Management Transfer of Community Schools

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ACKNOWLEDGEMENT

The Department of Education implemented management transfer initiatives of community schools with a view to involve local people, organizations and stakeholders in planning, management and implementation of the local education. In fact, this initiative was launched for ensuring the access of under-served children to education and enhancing the quality improvement in primary schools.

This report is an outcome of the study on Management Transfer of Community Schools. The study reviews operation of community-managed schools, factors motivating for management transfer and training requirements for school managers. I hope, the findings and action steps suggested in this report will prove to be useful for improving and strengthening the management transfer move and providing ways for expansion of community managed schools.

I would like to express my sincere thanks to DEOs and DEO staff members, SMCs, teachers, members of local bodies and parents for the kind cooperation they extended to me in connection with this study. I would also appreciate Dr. Chiranjivi Nepal and Mr. Mahashram Sharma for reviewing the report and providing suggestions for the refinement of the report. Finally, I cordially thank prof. Kristin Torns, Consultant of FRP Nepal, for providing constructive suggestions during the process of executing this research activity.

2004   Hari Prasad Upadhyaya

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ABBREVIATIONS

BPEP	Basic and Primary Education Program
CBO	Community-based Organization
CDS	Community Development Service
CMS	Community Managed School(s)
CSSP	Community School Support Project
CT	Certificate Training
DDC	District Development Committee
DEC	District Education Committee
DEO	District Education Officer
DEP	District Education Plan
DOE	Department of Education
ECD	Early Childhood Development
EFA	Education for All
GO	Government Organizations
HTG	His Majesty's Government
HT	Headteacher
INGO	International Non-government Organizations
LSGA	Local Self-Governance Act
LSS	Lower Secondary School
MOES	Ministry of Education and Sports
MTR	Mid-term Review
NCED	National Centre for Educational Development
NGO	Non-government Organization
NIEPA	National Institute of Educational Planning and Administration
NRPS	Nepal Rastriya Primary School
PS	Primary School
RC	Resource Centre
RP	Resource Person
SIP	School Improvement Plan
SMC	School Managing Committee
SS	Secondary school
VDC	Village Development Committee
VEC	Village Education Committee
VEP	Village Education Plan

EXECUTIVE SUMMARY

Background

After the restoration of democracy, emphasis was laid on empowering and capacity building of local people in matters of delivery of services. Therefore decentralization process was introduced for enhancing local participation in the management and operation of local development programs. Hence, the government decided to transfer the management of public schools to the community. For the purpose, CMS Operation Directives were brought out to arouse the interest of community people in the matters of management transfers. So far the management of 999 schools was handed over to the community and Municipalities.

Research Questions

- What are the conditions and support needed for community and the government for the successful management of CMS?

- What are the strategies for rapid expansion of CMS?

Study Process

- CMS Operation Directives, Education Act and Regulations, Local Self-Governance Act and other pertinent documents were reviewed.

- Morang, Banke, Palpa and Kavre district were selected for the collection of primary data.

- From these districts, 12 schools that fall under the agreement of the government were selected for study. While 4 other schools whose management were not handed over too were selected for the study.

- Discussions were held with HTs, teachers, SMC members of CMS, parents, local authority and local organizations (working in the school area), DEOs, selected school supervisors of the sample districts and RPs of the selected school clusters.

- A discussion with the DOE staff was held.

- School minutes, supervision diaries, students and teacher's attendance registers, administrative reports, letters, etc. were referred and analyzed to get relevant information.

- Experience sharing sessions were arranged at the district and central levels.

- Quantitative data was presented in tables.

Findings

- HTs, SMC members and Municipality were the major actors for the management transfers of community schools.

- 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 transfers.

- 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.

- Lack of awareness in parents and community people prohibited giving momentum to the process of management transfers.

- Teachers' Unions antagonism forbade the effort to speed up the process of management transfers.

- Current insurgency and conflict situation further resisted the effort of management transfer.

- Management transfer of school stands on weaker legal base.

- CMS was able to enhance the access of Dalit and tribal children.

- Teacher's regularity was appeared as satisfactory in CMS.

- Stakeholders' concern on local school rose gradually.

- Local monitoring in CMS has not evolved yet.

- CMS still depends upon the traditional sources of funding for running the regular as well as development programs.

- Local bodies and NGOs supported CMS, but their support depended on their wish and desires.

- CMS still requires standing as an organized educational institute.

- Municipalities were not appeared as capable enough for running the local educational programs.

Suggested Action Steps

Conditions and Support Needed for Successful Management of CMS

- School should motivate parents for their regular visits and should arrange parents' conferences in certain interval of time.

- SMC should involve in enhancing access and management, and teachers should engage in teaching learning activities.

- SMC should make effort to tap local resources and mobilize them for the development of schools.

- School should develop minimum standard required for the students' and teachers' attendance.

- School should develop regulations, manuals, codes of conduct regarding school operation, teacher's recruitment etc.

- School should arrange regular meetings of teachers, HT and SMC on teaching learning matters.

- School should have performance evaluation of teachers and HT and take actions accordingly.

- SMC and DEO staff members should make constant monitoring of CMS.

- SMC should make aware of their roles, functions and authority before the management transfer.

- DOE should provide block grants based on the number of students and DEO should monitor the student's enrolment.

- DOE should form functional groups for CMS to facilitate them in various matters.

- DOE should develop training manual for SMC and HT based on their needs as presented in this report.

- DEO should develop capacity of SMC and HT so that they could run CMS as an organized institution.

- DEO should be made capable of providing technical support to CMS and functional groups.

Strategies for Rapid Expansion of CMS

- Conduct strong social mobilization program for raising the awareness of HT, SMC members, parents and other stakeholders in the matters of management transfer.

- Motivate HTs for management transfer.

- Motivate DEO staff members for the management transfer.

- 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 transfer and clarify that it is not responsibility transfer by the government.

- Give top priority to CMS for providing development grants, releasing regular as well other funds, distributing scholarships and other incentives.

- Involve CMS in piloting educational programs and awarding special projects.

- Involve local bodies in the matters of CMS, motivate and encourage them to develop their own education policy and programs.

- Encourage Municipalities to create Education Section in their structure, develop their capacity and provide manpower support for the reasonable period of time.

- Include Municipality's powers and authority, functions and duties regarding the schools handed over to them.

- Start public debate on the issue of management transfer.

- Arrange immediately series of dialogue and discussion with Teachers' Unions for creating favourable environment for expansion of CMS.

- Stop issuing directives or orders that contradict CMS.

Chapter I

INTRODUCTION

Background

To strengthen democratic norms and institutions, and to consolidate development efforts from the bottom, people's ownership in public affairs is essential. So, reflections on people's needs and aspirations in policy discourse and development efforts of the country are crucial. It therefore calls for capacity building of local leadership and enhancement of people's participation in local governance. This move certainly plays an effective role in social and economic development process.

In the Ninth Plan (2053-2058), the commitment was made to introduce decentralization policy for enhancing local participation in the management and operation of educational institutes and transferring the management of the schools. The Local Self-Governance Act, 1999 was brought into force, which entrusted VDCs and Municipalities responsibilities to develop, manage and supervise basic and primary education programs. Furthermore, the seventh amendment of the Education Act empowers SMCs in decision-making. Similarly, the Tenth Plan (2059-2064) evokes commitment for the continuation of decentralization reform process. The Secondary Education Support Project (SESP) also adopts decentralization of education as one of the programs implementing strategies. For the creation of greater ownership on the part of local community of their schools, SESP intends to increase participation of community people and organizations in the effective and efficient management of schools and utilization of local resources.

Education for All Strategies

With a view to provide quality primary education opportunity to all, EFA: National Plan of Action has set several goals and adopted various strategies to achieve these goals. Of them, mobilization of local community and organizations for the planning, management, operation and monitoring was the significant ones. In fact, the Action Plan stressed decentralization process as major strategy for achieving the goal of EFA. Similarly, EFA Core Document (2004-'09) also envisions decentralization of education as a major implementing strategy for enabling local people and community to participate in decision-making process. To ensure community participation for the ownership, better instruction, accountability and efficiency of school, the management of public school will be transferred to community. EFA 2004-'09 intends to boost up management transfer process by creating demands at the community level through consorted mobilization activities and incentive mechanism. EFA further envisages for the identification of success stories of CMS and to plan for replicating them. It also seeks to design and implement capacity building packages for the CMS managers.

Following the spirit of reform endeavour, attempts are being made now to focus on decentralized management of education. In this context, the government has recently made decision to transfer the management of public schools to the community. These schools are termed as Community Managed Schools (CMS)∗. In the 10th plan period, the management of 8000 public schools would be transferred to community. Since

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∗ Schools whose management is handed over to SMCs or Municipalities.

the program has just started, it requires specific support mechanism for its effective implementation. This naturally unfolds the following research questions that need to be addressed:

- What are the conditions and support needed for the successful management of CMS?

- What are the strategies for rapid expansion of CMS?

Objectives

To address the above questions, this research study set the following objectives:

- to examine operation and problems of CMS,

- to identify the factors that motivated community to run CMS,

- to identify the training needs of school managers (headteachers and SMC members) for running CMS,

- to develop strategies for rapid expansion of CMS.

Scope of the Study

The study highlighted the policy related to CMS. It also reviewed the support provided by the community to the CMS and current monitoring and reporting practices in these schools. Moreover, the study brought light on the use of government grant (Rs 100 thousand) by the CMS.

Research Procedure

School Selection

The following types of schools were selected for the study:

- 8 schools, whose management was transferred to the SMCs.

- 4 schools, whose management was transferred to Municipalities,

- 4 schools that did not apply for the management transfers and thus their management were not transferred.

Among the 12 schools, 6 were those whose management was transferred in the year 2059. Remaining 6 schools were selected from those whose management was transferred in the year 2060. These schools were selected from Morang, Banke, Palpa and Kavre districts.

Data Collection

Focus Group Discussion: SMC members, HTs, teachers and parents of these schools were contacted in order to solicit their opinions and experiences. In addition, discussions were organized with DEOs, school supervisors and Teacher's Union in the district. To conduct the discussion, guidelines for discussions were prepared for the following respondents:

- Parents

- Teachers and HTs

- SMC members and local bodies

- NGOs, CBOs
- DEOs, Supervisors and RPs
- Teachers' Unions

Interview: Through interview, ideas and opinions of DOE and its staff members, and the representatives of the local bodies were gathered. Moreover, selected RPs and DEOs were interviewed. Interview schedules were prepared for the purpose.

Observation: School environment and classrooms were observed and the observation form was filled in.

Analysis of School Document: School minutes, supervision diary, attendance registers of teachers and childrens and other pertinent documents and records were analyzed.

Field Workshop: Workshops were organized at headquarter of each sample district after the data was collected at school and community level. DEO, Planning Officer/DEO, RPs, supervisors, HTs and SMC chairpersons of sample schools participated in the workshop. The workshop was organized for sharing the researcher's experiences and disseminating the field level information for taking corrective actions, if necessary.

Experience Sharing Session: Sharing sessions were also arranged at the CERID after the collection of data at the district level. Executive Director of CERID, FRP Coordinators, representatives from DOE and selected FRAG members participated in the session. The sessions were arranged for sharing the researcher's experiences and disseminating the district level information so as to take corrective actions, if necessary.

Document Analysis

The policy statement, guidelines or guidebook and related documents were collected and analyzed. Specifically, the Tenth Plan, EFA Core Document, CMS Operation Directives, CSSP Document, existing Education Act and Regulations, and Local Self-Governance Act were reviewed and analyzed. The decisions made by the local government and the parents were also reviewed for the purpose.

Data Analysis Procedure

As the nature of data was qualitative, the theme was discussed and analyzed. Attempt was made to triangulate opinion and perceptions of the respondents with the information available at the schools and the observations of the researcher. Moreover, quantitative data was also analyzed to report changes in enrolment, children's and teacher's attendance etc.

Chapter II

TRANSFER OF SCHOOL MANAGEMENT TO COMMUNITY: AN OVERVIEW

Background

Community-managed schools refer to those schools that are managed by Schools Management Committee, VDC, DDC and Municipalities. After the inception of National Education System Plan (NESP) 1972; these schools were nationalized. The objective of the nationalization of schools was to improve the quality of education through assured funding and technical support and, to expand access to education. 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 big mistake.

Realizing the mistake, 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 public schools to the community by offering all communities the option of taking over public primary schools financed on a block grant.

Recently, the World Bank approved a US$ 5 million credit to support Nepal's efforts on community management to enhance participation, quality, efficiency, and accountability of schools. The Community School Support Project will assist the Government of Nepal in scaling up the transfer of management of public schools to communities.

Rationale of Management Transfer

Various strategies for improving service delivery of public schools are underway across the world. Each school is unique by virtue of the distinctive characteristics of its stakeholders. A one-size-fits-all tendency of top-down planning will be counterproductive for community-managed schools. Therefore, recent school transfers initiative aims at facilitating the stakeholders to choose their own unique vision, mission, and goals for their schools. The community, the parents, teachers and SMC- in partnership with the NGOs will design, implement, monitor, evaluate and document school activities.

In addition to this, devolution of responsibility for management and financing of schooling 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 public schools. Therefore, the transfer of public schools' management to community is one of the most important and immediate steps to demonstrate its commitment to changing the way it serves the people. In short, the rationale for the management transfer could be as follows:

- To empower local community and enable them to participate in local schools
- To create the feeling of ownership in community people on community schools
- To enhance quality education
- To create accountability
- To improve access and achieve the goal of EFA

- To create government- community partnership in the matters of local education.

Current Policies on Education

The Poverty Reduction Strategy Paper (PRSP) aims at transferring management of 8,000 schools to communities by mid-2007. 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 Goal (MDG). The lessons learned from this will further help achieve the EFA/MDG targets by raising the efficiency of investments in school education.

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 Local Self-Governance Act (LSGA). In addition to this, the operation of school management responsibility need to devolve to the committee compriseing parents and teachers and looking 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 concerned.

The Tenth Plan, in its policy objectives for education, has focused on expanding and developing quality education, which contributes to poverty reduction. More specifically, following are the policies and policy objectives outlined in the Tenth Plan that are directly related to the basic and primary education sub-sector:

- In line with the spirit of decentralization mentioning in LSGA, educational planning and management responsibility will be given to the local bodies and communities. And SMCs will be responsible for planning and management of their respective schools.

- Capacity of the local bodies, communities, and SMCs will be enhanced to take the responsibility of educational planning and management.

- Free primary education will be made compulsory gradually and provisions of scholarships will be made for Dalits, disadvantaged ethnic groups, girls, children with disabilities, and economically disadvantaged children.

- ECD centers and pre-primary classes will be established in partnerships with INGOs, NGOs, private enterprises, and local communities will be encouraged.

