorities identified in the school's needs. The amount of devolution varies from country to country, but the trend is to devolve to the school as much as possible.

At the same time, some education system planners have spent great time and effort to work out funding formula based on learning needs of students. In some cases, devolution of budgets to schools indicates allocation of a lump sum rather than for predetermined categories of expenditures (e.g. teachers' salaries, materials cost, and so forth). This allows the local school and its governing board to determine how funds will be employed. The larger the ratio of lump-sum funds restricted by categories, the greater the amount of decentralization or SBM. Moreover, the ability to roll over unspent money is an important element in SBM. If schools are empowered to carry over budget surpluses from one year to the next rather than reverting balanced funds to the central authority, the degree of decentralization or SBM is more. This sometimes creates an ambiguity within the decentralization process. This ambiguity lies in the transfer of responsibility of resource allocation to the school except the retention of authority to assess, review, and redirect the activities at any school site. This balancing act can be seen to be difficult for principals. Resolution of these issues is achieved by a clear understanding of the limitations of the decentralization process. However, the focus of SBM remains on economic priorities, so the issues such as equity, social justice and equality of educational opportunities may be overlooked (Abu-Duhou, 1999).

Community Managed Schools in Nepal: An Overview

As mentioned earlier, Nepal started the policy of management transfer of community school from the year 2002. The World Bank under the Community School Support Project supported the policy in scaling up the transfer of schools management to communities. In spite of these initial endeavours, Nepal has made some attempts at present even if community involvement in education has been existent from the beginning of the Nepalese educational history.

Ministry of Education has legal provisions for implementing the policy of school management transfer to the local community such as SMC, VDC, Municipality and the NGO. According to the Community Managed School Directives, those schools' management could be transferred who receive regular funding from the government, have government's teacher position, and have an authorized and functioning SMC. In addition, school management transfer process can be forwarded with the formal consensus of SMC, recommendation of the local bodies and approval of the local guardians. Later, these provisions were revised in 2007 and community could take the management of those schools that do not receive regular government funding and do not have recognized teachers' position.

Ministry of Local Development (MLD) with the support of UNDP also took initiation for running community managed schools, known as COPE school. COPE was introduced to respond to national commitment on Education for All, Millennium Development Goal, and Universal Primary Education Campaign. It was launched in six districts in April 2000 by MLD, with the support from UNDP and in close collaboration with MOE. COPE was an experiment with an alternative mechanism in the planning and management of primary education. COPE was introduced for ensuring universal coverage of primary education in COPE areas. Under this program, local community had established 120 primary schools in six program districts. Local communities/School Management Boards were capacitated to manage, monitor and run the school for their children who were deprived from schooling facilities. Within a few years of its implementation, it showed if the local community are entrusted and empowered to own and manage schools, equitable access to quality primary education could be promoted even in backward and poor communities.

Recently, government of Nepal has made the provision of mainstreaming Madrasa, Gumbas and Pathsalas as the partner institutions for achieving the goal of education for all. Norms and guidelines have been developed for mainstreaming these schools. They are motivated for registration. A coordination committee has been formed. These schools are encouraged for adopting and adjusting modern school curriculum.

Legal and Policy Provisions for Community Managed Schools

The concept of 'community-managed school' has emerged as a response to community needs and demand for access to and quality of education. Advent of community-managed school is the result of the participatory approach and decentralization policy. Ken Ohashi observed that the transfer of schools to community management represents much more than reforms in the education sector. It represents a new way of thinking in Nepal's development administration about creative processes that put recipients at the center, empowering them to manage their own resources and allowing them to define their own future (The World Bank, 2003).

Since two decades ago, local involvement in education was felt necessary by the government. Several educational commissions formed before identified ways for education development with strong recommendations to decentralized management system in education. In the same way, Local Self-Governance Act, 1998 has emphasized local autonomy and decentralization. As per this Act, local bodies should do all types of developmental works. The Seventh amendment (2002) to the Education Act is also associated with the devolution in education management; however, it has some controversy with LSGA, even if various attempts have been

made for the devolution of authority and delegation of responsibility to improve education. These attempts are the parts of educational reform. One of these attempts is taking the school management responsibility by community.

Legal Basis before Restoration of Democracy: The National Education System Plan (NESP, 1971-76) shifted the responsibility relating to schools to the government. It thus curbed the community's participation in education; however, the plan expected greater local participation in terms of assistance for the development of physical facilities and the teaching learning materials. It shifted the decision making authority from the school management committee (SMC) to the District Education Committees (DECs) and the District Education Offices (DEOs). But the plan did not link financing responsibilities and authority to make decisions regarding planning, management and curriculum (CERID, 1998). This created several issues in the development of education. Consequently, decentralization of educational institutions was reinstated in 1981. The initiation was further strengthened by the enforcement of Decentralization Act 1982. In 1996, Ministry of Education and Culture (MOEC) issued a policy paper consisting the decentralization of educational activities. Accordingly, DDC and SMC were accorded a higher degree of decision making authority (CERID, 1998). With revision of Education Regulations in 1992, the government has tried to delegate certain power to the community; interested Municipalities and Village Development Committees were expected to manage the schools in their locality.

Government's Initiation after Reinstating Democracy: For the involvement of local people in local development discourse and development management, Local Self-Governance Act, (1999) was enforced. This Act provides rights to the local communities to manage for development activities in their own area. The Act thus was considered a turning point in the decentralized government in Nepal. The Act provides a regulatory frame and autonomy to Local Bodies (LB) so that these LBs could manage and conduct pre-primary education and non-formal education programs in their territories. However, the Act bestows very little authority regarding the devolution of primary education. But VDCs could monitor and regulate the schools run within their territories and assist primary schools to provide education in mother tongue. In the same ways, the municipalities could also assist in managing schools within the territory and recommend for establishment and closing of schools, assist primary schools to provide education in mother tongue and manage for quality school education. According to the LSGA, DDCs are focal points of decentralization and have authority to recommend for establishment of schools by setting priority within the district, and to recommend for approval and closing of school.

The high-level task force on education (HLTF, 2001) recommended the government to empower the local communities to run the schools on their own. The task force suggested that SMCs should be given authority to manage schools including the recruitment of teachers. Unless teachers are appointed by SMCs, they would never become loyal to schools. The HLTF also suggested MOES to providing block grants to schools based on student-teacher ratio. As the first step towards handing over the schools to the LBs, the HLTF recommended to change the names of public schools as community schools. This recommendation has been rightly reflected in the Seventh Amendment (2002) to the Education Act, 1971. However, there are still confusions in the roles and responsibilities of SMC, VEC, and other LBs in this regard.

The Seventh Amendment to the Education Act and amendment of Education Regulations (2002) includes several provisions in line with the decentralized school management. Since this revised Act, School Management Committee (SMC) has been formed by the parents. The SMCs have been empowered by additional authority in line with the administrative and development functions, i.e. authority to teacher recruitment and transfer, head teacher recruitment, school level planning and monitoring. The Act and Regulations have made the provision of Parent Teacher Association (PTA) for supporting the school management in instituting practice of good governance in schools. In addition, the following has been defined as the role of LBs:

- District Education Committee (DEC) has been made responsible, among others, to develop district education plan, motivate VDCs and municipalities to provide financial support to community schools, generate resources for schools, and provide available teachers' quota to primary schools based on student-teacher ratio.
- Village Education Committee (VEC) will be established under the chairpersonship of the chair of VDC/or any other person appointed to monitor and regulate/manage schools within the VDC area. Regarding primary education, these VECs are to encourage school going children for their enrollment in primary schools. The VECs are also expected, among others, to develop profile of children, assist SMCs in identifying local resources and their mobilization, distribute the resources among the schools, monitor and supervise schools and provide suggestions to SMCs, head-teachers and teachers for quality instruction, develop educational plan and get approval from Village Council, monitor village educational plan and activities, motivate teachers and provide incentives and recommend for new schools based on school mapping.
- A parent-led SMC will be constituted in each community school to regulate and monitor school activities. These SMCs are expected, among others, to mobilize resources, maintain and update school records, appoint teachers from among the license holders, and constitute Parent Teachers Association (PTA).

Similarly, National Planning Commission prepared Medium-Term Expenditure Framework (3 years rolling programming and budgetary framework). This framework has prioritized the activities to be performed in the three years starting from fiscal year 2002-03. The MTEF for education sub-sector clearly defines-(a) primary education as its first priority, (b) decentralization of necessary authority to the SMCs (c) emphasis on the empowerment of SMCs for improving school management system.

The Tenth Plan is the major intervention on the way of educational decentralization. With the provision of community empowerment, the management of government aided community schools was expected to be transferred to the local community. During the plan period, 8000 schools were targeted to be transferred. To achieve this target, the plan adopted two major strategies such as empowering SMC/Municipality/VEC by providing educational management training, and handing over currently running government aided schools to local community and monitoring them under a regulatory framework.

Public Expenditure Review Commission (PERC, 1999-2000) in its report recommended providing block grant to DDC to run the schools and the MOES has

made its commitments in the MTEF to empowering the local bodies and moving gradually towards decentralization. Sustainable Development Agenda for Nepal (2002-2022) mentioned in its clause 5.4.1 that government run schools in rural sectors often suffer from poor instruction quality, teacher absenteeism as well as shortage of books and other educational materials. Since these problems call for the action of local community, the Agenda recommended for 100% attendance of primary school children, which requires close monitoring by the local bodies.

Education for All (EFA by 2015) National Action Plan has a target of 100% enrollment of primary school aged children by 2015, with a cycle completion rate of 90%. It has committed itself to assure fully free and compulsory primary education, which especially focuses on girls, disadvantaged groups and minorities. To achieve the target, the plan envisages enriching partnership among the local bodies, local institutions and NGOs through network mechanism. The EFA (2004-2009) Core Document stated that one of the strategies for improving efficiency and institutional capacity is the transfer of school management to the community as a way of shifting from the centralized management to community-controlled and school based planning and management. It is expected that community managed schools will have effective school-based monitoring with greater involvement of parents in their children's schooling, and better accountability of teachers to the school and community. This assumption, as revealed by supervision report 2006, came true in community managed pilot schools under Community School Support Program (CSSP). The report further shows that one of the main reasons for selecting and developing these schools as pilot schools was assertiveness and capability of the head teachers (Bhomi, 2007).

Immediate Action Plan of Ministry of Finance (MOF), 2002 indicates the prioritization of basic and primary education, the funds for which will be changed through local bodies beginning fiscal year 2002-03. In order to empower local bodies with more resources and fiscal decentralization the action plan mentioned four major criteria: such as formulation of procedure for transferring management of primary schools to communities; transfer of public primary schools to community management and regular grants to school management committees in the form of block grants; recruitment of primary teachers handed over to school management committee in community schools; and freezing of recruitment of primary teachers by the government. Furthermore, a Concept Paper on Decentralization Management (2002) prepared under the initiation of Program and Monitoring Section of MOE explains past and current effort on the decentralization, analysis of task and responsibility of all hierarchy, guidelines for local funding, decentralized planning process and required practical interventions.

Community Owned Primary Education (COPE) Program Document (1999) developed the concept of community owned primary school, its operation guidelines and financial management procedure. The COPE program was piloted for ensuring universal coverage of primary education; improving quality and efficiency of primary schools; establishing community ownership and management of primary schools; and decentralizing primary education planning and management to VDC and community levels. The program has strategies and principles such as social mobilization as the entry point, community management and ownership of school and teacher; targeting girls and poor, disadvantaged children, preparation and recruitment of women teachers, emphasis on quality education, activity-based teaching learning, local level capacity building, institutional partnership at local,

district and national levels, process monitoring and achievement testing, cost-effective interventions, cost sharing and cross subsidy, and sustainability assurance. Implementation of COPE has established an outline to develop the new concept and strategy for education devolution.

Community-Managed School Operational Directives 2002 (revised in 2006) mentioned the criteria of school selection, process of giving authority to community, the roles of DEO, SMCs and HT for such schools, teacher management, financial management, school community relation, need for school improvement plan, supervision, monitoring and evaluation, incentive grants and so forth. In addition, the Education Regulations state the teacher management procedures in these schools. SMCs are made responsible for recruiting permanent teacher and promoting them. Based on this manual, Department of Education has been implementing the Community School Support Project.

The Interim Constitution of Nepal (2006) made the nation a welfare state and education became a fundamental right. The people have the right to get basic education in their mother tongue and government is responsible for providing free education up to the secondary level. The Constitution ensures people participation, self governance, and democracy as a major objective of the nation. Since the government is to be restructured and local self governing bodies will provide public service to the people locally and democracy will be institutionalized from the bottom with meaningful participation of the people in governance, education becomes the matter of local affairs. In line with the motives of the Constitution the Three-Year Interim Plan (2007-2010) also articulated education as a main vehicle for national development. Decentralization has been regarded as the major strategy for implementing educational programs. The plan expects to achieve quality education through the local empowerment, social inclusion, accountability, good governance, autonomy, and social auditing. For this purpose, School Sector Reform (SSR) plan will be launched.

School Sector Reform (2008) has been initiated with the spirit of the Three-Year Interim Plan. Initially, it has been implemented in three districts as a pilot program and it will be extended in all districts by 2009. The program document has the major objective of extending primary education up to grade 8 and 12 years of school education. The decentralization approach has been accepted as the major strategy of program implementation and local level empowerment is the major objective. Basically local bodies are accepted as the focal point of the education governance.

Nepal has good experience in community participation as to some extent; educational programs implemented on the basis of community participation were successful. Based on this experience, SSR has planned to adopt the decentralization approach as the major strategy of program implementation. Education governance becomes a shared responsibility of the central and local governments. The relationships of authority and accountability between the national, sub-national, and local levels will be fully aligned with any future changes in overall government structure. And school management functions will remain with SMC. The emphasis will be placed on school-based management accountable to parents and children. As the strategic option MOES will retain responsibility for policy formulation, coordination, planning, budgeting, and monitoring progress towards national policy goals and strategic objectives. In the same way, local bodies are considered as the focal point for program implementation. As SSR mentioned:

Local government will prepare evidence-based, periodic plans for providing all school-age children with basic and secondary education through formal and alternative modalities. Local government will also identify potential barriers that may inhibit children from attending school. Strategies for formulating such plans include: school mapping, situational analysis, and information from other sources. School establishment, upgrading, merging and relocation will be planned based on the evidence, and the plan will be implemented in a phased manner. One strategy for providing support to local governments is to use the existing technical structures at the district level (such as Technical Schools, and Education Training Centres, and other professional forums) for the planning and delivery of educational services.

Local government will take the initiative for the establishment of new schools. In view of the fundamental differences in objectives between basic and secondary education, schools will be encouraged to operate as separate entities for basic and secondary education. To maintain focus and direction at the institutional level, the tertiary education programs will not be encouraged or sharing school's facilities and resources.

Local government will be responsible for both alternative and vocational education and training. Alternative education programs could be based on: (i) settlement patterns (seasonal migration, small hamlets, etc.); (ii) language and religion of the community; and (iii) demand for alternative forms of schooling.

Short term vocational training could be offered by either public or private providers. Local governments could encourage private providers to deliver such services through subsidies, scholarships, or any other appropriate measures.

Options for decentralized governance and management of schools include: (i) entrusting the VDC/municipality with the responsibility for basic education (ii) entrusting only those VDCs that have adequate capacity and readiness to manage basic education. In the second case, the government will work towards developing VDC capacity, meanwhile entrusting the DDC with these tasks.

In line with the decentralized school governing system, the program document has clarified role and responsibility of the SMC and the management model for the community schools as below:

School-based management will continue through a SMC which will report to the parents for school performance and to the local government for compliance with regulatory requirements including social inclusion. Decisions regarding school curriculum including local content, performance targets, the school calendar, classroom organization, and instructional methods will be made at the school level. Head-teachers will have greater roles in academic aspects (such as teacher assignment and professional supervision) and administrative aspects (such as maintaining teacher schedules, maintaining records, managing non-teaching staff, etc.). They will also be given authority to set standards, appraise teacher performance, and use performance appraisals for feedback. The SMC will have an important role in making performance contracts with the school Head-teacher. In order to ensure autonomy of schools, the authority of the SMC will not be curtailed.

Review of Previous Studies

A Study on Devolution of Primary Education in Nepal, UNDP (2002)

The study has reviewed various legal provisions in terms of decentralization. Also the report has analyzed the issues and challenges regarding primary education

policies and practices. At the end, the report has recommended some typical way outs to manage primary education by local level. The recommendations are to (a) clarify the objectives and justification of the devolution of primary education as it could not be interpreted merely as a political agenda, (b) decide on the level of local bodies- DDC, VDC/Municipalities or community/SMC to target devolution of primary education, (c) constitute a 'task force' involving key actors of MOE and MLD to work out details regarding the content and modality of the devolution of primary education, with one or two facilitators having experience in devolution of primary education, (d) decide on components of primary education to develop initially and in a phased manner, (e) prepare 'orientation guideline' for the devolution of primary education through wider consultative and participatory process, (f) carry out an institutional review for capacity development package, (g) develop criteria for fixing the size of earmarked grants-in-aid to districts for primary education as well as for allocating this fund to different functions and purpose at the district level, (h) empower and prepare local bodies to mobilize resources locally for enhancing the quality of primary education, (i) resolve existing contradictions and inconsistencies in policies, Act and regulations in the context of primary education, (j) start work towards the formation of local service cadre, and (k) initiate working towards the devolution of lower secondary and secondary education as well.

Community Owned Primary Education Program (2002), Report on Mid Term Evaluation

UNDP/Nepal has been assisting the government of Nepal in the devolution of primary education. For the establishment of a model of community owned primary schools, UNDP and MLD were worked together as per pilot basis in six selected districts. They have already operated 90 primary schools with the initiation of local communities and local bodies. Basically, close monitoring, supervision and cooperation of community, female teachers recruitment by school management committee, and creating School Endowment Fund are the main characteristics of COPE schools. According to the evaluation report, the study found that all children were regular in class and they participated in variety of school activities; local female teachers were successful to bring more girls to schools and establishing close link with mothers and community. Similarly, the study found 100% retention of girls and disadvantaged children in the school. Student centered teaching and learning, and continuous assessment system were the other good practices. The school endowment fund has been created for each school with the fund raised from different local sources and subsidies from COPE program, which is evidence of sustainability and ensuring for school operational cost. In brief, the report concludes that even if there is some duplication, confusions, and lack of understanding, COPE program has presented a good model of devolution of primary education contributing directly to meet the EFA and UPE goals.

Management Transfer of Community Schools

The study was conducted under the FRP with a view to identify conditions and support needed for community for the successful management of CMS, and to suggest strategies for rapid expansion of CMS.

The study found that HMs, SMC members and Municipality were the major actors for the management transfer of community schools, and expectation of community members in participating in the school's affairs and their aspiration for involving in the decision-making process motivated them for the management transfer.