- Increased partnership with civil society, NGOs, and the private sector is necessary for bringing in additional resources and expertise.

- The institutional and educational management must be streamlined and strengthened.

In addition to this, the main thrust of the Tenth Plan for the education sector is the decentralization of planning and education management in line with LSGA in which SMCs are responsible for school management as per the seventh amendment of the Education Act. Both the LSGA and the Education Act focus on the need of community involvement in education with emphasis on ownership, accountability, local control on the utilization and mobilization of local resources.

EFA Core Document

EFA core document is the guiding principle for the development of basic education in the country. Several initiatives and reforms are proposed in this document. Strategies of community involvement and their empowerment are the main thrust of the program in line with the decentralized system of educational planning and management. It will incorporate a number of strategies in order to improve efficiency and institutional capacity of educational institutions related to primary education.

The first strategy that MOES has already implemented under BPEP II is the transfer of school management to the community as a way of shifting 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 by utilizing the most of human and material resources available at the local level. Although the SMCs will 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.

Decentralized management of education as well as schools 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, INGOs, CBOs and other private organizations. The principle of bottom-up planning will be the approach for decentralization. School Improvement Plans (SIPs), Village Education Plans (VEPs), and District Education Plans (DEPs) will be the tools through which decentralized planning and program implementation will be carried out.

Management Transfers: Recent Initiation

HTG has taken a policy to transfer the management of community schools to the community in order to expedite the basic norms and thrust of the LSGA and Education Act. It is expected that the community will feel great responsibility to manage the schools by using local resources ultimately leading to the quality improvement. In line with this policy statement, the HTG has prepared and implemented *Operation Directives for Community Managed Schools (CMS Operation Directives), 2059*. And the process of transferring the management of community schools to the community has been initiated since FY 059/060. At present, the management of 616 schools has been transferred to the community. The government aims that 8000 schools will be transferred to the community during the tenth plan period.

Three-year Community School Support Project has been initiated with the joint effort of HTG and The World Bank from 060/061. Altogether 1500 schools will be benefited through incentives grants amounting NRs. 100 thousand to each level during the project period. Besides, 250 schools will receive additional incentives grants as per

the given criteria and performance of schools. The motive for providing these grants to the schools is to improve the quality of community schools by increasing the public participation in the school affairs.

Process of Management Transfers

MOES gives permission to the respective communities and local bodies in order to manage the community schools, which have secured the set criteria and norms as well as the conditions mentioned in the agreement.

Criteria for Selection of School

- Community schools must get government grants

- It should be managed by SMC as per the Education Act and Regulations

- A commitment or recommendation letter from concerned VDC/municipality for assuring that the respective school will be managed by the community

- An approval from parents' gathering for the operation of schools from the community

Process of Transfers

- Publishing general notice in the media for the management transfer.

- DEO examines the application and documents whether they are as per the guidelines, and forwards them to the DOE with its recommendations.

- A committee headed by the Director of DOE provides conditional approval to the schools within 15 days of receiving recommendation from the districts. (This authority recently delegated to the DEOs. Now DEO provides conditional approval and DOE endorses them.)

- The schools that get conditional approval must fill out the set agreement paper, and submit it to the DEO for the final agreement.

- DEO invites schools for the final agreement as per the set agreement document. The agreement will be valid only for the respective level not for the all levels of the school.

Financial Arrangements

The community-managed school will receive the regular support from the government as per the approved teacher's quota, administrative and other operating costs. In addition to this, the school received incentive grants equivalent to NRs 100 thousand. Their performance will be reviewed in two years. The government will not be liable to bear the expenses other than mentioned above. Moreover, it is mandatory that the community-managed school must carry out the audit- social and legal annually and make them available to the access of public.

Formation of Committee and Sub-committee

The SMC can form the committee and sub-committees for

- enhancement of access,

- improvement of quality,

- management of extra-curricular activities
- resource mobilization
- physical facility improvement
- monitoring and evaluation of the activities

Monitoring, Follow-up and Evaluation

SMC is responsible for monitoring the head teacher's activities regularly whereas DEO will monitor the SMC's activities. The main focus of the monitoring is:

- attendance of teachers and students
- educational achievements
- performance of head teacher
- performance and activities of SMC

Apart from the monitoring mechanism above mentioned, parent's conference will form a monitoring committee, which is responsible for monitoring the following activities and making an evaluation report in order to present in the parents gathering.

- progress made so far by the school
- educational achievement of students
- school fees in the case of lower secondary and secondary level
- regularity in relation to teachers and students
- performance of head teacher and SMC members in relation to the assigned tasks

Relation between Community and School

It is expected that schools will try to establish and maintain good relations with the community and community involvement is considered as an inseparable part of the school development. Community involvement helps to collect resources and develop the physical infrastructures of the school. Schools will expect not only support from the community, but also flow of information regarding the administrative, financial, educational progress of the school.

School needs to consider the parental concerns about the school affairs and try to satisfy them for the betterment of the mutual understanding and respects.

Recently, DOE has made a proposal to involve the community-based organizations (CBOs) in the development of school. They will provide support to the school and community in order to facilitate and expedite the developmental process. The technical input from the CBOs and NGOs will be beneficial to the community for the all round development of the school-community.

Anomalies in Education Act, Regulations and CMS Operation Directives

Description	CMS Operation Directives	Education Act/Regulations	Remarks
Titles of school	Whose management is handed to the community	All public schools	In common legal practice, the same school does not use the different titles
Teacher's management	Teachers of community school is appointed by the SMC	Teachers of community school is appointed by DEO on the recommendations of Teacher's Service Commission	
	HT of community school is appointed by the SMC	HT of community school is appointed by the DEO on the recommendation of SMC	
	Do not have any criteria for being an HT	Have criteria for being an HT	
	Empower SMC to define terms and conditions of teacher services and determine the punisHTent for teachers of community school	Empower SMC only for the security of teacher services, do not empower SMC to punish teachers	
Resource generation	Empower community schools to search additional resources for school by making agreements with GOs and NGOs	The Act empowers school for mobilizing resources rather than adding new resources	
SMC meeting	Silent on the process of calling SMC meetings, do not have provisions for calling meeting	HT of community school calls SMC meeting upon the SMC chairman's permission	
Dissolution of SMC	Have provisions that management contracts regulate the SMC	Empower DEO to dissolve the SMC if given conditions are mended	Provisions may differ from one contract to another.
Enactment of By-laws	Empower SMC for the enactment and implementation of by-laws	Empower MOES to enact and enforce any by-laws and directives	
Parents	Tried to involve in school management	Do not define any specific role other than SMC formation	
Monitoring of school program	Emphasis on SMC	Emphasis on RPs and supervisors	
Focus of decentralization	SMC, parents	VEC, DEC	
Interpretation	Empower MOES for interpretations of the Directives		It is against the principle of Interpretation Act, 2010

The above differences could be summed up as under:

- The Directives assert the autonomy of community schools whereas the Education Act and Regulations remain silent on their autonomy.

- The Directives empower SMC regarding teachers and resource management (teacher's appointment, promotion and transfer, getting additional resources by making agreements with GOs and NGOs etc.) while the Education Act and Regulations do not allow them.

- The Directives empower SMC for the operation of community schools while the Act and Regulations limit the responsibilities of SMC. The Directives are based on the concept and principle of autonomy, they entrusted SMC significant role in making decisions about community schools.

- The Directives intends the contract between SMC and education authorities defines their relations. DEO cannot dissolve SMC except on ground of violation of terms and conditions of the contract, which may differ by school.

- Power and authority about local bodies on community schools are not mentioned in the Directives and the Act.

These points reveal that the Directives contradict the Education Act and Regulations. The laws regarding community schools in the perspective of their management transfer need amendment.

Chapter III

FACTOR MOTIVATING MANAGEMENT TRANSFER

Views on Management Transfer

The reactions of stakeholders (DEOs, School Supervisors, RPs, HTs, teachers, Teacher's Union, parents, community people, local bodies etc.) regarding the management transfer were recorded during the field study. At the outset, the government officials such as DEO, school supervisors and RPs who are responsible to execute government's policy and directives at the district and school levels were contacted.

DEOs and School Supervisors expressed that the policy was in line with the philosophy of decentralization. They stated that the process of management transfer would help develop ownership in community members about the community schools. The process would contribute enhancing quality of education. However, the policy was not free from risks. Teachers' Unions were against the current policy of management transfer. These Unions did not believe that teacher's job would be guaranteed. They transmitted wrong messages that the government was not only transferring the management of schools, but also giving up its responsibility of funding schools. These Unions influenced HTs and teachers against management transfer. Therefore, the pace of management transfer was slow.

One of the supervisors was of the view that since DEO office played significant role in executing government educational policy and directives, the DEO must be professional. The DEO must have full knowledge about the program. The supervisor, however, noticed that DEO was not aware of the program; DEO staff members did not work and behave like facilitators. Bureaucracy created obstacles and bottlenecks on rapid transfer of school management to the community.

When the representatives of the Teachers' Unions in the districts were contacted, they were entirely against the policy of management transfer. They thought that government was gradually shifting its responsibility to the community for funding schools. While interacting with them, the following observations regarding management transfer were made:

- Government plans to transfer school management to the stakeholders, parents or say civil society- whatever may be the term is. But the parents or stakeholders- whose children were admitted in the schools, were socially under-ranked, educationally backward and economically deprived. They wondered how these parents could govern the school, what contributions they could make to the schools, what the schools expect from them.

- Teachers' Unions did not accept that the Directives could ensure what they intended. The Directives could be changed when the government changes. They observed that the government changed its policy quickly and did not fulfill its commitments. The provision of management transfer was not made by the Act and the Regulations. Teacher community did not believe the Directives, and they opposed them. They thought that the concept was enforced without preparation.

- The representatives of the Unions further added that the management transfer policy did not secure the professional rights and benefits of teachers. SMC was given total responsibility for hiring and firing of teachers. They experienced that

SMC, in most occasions, worked for their own interest. They often formulated any rules and regulations regarding teacher's appointment, their terms and conditions, teacher's code of conduct and so forth. If SMC did wrong, nobody accused SMC and SMC members.

- Teachers' Unions opposed the teacher non-replacement policy in the community-managed school. They explained that government did not replace any teacher if transferred, retired or resigned from the school. However, if the schools appoint any new teacher in the vacancies, government provides salary of the teachers.

- They doubted if the regular grants that being obtained by schools from government were ensured once the management would be transferred to the community.

However, SMC members were positive about the new move. They accepted it. But the common people and parents did not have any idea about why the management was being transferred. They were quite unaware of the new endeavour.

Summary

- DEO, School Supervisors, SMC and HTs were positive about the new move of government, i.e. management transfers.

- Teachers' Unions were against the policy of management transfer of community schools.

- Parents of community schools were unaware of the matters.

Actors of Management Transfer

During the interaction with stakeholders at the field, attempt was made to identify the key players in the community to transfer the managerial responsibility of school to the community. In all districts except Kavre and Palpa, it was found that HTs took the leading role for the management transfers. SMC and parents reported that HT's role in this regard was crucial. So, they granted their consent and approval to HT for management transfer. HTs explained the comparative benefits of management transfers and convinced the SMC members. Once the SMC members were convinced, they arranged the parent's conferences for their approval. HTs completed all the paper works. And, the management of schools was transferred to the community.

In school, HT is a leader, motivator, manager, facilitator and so forth. HT frequently visits different organizations and DEO office for the purpose of school and school's activities. It is convenient for DOE staff members to talk with HTs and influence them. In most cases, HTs of primary schools did not resist what DOE staff members say and implement the directives of DOE Office.

In Janak PS of Morang and Sarswati PS of Banke, SMC chairmen led the school to transfer its management. In these schools, parents experienced that SMC chairperson's role was important for the transfer of school management. They remembered that the chairperson explained about the benefits of community school, community's control over the school and the like. Similarly, SMC took the leading role for the management transfer of Sarswati PS of Banke district. The school's management was transferred during the summer vacation.

In Palpa district, DEO and RPs motivated HTs, SMC and community members for the management transfers. However, teachers were entirely unaware of the event of

management transfer. All the teachers in these schools reported that they did not know that their school's management had been transferred to the community. They commented that nobody consulted and discussed about the matters. They felt that their consent was not considered necessary in the whole process of management transfer. Since management transfer is the concern of SMC and community people, teacher's consent was not considered.

In Kavre district, Municipalities took the leading role in the management transfer of the schools running in their territories.

In summary, it is observed that headteachers, SMC chairperson, DEO staff members and Municipalities took the leading role in the management transfer. The role of HT and chairperson was crucial in the matters.

Causes of Management Transfer

During the study visits, attempt was further made to find out the ideas and opinions of stakeholders regarding the need of management transfer.

DEOs and School Supervisors perceived that enhancing the quality of education was the major cause behind the management transfer of public schools. They thought that the management transfer contributed community and parents to visit schools more frequently, observe teachers and their activities. Such attempts would lead to enhance the quality of education. They further added that the move of management transfer contributed developing the ownership among the community people, because management transfer would help raise the attitude of community people that school was their property. In contrast to the DEO's views, the chairperson of Nepal Teacher's Association (Morang) stated that the government actually wanted to relinquish its responsibility of funding schools, so the policy of management transfer was introduced. Since the Education Act ensures the government funding to the schools, this is, of course, a wrong interpretation of the policy.

While SMC members were asked why they had accepted the government's move, SMC members of Sharada Primary School of Morang replied that community people could be effectively involved if the management was transferred. They mentioned that community people could observe the school and teachers activities if they involved in school affairs. It would help improve regularity of children and teachers. SMC members also added that after the management transfer, community would be able to recruit teachers in accordance with their needs. They could appoint subject or special teachers instead of general one (mostly sent by DEO if requested) based on their needs. It would help children improve their learning.

SMC members of Janak PS of Morang reported that the management was transferred, because school needs to upgrade the level from primary to lower secondary. Furthermore, school also intended to get additional grants. SMC chairperson stated that the CMS Directives allow schools to recruit teacher. The chairperson blamed that DEO did not permit school to recruit a teacher even though a post of teacher was vacant.

SMC members of Bhanu PS of Morang expressed the management was transferred because it assists local community to control over the school and facilitate it. The community could set their own priority and design their own program for school development. In other words, school community would be able to assume the full responsibility of school operation.

HT of Bhanu PS had reservation that DEO could not fulfill its commitment what it made before the management transfer of its school. The HT explained that DEO did not provide quota of an additional teacher. DEO did not release any fund as it promised during the period of management transfer. Moreover, community schools were not given priority or special attention for implementing the development programs. They were equally treated like other schools.