Expectation to get additional human as well as financial resources for improving school's facility and quality of instruction motivated school authority to hand over the school's management to the community; however, lack of awareness in parents and community people prohibited giving momentum to the process of management transfer. Teachers Union's antagonism forbade the effort to speed up the process of management transfers, and insurgency and conflict situation further resisted the effort of management transfer. Even if management transfer of school stood on weaker legal base, CMS was able to enhance the access of Dalit and disadvantaged children. Similarly, teacher's regularity was satisfactory and stakeholders' concern on local school rose gradually. However; local monitoring has not evolved in CMS strongly and it depended upon the traditional sources of funding for running the regular as well as development programs. No doubt, local bodies and NGOs supported CMS, but their support depended on their wish and desires. The study found that CMS is required to stand as an organized educational institute.

For the successful management of CMS, the study suggested that SMCs should be aware of their roles, functions and authority before the management transfer, and school should motivate parents for their regular visits and should arrange parents' conferences regularly. Similarly, SMC should make effort to tap local resources and mobilize them for the development of schools and school should develop minimum standards required for the students' and teachers' attendance, and operational framework, and have performance evaluation of teachers and HT. DEO should develop capacity of SMC and HT so that they could run CMS as an organized institute; DEO should be made capable of providing technical support to CMS and functional groups.

For the rapid expansion of CMS, the study suggested to conduct strong social mobilization program, make provisions related to management transfer in the Education Act or Education Regulations instead of issuing any directives or making administrative decisions, provide incentive grants in time and fulfill the promises made by the government immediately, make school funding mechanism simpler and CMS friendly, disseminate the real intents of management transfers and clarify that it is not responsibility transfer by the government, give priority to CMS for providing development grants, release regular as well other funds, distribute scholarships and other incentives, encourage and involve local bodies in the matters of CMS, motivate and encourage them to develop their own education policy and programs, start public debate and dialogue and discussion with Teachers' Unions and CMS and stop issuing contradicting directives.

Reflection

- The concept of decentralization was enforced as a governance tool to devolve more authority from the centre to the local or institutional level. Therefore, restructuring school governance is a need when one ties the trend of decentralization. However, SBM was developed from effective school research apart from economic and other factors outside the realm of schools.
- SBM confirmed that the concept refers to the management of resources i. e. knowledge, technology, power, material, people, time and finance at the school level rather than at a system or centralized level. Even if schools are given more control over the direction that the organization will pursue, its goals and strategies for reaching them are primarily determined at the school level. Control over the budget is considered as the heart of SBM efforts. Closely

connected to budgetary discretion is control over the defining of roles and the hiring and development of staff. At the other extreme, schools are given control over the curriculum. School-based curriculum refers that each school decides what teaching materials are to be used, as well as the specific mode of delivery. Staffs determine their own professional development needs, and the structures within which the educational process is to be unfolded.

- More and more countries see the value in having an education system where the local community has influence over resource inputs to schools and expected outcomes. School authority and staff use more responsibility and freedom.
- Management transfer policy in Nepal was implemented in line with the SBM where school has been given knowledge, technology, power, material, people, time and finance at the school level rather than at a system or centralized level. The policy objective is to enhance participation of community members in school affairs so that they could develop their own strategy and use the resources to warrant the goal of school.

CHAPTER III

Study Design

The study aims at exploring and uncovering the issues that tend to create gaps in the implementation and the factors that contributed for the success related to the community managed school in a context specific manner. The focus of the study is therefore more on community managed school practices in the background of changes occurred in them after the take over of the responsibility of school management by the communities. Since it also interprets the contributing factors for successful operation of community managed schools and their sustainability, the study is closer to the interpretative school of social science, which is concerned with qualitative aspects of the methodology. Later, identified issues and factors were compared with policy provision to identify innovative departures in school management.

The study also followed the case study method to document the issues of implementing the policy and strategies of community managed schools. As each school's context is different, the study tried to cover contextual conditions with the use of multiple sources of evidence. The study was carried out in a natural setting using exploratory approaches which explains the multi-faceted dimensions of community managed schools.

Study Procedures

Review: With a view to establish conceptual premises of community managed school and management transfer, pertinent literature was reviewed. Moreover, the study reviewed the educational policies and development paradigms with respect to decentralized reform and management transfer. The study also went through the current Education Act, Education Regulations and other documents to analyze the provisions related to community schools, and the roles and responsibilities entrusted to their managers. Moreover, previous studies were also reviewed.

Development of standards for selecting school: During the discussion with DOE staff members, it seems that DOE identified successful schools based on the following standards:

- Physical facility management: building and other facilities
- Classrooms: sitting, display of educational materials, furniture, carpeting, etc.
- Academic management: subjectwise achievement rates, pass rate, use of educational material in learning process, status of teacher training
- School community relations: eagerness of community, parental visits, monitoring, community support (land, fund, furniture, volunteer teaching)
- School environment: physical environment (fencing, sanitation, drinking water), academic environment (uniform, stationery)

However, these standards are not official, they are merely working ones. The study identified successful schools based on the discussion with DOE and DEO staff members. Other indicators were also considered for the purpose.

Selection of District and School: To collect field data, 5 districts were selected. From these districts, altogether 15 schools were visited to generate data. From the discussion with DOE staff members, the experience of researchers, and the

topography of the country, the districts of Jhapa, Udayapur, Chitwan, Syangja and Dadeldhura were selected as sample districts.

Discussions with DEO staff members were organized to identify schools in the respective districts.

Consultative Meetings with DOE and DEO Staff members: Discussions with DOE staff members were made to collect their perception and reaction on the policies, programs and different aspects of community managed schools. At the district level, discussions with DEO staff members (DEO, School Supervisors and RP) were made to solicit their views and ideas about policies, reaction on the current provisions, capacity development procedures, and the current realities and context of the community managed schools with regard to different aspects of management such as planning, access, quality, financing, partnership with community members, teacher management, etc. The discussion was exploratory in nature which provided insight into different facets of the issue of community managed schools.

Interview: At the school level, interviews with HT, SMC and PTA members were administered. Interview was focused on the functioning of the schools, success stories, people's participation, activities of SMC and PTA, capacity development, and so forth.

Focus Group Discussion: The ideas and perceptions of teachers and local parents on the issues of community managed schools were solicited by arranging focus group discussion session. These discussions facilitated to unveil their understanding about community managed school and its functioning, and also to provide explanations for their perceptions. Moreover, the discussion provided grassroots' perspectives on key issue of community managed schools. A total of 3 focus group discussions were arranged in each school and its community.

Review of School Documents and Archival Records: School minutes, supervision diary, administrative report, letters, circulars, etc. were reviewed to get relevant information.

Observation: Observation of school and school environment was made to trace the functioning of a school.

Preparation and Use of Study Tool: Semi-structured and open-ended interview schedules and focus group discussion protocols, observation sheet, and school survey forms were prepared and used to get information for the study.

Organization of Experience Sharing Session: A one-day experience sharing session was organized at the headquarters of the districts. In the session, various stakeholders, such as HTs, SMC and PTA chairpersons of sample schools, DEO, school supervisors and RPs, representatives of Teacher Union participated. The workshop was arranged after collecting the data. The session was expected to validate the data and also help in explaining the information. Such session was also organized at the central level, where staff members of DOE and FRP took part.

Data Validation

Besides the above techniques, the multi-stakeholders workshop held at the district level, peer review in the field and external audit also formed the strategies to assure the trustworthiness of data. For the external audit, consultative meeting at the centre was organized, where staff members of DOE and FRP took part.

Data Analysis and Interpretations

The data collected from multiple sources resulted in a vast accumulation of source materials covering different perspectives. These materials were reviewed, assessed and utilized for the analysis. As the study process involved interactions, meetings and discussion with different persons, they provided different perspectives to enrich the study contents.

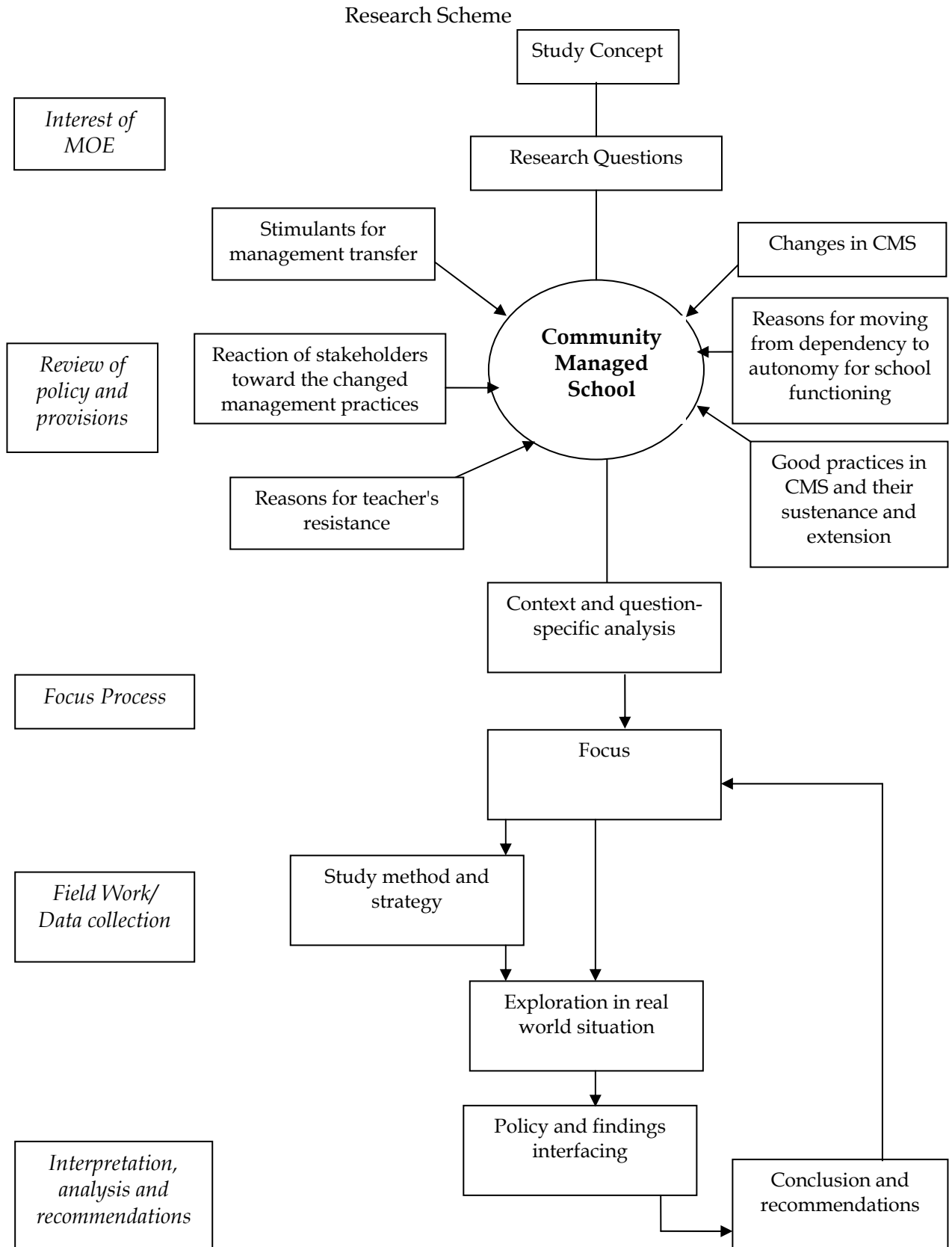
Review of data, verification, assessment and data reduction were the part of data analysis. Data was presented as vignettes or stories and they were coded by creating logic and relationship. Categories, themes and patterns were generated based on the emphasis given, frequency and critical features of the information, and the way they were linked with policy.

Research Scheme

The central theme of the study was the issue of management transfer of community managed schools. The study made attempts to examine what stimulants were there for management transfer. The study also tried to record the reactions and perceptions of various stakeholders such as parents, teachers, community members, and of course, policy makers and implementers of the policy. The study tried to list good practices of the community managed schools.

The study made an attempt to discuss the theoretical aspects of management transfer so as to link them with policy and actual practices in the field. The field reality gave way to have an interface with the policy. Thus, conclusions were derived and recommendations were made based on the analysis of these information.

The schematic diagram of research is portrayed as following:



CHAPTER IV

Stimulants for Taking Managerial Responsibility of Community Schools

With a view to identify the stimulants for taking managerial responsibility of community schools, stakeholders such as staff members of DOE and DEOs; school authorities like SMC members, HTs, teachers; parents and community people; and the officials of Teacher Union and Community School National Network (CSNN) were contacted. In this section, views and reactions of these stakeholders are analyzed.

Central Level Authority and Stakeholders

Director General (DG) of DOE asserted that the move of granting management responsibility of local school to the community was to devolve the authority of school management to community. So, this kind of reform naturally promoted the decentralization of education in the country. The intent of this reform was to equip community people with authority so that their meaningful involvement in school planning, management and evaluation could be ensured. The DG expected that such move would finally develop a sense of school ownership among the parents and grassroots level stakeholders. When the DG said the move ensured the involvement of community people in school affairs, he meant that their involvement was ensured to foster school-community relations, to monitor school activities and to engage the community in school's management. He believed that such efforts would lead to support teachers and engage them in classroom activities which contributed to enhance learning outcomes. Therefore, the overall policy objective of CMS was to improve the quality of education.

For the chairman of CSNN, management transfer aims to unfold many things as lesson. He thought management transfer policy helped to reduce the gap between private and community school, increase the number of school going children, decrease drop out rate, improve the quality of education, and monitor activities of teachers, and improve overall management of the schools with the involvement of local community. One of the members further stated that there was a huge gap between community and private schools. Even if the private schools did not have qualified and trained teachers, and other facilities, the achievement rate is higher compared to community schools. But parent's involvement in CMS was very high which contributed to increased quality learning. In many community schools, parents did not spare time for their children. Therefore, the policy was launched to involve parents in the learning of their children and school affairs.

In contrast to these views, the president of Teacher Union had the notion that the policy was introduced for controlling teachers, not for improving quality of education. He viewed that the quality of CMS and other community schools was not very different. He mentioned that Teacher Union was ready to assess the quality of these schools from an independent body of experts. He thought the much talked about quality improvement was superficial. In his opinion, this policy was implemented with donor's support and intention. This was a donor driven-policy. This policy might work better in donor's own country, because the social and economic conditions would be better and conducive there. But the situation is different in Nepal. Community people are not even aware of the role of education

and school. These people are socially not so advanced and economically too they cannot support. That is the reason why the policy could not yield the expected result, the Union president commented.

The president mentioned that they did not oppose the policy of management transfer, but he claimed that the policy was introduced before the community was prepared for shouldering this responsibility. He believed that community people were not ready to assume the responsibility of school management. He maintained that community members and parents were educationally not that advanced and economically not well enough. On account of these reasons, local people could hardly manage the school and school affairs, and provide necessary funds for school operation. Because of this, teacher union opposed the policy. He further added that the policy was not discussed at greater length with stakeholders like them; so they were against the policy. According to him, CMS was not run by actual parents, rather by some elites. He suggested that awareness should be created in community before introducing such kind of policy.

He further stated that the reform process did not honour the important stakeholder, like Teacher Union. For example, Teacher Union was not consulted during the development of the reform policies. Teacher recruitment authority was given to SMC, but did not explain how the SMC should recruit the teachers, etc. Teacher Union acknowledged that community members should be involved in school affairs, but their involvement should be confined to supportive role. The president further believed that educational management system would definitely change in the changed context; however, the centre should have a comprehensive education policy to this effect.

District Level Authority and Stakeholders

According to the DEO staff members of Syangja district, the policy was enforced because the government could not be able to control and oversee all the schools. The policy makers thought that it would be better to involve local people to cease the chaos and mismanagement in local schools. Therefore, the policy was introduced. The policy of management transfer contributed in involving local people slowly and gradually for controlling the school. This policy further empowered the community people and made them responsible and accountable for school management. In Chitwan and Jhapa districts, DEO staff members stated that the policy was enforced to increase the feeling of ownership, responsibility and accountability of local community towards school. The DEO recalled that before 2028 BS, all the schools were controlled and managed by local community. The quality of education also decreased between 2028 BS to 2050 BS. The policy was practiced to increase the level of ownership of local people in school related affairs. In fact, the policy was introduced to maintain status-quo ante. At present, the pace of management transfer was slow because the government stopped providing incentive grants. In Jhapa, 68 schools (and levels) did not get the grants. Similarly, in Udayapur, the number of schools and levels were 111 that did not receive the grants yet. The staff members of these districts stated that such kind of situation did not deliver the right messages to the community, and de-stimulated them for taking school's responsibility.

In Syangja, the chairperson of Teacher Union viewed that the transfer of school management very much was influenced by DEO staff. He explained that DEO staff motivated and compelled sometimes, HT and SMC members to expect good benefits from the management transfer. These staff explained that DEO would provide

different facilities like teacher's relief quota, additional fund etc in order to draw the attention of the local community toward the intended transfer. Since schools are severely hit by the shortage of teachers and funds, the school authorities easily chose the option. Sometimes, DEO also exerted pressure on the school authorities for the intended management transfer. In fact, the centre developed management transfer policy and DEO and DEO staff implemented the policy "by hook or by crook"; they did not think the impact of the policy. The chairpersons also revealed that the government has not been able, any longer, to control the school. So, the policy of management transfer was implemented. He further added that donors also influenced the policy-makers for implementing this policy. Donors pumped the fund and they wanted to empower and strengthen community. Therefore, this policy has been implemented. Teacher union of Dadeldhura opposed the policy. The Union was against CMS because the government did not have long term vision about the policy, whether it would be continued or not. The Union also felt the community was not able to tolerate the burden of school management. Besides, uneducated SMC cannot properly manage the teachers. In the views of Teacher Union president of Jhapa, most of the schools have taken the managerial responsibility in order to get money and relief grants. He stated that CMS policy has been brought into effect without the discussion with the counterparts. Besides, he added that local community does not have leadership quality to manage and control the schools as expected.

School Level Authority and Stakeholders

SMC Chairperson of one of the schools of Syangja district stated that they had upgraded the school level from primary to lower secondary which brought financial burden to parents to pay the salary of teachers from available resources. Therefore, the management was transferred for the sake of financial assistance. He explained that the school received Rs. two hundred thousand and relief grants for two teachers. With this amount, they decided to buy land where they could construct a building for the school. The chairperson further added that parents became more active after taking school's management responsibility. They contributed free labor during building construction and visited DEO as per the need of the school. Though SMC Chair did not have idea about Educational Act, Regulations and Directives, he said that management transfer policy has given more emphasis in inclusion, empowering Dalits, Janajati, women and marginalized groups. SMC and PTA members had similar view on the issue. They further added that they heard the school would be turned into community school after 2070 VS. If they did not take the responsibility now, they would not get financial incentives and relief grants. In fact, financial incentives and relief grants were the stimulating factors for taking school's managerial responsibility. In contrast to these opinions, the HT stated that DEO and education policy somehow compelled them to do so. He further viewed that they became ready to do so in order to get financial support and relief grants. Parents also stated that managerial responsibility of school was taken to get Rs. two hundred thousands and quota for two teachers as relief grants.