In Banke districts, SMC members of NRPS Piprahawa, NRPS Bageshwari and Sarswati PS mentioned that school was the property of community. So the management was transferred to the community to develop community ownership. The community could develop their own plans and priorities that could improve school's conditions. They also had the view that additional fund would further help for the facility development of schools. However, they also claimed that no attention was given by the DEO to the schools whose management was handed over.

The SMCs of Janapriya LSS and Siddhi SS of Palpa district reported almost the same factors that motivated for the management transfers. However, SMC of Janapriya LSS thought that the process of management transfer enabled them to recruit teacher locally, which motivated them.

In Kavre district, Executive Secretary of Municipalities thought that it was Municipality's responsibility to run basic education program in their jurisdiction. They expressed that it also helped promote decentralized reform. Therefore, Municipalities took over the responsibility. In fact, these Municipalities have experiences to run local educational program. So, they motivated for the management transfer.

Summary

- Management transfer promotes the community people's concern on education, which contributes enhancing quality of education.

- Management transfer helps develop the ownership of local schools in community people.

- Other reasons behind management transfer were to involve community people effectively in local schools, enable community to recruit teachers, upgrade the level of school from primary to lower secondary, implement community's educational priority and programs, and get addition grants.

- Management transfers also lead to the promotion of decentralization reform. And it motivated Municipalities to take over the responsibility.

- The wrong message transmitted by the Teachers' Unions de-motivated stakeholders to speed up the effort.

- DEO's reluctance in authorizing SMC for teacher's appointment (even in vacant positions) in CMS de-motivated these schools and frustrates their authorities. (After the experience sharing session arranged in the centre, DOE issued notice to DEO that CMS to be granted permission for recruiting teachers of their choice).

- DEO's inability to fulfill its commitments and promises de-motivated CMS and their authorities.

Reasons for not to Transfer the Management

In each sample district, one of the schools whose management was not transferred to the community was also visited to explore why the school did not choose for management transfer.

HT thought that though management transfer enabled school to all-round development of the school, the control over the school came under the full authority of SMC, which HT could not tolerate. In HT's experience SMC members unnecessarily intervened the school affairs. SMC members worked in their own interest rather than school's. Moreover, SMC was not stable, its members changed in every two years. If the current SMC decides to transfer the management, and the next SMC does not honour the previous decision, this situation naturally creates problems in school.

The HT further stated that the government did not attempt to introduce the concept by the modification in the existing Act or Regulations. The concept was enforced by the Directives, which did not stand on the legal ground, so the move was baseless. The Directives might be changed or replaced by other directives if the government changes. They recalled that 29 points policy was not seriously implemented with the changes of government. He observed that government did not want to continue any policy for a long period of time. Policy changed very shortly. He stated that provisions should be made in the Act or Regulations, if the government was really serious to the matters.

The HT also indicated that the process of management transfer did not ensure the teacher's job. Teacher's job was not guaranteed and their concern was overlooked. As teachers were opinion builders in the community, their interest must be addressed. The current move did not consider these aspects.

The HT had the view that he could not differentiate the school whose management was transferred from the schools whose management was not handed to the community. Both were community schools. Role and functions of SMC and HT, teachers and parents were the same. Both received the fixed amount of grants from the government. Both schools have the same status. Both schools were treated equally in DEO office in providing any programs or benefits. He thought if his school's management handed to the community, the school might not get the grants in future, which was at least assured if its management was not transferred.

The teachers of the schools also thought that SMC members worked with their own interest if the management was transferred. They would unnecessarily interfere in the school affairs and devalue the teacher's self respect. Moreover, parents were also not aware of the matter, which did not allow introducing the concept of management transfer effectively. It indicated that the teachers preferred the existing line of command rather that the new changes.

Teachers also experienced that any policy on education did not last for a reasonable period of time. It discontinued without any justifications. So, they were skeptical that the recent policy of management transfer would continue for a longer period. In fact, teacher's attitude is also not much supportive for the management transfer.

SMC members and parents were not aware of the recent move of management transfer. While they were contacted they expressed their unawareness about the recent policy. They did not have any idea about it. In fact, SMC members and parents

were not oriented about the new concept of management transfer and its relative benefits even though they felt the community has control over the local schools.

Moreover, the current attempt of the government did not consider the awareness levels of the community people. Government did not make serious effort to raise the awareness of community people about education in general and their role in education in particular. This part was missing in the whole process of management transfer. May be the current social mobilization program did not address it.

Current insurgency situation further forbade schools to transfer their management to community. In Palpa district the insurgency has adversely affected the process of management transfer. They were formed to stop the process of management transfer.

Summary

- HT and teachers' unfavorable attitude prohibited schools to transfer its management.
- SMC members and parents' unawareness also forbade school to hand over its management to community.
- Fear of possible take over by SMC resisted the process of management transfer.
- Weaker legal base further de-motivated schools to transfer its management.
- Quick changes in the policies and absence of seriousness in implementing policies from the part of government prohibited stakeholders to accept the new move.
- Same status of and equal treatment for all the schools de-motivated for management transfer.
- Insurgency situation also affected adversely for the management transfer.

Factors Motivating Management Transfer

Based on the above discussion, attempt was made to figure out the factors that motivated schools for their management transfer. And also factors that de-motivated to do so.

Motivating Factors

- HTs, SMC members and DEO staff members in some district appeared major actors in the entire process of management transfer. They motivated parents and other stakeholders for the management transfer.
- Aspiration of community's effective involvement in school operation such as observing school and teacher's activities, which certainly improve teaching-learning conditions, motivated them for the management transfer.
- Expectation to get additional teachers from DEO for overcoming human resource shortage problems and improving instructional conditions further motivated for the management transfer.
- Expectation to get resources support from government for the facility development of school also motivated for the management transfer.
- Expectations to get entire authority for school operation, which empowers local people, motivated them for them for the management transfer.

- Expectations to upgrade the level of school from primary to lower secondary further motivated SMC and parents to transfer the management.

- Municipalities motivated to assume the responsibility because the process expanded their jurisdiction and helped promote decentralization.

De-motivating Factors

- Community people were not aware of the government's policy of management transfer. They did not have any knowledge about management transfer. So, they were unable to initiate on it. This is one of the most discouraging factors that limit the process of the management transfer.

- Teachers' Unions are against the existing policy of management transfer. They conveyed the messages such as the government intends to transfer its responsibility, SMCs would misuse their rights, devalue the teacher's self-respect, teachers were not provided pension and other benefits, grants were not ensured once the management was transferred, etc. Such messages naturally de-motivated stakeholders for the management transfer.

- Act does not have concrete provisions on management transfer. Management transfer initiative was started through administrative decision- by introducing CMS Operation Directives. Moreover, the Directive contradicts the Act in some cases. Therefore, Teachers' Unions opposed it and motivated schools not to transfer their management.

- Frequent changes of government policy and priorities, and its limitation to fulfill commitments and promises in time seem as a de-motivating factor.

- Current insurgency situation also appeared as a barrier for the management transfer.

OPERATION OF COMMUNITY MANAGED SCHOOL

Expansion of Community Managed School

Management transfer initiative was started since the year 2059/60. In that year, management of 93 schools was transferred to the community. In the year 2060/61, target was set as 1000 schools' management would be transferred. However, 999 schools were turned as community managed schools by handing over their management to the SMC and Municipalities. It reveals that targets have been met.

Distribution of Community Managed School

Of the 999 schools whose management was transferred, the proportion of pure primary schools was considerably high. More than 89 percent primary school was turned as community managed schools. The proportion of primary school attached with lower secondary or secondary schools was around 11 percent.

Table 1: Community Managed School by Type

School Type	CMS	Percent
Primary	890	89.09
Lower Secondary	79	7.91
Secondary	30	3.00
Total	999	100.00

Source: Department of Education.

While the distribution of CMS was considered on the basis of topographic region, hills occupied nearly 73 percent. The share of mountain was very few. Terai retained almost 20 percent of the total CMS.

Table 2: Community Managed School by Ecological Region

Region	CMS	Percent
Mountain	75	7.51
Hills	729	72.97
Terai	195	19.52
Total	999	100.00

Source: Department of Education.

Similarly, the share of western development region is more than 38 percent, while eastern development region followed second in the rank (36 percent). The share of both mid-western and far-western region was 12 percent.

Table 3: Community Managed School by Development Region

Development Region	CMS	Percent
Eastern Region	364	36.44
Central Region	136	13.61
Western Region	379	37.94
Mid western Region	48	4.80
Far-western Region	72	7.21
Total	999	100.00

Source: Department of Education.

Enrolment in CMS

One of the objectives of management transfer of schools to the community was to provide educational opportunity to all school-going age children. When the data on school enrolment was analyzed, the result did not appear impressive. Enrolment was almost constant in three schools (see Table below) before and after the management transfers. Enrolment increased in 6 CMS, while it decreased in 3 CMS. On the average, enrolment increased, but pace of increase was rather slow.

Table 4: Children's Enrolment in CMS

School	2059	2060	Percent
Morang			
Sarada PS	388	409	105.41
Janak PS	290	341	117.58
Bhanu PS	175	188	107.42
Banke			
NRPS Piprahawa	221	220	99.54
NRPS Bageshwori	285	286	100.35
Sarswati PS	354	360	101.69
Palpa			
Janapriya LSS	238	262	110.08
Siddhi SS	159	146	91.82
Kavre			
Sanjiwani HSS	148	171	115.54
Bal Mandir LSS	287	220	76.65
Chaitanya SS	233	257	110.30
Siksha Sadan SS	295	280	94.91
Total	3073	3140	102.18

One of the reasons for the decrease in enrolment was the location of CMS. In rural CMS, enrolment remained almost constant or increased a little bit, whereas CMS located in urban or semi-urban locality where parents preferred to send their children to private schools, naturally the number of entrants decreased.

When the enrolment was analyzed with respect to the gender of children, it appeared that the girl's enrolment decreased in 2060 compared to the year 2059 when management was not handed over to the community.

Table 5: Girls Enrolment in CMS

School	2059	2060	Percent
Morang			
Sarada PS	178	168	94.38
Janak PS	113	134	118.58
Bhanu PS	85	89	104.70
Banke			
NRPS Piprahawa	89	77	86.51
NRPS Bageshwori	132	138	104.54
Sarswati PS	177	196	110.73
Palpa			
Janapriya LSS	108	126	116.66
Siddhi SS	82	72	87.80
Kavre			
Sanjiwani HSS	78	83	106.41
Bal Mandir LSS	158	89	56.32
Chaitanya SS	129	138	106.97
Siksha Sadan SS	177	168	94.91
Total	1506	1473	98.14

In case of Dalits, the children's enrolment increased by more than 20 percent in the year 2060. It reveals that the Dalit's access to primary education was facilitated by the new move. However, enrolment of Dalit children decreased in 2 CMS.

Table 6: Dalit's Enrolment in CMS

School	2059	2060	Percent
Morang			
Sarada PS	78	99	126.92
Janak PS	na	na	-
Bhanu PS	20	46	230.00
Banke			
NRPS Piprahawa	78	68	87.17
NRPS Bageshwori	25	29	116.00
Sarswati PS	134	139	103.73
Palpa			
Janapriya LSS	52	71	136.53
Siddhi SS	9	6	66.66
Kavre			
Sanjiwani HSS	3	7	233.33
Bal Mandir LSS	na	na	-
Chaitanya SS	2	7	350.00
Siksha Sadan SS	3	13	433.33
Total	404	485	120.04

na= not available

Similarly, enrolment of tribal children also increased in CMS. Enrolment figures increased from 981 and reached to 1055 after the management transfers. Enrolment increased by more than 7 percent. Nevertheless, tribal children's enrolment also decreased in one CMS even after the management transfer.

Table 7: Enrolment of Tribals in CMS

School	2059	2060	Percent
Morang			
Sarada PS	143	147	102.79
Janak PS	na	na	-
Bhanu PS	21	26	123.80
Banke			
NRPS Piprahawa	-	-	-
NRPS Bageshwori	157	169	107.64
Sarswati PS	86	117	136.04
Palpa			
Janapriya LSS	74	74	100.00
Siddhi SS	na	na	-

Kavre			
Sanjiwani HSS	74	84	113.51
Bal Mandir LSS	na	na	-
Chaitanya SS	173	167	96.53
Siksha Sadan SS	149	158	106.04
Total	981	1055	107.54

na= not available.

During the period of data collection, it was found that children of religious minority group such as Muslim were also enrolled in two CMS. In the year 2060, their enrolment also increased compared to the previous year. CMS was capable of bringing these children in national education system even though the rate of increase was not very substantial.

Table 8: Enrolment of Religious Minority (Muslim) in CMS

School	2059	2060	Percent
Sarada PS, Morang	74	78	105.40
NRPS Piprahawa, Banke	105	113	106.61
Total	179	191	106.70

Student's Regularity

While the management of school was handed over to the community, it was expected that children's absenteeism would reduce from the school. Parents would give additional attention for the study of their children after their involvement. So they sent children to school, which naturally enhance the regularity of children.

When the school records were analyzed, it did not provide any impressive information as regarding the children's attendance. Children's attendance in the CMS was not up to the mark. Except in some schools, the attendance of children was not very much encouraging. When the attendance of Grade 1 children was observed, it was found that the regularity of grade 1 children was rather discouraging in comparison to the children of other grades. Poor attendance of grade 1 children was observed in almost all CMS.

Table 9: Students Attendance in CMS

School	Working days	Average attendance in grade				
		I	II	III	IV	V
Morang*						
Sarada PS	151	76 (50.33)	85 (56.29)	93 (61.59)	92 (60.93)	89 (58.94)
Janak PS	150	19 (12.67)	35 (23.33)	41 (27.33)	35 (23.33)	37 (24.67)
Bhanu PS	142	60 (42.25)	57 (40.14)	79 (55.63)	98 (69.01)	98 (69.01)
Banke+						
NRPS Piparahawa	186	73 (39.24)	83 (43.99)	122 (64.66)	121 (64.13)	91 (48.23)
NRPS Bageshwary	136	89 (65.44)	95 (69.85)	103 (75.74)	109 (80.15)	119 (87.50)
Saraswati PS	160	76 (47.50)	105 (65.63)	98 (56.25)	124 (77.50)	118 (73.75)

Palpa						
Janapriya LSS	206	92 (44.66)	140 (67.96)	145 (70.39)	109 (52.91)	151 (73.30)
Siddhi SS	205	150 (73.17)	157 (76.59)	143 (69.76)	155 (75.61)	150 (73.17)
Kavre						
Sanjiwani H.S.S.	200	98 (49.00)	99 (49.50)	117 (58.50)	140 (70.00)	147 (73.50)
Bal Mandir L.S.S.	193	140 (72.54)	133 (68.91)	132 (68.39)	156 (80.83)	161 (83.42)
Chaitanya S.S.	189	140 (73.88)	143 (75.86)	149 (78.68)	139 (73.30)	152 (80.33)
Siksha Sadan S.S.	188	140 (74.47)	137 (72.87)	138 (73.40)	148 (78.72)	150 (79.79)

Figures in parentheses indicate percent.
Note: *up to first 8 months
+up to first 10 months

As a matter of fact, schools did not consider the children's regular attendance was a problem. No schools discussed how to improve the children's regularity. Moreover, parents did also not regard the significance of children's attendance. Therefore, attendance of children did not receive due importance. Seriousness on children's attendance was generally overlooked. In some schools, it was also observed that children's enrollment was inflated, which caused for the poor attendance rate.