SMC Chair of another school felt that there was a huge gap between private and community schools. He pointed out that the government failed to fulfill the requirements of public schools. As this process was a partnership program between community and government, government's role should be to form the policy, regulate, observe and control the schools as per the need. HT and teacher pointed out that the quality of education has been increasing due to mutual relationship between community and government. Moreover social inclusion was another issue that the

policy was found to have addressed. They further stated the reason of taking the responsibility of management to improve the quality of education, observe the activities of students and teachers, increase the willingness of parents, and get financial support and relief teacher's quota from the ministry. A political party was against this and warned local community not to takeover the responsibility; however, local community became ready to practice this decision.

School authority and PTA members of another school also had similar opinion that the management of school was transferred to local community because government could not control and monitor the schools. If local community was involved in the school, they could do anything for the school. The policy granted power to local community to manage school. Hence they could closely observe school, teachers, and students, and in the long run, quality of education would be improved. The HT viewed that management was transferred to increase awareness and feeling of ownership of local community to school. Affluent parents used to send their children to private schools whereas poor parents send their children to community school. To make the school work at par with private schools, parent's involvement was deemed necessary. Parents maintained that they decided to takeover the management responsibility of community school in order to improve the quality of education and to develop a feeling of local ownership.

In Dadeldhura district, SMC chair and members of a school stated that parents were not worried about school and the education of their children thinking that government should be responsible for all school affairs. But in reality, school belongs to community. It is therefore, government has implemented this policy of management transfer to the community. The DEO also forced them to take the responsibility of school. HT and teachers stated that school was in financial constraints and therefore the school decided to take the responsibility of management in order to get Rs. one hundred thousand and one relief teacher grant. SMC Chairperson of another school maintained that management transfer was for increasing the participation of local community into school affairs. On the other hand, government was unable to run, observe and manage all the schools in the country. So, this was a practice to make parents responsible for the management of school. However, the other member of SMC stated that they were in need of money and teachers quotas. HT also explained that the school needed money and teachers to run lower secondary level. Teachers viewed that community took the management responsibility to improve quality of education and physical facilities. However, school was constrained by resources, so they took the management responsibility for money.

In Udayapur district, according to HT of one of the schools, local community decided to take the managerial responsibility of school in order to get Rs. one hundred thousand and improve physical facilities. Besides, government was sharing the responsibility with SMC, teachers and community. Teachers stated that management responsibility was taken to enhance the community school relationship. Besides, school got Rs. one hundred thousand which was the real need of the school. In addition, they got a relief teacher grant to run lower secondary school. Parents stated that the economic condition of school was really poor. Local community had to pay the salary of teachers employed on private resource. Therefore, parents became ready to take the managerial responsibility of school for getting Rs one hundred thousand and one relief grant for teacher. SMC Chairperson of another school stated that school really belonged to local community from long time back. After 2028 VS,

government failed to supervise and observe the schools, so school has severe problem in quality and physical facility. To resolve these problems, community took the managerial responsibility. Besides, school got Rs. one hundred thousand and a relief teacher quota after this process was initiated. HT and teacher explained that the real cause of management transfer was to get financial support and relief grants.

In Chitwan district, SMC Chairperson of one school disclosed the history of school saying that they were about to close the lower secondary level due to the lack of teachers who were employed from school's own resource. Later, he knew about government policy about decentralization and informed teachers and parents about financial incentives and relief teacher grants. The community took the managerial responsibility and saved the school. SMC and PTA members, HT and teachers, and parents as well shared the same views regarding the management transfer.

SMC Chairperson of another school stated that people normally ignore public property like schools, government offices, and forest and so forth. To make the community people aware of the importance of these properties and create among them feeling of ownership, their involvement is necessary. So, decentralized reform is essential. Taking school's responsibility was, of course, a response towards decentralization. Community people got power and this made responsible to run the school. SMC and PTA members considered that management transfer is essential for both academic and physical development. Besides, community becomes more active in every affairs of the school. Teachers stated that this move also made social inclusion possible. Parents felt that it helped school to compete with private schools as the policy developed feeling of ownership which brought responsibility and involvement of parents in school.

In Jhapa district, HT and teachers of one of the schools explained the reason behind management transfer being mainly the resource constraints. Since the school was running in debt, they took over the responsibility for getting incentives and relief grants. This policy also involved parents in school affairs through various committees. Parents expressed that they decided to take the managerial responsibility to enhance quality of education and capacity of school. Another school had similar kind of problem. The school became CMS due to financial crisis and shortage of teachers, as SMC members and HT report. However, local supervision and monitoring was another factor behind it. Teachers said that local community took the responsibility of management in order to improve the quality of education. Since DEO could not pay attention to all the schools, role of community members in monitoring the school became imperative. SMC/PTA members stated that center could not control the school from a distance. They thought that taking management responsibility may increase participation and involvement of local community for monitoring and development.

Reasons for not Transferring School's Management

The study also tried to explore why a particular school would not opt for taking management responsibility. In this context, SMC chair of one school from Dadeldhura stated that though the DEO had informed SMC to take the responsibility of management but the local community people were afraid of the burden of duties and responsibilities once the management is transferred to them. Also, he added that parents were not fully aware of the pros and cons of this policy. SMC and PTA members said that they have heard about management transfer policy but they were not ready to take the responsibility because most of the parents from local

community were Dalits and marginalized groups. Though the HT had knowledge about CMS, the community people thought that they would be more responsible for overall management of the school and would bring lots of problem once the management is transferred. Teachers also have little knowledge and information about CMS. The community could not bear the expenses of teacher's salary, school physical facility development fund and so on. HT also discussed with SMC, PTA, Teachers and parents but none of them gave concern and attention to management transfer. Parents said that they heard about management transfer through Radio and FM but SMC had not discussed about it.

Explaining the causes for not taking managerial responsibility, HT of one of the schools of Udayapur district stated that all the schools in Nepal are community schools. Community established schools as per their need. They were managing, controlling and developing them. Besides, SMC and PTA were already formed. He added that nobody acts without the decision and permission of local community. When these schools are already community managed, why is the government repeatedly saying management transfer to the community? he added. Teachers complained that the government has become donor-oriented. They further stated that CMS was not a quality oriented program rather the government distributed Rs. one hundred thousand and teacher quota for gradually relinquishing itself from the responsibility.

In Chitwan, SMC members of one school got information about CMS and he observed some CMS too. But he did not become enthusiastic to take the managerial responsibility because of political manipulation. He also added that if the school transfers its management, it has to compete with English medium boarding school in terms of uniform, tie, the English language, homework, etc. Since the school locality is dominated by the ethnic minority and Dalits, they have to be made aware first. Moreover, SMC should have full authority to manage, transfer and promote teachers in order to make management transfer work properly. Teachers pointed out that the school may be advantageous in many respects, but teachers would face difficulties working under different SMC chairs and locals. Therefore they did not take initiatives. Parents were quite unaware of the policy of management transfer.

In Jhapa, HT was well informed about management transfer policy. He thought that government was gradually lessening its role with authority and power delegated to local community. The government may relinquish its financial commitment. Moreover, the local people were unaware about their roles and responsibilities towards school. In this sense, the policy bears little meaning. The only difference between CMS and other community schools was the formation of different committees. Even if teachers were well informed about the policy, they had doubt that the government may ignore teacher's concerns over their security and facilities. Teachers further added that teacher's service, transfer; promotion would be at stance if SMC has bear entire delegated authority.

Reflection

- When the views of these authorities and stakeholders were analyzed, it appears that the policy of management transfer was forcefully enforced to promote decentralized reform in education. The policy intends to equip community people with authority so that their meaningful involvement in school planning, management and evaluation could be ensured. Moreover, the move can also help develop sense of school ownership among the parents and grassroots level

stakeholders, and foster school-community relations, ensure parental involvement in children's learning, improve school efficiency and enhance quality improvement.

- However, the Teacher Union is against the move since the policy does not ensure job security of teachers and their service conditions. For them, this is a donor-driven policy, and quality is just a superficial thing. The policy was introduced before the preparedness of community members. The reform process did not honour the important stakeholder like Teacher Union and the Teacher Union was not consulted while developing the reform policies. The main intent seems to be to control teachers through community; the uneducated SMC members cannot properly manage teachers.
- In contrast to the belief of Teacher Union, CSNN believes that the policy empowered the community people and made them responsible and accountable for school management.
- The district level stakeholders viewed that the policy was introduced to maintain status-quo ante. The centre developed management transfer policy and DEO and DEO staff implemented it. For them, most of the schools have taken the managerial responsibility in order to get money and relief grants.
- The grassroots level stakeholders however, viewed that the stimulation for management transfer was to get financial incentives and relief grants, since school faced resource constraints due to the upgrading of levels. They also opined that the policy was opted out for the transformation of school through quality improvement, social inclusion, developing feeling of ownership, and maintaining school-community relationship. For them, it is government's limitation to oversee and monitor school which there gives impetus for management transfer. Competition with private school could be another reason for management transfer.
- Since the government stopped providing incentive grants, it did not stimulate community people for taking management responsibility. Moreover, it also creates wrong messages which may have adverse impact on policy implementation.
- The schools which did not transfer the management have their own reasons. They viewed that the school was already a community school, so the new policy would not require making the school a community school. Since SMC did not have proper power for teacher management, it is useless to take the managerial responsibility. Some schools also feared that the government tried to relinquish itself from the responsibility and ultimately community should bear the financial responsibility. In some schools, the teachers exerted pressure on SMC, because they thought their job would be insecure and facility would be reduced or ceased. Parental unawareness was another reason why management was not transferred.
- Finally, it could be sensed that the adequate effort of policy dissemination was lacking to encourage the community to take over the managerial responsibility. Normally, no staff, either in the centre or in the districts, has the responsibility of disseminating government policy in general, and management transfer policy in particular.

CHAPTER V

Changes after Management Transfer

This chapter analyzes the changes occurred in the schools after taking the school management responsibility by the community.

Central level Authority and Stakeholders

The DG of the Department of Education remarked that the policy has contributed to improve the school-community relations in some schools. According to him, learning achievement of children in some schools has also increased, because regularity of both children and teachers has improved. He observed that school has adopted innovation in improving school affairs and resource generation. The DG further said that motivation of school authorities and local stakeholders also increased, as a result, they were found engaged more in school affairs.

In similar fashion, CSNN president expressed that the policy developed a feeling of ownership among community members and their awareness toward the education of their children has increased. In school, the policy contributed to increase enrolment, and regularity of teachers and students, and decrease children's dropout. Since the achievement rate has also increased, it indicates that the quality of learning has been improved. Changes in physical infrastructure development could also be observed. The president also added that SMC and PTA have now been working more cautiously which was not the case before. The policy also contributed to promote social inclusion since parents from various groups were included in SMC, PTA and several committees formed by the schools.

For Teacher Union, the policy has adverse effects on school operation. The president of Teacher Union mentioned that the government seems to be indifferent in teacher management. Government, since last several years did not create any quota for the teachers even if it promised to do so to address the terms and conditions of teacher's service, and continue to provide the current facilities. However, new quota for teachers was not created and relief grants were provided to schools for teacher's appointment instead. He claimed that the government deliberately replaced teacher's quota by relief grants. With the implementation of relief grants, the government seems not to be sticking to its policy for providing teachers facility. Teachers are expected to work on temporary basis, and can not have access to pension and other facility. Relief grants became a permanent solution for teacher employment and its management.

In fact, teacher recruitment is a very crucial factor right now, as the president maintained. He claimed that the MOE officials always expressed commitment for providing benefits and facilities to teachers, but in reality they did not fulfill it. They made several commitments during the dialogues with teachers, but they were not included in the Acts and Regulations. On account of this, a kind of crisis of confidence has emerged between the government and teachers.

Regarding teacher's recruitment practice, the president stated that the most SMC chairpersons recruited their own relatives as teachers by ignoring the needs of school and the quality of the new appointees. In fact, these SMCs tried to transfer school's management to community for manipulating teacher's recruitment process. Also,

relief grant for teacher's recruitments was provided based on the contacts of school authority with DEO. Shortage of specific teaching force was normally not considered. For example, school may need English teacher, but the DEO provided relief grant and SMC chairmen recruited their relatives who may not teach English in the school. Relief grants for teacher recruitments were also not provided based on students' number. They ignored teachers' quota that would be allotted based on students, not on school and community. Thus the motive of management transfer was not to improve school, rather provide favour to SMC's relatives to recruit them as teachers. The presidents also claimed that CMS normally received preferential treatment in getting relief grants for teacher recruitment. The working policy for teacher allotment from relief grants was that the community must take the management responsibility of school. If a school needs teacher, its management must be transferred to community, no matter the school had required number of teachers or not or the school had already a large number of students. Owing to this compulsion for getting relief grants, many communities took the responsibility of schools' management.

To overcome these problems, the president suggested that teachers' quota should be provided based on the number of students and subjects taught. Preference should not be given to only CMS; it should be given to other community schools too. Moreover, teachers' appointment should not be confined to a local community; every individual should be given opportunity if they qualify. Therefore, Teacher Service Commission should be given the authority for teacher selection.

District level Authority and Stakeholders

DEO staff members in Syangja, Chitwan and Jhapa districts stated that the symptoms of changes could be traced in CMS. For them, increased parents' involvement in school affairs were the major changes, which they claimed is a symptom of increased feeling of community ownership of the school. They also noticed changes like development and expansion of physical facility and generation of community resources. In case of teacher appointment, DEO staff member, especially from Jhapa district, maintained that the school should contact the DEO to get permission for teacher recruitment under the current regulations. They thought that this provision reduced the very autonomy of community school.

Teacher Union in the district was also against the policy. The president of Union did not see any changes in community school even after the management transfer. The Union officials maintained that there was not any significant change occurring in CMS. The change which is seen is due to the awareness of the parents, not to the management transfer policy. Teacher Union official even complained that the government did not care about teacher's working conditions in its every move. In Udayapur, the Union official mentioned that there were 13 types of teachers presently working in the school. They were:

- permanent teacher (recruited before VS 2028)
- permanent teacher (recruited after VS 2028)
- temporary teacher (recruited before VS 2060)
- temporary teacher (after recruited VS 2060)
- private teachers (recruited from school's own resources)
- private teachers (recruited from VDC resources)

- private teachers (recruited form Forest Users Committee resources)
- relief grants teacher (getting lump sum amount of Rs. 53000/- in a year)
- relief grants teacher (recruited form incentive amount and not converted in teacher's quota)
- project teachers (BPEP)
- PCF teacher (getting salary from per capita funding)
- liyan teacher (teacher appointed in place of teacher who left school temporarily)
- ECD facilitator

The Union officials viewed that the government did not simplify and specify the teachers' position even though they requested for it several times. They assumed that the teaching profession should have only one position. Since they did not find any changes in teacher management, they felt that no change has occurred after the management transfer. They requested that the government should bring community school support program instead of delegating management responsibility of school to the community.

However, SMC Chairperson of a school in Syangja district stated that facility development was possible after management transfer. Parents' involvement, awareness and their roles increased and they provided charity and donation. He further added that all members were active for development tasks; otherwise infrastructure development would not happen. The HT observed that parents' involvement was gradually increasing in construction and development. Parents were even enthusiastic to donate money and labor. Secondly, SMC has become active in physical infrastructure facility development, resource generation and academic matters. But parents are worried about the quality of education. So, they have decided to keep English subject as optional paper. This year, school, teachers and SMC were successful to bring back 30 students from private schools to this school. Teachers also observed that improvement in quality of education, physical facilities, resource generation and mobilization were some of the changes occurred after the management transfer. This policy has also helped increase the level of awareness of the stakeholders which has proven to be a boon to school. One of the senior teachers confirmed that until and unless parents and teachers were aware and responsible, quality of education can not be increased. It is because of these differences 30 students from private schools were admitted in this school. Besides, school has been teaching English as an optional subject since last year. Moreover, parents visited the school to observe the activities of their children and teachers. The role of SMC is increasing in comparison to its past role. PTA was assisting SMC in every matter. Further, PTA invited all the parents for the discussion on relevant subject matter. They explained about the changing role of teachers saying that the teachers became more active and accountable these days because PTA, SMC and parents observe school and teachers' activities. Parents asserted that parents' awareness increased and feeling of ownership developed in these days. In addition, they started visiting school to get information, to observe the school and to make complain about their children.

In another school too of the district, physical change as building, drinking water and toilet were visible; but it took rather long time to change the sentiment, feeling and

attitude of community towards the school. SMC chairperson mentioned that parents have regularly visited school to know about their children's education and study. He further added that the major change was the feeling of ownership which was very significant to bring for observing the parents to school activities. SMC became more functional. He suggested that management trainings should be organized time to time to make SMC, PTA, HT aware about their roles, authority and responsibilities. PTA was active to make guardians, teachers and students more aware about school affairs and study as he reported. The HT viewed that most of the changes took place due to the time factor. However, there were some changes in school after the management transfer. The HT reported that awareness of parents increased and feeling of ownership developed in community people. He observed that visits to school by parents, regularity of students and teachers, improvement of quality of education were some of the changes noticed after the management transfer. Besides, local community contributed on construction, resource generation, and donation of labor than improvement of education. It is observed that SMC's role was expanding, and now they have become active in search for the solution of a problem. SMC and PTA have managed to provide awards to those parents who had highest school visiting records. Teachers stated that the co-operation with local community, school, NGOs and INGOs and other organizations was increasing. At present, there were altogether eleven committees and all were found inclusive. Of them, most of the committees have their separate meetings and certain authority and responsibility has been provided to each of these committees. The role of SMC and PTA is increasing through monthly meetings, discussion and decision making processes in academic, economic and physical factors. Parents also confirmed that teacher's activeness and regularity, parent's awareness and responsibility towards their children increased and their feeling of ownership developed after the management transfer. One of the female parents stated that *she loved the school more than her parental property*.

SMC Chair of another school of the district observed that community participation and teacher's regularity has increased after the transfer. Parents' involvement was increasing in a slow pace. PTA and SMC worked by distributing their tasks. SMC/PTA members noticed that parents started visiting and observing school, teachers and students. It has also increased the active participation of teachers which contributed to improve quality of education. The HT also observed that parental involvement in school affairs had increased. However, teachers observed that most of the changes were related to physical facility development. There were no any changes and investment for teacher's professional development and teaching-learning materials. The SMC chairperson was promoter of a nearby private school and he tried his best to increase the number of students at his private school. Parents observed that regularity of students and teachers increased and participation and involvement of local community improved.

In Dadeldhura district, SMC Chair of one school stated that the level of awareness and responsibility of community people increased to some extent after the management transfer. The SMC members became more active and functional. Physical facility development was the visible change. The HT, teachers and parents observed that most of the changes were related to physical development. HT complained that parents were not so active and aware of the development of school. He further added that parents hardly visited schools where it was difficult to get help from them. Teachers complained that SMC has become less functional and responsible.

In another school, SMC Chairperson and members of SMC and PTA also observed that major change physical facility was visible after the transfer. They also saw that parents were more active and thinking about the school and took the school property. Awareness, feeling of ownership and involvement has been increased after the process. Participation in mass meetings, parents meetings, and donation increased. The HT believed that there were lots of changes after the management transfer. Physical facility development, increased parents' awareness and teacher-students' regularity, increased achievement rate of students were the changes after the management transfer along with school's good achievement in the district. Parents' involvement is on the increase in the field of monitoring, donation, meeting, examinations, etc. In addition, SMC has been working to develop physical facilities and mobilize community people. PTA assisted SMC and worked as a bridge between teachers and parents. Teachers also viewed that physical development was the significant visible change after the management transfer. Besides, teachers played significant roles to improve the quality of education through the use of teaching materials, development of class work and homework and their regular attendance in the school. Parents now visit the school once a week to observe the activities and performance of their children. Also, they suggest ways if they notice some weakness in the children. One of the female teachers stated that the achievement rate has been on the increase. The SMC was active, responsible and accountable towards all the stakeholders. Similarly, teachers were responsible, accountable, aware, attentive and dedicated.

In Udayapur district, HT and teachers of one school stated that community members developed feeling of ownership, and they frequently visited school and observed teachers and students' regularity. Admission rate increased. The HT stated that most of the changes after the transfer related to physical facility development. However, parents observed that SMC and PTA became more functional after this process.

In another school, both SMC Chairperson and HT observed that lots of changes occurred after the management transfer. They explained that enrolment rate increased, pass rate improved, physical facilities were developed, ownership increased, and SMC and PTA became more functional. *In the school, one PTA member and one parent regularly visited and observed the school.* Teachers noted that most of the changes were related to physical facility development and resource generation. Frequent visits of parents were also recorded. Local community showed good concern towards the school. Feeling of ownership has been developed. Teachers became active to find and use teaching materials in the school and develop lesson plan. Social auditing has become another good practice.

However, school authority of the school whose management was not transferred had different observation. The HT of the school could not notice any distinct changes in quality, physical facility development and parents' involvement in CMS as compared to other community schools. Teachers of the school also had the view that most of the changes that took place in these schools were related to physical facility development. They blamed that these schools compromised with quality since they promoted unethical activities during the examinations.

In Chitwan district, SMC Chairperson of one school noticed that physical infrastructure development, engagement in resource generation were the changes that occurred in the school with management transfer. Besides, increased feeling of ownership, higher amount of students' enrolment, regularity of teachers and students, increased achievement rate of students in examinations, transparency in

school activities, and mass meetings had taken place after the takeover of the management. The SMC chair felt that DEO might not work fairly in teacher management due to the influences of many factors therefore; authority must be delegated to the SMC in this matter. The HT stated that most of the changes are related with physical facility development. Besides, library and computer lab were also established after the management transfer. SMC chairperson became active and he has brought many donors from personal contact to help the school. In addition, local community provided charity, donation, and labor for construction. Also, feeling of ownership is developed. Before the management takeover, SMC was passive and HT was more active with more authority. At present, SMC became responsible to generate resources, make decision, keep record and know the source of income. Not only this, SMC plays significant role to improve regularity. PTA members were also active and they were represented in several committees. Teachers observed that quality of education improved due to regularity of students and teachers, besides the development of physical facilities. SMC/PTA meetings and mass meetings frequently took place. Feeling of ownership developed along with the increased involvement of parents. These are some of the major changes after the takeover of the responsibility of school. One of the senior teachers stated that in the decentralized reform process, and in the competitive context, all the teachers must be dutiful, dedicated, accountable, responsible, helpful and understandable to settle down the problems of students. Teachers needed to widen their horizon in order to improve the quality of education. Parents also noticed that changes occurred in both facility development and quality of instruction. Building construction, improved sanitation, improved education, resource collection and developed feeling of ownership were the major changes after the management transfer. They stated that they visited school frequently to get the information about their children and observed the school activities.

In another school, SMC and PTA members were not so active before. But now, every member was responsible and accountable toward the work of SMC. In addition, SMC and PTA observed school regularly and settled down the problems of parents, students and teachers through mutual understanding. PTA worked hand to hand with SMC to accomplish the assigned task. Teachers observed that parents visited school from time to time, teachers and students were regular, and quality of education through increased pass rate was improved. These were the significant changes observed within five years. These changes have occurred with the help of local bodies, stakeholders and the center. Parents became more responsible towards the education of their children. Formation of SMC, PTA, Social Auditing Committee and other committees became instrumental to bring parents in the school's management. SMC and PTA jointly shared the responsibility, and settled down the problems of school teachers, parents and students.

In Jhapa district, the HT of one of the schools observed that involvement of community people, development of feeling of ownership, financial support from community, community awareness, stakeholders visit to schools, activeness and accountability of SMC and PTA were the major changes. Parents run parents cooperatives involving many parents to maintain unity among them. Since school was a lead school in the district, it ran a network of community schools. The school authority visited member schools and shared their experiences and strategies to resolve the problems and to involve the parents in schools. The school also organized the exhibition of teaching materials. Teachers also shared similar view in this regard. Parents maintained that after the management transfer, feeling of ownership

developed, and regularity of students and teachers increased. Besides, parents' co-operative brought unity among them. School organized meetings and discussions from time to time.

In another school, SMC Chair and members of SMC and PTA maintained that school established co-ordination with local community, and mobilized the community. Moreover, SMC and PTA along with community members became active. These are the changes after taking management responsibility by the community. The HT observed that parents' involvement, resource generation and mobilization, physical facility development, preparation of teaching learning materials and their exhibition, computer lab, library, toilet and drinking water facility were the visible changes after the management transfer. The HT further elaborated that they have started running classes in English language. Moreover, a co-operative has been run and its income was enough to pay the salary for teachers recruited by school's own resources. In addition, the SMC and PTA have become more active and functional for physical development. Teachers share similar notion about the change. However, they complained that parents were not being more responsible for their children's education.

Reflection

- Central level authority believed that the learning achievement of children in some schools has increased, because regularity of both children and teachers improved, and school also used their own strategies in improving school affairs and increasing resource generation.
- CSNN president observed that the policy developed a feeling of ownership among community members and their awareness to education of their children has increased. School's efficiency increased due to regularity of teachers and students, children's dropout decreased and SMC and PTA's activeness has increased. Since the achievement rate also increased, learning in community school had become effective. The policy also promoted social inclusion since parents from various groups were included in SMC, PTA and several other committees formed by these schools.
- For Teacher Union, no substantial changes were made in teacher management. The Union opposed the policy because the government did not stick with its promise to provide facility to teachers. This grievance came as the government provided relief grant, not created teacher's positions in the schools for teacher appointment. Such arrangements did not require facilities and continuity in job for the teachers was not required. Moreover, no scientific bases for granting relief grants were made, and SMC recruited their relatives as teachers without considering the needs of school and children. The policy was donor driven, since adequate preparation was not made for implementing it.
- District and school level authority and stakeholders observed that the policy has positive impact. Community mobilization in school was increased, since parents started to visit the schools and discuss; SMC and PTA became more active, school held more meetings, several committees were formed, responsibility was shared, and social audit took place in the schools. All these developed mutual trust and understanding, and a feeling of ownership among community members. Moreover, school facility improved in these schools compared to other community schools.

- Schools' efficiency has increased since parents became more responsible and they frequently visited the school and observed teachers and students' activities regularly. Regularity of teachers and children increased due to parental monitoring of schools. Teachers became active to explore teaching materials in the school and to develop lesson plan. The school also organized the exhibition of teaching materials. Some schools started social auditing of their affairs which is another good practice.
- Like efficiency, effectiveness of school has also been improved because learning outcomes of children in these schools has increased. Admission rate increased, and students from private schools also took admission in these schools.
- The school authority visited member schools and shared their experiences and strategies to resolve the problems and to involve the parents in school affairs. However, fewer training opportunities were available for SMC and HTs.
- Some teachers, however, did not see the changes; rather they had opinion against the policy even at the grassroots level. Teachers complained that SMC has become less functional and responsible. Parents were not so active and aware of the development of school since they hardly visited the school, and it was difficult to get help from them. There were no distinct changes in quality, physical facility and parents' involvement in CMS compared to other community schools.

CHAPTER VI

Government Support for School Autonomy

In this section, attempt was made to analyze the endeavours made by the government to encourage school to move from dependency to autonomy for school functioning. This section also reviews whether the schools received the government support as expected.

Need for School Autonomy

In Nepal, the government agencies formulate policies and plans and use the state power to implement them. This top-down approach of decision-making and implementation is recognized as the rational approach to development. However, reaction to the failures of centralized modes of administration, planning and management provided since last several years provided the ground for decentralized reform. This reform was directed to devolve power away from the central government and locate it closer to school. Such move makes it possible to explore and utilize the local potentials as it increases ownership of local people in development activities and strengthens the decentralized governance at the local level.

In fact, education development takes place with the community initiatives in Nepal. Local people were instrumental in establishing schools and managing them since past. They used their time, efforts and strategies for constructing school building, hiring teachers and mobilizing the resources for school operation. Government came in the scene later only when it felt the need like expanding the access, enhancing the quality and improving the organization's efficiency. However, the strategies to expand the access and improve quality of basic education occupy a central place in educational reforms in Nepal. It is felt that increased attention needs to be given at the school level to address these issues. Reform measures in the past had given little emphasis on school intervention and hence many strategies did not achieve their objectives.

Previously, the reform policies focused more on changes at the system level than on improvements at the institutional or school level. Since the public policy assumed that improved performance at the institutional level will occur automatically, reform measures placed very little attention on issues related to the functioning of the school. Moreover, the reforms normally stressed on the provision of inputs in the system like facilities, curriculum, textbooks, training, etc. Teaching process and the decision-making at the school level received less attention. Since school's organizational processes and practices are crucial in explaining the differences in quality, the reform endeavours require focusing on school process. Normally, educational reform programs did not sufficiently address the varied needs of the individual schools; rather they embraced general and system-wide strategy. The assumption underlying reform action that all schools function in more or less the same manner is not realistic. Every school has its own features and cultures; therefore, reform at the institutional level is necessary to bring required changes. Reform programs previously focused on isolated components of the system. For instance, the teacher preparation was seen in an isolated way and the competency development programs were planned for teachers independent of pedagogical process and learning conditions in schools. In fact, improving the efficiency of individual components does not automatically lead to improving the efficiency of an

organization, institutional processes are contextual and their improvement depends upon the capacity of each school. These limitations naturally created several problems to deliver the services and diluted the result from the reform attempts.

Capacity Building for School Autonomy

In the traditional management framework, the educational authorities and the school teachers and even the community members are used to viewing school only as a recipient body, implementing the decisions made for the larger system. As a matter of fact, changing schools into self-managing bodies asks for a total change in this perspective. Since school autonomy requires a new set of skills and attitudes among all the stakeholders, traditional programs of in-service training of head teachers and schoolteachers are not enough to address this issue. It is an important issue to be tackled while moving towards school autonomy. In fact, school autonomy brings a new group of clientele to the forefront in the process of capacity building for self-management of schools e.g. the community members. It is often felt that community members in many cases are totally unprepared to take on the task of self-management of the school. Entrusting this responsibility on them without corresponding facilities for skill building may further jeopardize the school instead of improving its efficiency and quality. While one cannot undermine the need for building necessary understanding and skills among the school authorities and community members, it is difficult to justify any move against empowerment of local stakeholders for self-management of the school on the grounds of lack of capacity.

Based on the above reflection, it is imperative that the need of individual school is to be addressed rather than providing general prescription for reform to the schools. Moreover, the capacity of community members is also to be developed if a school moves from dependency to autonomy of a self-managing school. It is, therefore, capacity development has received high importance.

Capacity Development of School

To develop quality education, a country must have able, committed and competent human resources. Enhancing their competency and capacity is equally important to improve system's quality. Therefore, capacity development receives high attention from every nook and corner. Capacity development refers to the ability of an organization or an individual to carry out the ranges of the functions effectively on a sustainable manner. Capacity development is a process by which individuals; organizations and societies as a whole create, advance, and unleash their abilities and manage the affairs successfully. Capacity development aims at building the ability of members of society to solve problems and to play a meaningful role. Therefore, both government and donors find it necessary to develop the capacity to address the goal of reform.

The system has amended the Education Act and Regulations for entrusting power and authority to the school managers. This amendment makes it possible to involve local stakeholders in school management including PTA. The Act and Regulations empowered SMCs by vesting in them power and authority in decision-making. The Act also emphasizes the importance and role of the Parent Teacher Association for the quality enhancement of the schools. These are, no doubt, positive moves towards improving the school system.

To enhance the financial capacity of the school, the government provided various kinds of grants besides teacher's salary. These grants are provided to spend on

different activities that would help deliver educational services. For the planned development of school, the provision of school improvement plan (SIP) was made. The government also provides grants for the implementation of SIP programs. Provision of social audit was also started in school in order to promote transparency of school affairs and make school authority accountable to community people.

Capacity Development for School Authority and Community Members

With a view to enhance the capacity of school authority, the following responsibilities could be identified as essential for the effective school operation based on the roles assigned to the HT, chairpersons and members of SMC and PTA:

- prepare plan, budget and program for schools
- implement educational programs accordingly
- supervise and monitor school affairs
- organize meeting, and workshop
- develop and implement policies for improving access to education
- implement programs to enhance quality, efficiency, relevancy and equity in school education
- develop various program interventions and strategies for implementing School Improvement Plan (SIP) and Village Education Plan.

Under EFA and SESP, attempt was made develop capacity of school authorities including HT. For the managerial capacity development of these authorities at the local level, and to make the local parents awareness, these programs adopted the following strategies:

- SMC, PTA and HT has been targeted to orient on issues like inclusive education, gender sensitization, conflict sensitivity and peace building including maximizing utilization of school resources.
- Integrated capacity building interventions for chairpersons and members of SMC, PTA and HT has been implemented including the elements of school management, school grants and other parental awareness.
- Social mobilization of parents, NGOs, CBOs, and civil society members and orientation to them has been undertaken.

For those who are involved in the management of CMS and other stakeholders, CSSP has provisions for their capacity development. The provisions are as follows:

- to conduct training programs for primary level teachers and SMC members.
- to mobilize community with the cooperation of NGOs
- to conduct different kinds of training programs for teachers (LSS and SS under intensive cooperation)
- to conduct orientation programs for political and social workers and other civil servants.

CSSP asserts that management training could be arranged through the use of NGOs and other organizations. Moreover, based on the needs identified by SMC, training for enhancing the required skills of teachers, HT and SMC members could be conducted (DOE, 2004).

As CMS system intends the local community to be responsible for physical, financial and administrative management of the schools, as well as they should have capacity to prepare school development plan and find out the ways to explore the resource for efficient school management, capacity development of school authority is required to:

- make them aware of community managed school approach, and roles and responsibilities of SMC, PTA, parents and other stakeholders and community based monitoring mechanism in order to achieve quality education in locally managed schools and share the experiences
- share and disseminate the best practices adopted by CMS in different parts of the country
- aware of the concept and identify indicators of quality education and school effectiveness
- disseminate the process and indicators for school accreditation
- prepare SIP and action plans

Based on these requirements, CSSP developed a management training package. This package has already been used to develop the capacity of grassroots level organizations such as SMC and PTA. NGOs are recognized as partner agencies and are involved in community empowerment. As CSSP intends to mobilize local NGOs for the capacity development of the school stakeholders, it probably enhances the stock of social capital which is useful for school development.

Field Experiences

In Syangja, SMC Chairperson of one school stated that he did not have idea about his role and responsibility. He did not know the provisions of Education Act, Regulations and Directives as well. He did not take part in school management training. The HT received a month-long training. However, he mentioned that SMC should be given certain amount of autonomy, not full, that might help manipulate political intervention and influence. In fact, the HT viewed that government must make its own policy regarding teacher management. SMC should be empowered for developing infrastructure of school. So power should be shared between centre and community. In contrast to HT, teachers stated that school needs autonomy for deciding the medium of instruction, textbook, subject matter and teacher. More often, SMC should be given power for monitoring and controlling the school. However, center should formulate the policy. SMC and PTA members viewed that the school was governed by center. It would be better if school was given full autonomy. In another school, SMC Chair merely took part in orientation session, not management training. He suggested school autonomy was required for educational affairs. The government should be made responsible for physical development and teacher's management. The HT participated in a month-long training. He also thought that local community could not generate resources for financing school affairs. Responsibility in resource generation became a burden to the community. He opined that school autonomy was necessary for other activities. He added that center should develop policy and ensure school funding, and SMC should manage all the activities including teacher's management under the given procedures. Teachers also shared the similar view as the HT. In another school, SMC Chair and SMC and PTA members were skeptical about the exercise of power if autonomy was granted to

local community because of the lack of awareness and participation of parents. The HT who participated in a month-long training viewed that full autonomy should not be provided to SMC, it may misgovern the school. Autonomy was necessary in management and physical development. Teachers also mentioned that full autonomy was harmful to school. Autonomy was acceptable in the area of construction and management, not teacher's management.

In Dadeldhura, SMC Chairperson of a school said that she was not aware of all these matters because she has recently been a SMC chairperson. However, SMC and PTA members felt that fuller autonomy should not be granted to SMC; there must be control over school by the center. The HT felt that autonomy was a good practice to improve the quality of education and develop infrastructure of school. But parents were not aware of the issue. In such communities, CMS would not make progress even if decentralization has been the need of present Nepal. Teachers maintained that government granted autonomy but it was not practiced yet due to lack of awareness. However, autonomy in terms of teacher management should not be granted to SMC, because it would promote political maneuvering. In another school, SMC Chairperson stated that school should be made autonomous so as to develop school as per the need of local community. The HT viewed that SMC and PTA should be made responsible for school's decision besides teacher's management. Teachers were in favor of autonomy for teaching-learning matters.

In Udayapur, the HT of one school stated that there was no difference before and after the management transfer. He further said that school was not autonomous and controlled by the system. Teachers viewed differently, and stated that the center has granted autonomy and SMC was made responsible for social auditing, selecting relief grant teacher, and selection of teaching learning materials. Now, SMC could spend the grants money according to the need of the schools. In another school, SMC Chairperson felt that SMC was responsible and accountable for physical development, quality of education and teacher management though there was a problem regarding appointment of relief grant teacher because of political interference. The HT believed that school has been made autonomous in management only in document, but in practice evaluation, curriculum, budget, teacher appointment were all controlled by DOE. However, SMC decided on SIP, scholarship and appointing relief grant teacher. Teachers on the other hand, observed that SMC has roles to manage teacher and supervise school. In another school, the HT stated that power should not be given to SMC for teacher management since SMC did not have capacity and ability to choose and manage right type of teachers. Teachers also felt that SMC did not need autonomy, because SMC has been taking management responsibility from the establishment of the school. However, power regarding teacher management should not be provided to SMC.