Teacher Training

As regards the quality enhancement of schools, teacher training is supposed as an important aspect. However, very few teachers were trained in CMS. In these schools, nearly 26 percent teachers were able to complete certificate or equivalent training. Those who received training on Packages I, II and III were about 37 percent. Only 27 percent teachers working in CMS got refresher training. All these indicated that teachers working in CMS still require inputs for the professional development.

Table 10: Trained Teacher in CMS

School	Total teacher	Package			Certificate	Normal	Special	Refresher
		I	II	III				
Sarada PS	7	1	2	-	2	-	-	-
Janak PS	5	-	-	-	-	-	-	-
Bhanu PS	4	2	-	1	-	-	-	-
NRPS, Piprahawa	5	-	-	3	1	-	-	4
NRPS, Bageshwari	6	-	-	2	-	-	-	2
Sarswati PS	6	-	-	2	2	1	-	6
Janapriya LSS	11	-	-	-	4	-	-	4
Siddhi SS	5	3	-	-	-	-	1	-
Sanjiwani HSS	9	2	-	-	5	-	2	-
Balmandir LSS	7	-	1	2	3	-	-	-
Chaitanya SS	9	4	3	-	2	-	-	6
Siksha Sadan	7	1	-	1	2	-	-	-
Total	81 (100)	13 (16.04)	6 (7.41)	11 (13.58)	21 (25.93)	1 (1.23)	3 (3.70)	22 (27.19)

Teacher's Regularity

Teacher's absenteeism from school was generally looked as one of the causes, which deter the quality of education. To check it, management transfer of public schools to the community was regarded as one of the important strategies.

When the school documents were observed, it was found that teacher's presence varied according to the schools. Teacher's attendance was observed satisfactory in all schools except Sarada PS and Janak PS in Morang.

Table 11: Teacher's Attendance in CMS

School	Working days	Average Attendance	Percent
Morang*			
Sarada PS	151	94	62.25
Janak PS	150	100	66.67
Bhanu PS	142	119	83.80
Banke+			
NRPS Piprahawa	186	164	88.17
NRPS Bageshwary	178	156	87.64
Saraswati PS	184	138	75.00
Palpa			
Janapriya LSS	237	191	80.59
Siddhi SS	242	220	90.91
Kavre			
Sanjiwani H.S.S.	222	174	78.38
Bal Mandir L.S.S.	241	201	83.40
Chaitanya S.S.	246	213	86.59
Siksha Sadan S.S.	243	229	94.24

Note: *up to first 8 months
+up to first 10 months

While the records were observed, the most important causes behind the teacher's absenteeism were:

▪ The participation of teacher in training programs.

▪ Provision of causal and medical leave for the teachers.

▪ HT's participation in seminar, workshops and meetings arranged in DEO office, RC etc.

During the school visits, it was noticed that training program was scheduled even when teacher's presence was necessary in schools. Further the agencies, which provide training such as NCED, RC invited teachers for participation without considering particular school's situation; school management was hardly consulted for the purpose. It was common understanding if teachers were invited; they have to join the training programs. The same things were applied in case of seminar, workshops, and meetings arranged by the DEO or RC.

To top it, all teachers regard 'leave' as their rights, not a facility for them. Moreover, concerned authority granted leave without considering the consequences.

Parental Concern and Awareness

As mentioned earlier, one of the objectives of management transfer was to create concern of parents and stakeholders in the school affairs and their children's learning.

During the field visit, it was observed that parents' concern on the school affairs had increased. They were also careful about the study of their children. During the interview, parent's reported that they visited schools and talked to the teachers and HTs about the study of their children. HTs and teachers also confirmed the parent's report. HTs and teachers also reported that parents attended schools whenever the schools invited them. They also participated in school activities. But the mother parents complained that schools never invited them even though they cared children much more than their fathers. They viewed that schools did not consider the significance of mother parents in the learning of children. However, schools did not maintain any documents on the visits of parents. When the school documents were explored, it could not be found why parents came to schools, what they talked, what they suggested etc.

When the documents of Sarswoti PS of Banke district were explored, it was found that the school arranged parent's conferences after management transfer. The conference discussed on facility development of school, inclusion of English subject from grade I, educational material purchase, PTA formation, uniform code for children, enrolment enhancement, teacher's appointment, etc. The school also maintained a separate supervision diary for parents. Whenever parents visited school, they put their remarks on the diary.

In the case of Kavre district, HT and teachers reported that parents generally did not visit schools. As the children who did not belong to the school community, admitted in CMS, their parents did not visit schools. HTs reported that parents did not attend schools even schools invited them to collect the uniform, free textbook and their children's progress report. During the discussion with community members, it was noticed that they were indifferent about the school operation in their community, as they sent their children to private schools. Parents of school children hardly visited schools.

The above discussions could be summed up as under:

- Parents concern though increased, their visits to schools were limited.

- Parents visit was not recorded in the school visitor's book in spite of the Directives made provision that the visits should be recorded.

- Mother parents were not invited in schools generally.

- Parents did not visit schools where children enrolled from the outside school community.

Community Support to CMS

One of the objectives of management transfer is to empower the parents and community peoples and organizations so that they take the move positively and render support to the local schools. SMC members of the CMS and HTs stated that parents have become positive towards CMS. They came to school when invited and participated in school activities. They reported that parents were motivated for assisting school affairs.

The parents of Sharada PS reported that they came to school whenever school invited. They also participated in the conferences arranged by the school. The parents also expressed that they contributed what they could though not financially. The World Bank representative, DOE official and NGO representatives, previously visited the school. They also discussed with the HT, SMC, teachers and parents. They found that community members and parents were supportive towards the school. The parents of other schools have almost the similar responses regarding their support to CMS. It seemed clear that parental attitude towards community schools was supportive. CMS located in Banke and Palpa districts also received support in terms of parents visit to schools. HTs and SMC members mentioned that they came to schools when invited, participated in the school affairs. But they could not provide any financial support. In case of Siddhi SS, it could get some support from school community during the construction. Schools located in Kavre district also received meaningful support for the development.

One of the forms of community support is the involvement of local bodies in the affairs of local education. As local bodies are governance unit at the local level empowered by the existing Act, they can influence local development activities. Local bodies can contribute local schools for the expansion of facilities, supervise and monitor school affairs, provide resources, and manage and run CMS too. However, VDCs did not provided meaningful support to the CMS at present. They merely provided consent for the management transfer of concerned school. Local bodies even did not make any commitment for any kind of support during the process of management transfer. Last year, Sharada PS of Morang district received Rs. 5000/- from the VDC where the school locates. Similarly, NRPS of Piprahawa, Banke district received support from VDC for scholarship, drinking water, school cleanliness and Sarswoti Puja. Janapriya LSS of Palpa also received Rs 50,000/- from Tansen Municipality for the construction of additional classroom.

While the Secretary of these VDCs was contacted they mentioned that the VDCs did not receive expected grants from the government, so they could not provide as much support to schools. Moreover, there were other schools too, which were seeking funds from VDCs. For the VDC's perspective, all schools were the same. As there were no elected representatives, government employees headed VDCs. They could not understand and comprehend the value of CMS. Therefore, VDC's support to CMS was not to the level expected. What the VDCs supported, it depended upon their desires.

Attempt was further made to explore whether NGOs and CBOs contributed to CMS or not. While schools' records were observed, it was found that Plan/Nepal, an International NGOs previously contributed for the physical facility development of these CMS. In Morang, Sharada PS constructed a new building with the financial assistance of Plan/Nepal. Similarly, the school received grants from Plan/Nepal for developing lavatory and sports facility etc. At present, Plan/Nepal made science-related materials available to the schools. Moreover, the school has also developed nursery and child garden from the Plan/Nepal support.

With the assistance of Plan/Nepal, a local NGO, Community Development Service (CDS) also assisted Sharada PS. CDS contributed in instituting Health Club in the school which conducted school cleanliness program, medical examination of children, medicine distribution. The NGO further assisted for the cleanliness of lavatory. It also discussed on health related problems in school and attempt to regularize the presence of health teacher. In the same manner, Janak PS received

grants for rehabilitation of 4 classrooms and drinking water facility previously from Plan/Nepal. Whereas Bhanu PS developed drinking water facility previously and the school currently received science-related materials from Plan/Nepal. Similarly, NRPS Piprahawa and Saraswati PS of Banke district received support from Plan/Nepal for the construction of school buildings, rehabilitation of classrooms and drinking water facility. Some teaching learning materials were also made available to these schools. In NRPS Bageshwori, a local club helped to develop the play ground.

In fact, Plan/Nepal contributed those schools where children of Plan Family admitted. Plan/Nepal helps improve educational status of the Family's Children. Therefore, it contributed those CMS.

The above discussions could be summed up as below:

- Parents became positive and motivated for the support; however, they could not provide financial support.

- VDCs did not make any commitment for the support to CMS, their support depended upon their wish and desires.

- NGOs' supported CMS in facility development and provided some educational materials.

Role of School Managers

One of the objectives of the management transfer is to develop local school as an organized institute. For the purpose, schools should have their operational manuals, teachers and staff recruitment and evaluation procedures, code of conducts, laws and by-laws regarding school operation, student's admission policy and procedures etc. In fact, schools should have all these things so that they could run their programs in an organized manner.

In the CMS Operation Directives, the role and functions of SMC are crucial for the development of school. The CMS Directives entrust the following activities to the SMC:

- to appoint HT, monitor and assess his/her performance.
- to appoint teachers, monitor and assess their performance.
- to develop, implement and monitor annual and periodic plan.
- to do agreement with different organization in favour of school.
- to form committees and sub-committees on different matters.
- to prepare by-laws regarding academic, financial and human resource management.
- to develop terms and conditions of teachers' service and manage awards for the teachers.
- to mobilize resources.
- to maintain documents and records on various matters.

These activities are, in fact, essential for the operation of school as an organized institute. As SMC assumes the management responsibility, these activities are supposed to conduct and accomplish by the SMC.

When the schools were visited, SMC members and HTs reported that they monitored the school affairs and teachers activities. But no school records were found when the attempt was made to verify their responses. However, teachers reported that SMC members had become more active. They visited schools on regular basis.

While the districts were visited, some schools were found to develop their by-laws. One of the CMS of Palpa district, Janapriya LSS made effort in this direction; however, most of the provisions were taken from the existing Education Act and Regulations. Sarada PS of Morang District also tried to develop codes of conduct for teachers. Sarswati PS of Banke district also made effort in this direction. However, most school managers were not aware and oriented to do so. Therefore, they did not have any idea about it. So their efforts were lacking in developing such things. However, the CMS performed the activities mentioned as below:

Table 12: Activities of SMC after Management Transfer

School	SMCmet	Facility devtelopment	Preparation and implementation of periodic plan	Resource mobilization	Agreement made in favour of school	Formation of committees sub-committees	Preparation of by laws
Morang							
Sarada PS	5	no	prepared	attempted	yes	no	started
Janak PS	23	no	prepared	attempted	yes	no	no
Bhanu	7	no	prepared	attempted	yes	no	no
Banke							
NRPS, Piprahawa	4	no	prepared	yes	yes	no	no
NRPS, Bageshwari	16	yes	prepared	attempted	no	no	no
Sarswati PS	19	yes	yes	yes	yes	no	no
Palpa							
Janapriya LSS	10	no	prepared	yes	no	no	prepared
Siddhi SS	3	no	yes	attempted	no	no	No
Kavre							
Sanjiwani HSS	15	no	prepared	yes	no	yes	no
Balmandir LSS	6	no	prepared	attempted	no	no	no

The above discussions could be concluded as under:

▪ Some CMS started to develop their own by laws or codes of conduct

▪ SMCs started to perform administrative role as entrusted to them.

▪ SMCs could not conduct all the activities assigned to them by the Directives due to lack of awareness and skills.

Sources of Funding for CMS

One of the objectives of the management transfer is to encourage local stakeholders for the mobilization of locally available resource for CMS. But no such attempt was made in this direction.

Till date, major source of CMS revenue was government's grant-aid. In all the schools, government provided funds for regular expenses such as teacher's salary, stationery and administrative expenses. Textbooks were also provided free of cost. Furthermore, the government also provided funds for maintenance, construction of facilities and for SIP in selected schools. Most CMS could not mobilize funds for their development.

However, some CMS have received the support from INGOs such as Plan Nepal in some districts. For example, CMS in Morang (Sarada PS, Janak PS) received financial support for construction of school buildings, classrooms and their maintenance. They also got support for furniture and drinking water facility. However, Bhanu PS could not get any support except for drinking water. Similarly, CMS in Banke (NRPS, Piprahawa and Sarswati PS got financial support from Plan Nepal for the building, furniture and drinking water. However, NRPS Bageshwari of Banke district could not get such support. As a matter of fact, Plan Nepal provided support to the school, which was located in their area, and where the Plan children were enrolled. Plan spent on the quality of Plan children's learning. So these schools received the support. NRPS Dhaulagiri did not receive such support because it was not located in the Plan area.

Another source of fund was the contributions of local bodies. It was expected that the local bodies would contribute to the schools if these bodies extended their consent for the management transfer. But the reality was different. These local bodies did not make any commitment in this regard. Even though some local bodies provided support to schools, it depended upon the desires of that particular local bodies. For example, Sorabhag VDC of Morang provided Rs. 5000/- to Sarada PS in the year 2059/60, but such support was also provided to other schools whose management was not handed over to the community. In Banke district, Piprahawa VDC supported to all schools located in the VDC, no matter these schools' management was transferred or not. The similar observation was also made in Palpa district. In fact, the local bodies did not formulate any policy regarding funding for local schools. If they provided support to the schools, it was entirely on their wish and desire.

But the case of Kavre was different. In this district, Dhulikhel and Banepa Municipalities took over the management responsibility of schools running under their territories. These Municipalities have experiences to run educational projects and programs in the past. Dhulikhel Municipality has already supported school for facility development and teachers capacity enhancement under the project Quality Education. Banepa Municipality has tested compulsory primary education initiatives. These Municipalities too have not made any funding policy to schools. Even though, they provided support to the local schools, it was not based on any policy and objectives.