In Chitwan, SMC Chairperson of one school thought that school was not autonomous in terms of teacher management and decision-making. Partially, autonomy was granted to physical facility development, resource generation and mobilization. SMC chair stated that *government said one thing and did the other. Government said school has full authority and autonomy but in practice, our role was limited and controlled by the center.* SMC chairperson got opportunity for study tour abroad and in the country for several times. The HT expressed that autonomy was limited to management only. In rest of the affairs, DEO interferes. Political interference was the major problem of autonomy which should not be practiced and entertained by DEO

and SMC. The HT stated that teacher's appointment and management should be done by center and power for the rest of the affairs is to be given to SMC. If SMC gets full authority, it would do work efficiently since it knew how, where and when the work should be done. Teachers also thought that there was gap between what was stated through media and what was practiced. One teacher stated that SMC decided to manage two teachers in one teacher's relief quota. Besides, most of the SMC chairs are uneducated and political activists, so their activities may be politically driven. It is therefore, school should not be granted full autonomy. SMC and PTA members stated that autonomy should be granted to local community and school in order to prepare and implement the plan according to the needs of the school. The center should take the responsibility of supervision, and rest of the authority should be exercised by SMC since the centre did not have idea about local need. In another school, SMC Chairperson stated that fuller autonomy was not granted to schools. However, school practiced autonomy in facility development, educational matters, resource generation and mobilization. But teacher's management was controlled by the center apart from selection of relief grant teacher, ECD teacher and privately hired teacher. The Chairperson felt that training, workshop and seminar should be organized to enhance the capacity and skill of SMC. SMC and PTA members stated that school exercised autonomy except management of permanent teachers. School has developed directive and calendar so that the students, parents, teachers and committee members know the event and plans of school. Teachers thought that autonomy was granted for making community responsible and accountable to the school. They viewed that power in teacher's management, promotion, transfer and promotion should not be given to SMC, because SMC may not work fairly. In another school, SMC Chairperson stated that autonomy should be granted to school in teacher management, resource generation and mobilization, and implementation of school's own decision. The centre should not interfere in matters of teacher management. But SMC and PTA members did not have any idea about autonomy since the matter was never discussed. Teachers viewed that autonomy is to be granted to SMC for monitoring and control of school, not for teacher's management.

In Jhapa, HT of one school stated that after the management transfer, school has become more autonomous and SMC became more powerful to decide everything. However, SMC and PTA members should be trained to use their power and authority. Teachers stated that autonomy for school was essential for its efficient management and facility development. Autonomy provided both authority and responsibility. It also increased the participation of stakeholders to facilitate assigned tasks and activities. The HT got opportunity for study tour in the country for several times. But the teachers were against teacher management through SMC, as SMC was not capable of working and deciding the thing objectively. In another school, SMC Chair believed that school was more autonomous after the management transfer. SMC chairperson and HT got opportunity for study tour in the country for many times. School practiced autonomy in decision-making and selecting medium of instruction. He believed that it took time to practice autonomy. SMC and PTA member were in favour of autonomy; however, they were against the centre's interference. The HT experienced autonomy in teacher management and resource generation. He believed that SMC has been more powerful to decide and work for the school after the management transfer. Parents' consciousness and awareness about the school's activities and financial transactions increased. Teachers stated that school has got full autonomy after the management transfer; however, it depends upon those who exercise the authority. In another school, the HT did not go against

school autonomy and power sharing by SMC. But he thought that this may lead the SMC to appoint unqualified teachers due to nepotism and favoritisms. On account of political influence, SMC may not follow the procedures for teacher appointment. The teachers believed that school should be controlled by the government, and center must manage teachers in order to make them satisfied. Autonomy is to be provided to SMC, but it should be confined to physical facility development and resource generation.

Reflection

- Since the public policy and provision did not automatically lead to an improved performance at the institutional level, and school's organizational processes and practices are crucial in explaining the differences in quality, the reform process requires to have school autonomy for improving the school process.
- For the capacity development of school, the system has amended the Education Act and Regulations for entrusting power and authority to the school managers, provided various kinds of grants besides teacher's salary, made provision of school improvement plan (SIP) with grants and had provision of social audit as was started the school for transparency in school affairs and accountability of school authority.
- For management capacity development of school authority, trainings and orientations of HTs and SMC chairperson were conducted, and NGOs were mobilized for community awareness.
- Capacity development efforts seem to cluster around the development capacity of HT. No substantial efforts have been made to develop the capacity of SMC and PTA, so most of these members received a little opportunity for their capacity development. Community awareness efforts were limited.
- Some of the SMC chairpersons and HTs received opportunity for study tour and visits in the country and abroad for experience sharing and enhancing their understanding and capacity.
- After the management transfer, school exercised autonomy in many areas; however, teacher management remained as matter of political as well as system's interference.
- SMCs and some teachers were in favour of management transfer because they thought it helps the school to be more autonomous. But other majority teachers were against the policy because they thought SMC became more powerful, and conflict between teacher and management has gone up to the level of anxiety. It also has led the SMC manipulate the school politically.
- Teachers seem to be going against the policy because the policy ignores the terms and conditions of teacher's profession, job and other facilities.

For reforming a school and transforming it from dependent to autonomous one, capacity development of school and school authority is an essential condition. No doubt, the system has amended the Education Act and Regulations for entrusting power and authority to the school managers, provided various kinds of grants besides teacher's salary, made provision of school improvement plan (SIP) with grants, made provision of social audit in the school for transparency in school affairs and accountability of school authority. However, effort was lacking because to

develop the capacity of SMC and PTA, and community awareness efforts were also limited. Such a situation would not help enhance school autonomy because the school authority would not be able to exercise the power vested in them; and grassroots stakeholders would not influence school authority. So whatever changes the CMS made, if the school authority and grassroots level stakeholders are not empowered the change will not be sustained.

CHAPTER VII

Teachers' Reactions to Management Transfer Policy

The reactions of teachers regarding the management transfer were recorded during the field study. During the study visits, attempt was further made to find out ideas and opinions of teachers regarding the need, change, teacher's resistance and good practices of management transfer. Moreover, effort was made to analyze the issues related with CMS on the basis of their response in this chapter.

Syangja

Teachers' responses were found different in different schools of Syangja district. In one CMS of this district, one teacher stated the need of management transfer to facilitate involvement and participation of local community to develop schools with the feeling of ownership. He further added that government was trying to provide authority to develop physical, economic and academic affairs of the school. Regarding changes after management transfer, physical facilities development and academic progress became noticeable. However, the teacher stated that there were some wrong practices in CMS regarding SMC formation and teacher management despite the fact that parents' involvement and participation was increased rapidly. In addition, many doubts connected to the facilities and security of teachers emerged. Further the teacher blamed the government for trying to skip its responsibility towards the schools and teachers. However, feeling of ownership, quality of education, regularity of students and teachers, and good management were noticed as good practices of this school. The teacher observed the sustainability of CMS, he added, it depends on mutual understanding among its stakeholders. Besides, government should monitor, supervise and organize refresher trainings to teachers as well as awareness training to local community.

Likewise, a senior female teacher viewed that government became unable to control, supervise and manage school in order to impart quality education. In this regard, decentralization became a medium to make SMC, PTA, parents, students, teachers and HT responsible, accountable and attentive to work towards the quality of education. Physical facilities as buildings, furniture, toilet and classroom, academic progress through high achievement rate, and resource generation and mobilization were the changes noticed after CMS, she added. She further added that SMC and local community together settled down the problem if any. Teachers were worried, however, she said, about the government's responsibility toward its teachers' management and school. Also, they were worried about their job and security, she added. Despite these concerns, some good practices were observed in school. The first practice was resource generation through donation and collection of fund. Secondly, there were lots of changes in relation to classroom, building and furniture. Finally the establishment of library, appointment of teachers and upgrading the level of school were considered as good practices, according to this female teacher.

Similarly, a school is one of the parts of community, so community cannot stand beyond the responsibility of school as one recently appointed relief quota teacher stated. He further blamed that the center was unable to manage schools properly. In addition, he outlined some problems of schools as quality of education, furniture, bright classroom, teaching materials and parents' awareness towards the education of their children as perennial problems. Feeling of ownership and physical, academic and economical changes that occurred after CMS were recorded as good

achievement. Also, he stated the contribution of local community for free labor and donation. In this context, local community approached different organizations in order to collect money for the betterment of the school. Here, the teacher pointed out the problem of over burden to local community to bear the expense of school in case government stops providing regular budget. Teacher community was afraid of their job, services, facilities and security complaining the center to have escaped from the responsibility. The local community, he continues, would find it difficult to sustain its operation if the government withdrew itself from financial responsibility.

Udayapur

For the betterment of school, local community was ready to collect resource, develop physical facilities and mobilize resources as one of the teachers of Udayapur district stated. He further added that SMC was functioning as per the need of local community being transparent, accountable and responsible. Teachers' selection and monitoring, collection of resources, feeling of ownership, teachers' management, involvement of more parents in school affairs, and good academic and physical progress were the changes observed after the management transfer. However, there was some fear of management transfer in teacher community along with quality of education and sustainability of SMC. He further explained the grievances of teachers related to their facilities and security. Good practices such as quality of education, collection of resources, physical development, discussion, and sharing between parents and teachers about the study of the students were recorded, the teacher added.

In the same way, one female teacher stated that community established schools according to their need. So they were trying to the school management good. She further added that community was continuously contributing for physical and academic as well as economic affairs. As school is one of the parts of community, it is the responsibility of local community to make the school a model school in this district, she observed. Regarding the noticeable change after management transfer, she added that feeling of ownership and relief teacher quota was the change noticed. However, she was also worried about the services, facilities and security of the teachers when some day the government would skip from its responsibility. This would leave the local community to be unable to take the economic burden in the absence of government support, the teacher remarked.

Dadeldhura

Three teachers were approached for their response. In this regard, one female teacher stated that school is one of the parts of local community, parents, teachers and students. She further added that noticeable problems till the date did not emerge, but if problems exist they would be solved through common understanding. Also, quality of education was another expectation of the local community. Besides, local teaching materials were utilized properly. Moreover, local community, parents and teachers might work to minimize the problems of school in order to achieve the goal of education. She added that finally parents and local community were ready to contribute and donate free labor for the betterment of school and quality of education.

On the other hand, one senior teacher of CMS explained the need of management transfer for financial help. He further added that no observable changes were noticed after the transfer. However, parents have started showing eagerness, concern and

attention to school after the transfer. It shows that parents' involvement and participation had increased. Regarding teacher resistance to the transfer, he further added that teachers were worried about their security, service, pension and facilities. Likewise, one HT of CMS stated that local community desired to take the management responsibility in order to improve the financial and physical facilities of school. Besides, the school got financial assistance to construct building and develop infrastructural facilities. The HT further added that SMC has become more active to settle down the problems of school through mass meetings and discussion. In addition, he explained that grievances were related to the improvement of school. Good practice was that there was a continuation of physical facility development.

Chitwan

Local community took the responsibility of school management transfer in order to increase the feeling of ownership, and awareness toward quality of education, as one teacher stated. He further added that division of labor, organization of training, preparation of school calendar, parent's teacher's monthly meetings, individual record of students, and co-ordination with different organizations were the changes noticed after the management transfer. However, he said that teachers were overburdened since they were working on holidays and provided free labor. Regarding good practices of the school, he explained that division of work, responsible SMC/PTA; regular meeting of parents and teachers, note copy distribution to students, school calendar, individual record of the students, feeling of awareness and teachers' attentiveness could be taken as good practices. The teacher community was, however, against the transfer they heard because government could skip from the services, facilities and securities of teachers leaving the local community vulnerable to sustainability.

In the same way, one HT of CMS school said that local community took the managerial responsibility of school in order to make the school better through local planning and implementing the improvement and developing the feeling of ownership.

He further added that development of school codes and conduct, work division, training, teacher-parents monthly meeting, home-work copy distribution, individual profile development of students, and development of calendar and physical facilities, upgrading the level, and organization of health camp occasionally were the changes observed after the management transfer. It was, however, difficult to include all the stakeholders in management as well as to address teachers' problem after upgrading the level of school. Besides, political intervention was another problem. According to the HT, these problems could be minimized through the formation of committees and sub-committees, collection of financial and resources discussion. More workload and undue accountability towards parents were the grievances of the teachers. Physical development, quality of education, division of work, formation of various committees, monthly meetings, distribution of exercise books, school's codes of conduct, school calendar, and free labor and collection of resources were the good practices of CMS. Feeling of ownership and inclusive programs could be the key to the sustainability of good practices of CMS, the HT opined.

Jhapa

Regarding the need of management transfer, one teacher of Jhapa district stated that local community took the responsibility of school for financial assistance, relief grant

and for upgrading the school to lower secondary level. He further added that feeling of ownership, parental monitoring, observation and quality of education were the changes noticed after the transfer. There was not a problem till the date. However, teacher community was against this move because they were worried about their services, pension and security. Also, there was least possibility for the relief grant teachers to get permanent tenure. Finally, he claimed that one day the government would skip form the responsibility of teachers' management leaving the local community to be unable to support teachers and school's expenditure. However, physical development, quality of education, unity of local community, transparency and accountability had increased after the transfer. In this regard, he added that the key of sustainability of CMS was to keep the unity and mutual relationship among the stakeholders going well and settling down the problems through dialogue and discussion.

Likewise, another female teacher of the district stated that local community took the managerial responsibility in order to get Rs. one hundred thousand as aid and one relief teacher grant. Physical development, parental monitoring, relief grant teacher and feeling of ownership were the changes noticed after the management transfer. This was made possible through the contribution of teachers, committees and parents. Teacher resistance to this move she further added was related to their fear to services, pension and security being at stake after the management transfer. Physical, academic and economic development, feeling of ownership was, however, the good practices of CMS. And, positive attitude among teachers, parents, SMC, PTA, mother group, educated people and local community worked as the foundation for CMS's sustainability.

Reflection

- Teachers community viewed that decentralization through management transfer was essential both for quality of education and betterment of school. Lots of changes in the schools after the management transfer were noticed in the forms of development of infrastructure, preparation of codes of conduct, regularity of students and teachers, increased enrollment and improvement of quality of learning. Also, there were some good practices as formation of different committees, resource generation, feeling of ownership, resource mobilization, accountability, transparency, social auditing and decision making through consensus.
- Teachers also observed that SMC members worked for their own interest when the management was transferred. They would unnecessarily interfere in the school affairs and devalue the teacher's self respect. SMC was given total responsibility for hiring and firing the teachers. They experienced that SMC, on most occasions, worked for their own interest. They often formulated rules and regulations regarding teacher's appointment, their terms and conditions, teacher's code of conduct and so forth for binding purpose. If SMC did wrong, nobody was there to complain against its wrongdoing.
- As it is observed, teachers community including Teacher Union did not accept that the school directives could ensure what they intended. The directives could be changed when the government changes. They commented that the government changed its policy quickly and did not fulfill its commitment. The provision of management transfer was not made by the Act and the Regulations. Teacher community did not believe in the true spirit of the

directives as they did not reflect the interest of the mass of teachers. They thought that the concept was enforced without preparation. It was further found that the management transfer policy did not secure the professional rights and benefits of the teachers.

- In fact, teacher's attitude was not favourable for the management transfer. Teacher community thought that government tried to skip from its roles and responsibilities which could bring dissatisfaction and frustration among the teachers for their service, facility, pension and security.

CHAPTER VIII

Good Practices of Community Schools

In this section, good practices of CMS are explained and analyzed. Some practices were observed while some others were reported by the school authority and community members. We have described several good practices of various schools in different kinds of settings.

Quality Focused Instruction

In Nepal, decentralization policy was practiced in school education for improving quality of education through school management, involving community stakeholders in school management. One of the SMC chairpersons of Syangja district stated that quality of education and education improvement are key to sustainability of CMS.

In most CMS, regularity of students and teachers was found increased. In almost all the schools, parents visited schools for monitoring school, teachers and children activities in the school premises. SMC and PTA members in Chitwan and Jhapa districts planned to monitor school turn by turn in order to observe the activities of teachers and students, and to see if there were any problems. In CMS, maximum attendance was recorded in comparison to other community schools. Attendance in school is one of the major traits of quality education.

Use of computer in the school was another good practice of CMS. Even in the 21st century of the era of science and technology, most of the students in community schools remained unaware and far from touching computer. In most of the CMS, schools bought computers with the decision of SMC, HT and teachers. In this context, many SMCs submitted proposals to different INGOs/NGOs. One CMS of Chitwan district had recently constructed computer laboratory and library building. Similarly another CMS in Syangja district had managed five computers. In one school of Jhapa, the school also brought programs for computer assisted learning. The use of computer did not only encourage students to adopt new technology but also make them more competitive in learning. However, after taking managerial responsibility of the school, parents regularly visited school and became concerned about the education of their children.

Most of the SMC chairpersons and members, and DEO staff complained against the teachers stating that they never used teaching materials in classroom activities. In several CMS, we observed that teachers started using learning materials in classroom instruction. In Udayapur district, SMC of a CMS decided to make the required materials available to teachers to make students understand the lesson and make classroom more interesting. Also, teachers started preparing teaching materials with locally available materials. Teachers in two CMS in Jhapa prepared several kinds of materials. They also took part in the competition. CMS appeared toward looking ahead in terms of preparing and using materials for improving quality of learning.

Likewise, another good practice of CMS was the system of children's assessment through home assignments and class work. After taking the responsibility of school management, parents started comparing CMS with private schools. Parents seemed to be more cautious and aware toward the study of their children. So some schools changed their strategies. In this respect, one CMS of Dadeldhura district provided school bags, tie and shoes to the students from SIP fund. In several CMS of Chitwan,

Syangja, Jhapa and Dadeldhura, teachers started providing home assignment and class works. In other words, teachers started to follow individualized instruction method. This practice naturally helped to improve quality of learning.

No teacher absenteeism in the classroom and school was another good practice of CMS. Teachers' and students' absenteeism was the root deterrent to quality in education. After taking the management responsibility of school, SMC with the help of the stakeholders framed codes of conduct for the teachers, students and parents. Parents and community members also monitored the school affairs along with the regularity of teachers and children. These helped increase the regularity and decrease their absenteeism. In most of the CMS, code of conduct was hung either on the wall or notice board which was visible for teachers, students and visitors. Teachers' regularity made students more responsible and attentive towards their study. If a teacher took leave, another teacher replaced him/her. Further, teachers were also motivated to complete the course in time.

HT's instructional leadership was another good practice for quality focused instruction. In CMS of Jhapa, Syangja and Chitwan, SMC chairpersons, members and teachers stated that the HT is the face of the school. Since the HTs of many CMS attained several seminars, trainings and capacity development programs, they became able to develop leadership quality. It was also the zeal of HTs which motivated them to advance the school. In fact, HT's role was found influential to improve all aspects of school. HT was engaged in motivating and supporting teachers, classroom activities, and material management etc. These activities of HTs also made teachers responsible and spend more time on task. This practice to share new ideas among the school family members was really praise worthy for the quality of education.

Engagement of Parents

Parental engagement in school affairs was another good practice of many CMS. The SMC Chairperson of one school of Syangja district reported that parents were active and positive for the betterment of school for a couple of years. Parents visited school to be aware of the problems of children, and to know what children and teachers were doing during the school hours. Parents were actively involved to develop physical facility and resources of the school. SMC chairperson stated that parents organized household visit program for the admission of out of school children in the school catchments area. The parents even checked whether teachers gave home work to their children. Similarly, in Chitwan district, parents involved themselves in construction, management, resource generation and supervision. In addition to these alternatives, parents actively participated in mass meeting, monthly meetings, parent's day and other school events. One of the CMS in Chitwan district organized parents' monthly meetings to discuss children's progress, and share the problems of school as well as parental grievances.

In Jhapa district, as SMC chairperson of one CMS said, "Parents' involvement was growing gradually but it was not sufficient. Parents visited school to put their grievances about scholarship. Parental involvement was confined to physical facility development and donation. In addition, they visited school when school organized mass meetings, parents' day, school anniversary day and they were eager to know the progress of school and their children." Similarly, in CMS of Udayapur district, parents visited school in order to know the progress of their children and to address school expenses. Parents, SMC and PTA were more active, functioning, responsible

and attentive. Parents visited and monitored the school activities regularly. One of the senior teachers stated that parents monitored the activities of teachers and students.

Moreover, school also developed codes of conduct for parents to involve them in the school related affairs such as monitoring, supervision, resource generation and construction. This practice was found mainly in Chitwan, Syangja and Udayapur districts. Besides, committees and sub-committees were also formed to include more and more parents to engage them in school activities. Besides SMC and PTA, committees such as construction, social auditing, and mother's group were formed in various CMS of these districts. Some CMS also formed examinations, Pooja, subject, resource generation, SIP and scholarship committees. Household visit by parents was another good practice in these schools. In CMS of Syangja, Chitwan, Dadeldhura and Udayapur districts parents arranged door to door visit in the local community after the admission was closed in order to see whether any child was left from the school.

In fact, parents involved themselves in two ways in these schools. One, parents helped make their children regular, neat and clean, and they also observed the homework and progress. Second, they took part in school affairs and events.

School Community-Relations

After the management transfer, CMS experienced an increase in school community-relations. Most of the parents visited schools to share their children's problems and observe the teachers as well as their children's affairs. In some CMS, HT and teachers visited households to share the school activities and require for the support of parents. These visits helped strengthen school-community relations and develop a sense of belongingness. Parents became positive and they were ready to contribute donation and charity. In one school of Dadeldhura, some parents established a Trust and students received scholarship, uniform and exercise books from the trust. Besides, there was significant attendance of parents at the time of SIP formulation. Some of the educated and experienced parents shared their experience and ideas for making their school a model in the district. Such kind of activity was practiced in almost all districts. In CMS, parents regularly visited the school, observed school affairs and teacher's and children's activities. They also wrote their opinion in a school register. We observed that parental visits made school authority and teachers more conscious toward their job, and they tried to perform better for good school results.

School Networking and Experience Sharing

In some district, CMS developed school networks. HT and SMC of member, schools visited mother CMS. They shared the experiences on various issues like parent's involvement, teaching aids and materials, methods of resources generation, etc. The lead school helped the CMS with not so good performance. The school also helped in resolving several problems. Thus the network did good job since the help of lead school encouraged the member schools to improve their performance. In Jhapa, the lead school helped several schools. Performance of one of these member schools even exceeded that of the lead school in terms of resource generation, parental involvement, preparation of teaching materials, and so forth.

Also, some CMS organized study tour to visit successful schools within and outside the district in order to learn the experiences and good practices of the better run CMS and other schools. In this context, SMC, PTA, HT, teachers and parents of Chitwan district visited two schools, one in Syangja and another in Jhapa districts. During the visit, as one SMC Chairperson of Chitwan stated they were told about all the advantages of CMS and good practices of the school whose focus was on quality of education. The visit was not only confined to the observation of the school but also to sharing experience of the school. The school authority felt that these study tours and visits were significant for motivating them for better performance. One HT of Chitwan district explained that this kind of educational tour gave insight into ways for improving the school affairs.

Organizational Efficiency of CMS

Another good practice of CMS was school management through a responsible and accountable SMC and PTA. In CMS several committees were formed to include community members to support school authorities such as SMC and HT. They organized meetings in order to discuss over the issues and problems of the school, and future directions as well. In this regard, one CMS in Chitwan district prepared school calendar which mentioned the scheduled dates for school meeting, examinations, schools events, parents meeting, seminar, holidays, etc. The CMS also developed the calendar for the parents so that they could observe their child and suggest for needed assignments. The CMS arranged monthly parents meeting and made them aware of their children's performance. The Chairperson stated "*We can make anything possible if we work together without any individual profit motive.*" SMC, PTA and other committees organized joint meetings and they divided their work and responsibilities. The Chairperson considered mutual understanding, parents' involvement, feeling of ownership, resource generation and accountability of stakeholders as the good managerial aspects of the school. One of the teachers remarked that progress of the school was the outcome of mutual understanding, feeling of ownership among the community members, and unity of stakeholders. He felt that involving Dalits, females and marginalized groups in school affairs was another positive attempt of the school. However, management training was considered essential for HT, SMC and PTA members to make them understand about their roles and responsibilities so that they could perform their functions well.

In Syangja, parents seemed to be very aware about their children's education, quality of education and school's activities, and they started visiting schools and showing eagerness in school affairs after the management transfer. The HT stated that feeling of ownership developed in community members and their involvement was increasing day by day, and they were ready to do their best for the betterment of school. This enabled the school to assign responsibility to parents. In fact, parents were assigned work for expanding infrastructure facilities and resources generation. The HT further felt that such a move contributing to create mutual understanding, share and maintaining harmonious relationship between school and community in one hand, and on the other, he got more time to engage in instructional affairs. He experienced that school received donations from abroad and local donors for construction of building due to continuous effort and support from local community. One of the SMC members remarked that *continuous effort, hard work and positive thinking are the key for sustainability of the schools.*

In Jhapa too, many good practices of school management could be observed after the management transfer. In two CMS, parental work division was remarkably good. HTs of these schools felt that sense of belongingness and shared responsibility were the major practices of the schools which ultimately led them to be successful. Every day, some parents visited school and observed school activities. One of the middle-aged female parent said *“Good practice is the result of common understanding and sharing. It is this understanding among stakeholders that becomes key to the success of the school.”* These schools maintained transparency in their affairs through social audit.

In Udayapur, HT of one school stated that the increased regularity of teacher and students was a good practice of the school. He viewed that local community's involvement in physical facility development, and their concerns toward children's teaching learning could be taken as a good practice of the school. In Dadeldhura, similar practices were noticed as good practices. Parent's regular visit to the school, their participation in school events, and improved students and teachers' regularity were the good practices of the school. SMC chair of a CMS remarked, *“Everything becomes easy and possible when community members understand and extend their co-operation.”*

Transparency

Transparency in management was another good practice in these schools. After taking the management responsibility of schools the SMC, PTA and parents became more attentive toward the school affairs and its financial position. Since parents' involvement has been increasing rapidly on construction and resource generation, they showed their concern over the fund use in right work. Besides, SMCs organized mass meetings for social auditing where they precisely explained the income of the school with expenditure. In fact, social audit was made in all CMS. Social audit also made the school authorities accountable to parents because the school authorities had to respond to the queries of the parents. Neither the SMC Chairperson nor the HT in CMS have chance to misuse the budget. Since the government made policy for social audit, every CMS formed a Social Audit Committee under the Chairmanship of PTA Chairperson. In Chitwan, HT of a CMS stated, *“Social audit and parents' meeting made school affairs transparent and school authority more accountable, which reduced the possibility of misuse of the school funds.”* Likewise, Social Audit Committee member of a CMS in Chitwan stated, *“They have kept every details about the income and expenditure of the school which they presented in the mass meetings. Besides, parents also asked them about the budget even though there was community gathering for other purpose.”* In Dadeldhura, the SMC chair of a CMS stated that parents became more enthusiastic and eager to get information about the use of school funds compared to other aspects of school. All these indicate that fiscal transaction was externally scrutinized.

Some Malpractices

During the field visits, some malpractices in school management were also observed. In Udayapur district, Community Forestry Committees helped many schools by providing funds for facility development, recruitment of teachers, and up gradation of the schools. Many CMS received funds from these committees. This encouraged the committee members to cut the trees and sell them without getting any consent from the authority. When these committees were asked, they replied that the timber was sold for school fund. School teachers in the district were concerned that this led

to deplete the forest, for one of the reasons for this problem was CMS as it received funds from these committees.

In some CMS, teachers and parents reported that SMC Chairperson and HT had enjoyed significant authority in recruiting temporary teachers. In this regard, they further added that they followed the selection criteria but in reality there was hidden or internal agreement among HT, SMC chair and DEO staffs to appoint their relatives.

Reflection

- As it is seen, the school practiced several good things after the management transfer. The school authority and parents mostly reported that facility expansion, parents' participation, teacher and students' regularity marked good practices of CMS. These things are important because they help CMS to improve its activities. As we observed, CMS were also making efforts in enhancing children's learning, improving organizational efficiency, maintaining school-community relations, running school networks and so forth.
- In fact, the good practices the CMS demonstrated are based on the premises of learning by doing. External support promoted these practices; nevertheless the zeal of doing well was also there, as it was noticed. These practices, no doubts, help meet the needs of quality learning in school without compromising any with other things. However, the ways school implement good practices depend very much on their community and circumstances. In other words, school environment, community awareness, leadership quality, etc explain the quality and coverage of these practices. These practices could help CMS frame school's principles too.
- However, some malpractices were also observed. In Udayapur district, Community Forestry Committee members were found cutting the timber and selling them without receiving any prior consent from the authority in the name of providing supports to CMS as the committee members got financial benefits from it. In some CMS, SMC Chairperson and HT manipulated their authority to appoint their relatives as teachers.

CHAPTER IX

Discussions and Findings

This chapter makes an attempt to synthesize and analyze observations experienced in the previous chapters. It portrays ideas presented in the previous chapters along with their reflections.

Management Transfer: Reinventing Community School

Public education in Nepal is a centrally managed service delivered through Department of Education and its de-concentrated wing such as DEO. The policy of taking managerial responsibility of the school by the community was actually an attempt for the transformation of school through management reform. The transformation of community school is one of the most ambitious and radical efforts, and the stakes are high for the community members as the schools in general could not yield the desired result due to higher attrition rate, low attendance and less satisfactory learning outcomes. However, the transformation effort is also an opportunity for the state, community and the school that is in the process of being transformed from a centralized setting into one which follows proven principles of decentralization aimed at ensuring student success. Nevertheless, sustained cooperation is at the heart of the reform.

Since schools are busy places and, often too preoccupied with the business of raising their own standards, school authority and teachers hardly spare their time for managerial reform, even if this reform is essential for improving the learning of children. This is equally true for Nepal, where the reform was carved for enhancing community participation in schools. The intended reform in Nepal purports to manage school with the idea, plans and resources of the grassroots people. In fact, this is the very feature of education in the country since the initiation of modern education system. Schools in Nepal have been created, managed, financed and controlled by the local communities since very beginning of the education system.

Traditionally, school authorities have relied on the government and DEO to define the educational priorities that will be funded by the government. The SMC was expected to determine how the fund to be spent. Most often, the priorities have been already set. Thus, the traditional SMC was practically reduced to a budgeting body. Its involvement in delivery of education services was weak. Its planning processes are inefficient and ineffective since policy decisions and resource allocations were not linked to actual needs of the school and school children. Teachers could hardly perform their tasks since they lacked the needed support, guidance and resources for learning. In fact, the power relation between the center and the grassroots level and between educational bureaucrats and local representatives was not very harmonious and equal.

In the process of reform, the power and authority entrusted to SMC and schools were restructured to ensure the principle of good governance such as transparency, accountability, and participation. The membership in SMC has been expanded to include representatives from the parents and community members. Schools now form the PTA. Decision-making is shared and now, SMC could take any decision regarding school, not the DEO or the central ministry. Within the school too, several unnoticed forces such as educational leaders, SMC members, teachers, community

groups and unions contribute to the shared decision-making process by forcing the authorities and influencing thinking process for making strategic choices.

Aside from its traditional role, the empowered SMC now prepares school's education plan and budget with local participation. This system has been institutionalized to make financial management and procurement, as well as the recruitment of teachers. Through a feedback from parents (during mass gathering and social audit), SMCs are now more accountable to the community people. The new SMC could identify alternative ways of developing and financing the local school's plan by mobilizing internal and external resources.

In addition, the new policy also considered the school leader such as HT as a dynamic and visionary leader who could prepare himself/herself and be ready for emerging challenges. Therefore, HT should have the quality of instructional leadership that focuses on strengthening teaching and learning, professional development, information-based decision-making and accountability. HT should have the quality of community leadership that manifests the awareness of the school's role in society, shared leadership, community partnership, close relations with parents and others, and advocacy for school capacity building and resources. HT should also have the quality of a visionary leader that demonstrates energy, commitment, entrepreneurial spirit, values and conviction that all children will learn at high levels as well as inspires others with this vision both inside and outside the school building. These are important qualities of headship because leadership connects and encompasses all in the learning process. Everything HTs do- establishing a vision, setting goals, managing staff, rallying the support from community, creating effective learning environments, building support systems for students, guiding instruction and so on- must be in service of student learning. In the traditional community school, some of these qualities of school leader could be traced. The new policy intends to further these qualities in school leadership.

Nevertheless, as a move towards reinventing community school by taking the management responsibility of school by the community, the effort to boost some kind of change in the governance and management of community education that had already begun at the grassroots level is reemphasized. The policy had grown popular, and the government had clearly sent out signals to local communities that collaboration is a desirable way of managing the schools. This indicates that *the process of taking management responsibility of community schools by the community members was a move towards reinventing community school, rather than an innovative approach of community management. However, the reinventing process was led by the central government, not by the local ones.* In fact, the policy was introduced to maintain status-quo ante.

Stimulants for Management Transfer

When the perceptions of education authority and stakeholders are analyzed, it seems that the policy was enforced for various reasons. For the policy-makers, the policy was enforced to bring decentralized reform in education, as the state way heading to implement decentralization in social and political arena. Moreover, the system has limitation to oversee and monitor a school from the central level. This caused to compromise with quality. Without involving community people in the process of delivering education, the system may not yield quality results. In fact, the meaningful involvement of grassroots organizations and people in planning, management and evaluation is essential to implement and ensure the efficiency of

service delivery, improve quality of learning, and bring other necessary changes in school. So, *the policy was introduced to ensure involvement of community members' in children's learning, foster school-community relations, improve school efficiency and enhance instructional quality so that quality of learning could be improved.* In broader sense, *the policy intends to develop a sense of ownership among the parents and grassroots level stakeholders and organizations by involving them in development efforts.*

Since many schools suffered from financial constraints and dearth of teacher, they faced problems in school operation. Several schools added new grades or upgraded their levels without ensuring availability of required fund for operating these grades and levels. In fact, it is a status symbol for the chairperson and the community members that they have upper grade and upper level schools in their community. When a new SMC chair comes, he/she attempts to add the new grade or upgrade the level. In most cases, the DEO allows for upgrading the level without ensuring additional teachers and extra fund. The consequence is that school suffers from financial stress and resource crunch. When they take managerial responsibility, they get incentive and relief grant, and manage these grants for operating additional classes and grades. So, *to the school authority and community members, the stimulant factors for taking managerial responsibility are the lump sum grants and relief grants for operating additional classes and grades.*

For Community School National Network (CSNN), the main stimulant for taking managerial responsibility of community school was to enhance the responsibility and accountability among the school authority and community members. Normally, a school in Nepal was administered by the government. The government provides fund, teachers, text materials and other grants as well to deliver education at the community level. As primary education is free for all, people do not have to spend money for their children. They thought that it is the duty of the government to make educational facility available, and manage and provide education to their children. Some affluent families send their children to private schools. Consequently, local people did not care about the local school as they thought the school is a government institution, not theirs. There was absence of local cooperation and collaboration. Therefore, they did not feel responsible and accountable towards community institution like the school and education it provided. So it is therefore essential for making the community people responsible and accountable to run community school in an expected manner.

Several communities did not take managerial responsibility of community school, and they have their own reasons. The community members believed that *the school was already a community school, so the management transfer policy would not be required.* In fact, a school in Nepal was created, run and controlled by the community. The government entered in the scene later. For them, it is ridiculous to turn the already existing community school into a community managed school. Some school still thought that *SMC did not have proper power and therefore for teacher management it is useless to take the managerial responsibility.* As the school should have to take permission from DEO to appoint the teachers, it could not truly become a community school. In a truly community school, all power should be vested in the community and its representatives. But the policy did not do so. In some schools, *the community members have the fear that the government tried to relinquish its responsibility and community should bear the financial burden for school operation.* In this respect, one could easily say that community awareness was lacking. Efforts did not suffice in preparing the community members even if some programs were launched in this

direction. Moreover, the teacher community- opinion builders in the locality- is against the policy of management transfer, and they may communicate adverse messages to the community against the policy. In some schools, teachers exerted pressure to SMC, because they think their job security and facility would be ceased after taking the managerial responsibility by the community.

Changes Occurred

Changes come when we strive for them. Needs of people and community may bring change in schools. We noticed several changes in CMS, however, most of the changes were confined to the development of physical facility. This may happen because a large number of schools still do not have enough facility to run the school smoothly. Without proper facility, quality could not be delivered. So, schools need appropriate classrooms, equipped toilet and drinking water facility, furniture, laboratory, library, etc.

Changes could also be noticed in other areas. For example, CMS started to focus on quality of instruction, make efforts in improving parents' participation in school affairs and events and organizational efficiency of schools; improve school-community relations and transparency of school activities; etc. It was found that the learning outcomes of community school improved significantly compared to that of other community schools. *As school authority and community members in CMS were observed to have been more active compared to that of the other community schools, the changes in CMS seem to be significant. In fact, these changes were possible due to the system's support to CMS; however, zeal of doing well in the community members was also there.* The ways school become able to bring changes also depends upon the community and circumstances. In other words, *community environment, awareness and leadership quality helped CMS bring changes.* However, all the CMS could not make progress in a uniform manner even though they demonstrated good practices. Even the pace and degree of development is asymmetric among CMS. The good thing is that some of these practices could be replicated in other community schools as well.

Leadership of HT

The role of institutional head is significant to improve the institute. The roles assigned to HT by the Act and Regulations indicate that HT stands at the lower strata of educational hierarchy. It is assumed that HT mostly does managerial works rather than the leader's role. In fact, the given roles make HT a general administrator of the school. HT has to be engaged in routine jobs such as maintaining school records, arranging routine examinations, and issuing certificates, etc. However, the policy changed the role of HT from a mere educational administrator to a school leader. Since the HT is instrumental in improving education quality, the system supported in many ways to cultivate leadership quality in HT. For example, the system provided management training to HT, SMC chair and the HT got opportunity for study tour in the country and abroad. They were also invited as experts when the DEO and DOE arranged training, orientation and seminar. All these factors contributed to enhancing the quality of leadership. *Thus, systemic support develops school leadership, and several CMS made progress due to HT's dynamic role.* In fact, a school can make progress, if the school leadership demonstrates good quality; and the policy contributed to develop quality in HT and SMC. Community managed schools showed good performance due to the quality of school leadership - HT and SMC chairperson.

Improved Governance

In many CMS, it was observed that participation of community members and parents increased in terms of their involvement in school committees and school events. These members started to show their concerns in school and its affairs. In fact, *the policy of management transfer of schools improved the school governance at the local level*. Concerns of SMC, PTA and local parents increased after the takeover of the management responsibility. They visited schools more and more and started to hold discussions with HT and teachers. They enquired about school affairs, teachers' attendance, teaching and children's learning. Schools also invited parents to discuss several issues. Local community members put their voice in making significant decisions about school's affair as teacher management, building construction, committee formation, resource generation, and community mobilization and so forth. These incidences contributed to governing schools by local stakeholders. SMC also felt more accountable and responsible for teachers' management, physical infrastructural development, and resource generation and mobilization. However, the teachers felt that SMC members always suspected them in their performance.