All these indicate that CMS still depends upon the traditional sources of funding; i.e. government funding for regular as well as development programs. Even though NGOs and local bodies supported the schools, but it depended entirely upon their wish and desires.

Fund Release Practice

As regards the fund release practice in the districts where DDC is involved, the school management did not feel comfortable. They experienced that it took relatively long period to reach fund to the schools. At the out set, the school submitted their statements to the DEO Office. After satisfaction, DEO itself could not release fund, it requests DDC for the release of fund. Then only DDC writes to District Fund and Account Comptroller Office for the release of school fund. In fact, the fund release mechanism was not so simple. After the approval of budget from the Parliament, Ministry of Finance writes to Central Fund and Account Comptroller Office. But before it, DOE staff members need to make several visits to the Ministry, which naturally takes longer period. The fund thus released to the districts. The same process requires for releasing the fund in the districts. This process is a painful, which creates frustration among responsible constituencies that are instrumental for management transfer. To enhance their positive stance for the matters, it requires making funding process simpler and CMS friendly. A simpler process would be such that CMS receives fund quickly either from DEO or from DDC.

Involvement of Municipality

Involvement of local bodies such as Municipalities at the local educational program is supposed necessary for the efficient operation of educational programs at the local level. For the purpose, management of public schools operated in Dhulikhel and Banepa Municipalities were handed over to these Municipalities. While the management was handed over, it was expected the Municipalities would bear the overall responsibility of school operation, supervise and monitor school activities, and financial support to the schools.

While these Municipalities were visited, it was not found whether they made any provisions-financial and other regarding schools handed over to them. In their organizational structure, there was no Education Section. DOE assigned one RPs in each of the Municipality on part-time basis for providing technical support. A staff, who had other responsibility too, handled education-related matters. The staff was found untrained and not oriented in education-related area. These Municipalities did not frame their education policy and programs. In fact, they were quite unaware on education and its dynamics.

When HTs of the schools contacted, they reported that they could not feel whether their school's management was handed over to the Municipality. They did not notice any change. Moreover, HTs complained that an extra channel was added for releasing the fund. Previously, DEO used to make fund available to them directly. After the management transfer DEO released fund to the Municipalities and then Municipalities released to the schools. Municipalities did not increase or decrease the amount. The fund release was confined only for primary level even if the school run lower secondary and secondary levels. For other levels, school approached DEO and DEO released fund to school. So, they had the view that adding extra channel for fund release was not necessary. However, HTs accepted that Municipalities arranged HT's meeting. But it was ritual.

While the Executive Secretaries of Municipalities were approached, they complained that nothing was mentioned in the existing Education Act and Regulations regarding education-related functions, duties, power and authority of Municipality. Specifically, nothing was mentioned even in the Directives regarding the schools

whose management was handed over to the Municipalities. So, Director General of DOE delegated some powers and authorities to these Municipalities for advancing their efforts. The Executive Secretaries accepted that they were not very much familiar with the education and the dynamics inherent in it. They were very much positive and made attempt to do something on education, but their capabilities were limited. They did not have appropriate human resources who could advance their effort. Therefore, they asked for the technical and manpower support from the government.

Monitoring of Community Schools

As mentioned earlier, different local stakeholders would monitor the activities and programs of CMS and CMS operation. DEOs have been given responsibility to assess CMS by observation and supervision whether the school was operating as per the contract, evaluate the quality of school and use of incentive grants (Rs. 100 thousand) and monitor the SMC's activities. DEO of Morang District replied that he observed and supervised whether CMS were operating according to the agreement, however, he could not provide any document to support his response. The DEO further mentioned that he could not evaluate the quality of education in CMS and monitor the activities of these schools for want of indicators. He viewed that DOE needed to provide list of indicators for the assessment of CMS. As incentive grants to the CMS were just released, he thought that it was too early to examine the uses of the grants. In fact, DEO did not monitor the CMS and their activities yet. DEOs of other district have also reported they had visited the CMS, however, they could not produce any documents regarding their visits. DEO of Kavre district mentioned that she visited schools several times and instructed them, but she also reported that it was not customary to prepare field report and filed them. DEO of Morang and Palpa reported that current insurgency situation did not allow them to make field visits.

Table 13: Monitoring of CMS by DEOs after Management Transfer

District	CMS operation as per contract	Quality of education in CMS	Use of incentive grants	SMC's activities	Reasons
Morang	no	no	no	no	monitoring report not available, too early to monitor, indicators not given, lack of awareness about monitoring, insurgency situation
Banke	no	no	no	no	
Palpa	no	no	no	no	
Kavre	attempted	attempted	no	attempted	

Monitoring of CMS by DEO staff members such as RPs and School Supervisors are in the following table. Except Janak PS of Morang, RPs and School Supervisors' monitoring visits was very much limited. In a school, no monitoring visit was made. Further, if they visited schools, they discussed with HTs and teachers. Some of them observed classrooms, and put their suggestions. But they normally did not follow up what they previously suggested. So the monitoring visits of RPs and School Supervisors became ritual.

Table 14: RPs and School Supervisor's Visit after Management Transfer

School	No. of visits	Remarks
Morang		
Sarada PS	1	general remarks
Janak PS	10	physical facility, teacher's and students attendance, school's cleanliness, teaching aids and materials, annual plan, (no follow-up remarks)
Bhanu PS	not visited	unaware of monitoring
Banke		
NRPS, Piprahawa	3	teacher's and student's attendance, annual work plan, display of educational information, class room situation, lesson plan, playsical facility, suggestions (no follow-up remarks)
NRPS, Bageshwori	5	classroom observation and discussions, teacher's and student's regularity, school environment, community relation. (follow-up remarks in some aspects)
Saraswati PS	4	teacher's and student's attendance, classroom observation and discussion, teacher's diary observation, teaching learning materials suggestions (no follow-up of suggestions)
Palpa		
Janapriya LSS	3	facility development, teacher's promotion, lessons preparations, use of training skill, use of materials, suggestions on lesson plan, annual plan etc. (no follow-up of suggestions)
Siddhi SS	6	facility, teacher's availability, class operation discussion teaching learning process, display of materials, school affairs etc. (no follow-up of suggestions)
Kavre		
Bal Mandir LSS	2	teacher's activity, teacher's and student's attendance, suggestions

SMC members were also given responsibility for the monitoring and supervision of school operation. By the Directives, SMC members need to monitor and evaluate the performance of HT and teachers and implementation of the school plans. While SMC members of Sharada PS were contacted, they accepted that their responsibility to monitor all these things. But they could not monitor the performance of teachers and school operation because they did not have required skills. Moreover they could not spare time too for the purpose. The chairperson of Janak PS reported that they monitored the activities; however, SMC could not provide any documents as evidence. Whereas SMC of Bhanu PS reported that they were unaware of the monitoring of schools because RP did not provide them any guidelines in the matters. Similarly, SMC members of other districts were also not knowledgeable and have skill to monitor the activities of teachers and school affairs.

Table 15: Monitoring of CMS by SMC Members after Management Transfer

School	Status	Reasons
Morang		
Sarada PS	no	have knowledge, but did not have skill
Janak PS	no	did not have any document
Bhanu PS	no	unaware of monitoring
Banke		
NRPS, Piprahawa	visited schools	did not have any document
NRPS, Bageshwori	visited schools	confirmed by teachers/HT, supervisors observed
Saraswati PS	monitored	monitored teachers arrival in time
Palpa		
Janapriya LSS	no	lack of awareness
Siddhi SS	no	lack of awareness
Kavre		
Sanjivani HSS	no	did not have any document
Bal Mandir LSS	no	did not have any document
Chaitanya SS	no	did not have any document
Siksha Sadan SS	no	did not have any document

Like SMCs, HTs were also provided responsibility for the performance monitoring of teachers. HT should also maintain the record of parent's visit. While HTs of the sample schools were contacted, they reported that they evaluated the teacher's performance, however, they could not produce any proof regarding their response. In fact, little attention was given to the monitoring of teacher's activities, and maintaining the records of monitoring.

Community's monitoring was another strategy envisioned in the Directives. However, the parents were not very much familiar about their role as a watchdog. The parents hardly visited school for monitoring the teacher and children's activities, holding talks with teachers and HT. As parents were not aware about their role and responsibilities, they did not know what they have to do. All they mentioned that schools operated by HTs. It was HTs who bears the entire responsibility of school operation. They visited schools only when invited. These schools did not have any record on parent's visits and holding discussion on any issues.

The above discussion could be summarized as follows:

- DEOs monitoring visit was almost non-existence.

- Selected RPs and School Supervisors made monitoring visit and pointed out academic, administrative and quality aspects of the schools, but they did not follow up what they suggested before.

- Local monitoring from SMCs, HTs and parents did not evolve due to the lack of monitoring skills and unawareness of parents about monitoring.

School Activities after Management Transfer

Access

In order to enhance access, the schools conducted household survey for the identification of school going and never enrolled children. In fact, the schools in their catcHTents area conducted the household survey to prepare the SIP. Schools had prepared the list of children who were not admitted in schools. However, concept of catcHTents area did not fit for the schools located in the Municipalities. HTs of schools located in Dhulikhel Municipality stated that most of the entrants of their schools came from the adjoining rural areas. These areas were not the catcHTents area or the community of schools.

For enhancing their access, parents were motivated by conducting the home visit program. However Sharada PS also conducted street drama and mother's conference. Uniforms, bag etc. were distributed to drop out children for their continuation in schools. SMC members and teachers reported that children's enrolment, especially Dalit children's enrolment increased in the schools. Schools located in other districts had also conducted these types of program for the enhancement of enrolment.

Use of Incentive Grants

All the CMS received Rs. 100 thousand as incentive grants. The schools have to use the amount as seed-money. Schools are given liberty to generate resources by using the incentive amount.

Sharada PS used the amount to refund for book purchase, and planned to invest on the parents as micro-credit. Similarly, Janak PS also planned to use the amount as micro-credit. Bhanu PS used the money to refund for book purchase, to pay salary (for one month) to teachers. Around 70% of the amount was invested on parents as micro-credit. Siddhi SS of Palpa district used the money in providing loan. While other schools deposited the amount in banks. In case of schools received incentive grants in Banke district, they were not granted authority to use the amount without the consent of DEO. (After the experience sharing session arranged in the centre, DOE instructed DEO of Banke to allow schools for the use of grants on school's own interest).

The schools, that used the grants amount as micro-credit for the parents, they did not tie it with the educational program. For example, school might request the parents, who received the credit for sending their children regularly to school with books and necessary stationeries, coaching children at home etc. No doubt, the use of grants money would help alleviate poverty at the community, the grants might not serve to obtain the objectives such as enhancing access, improving quality, if the credit program is not tied with these things.

Development of Rules, By-laws etc. by School

CMS operation Directives has given liberty to CMS to develop its own rules, by laws, manuals, codes of conduct etc. and to enforce them for the governance of school and its activities. In fact, these things are essential to run CMS as an organized institute too. During the field visit, no CMS had developed their own rules and regulations. However Sharada PS made attempt in this direction. The school organized joint

meeting of SMC members and teachers and consensus made on the following principles. These principles would last until the school developed and implemented Teachers Codes of Conduct.

- All teachers and staff should attend school from 10.20 AM to 4.00 PM.

- Teachers and SMC members should not criticize one another.

- Physical punisHTent shall not be given to children.

- Teachers should participate in all the activities of school.

- Teachers should not leave the class in the middle of the period; they should stay in the class in full period.

- Dialogue and discussion with teacher should take place.

- Salary should be cut if someone does not attend school without prior notice.

- According to the routine, teachers should run classes for full time.

- Attempts should be made for the participation of students and stakeholders in school's programs.

Similarly, Sarswoti PS of Banke district also developed the following codes for their teachers:

- Teachers should attend school in time.

- Teachers should be regular.

- Salary should be cut if teacher does not attend school without prior notice.

Janapriya LSS of Palpa district also developed its regulations. It includes student's admission procedures, teacher's recruitment, teacher's leave, provision on students' fee etc. However, the regulations include most of the things mentioned in the current Education Act and Regulations.

These activities helped improve the school's environment and teaching-learning process. These steps imply that attempts have been made to run the CMS as an organized autonomous institute.

NEED ANALYSIS OF SMC MEMBERS AND HEADTEACHERS

Effective training is essential in order to enable users community members, SMC members, and Head Teachers and concerned others to perform their tasks with confidence, speed and efficiency. The experience during the delivery of training programs was individual needs to be thoroughly assessed in line with organizational objectives. Hence, training needs analysis was carried with a purpose to identify needs of SMC members and HTs so as to enable them in managing school system properly.

However, the initiation of SIP process was also considered while the training needs analysis was advanced. School Improvement Plan (SIP) can be viewed as an attempt of the government that schools and its activities will be planned, owned, and managed fully by the institutions and local people, who receive direct benefit, who can show the apparent contribution and who are physically near to schools. Parents, community members other than parents and local institutions like VDC, Municipality are the groups who get direct social benefits from the schools and the teachers, head teachers, and staffs receive direct monetary and social benefit from it. It is assumed that they can be given higher responsibilities towards the schools. In fact, SIP is an institution based local plan which consist a number of steps or stages, such as:

- Analysis of catcHTents areas and environmental scanning

- Identification of major problems in relation to schools, access, quality, people's attitude.

- Analysis of different sources, physical, human, monetary, transportation, communications, etc.

- Identification of short term and long term goal of the schools

- Fixation of schools activities that help to fulfill the above objectives

- Matching problems and available resources

- Evaluation of the objectives and programs

- Implementations of the plan

- Monitoring of the programs and activities

- Resolutions of the shortcomings

Identification of Key Persons

On the review of different policy papers and documents of Government such as CMS Operational Directives 2002, Community Schools Support Project (CSSP) Working System Guidelines and documents published in the matters, following persons and institutions were found key personnel and agency that influence the matters of CMS:

- Department of Education: to make decision on the transfer

- District Education Officer: to scrutinize application and manage its recommendation for approval to transfer to community management. And also to make further provision of allotment of budget and other (detailed in Annex)

- School Management Committee: to carry out most of the functions for the schools, like appointing headteacher, teachers, preparing periodic plan, monitoring school progress (detailed in Annex).

- School Supervisors: to assist DEO and remains in touch with schools

- Resource Persons: to play active roles in relation with training of teachers for quality education, local resource management.

- Headteachers: to do most of the functions on behalf of SMC as instructed and conduct meeting and lead the school staffs, etc.

- School teachers: to support the headteacher and SMC in the work of enhancing quality.

- SMC members: to play major roles in the committee, by giving valuable suggestions and by playing active roles in relation to mobilization of parents, leading the community members, for the benefit of schools and children.