Also, *the community managed schools contributed in promoting grassroots level democracy*. SMC members and parents as well felt that management transfer move was actually a kind of government-community partnership affair. They felt that this move was directed towards involving community people in planning, managing, executing the local educational affairs. Local people were invited for the design and implementation of local educational programs. Such move helped them articulate their views, ideas and experiences while designing the programs and implementing them.

The institutionists view that explanation of human behavior is shaped not only by the institutional focus on formal rules and value-maximizing rationality, but also by the role of norms, symbols, myths, belief systems, and informal arrangements forming the culture of the organization. They advocate for multi-level governance, where the decision-making authority is distributed through government and beyond, not focused at one authoritative point as in traditional hierarchical theories of government. They view that multi-layer policy formation is the rule, not the exception. In multi-level governance, upper levels monitor policy and influence policy outcomes. So sharing of power is essential. No doubt, *the policy of taking responsibility of community schools honored the concept of multi-level governance as roles and power are entrusted to the local stakeholders for the management and operation of local schools*.

Autonomy of Community School

The intent of the management transfer is also to turn a dependent school to autonomous one. Several provisions in this regard were made by the system so that school could be changed into self-managing institute. In fact, capacity development of school, school authority and community members are essential to change the status of a school from a dependent to an autonomous one. In this context, the system has made amendment to Education Act and Regulations for entrusting the power and authority to the school managers, especially SMC. SMC and HT's authority was furthered in CMS Directives. Various kinds of grants are being provided to schools besides teacher's salary. Provision of school improvement plan (SIP) with grants was made, and social audit was started in school for transparency of school affairs and accountability of school authority. For management capacity

development of school authority, training and orientations of HT and SMC chairperson were conducted, and NGOs were mobilized for raising community awareness. However, capacity development efforts cluster around the development capacity development of HT. Even though some of SMC chairpersons and HTs received opportunity for study tour and visits in the country and abroad for experience sharing and enhancing understanding and capacity development, no substantial efforts have been made in this direction so most of these members have received a little or no opportunity for their capacity development. As a matter of fact, systematic efforts have been lacking for enhancing capacity of these grassroots level organizations. Besides, training programs are assumed merely as a way for capacity development while technical support and professional guidance are equally important. Govinda (Govinda and Diwan, 2003) viewed that the changed rules and regulations often remained only on the books and only the central authority becomes aware of the changes. People have to adopt changed roles and functions, but they continue to follow the instructions from above instead of using the powers vested in them due to their ignorance. Proper dissemination of the changed framework and its implications for people at different level is a basic requirement. On the other hand, community awareness efforts were also limited. School authorities as well as local community were lacking skills in human relations. Capacity of school authority, HT and teachers have to be developed in building relations with parents in order to imbibe a sense of active participation in managing school affairs.

Even if the efforts towards changing a school into an autonomous one were limited, CMS exercised autonomy in many areas after the management transfer. Planning, resource mobilization, school and teacher's monitoring, use of instructional materials were the areas where school exercised autonomy. They developed their own rules and codes of conduct. Some schools also made attempt to develop local curriculum based on local needs. For example, one of the CMS of Jhapa developed curriculum in agriculture, since most of the children belong to the aboriginal families whose occupation is farming. However, the capacity of these schools was limited in developing norms and standards of learning, etc.

Regarding teacher management, it is a matter of political as well as system's interference. School did not find itself independent in selecting and recruiting teachers. Sometimes local political activists pressured the school to recruit their persons as teachers. Mostly, school should get permission from DEO to recruit temporary teachers, and get it endorsed by the DEO even if the Education Regulations entrusted this power to the CMS for recruiting a teacher. In fact, there are two kinds of provisions in the Regulations for teacher recruitment, one for CMS (article 22 cha) and another for other community schools (article 97). The DEO staff members believed article 97 to be popular and was frequently used; the DEO referred to this article even in teacher recruitment process of CMS.

These discussions reveal that the system made efforts in changing schools, however, they could not be changed totally into self-managing independent schools because of lack of capacity and rigidity in teacher recruitment practices.

Transparency and Accountability

CMS also improved school transparency and enhanced accountability of school authorities. CMS started the practice of social auditing where they presented entire school affairs, progress and financial status before the public. This kind of activity serves two purposes: (a) school authorities have opportunity to make school affairs

transparent (b) they should be accountable to parents. Besides, they also hung on wall important information of school, such as school affairs, work schedules, progress in the school. Parents could ask anytime to school authority about school affairs either in private or in public. School authorities are bound to answer them. Parents and community members were allowed to come in the school and put their queries. That is why parents became able to monitor school and teacher's affairs. We observed that social audit took place in several CMS. Some conducted mass meetings, some did not.

Some schools, especially in a CMS of Chitwan arranged the monthly parents meetings to discuss on children's progress including other issues. Many CMS formed sub-committees for social audit. PTA played their roles, but it was active only in those schools where HT was cautious about the significance of social auditing and the value attached to it. In those schools, the authority maintained that they usually organized a parents' meeting where they read out the report. The parents started to question SMC, HT and teachers by making their comments. This kind of effort is really commendable as it is in line with the spirit and principles of the decentralized reform in education. In some schools the HT, SMC chairperson and PTA chairperson gathered and prepared the report, and the report was submitted to DEO. Mostly, financial matters were included in social audit report. Since the stakeholders were not aware of the value of social auditing, it had become merely a ritual job. They could not value social audit as a significant tool to make school authority accountable and transparent in conducting school affairs. In fact, this is a gap between the intent of provision and reality, and this gap is due to lack of awareness and capacity. Moreover, this gap emerged because there was no provision and practice of compliance monitoring. In fact, compliance monitoring is almost non-existent. It is not clear who is accountable for what. The provision of accountability is not explicitly stated in the existing Act and Regulations, and no standards were set, and parameters and indicators developed regarding accountability.

The discussion above leads us to conclude that *the system supported transparency of school affairs through the provision of social audit which was recently getting shape in CMS. The school formed social audit committee and the exercise is in practice recently. Further, many schools conduct it as a ritual due to the lack of awareness indicating a gap between intent and reality. Even though many CMS authorities try to become accountable, the provision of accountability is not explicitly mentioned in the current Act and Regulations.*

Institution Development of School

One of the purposes of educational reform is the institution development of community schools so that they could run programs in a sustainable manner. We observed that *the pace of institution development in CMS was faster than that of other community schools.*

In CMS, practice of conducting parents meeting, SMC and PTA meeting, and other kinds of gathering was substantially stronger. Participation of community members, especially women and disadvantaged groups (DAG) has been increasing in general and governing committees like construction committee, resource generation committee, social audit committee, SMC, PTA and other ones are created. Local community encouraged Dalits, Janajati, female and marginalized groups to represent themselves in different committees, and they even reserved the membership for these groups despite their absence. Normally, these groups were not included in

these committees because of unequal social relations. For example, in one school of Syangja district, Dalits were not ready to be the members of school committee because they felt inferior to other. But the situation is now changed after the management transfer of school. Inclusionary practice is gradually evolving. For example, in Dadeldhura, one SMC chairperson was female and a Dalit, and she was recently appointed as a member of the national level CMS network. The committee members held discussions on school affairs, issues and problems and took part in decision-making process and problem solving. They visited other organizations in favour of CMS. This evidence shows that the practice of inclusion on the increase.

Since the school authority felt that they were accountable, the CMS started preparing and producing social audit report. Moreover, CMS established school's networks and expanded the membership, which has served as a vehicle for lobbying in favour of CMS's interest. All these were possible because the community members developed a sense of belongingness and ownership to school. Moreover, the system's support was also available to these schools through the mobilization of local NGOs.

Increased Stock of Social Capital

The value of social capital in community development is significant. The central thesis of social capital theory is that relationships matter. The idea is that social networks are a valuable asset. Interaction enables people to build communities, to commit themselves to each other, and to knit and maintain the social fabric. A sense of belongingness and the concrete experience of social networks (and the relationships of trust and tolerance that can be involved) can bring great benefits to people and community. Trust between individuals becomes a broad fabric of social institutions, which is gradually turned into a shared set of values, virtues, and expectations within the society as a whole. Without this interaction, trust decays, and it begins to manifest in serious social problems. In fact, social capital contends that building or rebuilding community and trust requires face-to-face encounters. The community with a good stock of such social capital is more likely to benefit from better health, higher educational achievement, better economic growth and so forth.

We observed that *the management transfer policy further contributed to increasing the stock of social capital in community required for school improvement*. We noticed that CMS authorities visited several organizations, met with various people such as government officials, political leaders, local and external donors, NGOs and INGOs, and attended meetings outside the school. They shared their experiences and problems in running the educational institutes and asked for the needed support. These activities helped form connections and mutual trust, which is useful for school development. These social connections and trust expanded the relations of schools with several organizations and institutes. These kinds of social capital were finally turned into physical and financial capital. Several CMS developed physical facilities, library, drinking water facilities, received computers and learning materials by establishing mutual trust and social connection.

Resistance of Teacher Community

Teacher community including Teacher Union opposed the policy of management transfer. Teacher community was against CMS and they were resisting the policy by blaming it for many things. Teacher Union protested by saying that the policy is not a nationally owned policy rather it is a donor-driven affair which may not have long life. For them, quality is a superficial thing since there was no difference in the

quality of other non-CMS school too. In their opinion, the reform process did not honour the important stakeholder, like Teacher Union and the Teacher Union was not consulted while developing the reform policies. They reacted that the policy was implemented without wider consultation and discussion. They opposed the policy, because it affects the teachers and their performance since policy did not ensure job security of teacher and their professional enhancement. They complained that the policy was introduced before the community members were prepared for it. They thought the main intent was to control teachers through community even if uneducated SMC could not properly manage the teachers. They blamed that the system was run by the corrupt bureaucrats and they failed to manage school and teachers properly. So they handed over the school to community and SMC as the members were illiterate and did not have knowledge about Education Act, Regulations and Directives. They were even not properly aware of their roles, responsibility and authority. In this situation, how a teacher expects good management from such school authority, the Union questioned. Moreover, they noticed political influence and intervention in school management, and SMC Chairpersons appointed their relatives as teachers in the schools. They gave examples that the management was transferred to those proposed schools without permanent teacher's quota and facility. They had doubt that the government stopped to create new positions of teachers rather they provided relief grants only. For them, all these mean that the government is gradually relinquishing itself from its responsibility. The protest is against this very intent of the government. Normally; demonstration, bandhs, picketing and black tape in arms are the ways used by the Teacher Union to express the protest.

There are three fundamental reasons for why the teachers resisted this policy. They are institutional, psychological and, of course, political. The system sees the teacher as a political worker and the teachers do not perform their duties well so the schools could not produce the desired results. On the other hand, SMC wants to control the school and makes an attempt to appoint their relatives. This prejudice against teacher helped bring the policy to control teachers. Therefore, the teachers were not included in developing this policy. Teachers are also doubtful that the government does not implement reform in educational management of the country since several agreements were made with the Teacher Union, but the promises were not materialized.

The policy makes an attempt to provide power and authority to the parents. Since parents exercise power, teachers thought that their job was not secured. Teachers always felt that these parents and community members became strict to them and they may lose their job.

Finally, the policy also attempts to change the existing power equation. Since the grassroots level people were given the authority for even managing teachers, and they started to exercise this authority; Teacher Union fears to its power to influence the teacher community. SMC and parents normally may not allow the teachers to participate in Teacher Organization affairs at the cost of the school. If so, these organizations may not last long. Therefore, Teacher Union opposed the move in order to maintain the status-quo.

CHAPTER X

Conclusions and Recommendations

Conclusion

The concept of decentralization was enforced as a governance tool to devolve more authority from the centre to the local or institutional level, and restructuring school governance is a need when one ties the trend of decentralization with it. SBM refers to the management of resources at the school level rather than at a system or centralized level for pursuing school's goals and strategies. School has been given budgetary discretion and the power to define the roles, hire and develop the staff.

In Nepal, formalized school system was initiated by the community. Control and facilitation of school primarily rests on the local community, and the government entered into education later for facilitating school and school operation. After the changes in the political system, the situation no longer remained the same. Sometimes education became the government's responsibility, and sometimes it was left for the community and private organizations. After the restoration of democracy, educational reform remained the major priority agenda of the government.

Based on the current educational trends, i. e. devolution of educational management, the management transfer policy was implemented to reinvent community school. However, the process begins as a top-down move, and is carried out under broader administrative reform endeavors in education. As the reform is centrally engineered, technical-bureaucratic perspectives influenced much the design of the reform, i. e. policy and procedures. Nevertheless, the reform in terms of management transfer requires power sharing, restructuring, etc. which asks for empowerment of community people, SMC, PTA, etc. Therefore, administrative reform only does not yield the desired result; empowering community members and organizations is equally important.

In fact, capacity development of school and school authority seems essential for reforming school from a dependent institution to autonomous one. No doubt, the system has made amendment in the Education Act and Regulations for entrusting power and authority to the school managers, and for providing various kinds of grants besides bearing teacher's salary. Provision of school improvement plan (SIP) with grants, provision of social audit in school for transparency of school affairs and accountability of school authority are the changes made by the Act. However, capacity development was lacking because no substantial efforts have yet been made to develop the capacity of SMC and PTA, and community awareness efforts were also limited. Such a situation could not help enhance school autonomy because the school authority could not exercise the power vested in them; and grassroots stakeholders could not influence school authority. So the changes made in CMS could not be sustained when the school authority and grassroots level stakeholders were not empowered.

Transforming a system from centralized decision-making to decentralized one is normally a slow process. The government inputs and support only may not suffice to achieve the goal in a set time frame. No body knows how the policy framework brings changes. In fact, changing the system requires promoting the habit of participatory decision-making which may disturb the existing power relations

among different stakeholders. Therefore, new ways of working is a requirement that come through practice only.

Recommendations

Based on the findings and conclusions of the study, the following recommendations are suggested:

Stimulant for Taking Managerial Responsibility of Community School

- *DOE should ensure that schools receive incentive and relief grants including other grants timely. These grants appeared as stimulants for taking managerial responsibility by community people, because these grants supported school in getting teacher and money for facility development; which ultimately improve the quality of teaching.*
- *DOE should prepare guidelines that assist in giving permission for adding new grades and upper levels in community schools. Many school added new grades and upper level without proper analysis of requirement for additional teachers, physical facility and materials. They applied for taking managerial responsibility in order to get the grants; this motive may not help to improve the quality of education.*
- *Since one of the stimulants for taking managerial responsibility was associated with increased concerns of stakeholders, and their visit to school has positive impact in terms of increasing teachers and children's attendance and making school authorities cautious about their roles and responsibility, schools should motivate parents for their regular school visits and parents' conferences should be arranged from time to time. Parental visits should also be arranged for addressing their grievances and increasing their involvement in school affairs.*
- *As community people and school authorities were not aware of the policy and its intents, they took initiation very lately. Moreover, the government did not make to publicize the policy to related school authority and community; the community members normally did not have any knowledge on it. Therefore,*
 - *DOE should have provision for dissemination of the government policy, and it should disseminate the policy of taking managerial responsibility of community schools.*
 - *DOE should conduct social mobilization and awareness program for community members, parents and other concerned stakeholders.*
- *DEO should not interfere in teacher appointment in schools, because it did not honour the principle that school authority exercises power and authority in the management of school. Moreover, it also did not foster school autonomy.*
- *Teacher Union is against the policy of management transfer because the policy does not ensure job including security of teachers and their facility. Therefore, MOE should initiate dialogues with Teacher Union to sort out the differences.*

Changes Occurred

- *After the management transfer, community schools have been able to bring changes in quality of instruction; parents' participation, organizational efficiency of schools; school-community relations, transparency of school activities, learning outcomes and development of physical facility. These changes were possible*

because school authority and community members in CMS were active and the system's support to CMS was important, also the zeal of doing well was in the community. Community environment, awareness and leadership quality further helped CMS bring changes. Therefore,

- *DEO and school should disseminate the changes occurred in CMS by arranging exchange visits, conferences and using media.*
- *NCED should continue HT management training, and institutionalize it.*
- *MOE should frame capacity building policy for SMC and PTA, and capacity of SMC and PTA should be developed through training, study tour, technical and professional support.*

Resistance of Teacher Community

- Teacher community is not in favour of the policy of management transfer due to institutional, psychological and political reasons. They complained that the reform process did not honour the important stakeholder like Teacher Union, for the Teacher Union was not consulted while developing the reform policies. Government did not enforce what were agreed with them. The Union thought that teacher's job was not ensured. Therefore,
 - *MOE should initiate dialogues with Teacher Union and implement what were agreed before.*
 - *MOE should involve Teacher Union including other stakeholders in policy development process.*
 - *MOE should support the Unions to change it into a professional organization.*

School Autonomy, Accountability and Transparency

- Even if the system made several efforts in changing the schools, they could not be changed totally into self-managing schools because of lacking of awareness, and rigidity in teacher recruitment practices due to the interfering role of DEO in teacher recruitment. However, the system made effort to develop capacity of HT and school authorities through training, study tour in country and abroad; and this effort resulted into desired effect. Therefore,
 - *Capacity of SMC and PTA should be developed through training, study tour, technical and professional support.*
 - *NCED should continue HT management training, and institutionalize it.*
 - *DOE should continue the support to CMS for enhancing their autonomy.*
 - *DEO should assist school managers by providing professional guidance and technical support.*
 - *DEO should stop interfering teacher appointment in schools.*
- Through social audit and other means, several CMS try to establish transparency and accountability in school activities after the management transfer; however, the provision of accountability is not explicitly mentioned in the current Act and Regulations. To ensure accountability and transparency in CMS,

- *DEO should support school for conducting social audit of school affairs by providing technical support and guidance.*
- *DEO should encourage schools to include all the information including financial one in social audit.*
- *The provision of accountability should be mentioned specifically in the Act and Regulations.*

Good Practices of CMS

- *As observed, CMS have several good practices. Quality focused instruction, parental monitoring, school networks, transparency and formation of social capital were noticeably the good ones. These practices of CMS could also be replicated in other community schools. Therefore,*
 - *DOE should support CMS in sustaining good practices by providing incentives and technical support.*
 - *DEO should support school to expand school networks by providing technical support, mobilizing RPs, and arranging meetings with school and community members. Also, local bodies, especially Municipality and VDC should be involved to this effect.*
 - *School should continue its effort to sustain the social connections with other organizations.*

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Annex A

School working Days and Teacher and Children's Average Attendance in 2065

A. Teacher's Average Attendance

District	School	Working days	Class operation days	Teacher's Attendance (days)
Syangja	A	201	183	186
	B	208	198	186
	C	200	196	171
Chitwan	A	198	157	181
	B	191	151	168
	C	209	181	180
Jhapa	A	218	179	187
	B	196	186	182
	C	205	160	186
Udayapur	A	211	197	183
	B	220	NA	NA
	C	220	NA	NA
Dadeldhura	A	230	192	202
	B	227	195	195
	C	234	170	190

B. Children's Average Attendance

District	School	Working days	Class operation days	Grade				
				1	2	3	4	5
Syangja	A	201	183	120	142	127	144	141
	B	208	198	119	126	143	150	166
	C	200	196	112	126	150	154	143
Chitwan	A	198	157	129	143	148	129	151
	B	191	151	140	129	138	150	161
	C	209	181	137	153	161	167	150
Jhapa	A	218	179	177	170	190	166	171
	B	196	186	90	126	125	122	120
	C	205	160	88	80	110	NA	NA
Udayapur	A	211	197	NA	NA	NA	NA	NA
	B	220	NA	NA	NA	NA	NA	NA
	C	220	NA	NA	NA	NA	NA	NA
Dadeldhura	A	230	192	137	158	146	164	162
	B	227	195	145	138	157	153	159
	C	234	170	130	140	151	159	144

Annex B

Student Enrolment

District	School	Year	Enrollment		
			Boy	Girl	Total
Syangja	A	2063	164	188	352
		2064	153	157	310
		2065	156	164	320
	B	2063	68	97	165
		2064	56	92	148
		2065	39	70	109
	C	2063	54	66	120
		2064	47	60	107
		2065	34	48	82
Chitwan	A	2063	258	262	520
		2064	252	263	515
		2065	252	278	530
	B	2063	164	175	339
		2064	158	182	340
		2065	143	182	325
	C	2063	118	138	256
		2064	136	142	278
		2065	131	142	273
Jhapa	A	2063	155	145	300
		2064	167	140	307
		2065	173	160	333
	B	2063	99	140	239
		2064	91	117	208
		2065	131	171	302
	C	2063	768	855	1623
		2064	720	821	1541
		2065	710	845	1555
Udayapur	A	2063	240	268	508
		2064	228	311	539
		2065	221	268	489
	B	2063	662	693	1355
		2064	621	753	1374
		2065	NA	NA	NA
	C	2063	285	268	553
		2064	251	259	510
		2065	242	228	470
Dadeldhura	A	2063	97	100	197
		2064	73	104	177
		2065	77	108	185
	B	2063	104	85	189
		2064	120	91	211
		2065	117	110	227
	C	2063	38	53	91
		2064	37	45	82
		2065	32	49	81

Annex C

Students' Performance in Final Examination in 2064

District	School	Exams	Grade				
			1	2	3	4	5
Syangja	A	Appeared	23	28	34	29	33
		Promoted	23	27	31	22	26
	B	Appeared	9	17	22	28	32
		Promoted	9	14	17	23	32
	C	Appeared	12	17	20	20	22
		Promoted	8	13	14	15	16
Chitwan	A	Appeared	92	52	60	58	60
		Promoted	69	44	53	54	51
	B	Appeared	55	59	52	67	48
		Promoted	52	52	47	58	43
	C	Appeared	29	41	35	41	39
		Promoted	25	30	28	30	30
Jhapa	A	Appeared	64	56	79	61	32
		Promoted	57	53	71	61	32
	B	Appeared	18	35	48	48	50
		Promoted	14	33	43	37	50
	C	Appeared	79	61	107	89	122
		Promoted	65	61	107	84	102
Udayapur	A	Appeared	70	63	78	71	53
		Promoted	NA	NA	NA	NA	NA
	B	Appeared	49	66	76	77	92
		Promoted	49	61	76	64	92
	C	Appeared	21	38	45	36	37
		Promoted	21	38	45	36	37
Dadeldhura	A	Appeared	36	27	29	37	24
		Promoted	34	26	26	37	24
	B	Appeared	40	26	40	30	19
		Promoted	40	26	40	30	19
	C	Appeared	21	13	18	18	12
		Promoted	11	13	18	18	12

Annex D

SMC Meeting in 2063-2065

District	School	No. of Meeting	Discussions and Decision	
			Area	Description
Syangja	A	24	Physical facility	<ul style="list-style-type: none"> - Building construction - Approach for furniture and library materials - Drinking water and toilet construction
			Teacher management	<ul style="list-style-type: none"> - Teacher appointment - Relief grant - Recruitment committee formation - Teacher advertisement
			Access (student motivation)	<ul style="list-style-type: none"> - Scholarship distribution
			Resource generation	<ul style="list-style-type: none"> - Amount collection from Deusi Bhailo
			Financial management	<ul style="list-style-type: none"> - Renewal of fixed account - Amount collection from municipality - Admission fee
	B	12	Access (student motivation)	<ul style="list-style-type: none"> - Scholarship and prize distribution
			Physical facility	<ul style="list-style-type: none"> - Compound wall with Barbed wire - Computer received and its operation - Management of electricity - Construction of new classroom
			Instructional management	<ul style="list-style-type: none"> - Must be taught with lesson plan by the teacher
			School operation	<ul style="list-style-type: none"> - Completion of the member of the SMC - Establishment of library
			Financial management	<ul style="list-style-type: none"> - Selling of firewood - Selling of wasted materials
			Teacher management	<ul style="list-style-type: none"> - Selection of teachers - Relief grant
Chitwan	A	35	Teacher management	<ul style="list-style-type: none"> - ECD facilitator - English teacher - Teacher's facility and Salary
			School operation	<ul style="list-style-type: none"> - ECD centre operation committee formation - SMC formation
			Financial management	<ul style="list-style-type: none"> - Social Auditing - Request for money with VDC and DDC
			Planning	<ul style="list-style-type: none"> - SIP formulation
			Access	<ul style="list-style-type: none"> - Scholarship distribution - Household visit program for high enrollment

			School-community link	– Organization of parents day
			Physical facility	– Building construction – Wall painting
	B	16	Physical facility	– Classroom construction – Re-building construction – Teacher calling for building construction – Electricity connection
			Financial management	– Social auditing
			Access	– Scholarship distribution
			Instructional management	– Purchasing the textbooks – Lower secondary upgrading
	C	19	School operation	– User's committee formation – Social auditing committee formation – Building construction committee formation
			Physical facility	– Building and furniture construction
			Access	– Scholarship distribution
			Teacher management	– Teacher advertisement – Teacher promotion – Teacher selection – Appointment of teacher
Resource generation			– Shutter rent – Local tax determination	
Jhapa	A	14	School operation	– School's annual ceremony
			Physical facility	– maintenance of building – Purchasing of computer – Drinking water – Building construction
			Teacher management	– Advertisement of teacher
			Financial management	– ECD account closing
	B	8	Access	– Scholarship distribution
			Teacher management	– Extension of teacher's temporary terms – Facilitator appointment
			Physical facility	– Building construction – Computer purchasing
			Financial management	– Salary increment of teacher
	C	32	Teacher management	– Approval of assistant HT – Vacancy of teacher's quota – Appointment of teacher – Extension of teacher's temporary term – Transfer of teacher

				<ul style="list-style-type: none"> - Resignation of teacher - Advertisement of teacher
			Financial management	<ul style="list-style-type: none"> - Appointment of auditor - Auditing - Social auditing
			School operation	<ul style="list-style-type: none"> - Appointment of watchman
			Physical facility	<ul style="list-style-type: none"> - Tender calling for desk and bench supply - Computer purchasing -
Dadeldhura	A	9	School operation	<ul style="list-style-type: none"> - Formation of PTA - Auction of wasted materials
			Access	<ul style="list-style-type: none"> - Scholarship
			Physical facility	<ul style="list-style-type: none"> - Management of building and boundary wall - Drinking water and toilets - Furniture management
	B	12	Teacher management	<ul style="list-style-type: none"> - Teacher's Quota - Teacher recruitment
			School operation	<ul style="list-style-type: none"> - Management handover - School dress - Establishment of library
			Physical facility	<ul style="list-style-type: none"> - Building construction - Compound wall
			Financial management	<ul style="list-style-type: none"> - Income & expenditure
			Access	<ul style="list-style-type: none"> - Scholarship
			School operation	<ul style="list-style-type: none"> - Auction of old wood (Timber)
			Physical facility	<ul style="list-style-type: none"> - Toilets and barbed wire (compound) - Playground - Drinking water
			Financial management	<ul style="list-style-type: none"> - Bank account operation - Amount received from CERID
			Access	<ul style="list-style-type: none"> - Scholarship

Annex E

Parent's Conference in 2064/065

District	School	No. of conferences	Discussions and Decisions
Syangja	A	6	- Building construction committee formation
			- Report of income and expenditure - Decision of management transfer - SMC formation
	B	3	- Classroom construction - Formation of SMC
	C	1	- Social auditing
Chitwan	A	2	- Scholarship distribution - Formation of SMC
	B	1	- Formation of SMC - Formation of PTA
	C	8	- Determination of admission fee - Formation of sub-committee - Operation of computer class - Formation of SMC, PTA and advisor committee - Scholarship distribution - Salary increasement of teacher - Approval of SIP - Bag distribution
Jhapa	A	5	- Scholarship distribution - Presentation of annual financial statements - Improvement of achievement level - Social auditing - Discussion and interaction within parents - Annual ceremony and prize distribution - Formation of PTA
			B
	C	1	- Social auditing
Dadeldhura	A	-	- No conference was done
	B	1	- Approval of income and expenditure
	C	1	- Social audit - Annual extra curricula activities and prize distribution programme.

Annex F

School Supervision in 2064

District	School	Supervised by	Frequency of supervision	Area of Supervision	
Syangja	A	RP	7	<ul style="list-style-type: none"> - Classroom observation - Monitoring - Supervision - Physical facility observation - Classroom teaching observation - Supervision 	
		SS	2		
		Director DOE	1		
Syangja	B	RP	3	<ul style="list-style-type: none"> - General supervision - General Supervision 	
		SS	1		
		Director	1		
Syangja	C	RP	8	<ul style="list-style-type: none"> - Physical facilities observation - Classroom observation - Supervision - Monitoring 	
		SS	2		
		Director	1		
Chitwan	A	RP	1	<ul style="list-style-type: none"> - Sitting a management observation 	
		RP	4		<ul style="list-style-type: none"> - Supervision of playground & scholarship distribution - Supervision of teacher's regularity and ECD classroom teaching - To increase level of learning - Supervision of infrastructure
		SS	1		
Monitoring officer of SITS programme	1				
Chitwan	C	Deputy Director	1	<ul style="list-style-type: none"> - Training & building construction - Interaction - Implication of educational materials - Interaction - Supervision of physical facility 	
		SS	5		
		Sub-Engineer	2		
Jhapa	A	SS	2	<ul style="list-style-type: none"> - Classroom observation - Stratification of school - Classroom and ECD centre observation - Monitoring of the school - Evaluation of school - Welcome and getting information between teachers and parents - Economic infrastructure of school. 	
		RP	3		
		Education Minister	1		
		Deputy Secretariat DoE	1		
Jhapa	B	DEO	2	<ul style="list-style-type: none"> - Educational activities - Physical facilities of the school - Household visit programme - Learning materials of ECD centre - Computer education system - Attendance monitoring 	
		RP	5		
		Section officer	1		

				– School environment
	C	RP	4	– Scholarship distribution – Discussion on school activities – General observation – Compulsory retirement of the teacher.
Dadeldhura	A	RP Deputy Director DoE Section officer	1 1 1	– Supervision of physical aspect – Classroom teaching monitoring – Observation of physical condition
	B	RP	2	– Mapping survey – General observation
	C	Director DEO RP	1 1 4	– Classroom observation – Student enrollment monitoring – Physical observation – Monitoring of student number.

Annex G

SIP and Its Implementation Status in 2065

District	School	Area	SIP programme	Implementation status
Syangja	A	Access	<ul style="list-style-type: none"> - Enrollment increasement - Free textbook approach - Preparation of secondary school level's infrastructure 	<ul style="list-style-type: none"> - Completed - Received and distributed - Being prepared
		Physical facility	<ul style="list-style-type: none"> - Drinking water, - Toilet and furniture 	<ul style="list-style-type: none"> - Not completed
		School operation	<ul style="list-style-type: none"> - Preparation of code of conduct 	<ul style="list-style-type: none"> - Completed
	B	School community link	<ul style="list-style-type: none"> - Parents conference 	<ul style="list-style-type: none"> - Completed
		Access	<ul style="list-style-type: none"> - Cleanliness 	<ul style="list-style-type: none"> - Regularly completed
		Quality	<ul style="list-style-type: none"> - Educational quality increasement 	<ul style="list-style-type: none"> - Completed
		Physical facility	<ul style="list-style-type: none"> - Building construction 	<ul style="list-style-type: none"> - Not completed
	C	Physical facility	<ul style="list-style-type: none"> - Increasement of classroom - Classroom maintenance - Toilet construction 	<ul style="list-style-type: none"> - Completed - Not completed - Not completed
		Quality	<ul style="list-style-type: none"> - Teacher's quota increasement 	<ul style="list-style-type: none"> - Not completed
	Chitwan	A	School community link	<ul style="list-style-type: none"> - Parents conference - Intelectuals conference
Access			<ul style="list-style-type: none"> - Household visit programme 	<ul style="list-style-type: none"> - Completed
B		Physical facility	<ul style="list-style-type: none"> - Wall painting - Electric connection - Furniture construction and maintenance - Drinking water - Bicycle stand - Library 	<ul style="list-style-type: none"> - In completed - In completed - In completed
		Quality	<ul style="list-style-type: none"> - Lower secondary up grade 	<ul style="list-style-type: none"> - Attempt is done
C		Quality	<ul style="list-style-type: none"> - Achievement level to be high - Teachers to be provided training - Dropout rate to be low - Classes to be child friendly 	<ul style="list-style-type: none"> - Being improvement - Package training is providing - Attempt is done
Jhapa		A	Access	<ul style="list-style-type: none"> - Textbook distribution - Environment campaign - Gardening
	Quality		<ul style="list-style-type: none"> - Educational materials development - Tie and best distribution 	<ul style="list-style-type: none"> - Completed - Completed
	Extra-curricular activities		<ul style="list-style-type: none"> - Educational tour 	<ul style="list-style-type: none"> -
	Physical facility		<ul style="list-style-type: none"> - Building construction - Management of container 	<ul style="list-style-type: none"> - Completed - Completed
	B	Physical facility	<ul style="list-style-type: none"> - Classroom construction - Furniture construction 	<ul style="list-style-type: none"> - Completed - In completed

		Quality	<ul style="list-style-type: none"> - Quality increase - Educational materials development - Preparation of guide book and reference book 	- Completed
		Access	- Household visit	-
		School community link	<ul style="list-style-type: none"> - Mother's gathering - Parent's conference 	-
	C	Physical facility	<ul style="list-style-type: none"> - Building construction - Furniture construction - Electricity connection - Carpeting in classroom 	-
Udayapur	A	Physical facility	<ul style="list-style-type: none"> - Classroom construction - Furniture construction - Drinking water - Library building construction - Compound wall construction - Toilet construction 	<ul style="list-style-type: none"> - Completed - Completed - Completed - Completed - Completed
	B	NA	- NA	- NA
	C	Physical facility	<ul style="list-style-type: none"> - Building construction - Science laboratory construction - Drinking water - Toilet maintenance 	<ul style="list-style-type: none"> - Completed - Not completed - Not completed - Completed
		Quality	<ul style="list-style-type: none"> - Computer class operation - Educational material preparation and purchasing - Preparation of annual lesson plan 	<ul style="list-style-type: none"> - Completed - Completed - Completed
		School community link	- Parents conference	- Completed
Dadeldhura	A	NA	- NA	- NA
	B	Quality	<ul style="list-style-type: none"> - Achievement level to be high - Classes to be child-friendly - Use of educational materials 	<ul style="list-style-type: none"> - Being improved - Completed - Being used
	C	Physical facility	<ul style="list-style-type: none"> - Classroom construction - Toilet construction 	<ul style="list-style-type: none"> - Completed - Completed
		School community link	- Mothers gathering	- Completed
		Access	- Scholarship distribution	- Completed

Annex H
Scholarship Recipients

District	School	Year	Dalit		50% Girls	Disabled		Marginalized		Municipality		Others		Total
			Boys	Girls		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	
Syangja	A	2063	21	38	23	-	-	-	-	-	-	-	-	82
		2064	26	28	22	-	-	-	-	-	-	16	11	103
		2065	38	34	28	-	-	-	-	-	-	-	-	100
	B	2063	22	20	46	-	-	-	-	-	-	1	10	99
		2064	25	25	27	-	-	-	-	-	-	30	68	175
		2065	-	-	-	-	-	-	-	-	-	-	-	**
	C	2063	-	-	28	-	-	-	-	-	-	7	4	39
		2064	53	2	37	-	-	-	-	-	-	31	39	162
		2065	-	-	-	-	-	-	-	-	-	-	-	**
Chitwan	A	2063	20	22	76	-	-	-	-	-	-	-	-	118
		2064	47	29	54	-	-	-	-	-	-	-	-	130
		2065	23	24	52	-	-	-	-	-	-	-	-	99
	B	2063	40	48	250	-	-	-	-	-	-	-	-	338
		2064	60	70	265	-	-	-	-	-	-	-	-	395
		2065	-	-	-	-	-	-	-	-	-	-	-	**
	C	2063	5	5	62	-	-	-	-	-	-	22	-	94
		2064	5	5	33	-	-	-	-	-	-	-	-	41
		2065	-	-	33	-	-	-	-	-	-	-	-	33
Jhapa	A	2063	30	15	54	4	6	-	-	-	-	-	-	109
		2064	26	26	55	6	4	-	-	-	-	-	-	117
		2065	-	-	-	-	-	-	-	-	-	-	-	**
	B	2063	39	63	42	-	-	-	-	-	-	-	-	144
		2064	36	58	57	-	-	-	-	-	-	-	-	151
		2065	-	-	-	-	-	-	-	-	-	-	-	**

	C	2063	47	38	125	-	-	-	-	-	-	4	10	224	
		2064	20	32	96	-	-	-	-	-	-	4	8	160	
		2065	-	-	-	-	-	-	-	-	-	-	-	**	
Udayapur	A	2063	3	25	66	-	-	-	-	-	-	-	-	-	
		2064	19	20	127	-	-	-	-	-	-	-	-	-	
		2065	31	30	141	-	-	-	-	-	-	-	-	-	
	B	2063	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
		2064	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
		2065	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
	C	2063	4	2	34	-	-	-	-	-	-	-	-	-	-
2064		7	4	47	-	-	-	-	-	-	-	-	-	-	
2065		8	5	41	-	-	-	-	-	-	-	-	-	-	
Dadeldhura	A	2063	40	55	31	-	-	-	-	2	9	-	-	137	
		2064	25	38	-	2	2	-	-	2	6	-	-	75	
		2065	-	-	-	-	-	-	-	-	-	-	-	-	**
	B	2063	41	20	28	-	-	-	-	8	4	-	-	101	
		2064	44	28	29	-	-	-	-	8	4	-	-	113	
		2065	39	25	16	-	-	-	-	4	4	-	-	88	
	C	2063	24	25	14	-	-	-	-	2	4	-	-	69	
2064		23	26	14	-	-	-	-	2	4	-	-	69		
2065		21	20	8	-	-	-	-	2	4	-	-	55		

**Not distributed