Tools Used and Persons Contacted for Analysis

In order to know the capability of concerned people in formulating and implementing schools plan and programs, training need analysis was done in different districts. The aim of the analysis was whether SMC members and HTs need any skills that can be addressed by the training in relation to the management aspects of CMS and plan formulation or not. These are the key people who are supposed to be active in the planning, management and implementation of educational activities in CMS. Nevertheless the responsibility of the District Education Officer (DEO) cannot be minimized, as they have to assess whether CMS run as effectively as it was expected.

For the identification of training needs, some HTs and SMC members of sample schools, and DEOs of sample districts were contacted and interviews were held. The interview schedule consisted the list of jobs related skills required to perform by the members of SMCs and HTs under the CMS Operational Directives, 2002. In the Directives, it was stated that CMS would also be made participants in the SIP process to be concluded by the BPEP and other projects, and such SIP would also be formulated with the discussion in the meeting of the parents. So, SIP formulation process was also considered while assessing the training needs.

The need analysis tools were designed following the pattern of behavior and skill assessment tools adopted by Glasstap Limited (see Annex). Two sets of schedules were used for HTs and SMC members. Each set was further divided into two; one receiving areas of the skills and knowledge required for each HT and SMC members, and the other set was used to know the extent of importance of the knowledge and skills for the respective HT and SMC members.

Training Needs

The training needs for the HTs and SMC members are summarized as below:

The areas, which received 'most important', and 'important' for the training of HEAD MASTERS were:

Most Important	Important
Skills on building relation with schools and community	Skills on financial management
Knowledge to construct instruction materials	Skills to supervise teachers
Knowledge to construct instructional materials at low cost	Ability to do self evaluation
Ideas about preparation of school programs	Ability to formulate committees
Skills to evaluate student as well as program performances	

The areas, which received 'most important', and 'important' for the training of SMC Members were:

Most Important	Important
Skills to improve parent-teacher relation	Skills for HT selection
Skills to formulate team(s)	Skills to prepare annual plan and budget
Skills to formulate committee(s)	Knowledge related to role of DEO
Skills to raise and use resources	Knowledge related to role of chairman of VDC
Skills to make social interactions	
Knowledge of quality education	
Skills to make relation with other institutions, and organizations	
Knowledge in relation to social equity	
Knowledge of decentralization	
Knowledge of Educational Act and Regulations	
Knowledge about transparency and impartiality	
Knowledge about financing and financial activities	
Skills of negotiations and reconciliation	

In the course of interviews, opinions were collected on general problems that are given as follows:

- The human resource paradox of the country shows that there are people and they are working. But the people equipped with the requisite skills are in very short supply.

- The exodus of the able manpower in search of greener pastures abroad including also in security guards and clerks and operatives. People do not want to stay in villages for a long time.

- There are a number of government as well as private sectors to train people in various trades and skills. But what can be seen is that such institutes are engaged mainly in sending people abroad. And often they are just selling the certificates.

- There are a number of policy related reasons that have adverse impact on the manpower development of the country. This is why people are not formed in the proper shape.

- Drastic and frequent changes in policies, working procedures and reporting system. Things are discussed and issued quickly at the centre, but hardly implemented in the field in true sense.

- Ambiguity in policies.

- Lack of clear-cut and logical direction.

- Absence of system for diagnosing and managing work procedures

- Lack of training and development activities

- Improper working environment, lack of physical facilities, working environment and proper office layout.

Summary

Based on the analysis made so far from the responses of different concerned, it is found that training is required to SMC members involved in CMS on:

- Skills and knowledge to improve parent-teacher relation

- Skills to formulate teams

- Skills to formulate committees

- Conducting social interactions

- Knowledge about rules and regulation

- Financial activities

- Carrying negotiations

- Improving qualities

Similarly, HTs require training immediately on:

- Skills to maintain relation between schools and communities

- Skills to evaluate teachers and staff performances

- Knowledge and skills to construct instruction materials

- Knowledge of constructing instructional materials at low cost

- Ideas about preparation of school program

- Skills to evaluate student as well as programs performance

- Knowledge about rules and regulation

- Report writing

Supervisors, DEOs and other officials receive knowledge from NCED and respective organizations. Specially, an immediate effort is needed to train to the key personnel and SMC members.

Chapter VI

SUMMARY OF FINDINGS AND ACTION STEPS

Findings

- For the management transfers of public schools, HTs played instrumental role in most schools. Similarly, SMC chairpersons also play significant role in the process of management transfers. In Dhulikhel district, Municipality came in the forefront for the transfer of managerial responsibility of public schools. Therefore, it appeared that **HTs, SMC members and Municipality were the major actors for the management transfers of community schools.**

- Community members and stakeholders viewed that the new move enabled them to involve in local schools affairs. They could visit the CMS, discuss with the HTs and teachers about school affairs, observe teacher's activities and make suggestions for the betterment of schools. They thought that their say would be respected. Moreover, they could also take part if CMS needs to develop and implement schools plans and programs. Thus, **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 transfers.**

- CMS assumed that they would get additional teachers and fund. In the process of management transfer, HTs explained the problems of teachers and resources and their adverse impact on learning conditions of school. DEO, especially DEO of Morang district promised that the priority would be given to the CMS for providing manpower. Similarly, CMS were assured that they would receive a lump-sum grant if they transfer the management to the community. Thus **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.**

- **Lack of awareness in parents and community people prohibited giving momentum to the process of management transfers.** Parents and community people of the locality where school's management was not handed over were unaware of the policy of management transfer. HTs and teachers did not share the information with the parents. No parents and community people took initiatives in this direction due to the absence of knowledge and information on the matters.

- **Teachers' Unions antagonism forbade the effort to speed up the process of management transfers**. Teachers' Unions were against the policy of management transfer. They thought that this policy would lead to weaken teachers' rights and bargaining power. Once the management was transferred, teachers should work under the local community. If teachers committed any mistakes, local authority would punish them. So they made propagandas that government tried to transfer its responsibility of funding local schools, devalue teachers self-respect, SMC politicized in teacher's appointment; their salary and benefits determination, teachers did not get pension, gratuities, medical expenses; funding of schools would not be ensured, government frequently changed its policy, etc. Teachers are the opinion builders. If they conveyed such messages, no schools attempt to transfer their management.

- **Current insurgency and conflict situation further resisted the effort of management transfer**. In Kavre district, the management transfer of public schools to the communities have been adversely afected due to the conflict situation. In Palpa district, conflict situation has exerted pressure on CMS for retreat. Hence, stakeholders were discouraged for the management transfer.

- **Management transfer of school stands on weaker legal base**. Education Act does not have concrete provision on CMS. Effort of management transfer was made with the administrative decisions. For the purpose, CMS Operational Guidelines was prepared and endorsed by the government. The Directives naturally do not have sound legal base. Later, provisions of CMS were included in the Education Regulations, however, the Directives contradict with the Regulations. For example, HT and teachers appointment procedure did not match in the Regulations and the Directives.

- **CMS was able to enhance the access of Dalit and tribal children.** In CMS, the enrolment of these children was increased compared to the previous year when the management was not transferred.

- **Teacher's regularity was appeared as satisfactory in CMS**. The school records showed that teachers' attendance was relatively high. In CMS, SMC members were more active in school affairs. Some CMS developed codes of conduct for teachers. In some schools, SMC chairperson started monitoring the attendance of teachers.

- Although SMC and HTs were not oriented and trained enough, their concern was increased. SMC members became more active. Their frequency of visits increased and many meetings were held. Parent's visits to CMS were gradually increasing. They indicate that **stakeholders' concerns on local school rose gradually**.

- The local monitoring of CMS did not attain the expected level. The records did not prove that SMC, HT and DEO monitored the CMS activities according to Directives. **Local monitoring in CMS has not evolved yet**. In fact, stakeholders were not aware of the monitoring and they have limited knowledge and skills on it. Moreover, school did not have tradition to maintain any such record.

- **CMS still depends upon the traditional sources of funding for running the regular as well as developmental programs**. CMS could not get funds from any organizations, local bodies and individuals for any particular programs. They could not mobilize resources. In fact, CMS did not have knowledge how they get funds at the local level.

- **Local bodies and NGO supported CMS, but their support depended upon their wish and desires.** These organizations, especially local bodies neither formulated their education policy nor set priority so that funding could be tied with. They supported schools, if they wished or persuaded.

- **CMS still requires standing as an organized educational institute.** CMS did not have rules and regulation regarding students' admission, procedure for teacher's performance evaluation, norms and standards on teachers and students attendance, and codes of conduct for teachers and students etc. CMS did not develop teacher's recruitment policies and procedures. Moreover, they hardly discussed on their annual programs and budget. In fact, school managers did not have any idea about the necessity of rules and regulations regarding school operation. Their capacity to run CMS as an organized institute was limited.

- **Municipalities were not appeared as capable enough for running the local educational programs**. Some of the school's management was handed over to Banepa and Dhulikhel Municipalities. These Municipalities were positive about their effort, but they did not frame any policy and priorities. These Municipalities did not have Education Section in their organizational structure. The staff assigned for education was not competent on the education-related matters and they were given other assignments too.

Suggested Action Steps

Conditions and Support Needed for Successful Management of CMS

- School should motivate parents for their regular visits and should arrange parents' conferences in certain interval of time.
- SMC should involve in enhancing access and management, and teachers should engage in teaching learning activities.
- SMC should make effort to tap local resources and mobilize them for the development of schools.
- School should develop minimum standards required for the students' and teachers' attendance.
- School should develop regulations, manuals, codes of conduct regarding school operation, teacher's recruitment etc.
- School should arrange regular meetings of teachers, HT and SMC on teaching learning matters.
- School should have performance evaluation of teachers and HT and take actions accordingly.
- SMC and DEO staff members should make constant monitoring of CMS.
- SMC should make aware of their roles, functions and authority before the management transfer.
- DOE should provide block grants based on the number of students and DEO should monitor the student's enrolment.
- DOE should form functional groups for CMS to facilitate them in various matters.
- DOE should develop training manual for SMC and HT based on their needs as presented in this report.
- 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.

Strategies for Rapid Expansion of CMS

- Conduct strong social mobilization program for raising the awareness of HT, SMC members, parents and other stakeholders in the matters of management transfer.
- Motivate HTs for management transfer.
- Motivate DEO staff members for the management transfer.

- 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 top priority to CMS for providing development grants, releasing regular as well other funds, distributing scholarships and other incentives.

- Involve CMS in piloting educational programs and awarding special projects.

- Involve local bodies in the matters of CMS, motivate and encourage them to develop their own education policy and programs.

- Encourage Municipalities to create Education Section in their structure, develop their capacity and provide manpower support for the reasonable period of time.

- Include Municipality's powers and authority, functions and duties regarding the schools handed over to them.

- Start public debate on the issue of management transfers.

- Arrange immediately series of dialogue and discussion with Teachers' Union for creating favourable environment for expansion of CMS.

- Stop issuing directives or orders that contradict CMS.

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Annex 1

FOLLOW UP OF DEP AND SIP PROCESS

DEP Process

DEP process has been restarted in the bottom-up planning districts. These districts were Jhapa, Chitwan, Syangja, Bardiya and Dadeldhura. These districts have recently developed DEPs. DEPs were developed at par the vision of EFA.

During the interview with the DOE staff members; they mentioned that the actions steps suggested by the FRP were followed while preparing the DEPs in bottom-up planning districts. The staff members further stated that DOE developed a manual to provide planning skills to the technical team. The manual would be produced in coming August. Moreover, the District Planning Modules (12 volumes) that were produced by the NIEPA were used as technical guide during the preparation of DEPs.

For the preparation of DEPs, capacity building aspects of district technical team were well considered. DEO and Planning Officer of each bottom-up districts were provided skills of planning within the country and abroad. In these districts, a planning team of 7 to 9 members with required skilled have been developed. They could be used as master trainers for conducting training on planning in other districts. Moreover, 24 staff members of DOE have also been prepared with knowledge and skills of planning. All they received a month long training. They provided technical guidance to the district level planning team. DOE staff members mentioned that the planning skills provided to them were really contributory for diagnosis and analysis of situation, projection of enrolment and estimation of requirements.

Previously, technical soundness of DEPs was not assessed. Actually, no provision was made to appraise the DEPs. Once the DEP was developed, it was expected that the plan was ready for implementation. DOE received the copy of the plan after implementation. DEPs were virtually not assessed. Therefore, DEPs previously developed did not meet the standard expected in terms of technical ground. At present, provision of assessing the technical soundness has been made. Appraisal of DEPs has become must. Without making appraisal of DEPs, no fund would be released.

As regards the implementation of DEPs, the annual program and targets of the plan would be included in Annual Strategic Implementation Plan (ASIP). In fact, every district prepares ASIP. If the programs and targets of DEP are included in ASIP, the DEPs are supposed to implement. So, implementation of DEPs was also ensured.

As regards the coordination with local bodies, especially DDC, the DOE staff members experienced difficulty. It is because of the fact that there were no elected representatives. However, attempt was made to develop ownership of DDC on DEP. DEOs were instructed and made aware that DEPs should be one of the agenda of DDC Council meeting and discussed in the meeting. Attempt was further made to include DEPs in the comprehensive development plan of the DDCs.

While the DEPs were reviewed, the following aspects were found:

- DEP process considered the findings of the formative research on Development and Implementation of DEPs even though the findings were not widely disseminated.

- Capacity building was well considered before the preparation of DEPs. Capacity building of District Planning Team, sub-district level official and Working Group on Decentralized members was made.

- Efforts have been made to consult with stakeholders at district and sub-district level. For the purpose series of consultative meetings were arranged.

- DEPs made use of SIPs and RC profiles during the preparation and RC was used as a unit for disaggregated data analysis and target setting.

- Attempt was made to diagnose the educational problems and issues based on the consultative exercises.

- Scientific and reliable methods were in use to project school going age population, set enrolment targets and estimate requirements.

- Attempt was made to link interventions with the issues and problems keeping EFA priorities in view.

- In order to examine the technical soundness of the DEPs and feasibility of their implementation, appraisal of these DEPs were made and shared with DOE and MOES officials.

- Manuals for appraisal and monitoring of DEPs were in the process of development.

All these indicate that a serious attempt was made to involve grassroots people in the process of planning, management and implementation of educational programs. But the process was advanced on pilot basis and confined in limited districts. Expansion of the process is a need indeed.

SIP Process

DOE staff members mentioned that SIP process was now focused on EFA. The emphasis was laid on the EFA vision while preparing the SIP. At present, all the schools of 12 districts and schools covered by one RC of the remaining districts were covered by the SIP process. Area coverage by the SIP has been expanded.

Previously SIPs were prepared for primary level only. The schools, which run secondary grades also, prepared SIPs for primary grades only. SIPs did not cover all the levels of the school. But the focus has been changed. Now, holistic SIPs were envisioned. SIP now covered all the levels of education, which the school runs. Attempt was also made to link it with the intent of Secondary Education Support Program (SESP). That's why a training session was arranged at first for the HT, SMC members of schools located in Humla and Doti districts. The SIP process also laid emphasis on the following aspects:

- problems and needs of girls and disadvantaged community children (gender and disadvantaged sensitive)

- vision of EFA

- creation of child and girl-friendly environment

- creation of awareness in stakeholders

Training strategies have been changed. School-based training was emphasized now. Modifications on guidelines were made. Trainers just provided guidance, and school developed SIPs as accordance with their needs and problems. The centre stopped sending printed guidelines to the districts and schools. Guidelines would be evolved from the local level after discussions.

DEO staff members observed the notion that schools used to develop SIPs considering the budget amount was changed. During the SIP preparation, resource mobilization by school has given serious attention.

As mentioned by the DOE staff member, time factor was well considered in the entire process of SIP formulation. Therefore, a preparation activity for SIP formulation for the coming year was started now. By the last month of 2060, whole preparation activities would be reviewed.

While the DEO staff member in Syangja district was contacted, they reported the SIP process has now been able to involve the parents, PTAs and other stakeholders. The response was also confirmed by the RP and HT of a school. However, the HT also felt that stakeholders' involvement could not increase up to the level expected. The HT also expressed that he has doubt that expected fund would be received from DOE. He experienced that the DEO could not provide the amount promised last year. The school has been able to get only 48% of promised amount.

Even though emphasis was laid on developing SIP covering all the levels of school, the HT reported that SIP mainly focused on primary levels. He also mentioned that quality aspects were considered during SIP preparation, but facility development aspects were also given importance. RP informed that consensus was made to use the grants (equivalent to Rs 170/- per student) on the quality improvement. Facility development work was carried out from the fund obtained from DEO. RP further added that the school would explore resources to appoint teachers.

Nevertheless, SIP process still requires the capacity development of the stakeholders such as HT, SMC chairpersons and other. As there was not trained staff at the district level, the SIP formulation team experienced handicapped to get necessary technical support. While observing the SIPs of schools, it appeared that SIP process still suffered from technical expertise. Needs analysis, target setting, priorities determination, intervention selection, requirement estimation, etc. mismatched with one another.

The reflections above could be summed up as under:

- Even though holistic SIP was envisioned, school focused mostly on primary levels.
- Time factor was considered while the SIP process was advanced.
- Participation of stakeholders increased, but it still requires increasing.
- Last year, promised amount was not made available to the schools for funding SIP.
- Quality aspects were considered, but facility development also stressed in the SIPs.
- Capacity development for SIP formulation further requires to be addressed.

Annex 2

JOBS OF STAKEHOLDERS

Jobs of District Education Office and Officer (CSSP Working System Guidelines)

- To act as the responsible agency to run programs in the district.

- To collect applications of schools and to forward them to Department of Education for approval to handover management.

- To release grant to schools on time.

- To carry out regular monitoring of schools on the basis of indicators and to send report to Department of Education.

- To observe and evaluate whether or not the school has acted according to the agreement and to submit reports thereof to the Ministry of Education and Department of Education.

- To recommend name to Department of Education for appointment as contact person.

- To form district program implementation committee in the district.

- To monitor and supervise works of community in a regular manner.

- If a permanent teacher engaged in an approved post submits application at the District Education office, through the School Management Committee of the handed over community school, for getting transferred to elsewhere, to transfer him/her to the vacant post as per rules. However, for the transfer, permission and consent of both schools must be submitted as per rules.

District Education Officer (CMS Operational Directives, 2002)

- The District Education Officer shall inspect, evaluate and observe or cause to inspect, evaluate and observe whether a school has been operating its business under the agreement or not and shall forward the report thereof to the Ministry of Education and Sports regularly.

- To evaluate the academic standard and to inform the school management committee.

Jobs of School Management Committee (CMS Operational Directives, 2002)

- To appoint, monitor and evaluate head teacher.

- To appoint teachers from the resources of the school and to inspect, monitor and evaluate them.

- To prepare periodic and annual plan of the school and to collect required resources therefore, and to carryout or cause to carry out its implementation and monitoring.

- To enter into an agreement with any governmental or non-governmental organization and other agency for the benefit of the school, without prejudice to the Nepal laws in force concerning education provided that while entering into an agreement with the foreigner, a prior approval of His Majesty's Government shall have to be obtained.

- To call meeting of parents at least twice in a year.

- To form subject wise sub-committees in the following subjects and to support and coordinate them in operation of their business:

  - Academic standard,

  - Social mobilization for sending children of school age to schools,

  - Sports and extra curricular activities,

  - Resource mobilization,

  - Physical construction,

  - Monitoring and evaluation.

- Names of the officials of the school management committee, head teacher and teachers, balance sheet, monthly statement of income and expenditures and indicators that may demonstrate educational achievement of the school shall be displayed in the school.

- The school management committee shall frame bye-laws for educational, financial and personnel management of the school and for implementing them after getting them approved by the meeting of parents.

- The meeting of parents shall carryout the following functions:-

  - To select members of the school management committee, members of the teachers and parents association and to represent the parents in the monitoring committee.

  - To grant consent to the management of a school by the committee.

  - To evaluate the working progress of the school.

  - To monitor the activities proposed by the school management committee and carried out under the by laws.

Jobs of Headteacher (CMS Operational Directives, 2002)

- To manage school teachers and to monitor and evaluate their performance.

- To form various subject-wise committees of parents in the school and to improve the teaching course and also to work for management of the school.

- To form subject-wise committee of teachers for the promotion of academic standard of the school.

- To call a meeting of the committee, as may be necessary.

- To implement the decisions concerning promotion of academic standard and teaching course adopted by the parents and teachers committee shall be a responsibility of the head teacher.

Jobs of Community Managed Schools (CMS Operational Directives, 2002)

- To determine vision, aims and measurement of the school.

- To call meetings of parents, Parents-Teachers Association, and School Management Committee officials.

- To prepare indicators for making each activity of the school transparent having adopted the principles of transparency and to frame and implement internal Rules/by laws relating to activities of the school.

- To maintain coordination with NGOs, CBOs to extend cooperation to the school.

- To inform the stakeholders as to the administrative and financial aspects of the school.

- To make provisions for parents visits to the school at least once in a month for getting information on progress of their children and to maintain record thereof.

- To prepare school reform plan and to maintain progress up dated.

- To make provisions of community teachers as per rules if teachers have to be added because of enrolment of children not admitted into the school and to accord first priority to women or Dalit communities while appointing such teachers.

- To bring change in feelings of community from positive view point.

- To move forward activities of the school having included Dalit, women, backward classes and people living below poverty line.

- To utilize more and more education materials in the teaching and learning process and to make teaching based on student's activities.

- To be effortful in enhancing overall capacity of the school.

Relationship between School and Community (CMS Operational Directives, 2002)

- The school shall work having maintained close contact with the community. To collect resources and means for the school, to mobilize local participation in physical development, extension, repair and maintenance of the school shall be functions of the Community.

- The head teacher shall regularly inform the community on financial, academic and administrative activities of the school.

- The school shall have to work by maintaining contact with the parents and having paid attention to their interests.

- The school shall submit a statement before the meeting of parents reflecting entire status of the school including its income and expenditure and educational achievements. The said meeting shall, in order to monitor and evaluate the school, form a three members committee of parents, and the said committee shall submit its report on a monthly basis to the school management committee, village development committee or municipality, as the case may be.

- Parents shall be encouraged to visit regularly in the school and to discuss with teachers and head teacher about the progress of their children and a record of the parents visiting the school shall be maintained.

Annex 3

COMMITMENT OF WORLD BANK

- Building on the government's policy of providing incentive grants to communities taking over the management of public schools, the Community School Support Project will support incentive grants to about 1,500 schools. Of these schools, 250 schools will also receive block, performance, supplementary, and other grants, as well as grants for scholarships and technical assistance for capacity building.

- The school grants component will provide incentive grants for communities that take over management of public schools from the government. Block grants for lower secondary and secondary schools funded entirely by the communities of primary schools transferred to community management will also be provided. This component also includes performance grants for improvement of access to primary education and improvement of promotion rates, supplementary grants to community schools expanding enrollment to cover additional costs, and other grants for additional support to marginalized communities. In addition, the project will encourage the piloting of innovative approaches such as bilingual education, teaching Nepali as a second language, and employment of female teachers and teachers from disadvantaged communities.

- The scholarship component will provide scholarships to out-of-school children in the first year and maintenance scholarships in the later years of primary school. The maintenance scholarship will be provided to all children from poor households. The scholarship will be a demonstration of the government's commitment to ensure the sustainability of the program to bring children into the school system. This inclusive approach is likely to transform the social fabric of communities and make the school a focal point for inclusion.

- The capacity building component will provide training to nongovernmental organizations to manage schools. It will also provide training for teachers in instructional planning and delivery, enhanced public relations with the community, and orientation for civil servants, local government officials and social workers. In addition, this component will help inform people about the government's policy for transferring schools to community management.

- The monitoring and evaluation component will assist in the development of a monitoring and evaluation system for the project in coordination with the existing monitoring and evaluation system within the Ministry of Education and Sports. It will also strengthen the capacity of officials and communities responsible for monitoring and evaluation.

- The implementing agency for the project will be the Department of Education (DOE), under the Ministry of Education and Sports. The credit, a Learning and Innovation Loan, is provided by the International Development Association (IDA), the World Bank's concessionary lending affiliate, on standard IDA terms with a 40-year maturity and 10-year grace period.

Annex 4

TRAINING NEEDS ASSESSMENT TOOLS
(FOR BEHAVIOUR AND SKILL ASSESSMENT)

Behavior/Skill Required	Level (1-5)	Importance		
	Current	1	2	3

PAPERS PRESENTED IN EXPERIENCE SHARING SESSIONS
ORGANIZED IN THE CENTRE

Session I

Research Questions

- What are the conditions and support needed for community and the government for the successful management of CMS?

- What are the strategies for rapid expansion of CMS?

Objectives

- to examine the CMS operation and problems associated with it,

- to identify the factors that motivated community to run CMS,

- to identify the needs of school managers (headteachers and SMC members) for running CMS,

- to develop support provisions or alternative mechanism for rapid expansion of CMS.

Field Visited

School visited in Morang

- 3 CMS, 1 other

Discussions Made

- DEO, Supervisors, RPs, HT, SMC members Teachers Parents, Community Members NGOs/CBOs, Chairperson of Teacher Association, Secretary of VDC, Mayor of Biratnagar Municipality

School Documents observed/analyzed

- School Minutes, Supervision Book, Teacher's Attendance Register, Student's Attendance Register, Parent's Conference, etc.

Interaction session arranged in the district headquarters.

Policy and Legal Provisions

Tenth Plan B.S. 2059-2063

- In long term vision, According to LSGA 2055 B.S., Local bodies/community will be empowered by which they can formulate Educational plans and take management responsibility of the community schools.

- Within the period of 5 years, 8000 public/community schools will be managed by the local bodies/school management committees (Community)

Education Act and Regulations

- Formation of SMCs selected by the parents among the parents,

- Provision to transfer of management of public schools to communities/local bodies/other organizations.

- Any local body or SMCs could take the initiative of management for it, they could prepare plan and forward plan with application to the DOE (Department of Education) through DEO (District Education Office). The DOE verifies the Application and plan and provide initial approval to sign the final contract paper to DEO.

- If the community managed schools will not be run appropriately, the government could withdraw the approval of management handover.

CMS Operational Directives, 2002

- Community managed schools mean schools fully managed and take overall responsibility by the local bodies or school management committee (SMC).

EFA Strategies

- Mobilization of local community and organizations for the planning, management, operation and monitoring was the significant ones.

- Stress on decentralization process as major strategy for achieving the goal of EFA.

EFA Core Document (2004-'09)

- Management of public school will be transferred to community to ensure community participation for the ownership, better instruction, accountability and efficiency of school.

- Identification of success stories of CMS and to plan for replicating them.

- Design and implement capacity building packages for the CMS managers.

Governments Targets and Strategies for Management Transfer

- In the FY 2059 B.S., the government took a target of management transfer of 100 public schools,

- Within 10th plan - 8000 public schools management will be transferred to the local bodies and communities (SMCs)

- In the FY 2060/061 B.S. - government has a target of at least 600 public schools' management handover to communities.

- To achieve this targets, the Government with support of the World Bank, launched Community School Support Project (CSSP) taking a target of 1500 public schools management handover within 3 years beginning from 2003/04.

Management Handed Over

Year	Number	% growth
2059/60	93	100.00
2060/61	616	562.37

Management Transfer of School by Type

School Type	Number	Percent
Primary	561	91.07
Lower Secondary	38	6.17
Secondary	17	2.76
Total	616	100.00

Management Transfer of School by Development Region

Region	Number	Percent
Eastern Development Region	199	
Central Development Region	80	
Western Development Region	256	
Mid western Devt. Region	48	
Far-western Devt. Region	33	
Total	616	

Management Transfer of School by Ecological Region

Region	Number	Percent
Mountain	3	
Hills	435	
Terai	176	
Total	616	

Source: Department of Education

Motivation for Management Transfer

- HTs were major actors in the entire process of management transfer.

- Community's effective involvement in school operation (observing school and teacher's activities)

- Getting resources support from government.

De-motivating Factors

- Teachers' Unions are against the existing policy of management transfer.

- Act does not have concrete provisions, did not believe in the directives.

- Government intends to transfer its responsibility.

- Frequent changes of government policy and priorities

- Misuse of rights by SMCs. Devalue the teacher's self-respect due to SMC and parent's ignorance.

- Government did not fulfill commitments and promises (frustrated CMS)

- Community people did not have any knowledge about management transfer.

Status of CMS Operation

- Increased enrolment but regularity did not improve.

School	2059/60			2060/61		
	Boys	Girls	Total	Boys	Girls	Total
Sharada PS	210	178	388	241	168	409
Janak PS	177	113	290	207	134	341
Bhanu PS	90	85	175	99	89	188
Total	477	376	853	547	391	938

School	Working days	Average Attendance in Grade				
		I	II	III	IV	V
Sarada PS	151	76 (50.33)	85 (56.29)	93 (61.59)	92 (60.93)	89 (58.94)
Janak PS	150	19 (12.67)	35 (23.33)	41 (27.33)	35 (23.33)	37 (24.67)
Bhanu PS	142	60 (42.25)	57 (40.14)	79 (55.63)	98 (69.01)	98 (69.01)

Figures in parentheses indicate percent of working days.

- Paucity of teaching aids and materials.

- Efforts are lacking to develop professionalism in teachers.

- Teacher's attendance was below the satisfactory level.

School	Working days	Average attendance	Percent
Sarada PS	151	94	62.25
Janak PS	150	100	66.67
Bhanu PS	142	119	83.80

- Shortage of teachers as compared to the number of classes.

- Stakeholders are not oriented towards and aware of the matter of management transfer.

- Traditional sources of funding for school programs.

- Local monitoring and supervision did not evolve.

- CMS did not receive priority, equal treatment for all schools.

Problems of CMS

- Physical facility did not increase as compared to be number of students

- Local bodies did not involve, they did not make any commitment.

- Local resources could not be mobilized

- DEO office did not provide its support in time and did not fulfill its commitment as promised.

Changes Observed

- SMC meeting is more frequent, SMC more active

- Increase in parent's visits.

- Enhanced access, especially of Dalits
- NGOs and CBOs are more eager to help CMS
- Refund for book purchase
- Teachers get salary in time.
- School gets new role: involve themselves in poverty alleviation activities of local community through micro credit.

Conditions and Support Needed for Successful Management of CMS

- School should motivate parents for their regular visits and should arrange parent's conferences in certain interval of times.
- SMC should involve in enhancing access and management, and teachers should be engaged in teaching learning activities.
- SMC should mobilize local resources for the facility development of schools.
- School should develop minimum standards required for the students' and teachers' attendance.
- School should develop by-laws, manuals or code of conduct regarding school operation, teacher's recruitment etc.
- School should arrange regular meetings of teachers, HT and SMC on teaching learning matters.
- School should conduct performance evaluation of teachers and HT and take actions accordingly.
- Government should make SMC and HT technically sound through training, visits and study tours.
- DEO should be made capable of providing technical support to CMS.
- DEO should make constant monitoring of CMS
- DOE should stop issuing orders or directives that contradict the principles of CMS.

Strategies for Rapid Expansion of CMS

- Conduct strong social mobilization program for raising the awareness of HT, SMC members, parents and other stakeholders in the matters of management transfer.
- Empower HTs and motivate them for management transfer.
- Make provisions related to management transfer in the Education Act or Education Regulations instead of issuing any directives or making administrative decisions.
- Publicize the government's commitments and promises.
- Provide the incentive grants in time and fulfill immediately the promises made by the government.
- Give top priority to CMS for providing development grants, releasing regular as well other funds, allotting teacher's quota, distributing scholarships and other incentives.

- Involve CMS in piloting educational programs and awarding special projects.
- Involve local bodies in the matters of CMS.

Session II

Research Questions

- What are the conditions and support needed for the successful management of CMS?
- What are the strategies for rapid expansion of CMS?

Objectives of the study

- to examine the CMS operation and problems associated with it,
- to identify the factors that motivated community to run CMS,
- to identify the training needs of school managers (headteachers and SMC members) for running CMS,
- to develop strategies for rapid expansion of CMS.

Research Procedures

District visited
- Morang, Banke and Palpa

School visited
- 8 CMS, 3 other

Discussions Made

- DEO, Supervisors, RPs, HT, SMC members, Teachers, Parents, Community Members, NGOs/CBOs, Chairperson of Teacher Association, Secretary of VDC, Mayor of Biratnagar Municipality

School Documents observed/analyzed

- School Minutes, Supervision Book, Teacher's Attendance Register, Student's Attendance Register, Parent's Conference etc.

Interaction arranged in DEO Office

- These sessions were participated by DEOs, school supervisors, RPs, HTs, SMC chairpersons, representatives of Teacher's Unions.

Motivation for Management Transfer

- HTs were major actors in Morang and Banke while DOE staff members in Palpa.
- Expectations of community members to involve in school's affairs and observe teacher's activities.
- Aspirations for community people's involvement in decision-making process.
- Aspiration of community people's involvement in decision-making process.
- Development of community ownership (in Banke and Palpa)
- Expectation to get additional teachers from DEO (Morang).
- Expectation to get additional resources from the government.

De-motivating Factors

▪ Unawareness of the parents and community people about the matters of management transfer, and its relative benefits. (Mothers were unaware about school activities)

▪ Teachers' Unions are against the policy of management transfer, so they conveyed the messages like:
   - government transferred its responsibility
   - devalue teacher's self respect
   - SMC did politics in case of HT and teacher's appointment, salary and facility determination, teachers transfer etc.
   - teacher community inactiveness
   - not clear provisions regarding salary, gratuities, pension, medical expenses and other benefits for teachers working in CMS.

▪ Act does not have concrete provisions regarding CMS

▪ Frequent changes in government policies and commitments

▪ Current insurgency situation compelled CMS to retreat from their decision to be CMS (in Palpa)

▪ Frustration of CMS de-motivated them
   - intervention by DEO office in selecting teachers (Morang)
   - government did not fulfill commitments and promises in time (Morang)

Status of CMS Operation

▪ In the year 2059/60, 93 school's management was transferred while it increased to 616 in the year 2060/61.

▪ Enrolment in primary grades increased, but the rate of increase was not substantial. However, enrolment of Dalits increased in Morang district.

▪ Student's attendance did not attain the expected level.

School	Working days	Average attendance in grade				
		I	II	III	IV	V
Morang						
Sarada PS	151	76 (50.33)	85 (56.29)	93 (61.59)	92 (60.93	89 (58.94)
Janak PS	150	19 (12.67)	35 (23.33)	41 (27.33)	35 (23.33)	37 (24.67)
Bhanu PS	142	60 (42.25)	57 (40.14)	79 (55.63)	98 (69.01)	98 (69.01)
Banke						
NRPS Piparahawa	186	73 (39.24)	83 (43.99)	122 (64.66)	121 (64.13)	91 (48.23)
NRPS Bageshwary	136	89 (65.44)	95 (69.85)	103 (75.74)	109 (80.15)	119 (87.50)
Saraswati PS	160	76 (47.50)	105 (65.63)	98 (56.25)	124 (77.50)	118 (73.75)

Palpa						
Janapriya LSS	206	92 (44.66)	140 (67.96)	145 (70.39)	109 (52.91)	151 (73.30)
Siddhi SS	205	150 (73.17)	157 (76.59)	143 (69.76)	155 (75.61)	150 (73.17)

Figures in parentheses indicate percent.

- Teacher's regularity was observed satisfactory in Banke and Palpa districts, but not in Morang district.

School	Working days	Average Attendance	Percent
Morang			
Sarada PS	151	94	62.25
Janak PS	150	100	66.67
Bhanu PS	142	119	83.80
Banke			
NRPS Piprahawa	186	164	88.17
NRPS Bageshwary	178	156	87.64
Saraswati PS	184	138	75.00
Palpa			
Janapriya LSS	237	191	80.59
Siddhi SS	242	220	90.91

- In most schools, shortage of teachers as compared to the number of classes was visible.

- HT and SMC members were not trained for running CMS as an organized institute. (NO by-laws, code of conducts etc. were formed in schools)

- Though parent's concern increased, their visit to school was limited.

- Local monitoring and supervision did not get shape. However, SMC chairperson of a school in Banke district started monitoring teacher's attendance.

- DEO did not monitor the CMS activities because of insurgency situation.

- CMS still depended upon the traditional sources of funding, local resources mobilization did not evolve yet.

- In some CMS, local bodies provided its support, but it depends upon the desire of the particular local bodies. Local bodies did not make any promise or commitment for the support of CMS.

Changes Observed

- SMC meeting is more frequent, SMC more active

- Increase in parent's visits.

- Enhanced access, especially of Dalits.

- NGOs and CBOs are eager more to help CMS in Morang

- Refund for book purchase

- Teachers get salary in time.

- School gets new role: involve themselves in poverty alleviation activities of local community through micro credit in Morang. But schools did not use the fund in Banke and Palpa districts.
- CMS conducted household survey in their catcHTents areas.
- Gradual improvement in teacher's and student's regularity in Banke district.

Conditions and Support Needed for Successful Management of CMS

- School should motivate parents for their regular visits and should arrange parent's conference in certain interval of times.
- SMC should involve enhancing access and management, and teachers should be engaged in teaching learning activities.
- SMC should mobilize local resources for the facility development of schools.
- School should develop minimum standards required for the student and teacher's attendance.
- School should develop by-laws, manuals or code of conduct regarding school operation, teacher's recruitment etc.
- School should arrange regular meetings of teachers, HT and SMC on teaching learning matters.
- School should conduct performance evaluation of teachers and HT and take actions accordingly.
- Government should make SMC and HT technically sound through training, visits and study tours.
- DEO should be made capable of providing technical support to CMS.
- DEO should make constant monitoring of CMS.
- DOE should stop issuing orders or directives that contradict the principles of CMS.

Strategies for Rapid Expansion of CMS

- Conduct strong social mobilization program for raising the awareness of HT, SMC members, parents and other stakeholders in the matters of management transfer.
- Empower HTs and motivate them for management transfer.
- Empower DEO staff members in the matters of management transfer.
- Make provisions related to management transfer in the Education Act instead of issuing any directives or making administrative decisions.
- Provide the incentive grants in time and fulfill immediately the promises made by the government.
- Disseminate the real intent of CMS; ensure it is not responsibility transfer by government.
- Give top priority to CMS for providing development grants, releasing regular as well other funds, allotting teacher's quota, distributing scholarships and other incentives.

- Involve CMS in piloting educational programs and awarding special projects.

- Arrange dialogue and discussions with the Teachers' Union on regular basis so that their needs, requirements and feeling could be reflected in government's decisions, Education Act, Regulations and Directives.

- Start public debate program on the matters of management transfer.

PAPERS PRESENTED IN EXPERIENCE SHARING SESSIONS
ORGANIZED IN SAMPLE DISTRICTS

Morang

Objectives of Discussion Session

- To make aware of FRP and the study project management transfer of public school to the community.
- To share the experience of researchers with school authorities and DEO staff members.

Aims of Formative Research

- Formative research is a continuous research (evaluation) process.
- It identifies operational problems of development programs so that corrective actions can be taken.
- It stresses on reform of the program.

Objectives of Management Transfer ...... Project

- To identify the factor (causes) motivated for management transfer.
- To review the status of CMS operation and problem associated with it.
- To identify the training needs of HT and SMC.
- To suggest ways for effective transfer of public schools to community

Causes for Management Transfer

- Community's effective involvement in school operation (observing school and teacher's activities)
- Getting resources support from government.
- Government transfers its responsibility.

De-motivating Factors

- Devalue the teacher's self-respect (due to SMC and parent's ignorance)
- Misuse of rights by SMCs.
- Politicization
- Act does not have concrete provisions (did not believe in directives)
- Community people did not have any knowledge about management transfer.

Status of CMS Operation

- Increased enrolment but regularity did not improve.
- Paucity of teaching aids and materials.

- Efforts are lacking to develop professionalism in teachers.
- Shortage of teachers as compared to the number of classes.
- Stakeholders are not oriented and trained towards the matter of management transfer.
- Traditional sources of funding for school programs.
- Local monitoring and supervision did not evolve.
- CMS did not receive priority. Equal treatment for CMS.

Problems of CMS

- Physical facility did not increase as compared to the number of students
- Local bodies did not involve, they did not make any commitment.
- Resources can not be mobilized to the level expected.
- DEO Office did not provide its support in time as promised.

Changes Observed

- SMC meeting is more frequent, SMC more active
- Increase in parent's visits
- Enhanced access.
- NGOs and CBOs are more eager to help CMS
- School gets new role: involve themselves in poverty alleviation activities of local community through micro credit.
- Refund for book purchase
- Teachers get salary in time.
- Gradual improvement in teacher's regularity.

Ways for Effective Transfer

- Act should have clear provision on the matters.
- Awareness on management transfer to parents, SMC and teachers raised.
- Teacher's job should be ensured.
- Government should fulfill its commitment and promise in time.

Banke

Objectives of Discussion Session

- To make aware of FRP and the study project management transfer of public schools to the community.
- To share the experience of researchers with school authorities and DEO staff members.

Aims of Formative Research

- Formative research is a continuous research (evaluation) process.
- It identifies operational problems of development programs so that corrective actions can be taken.
- It stresses on reform of the program.

Objectives of Management Transfer........... Project

- To identify the factor (causes) motivated for management transfer.
- To review the status of CMS operation and problem associated with it.
- To identify the training needs of HT and SMC.
- To suggest ways for effective transfer of public schools to community.

Causes for Management Transfer

- Community's effective involvement in school operation (observing school and teacher's activities).
- Development of community ownership.
- Community involvement in decision making process.
- Government transfers its responsibility.

De-motivating Factors

- Devalue the teacher's respect (due to SMC and parent's ignorance)
- Possibly SMCs misuse their rights.
- Politicization
- Community people did not have any knowledge about management transfer.
- Women were unaware about school activities.

Status of CMS Operation

- Enrolment increased
- Student's regularity did not improve (up to Magh 2060)

School	Working days	Student's average attendance in grade				
		I	II	III	IV	V
NRPS Piparahawa	186	73 (39.24)	83 (43.99)	122 (64.66)	121 (64.13)	91 (48.23)
NRPS Bageshwary	136	89 (65.44)	95 (69.85)	103 (75.74)	109 (80.15)	119 (87.50)
Saraswati PS	160	76 (47.50)	105 (65.63)	98 (56.25)	124 (77.50)	118 (73.75)

Figures in parentheses indicate percent.

- Teachers attendance found satisfactory (up to Magh 2060)

School	Working days	Average Attendance	Percent
NRPS Piprahawa	186	164	88.17
NRPS Bageshwary	178	156	87.64
Saraswati PS	184	138	75.00

- Shortage of teachers as compared to the number of classes.
- Stakeholders were not oriented and trained towards the matter of management transfer.
- Traditional sources of funding for school programs.
- Local monitoring and supervision evolved a little bit.
- CMS did not receive priority, equal treatment for all CMS.

Problems of CMS

- Physical facility did not increase as compared to the number of students.
- Local bodies did not involve, they did not make any commitment.
- Resources can not be mobilized to the level expected.
- DEO Office did not provide its support in time as promised.
- SMC and HT did not understand the provisions made in CMS Directives

Changes Observed

- SMC meeting is more frequent, SMC more active.
- Increase in parent's visits (did not have document)
- CBOs are more eager to help CMS
- Gradual improvement in teacher's and student's regularity.

Ways for Effective Transfer

- Awareness on management transfer to parents, SMC and teachers raised.
- Teacher's job should be ensured.
- Government should fulfill its commitment and promise in time.

Palpa

Objectives of Interaction Session

- To make participants aware of FRP and the study on Management Transfer of Public Schools to Community.
- To share the experience of researchers with school authority and DEO staff members.

Objectives of the Study

- To identify the factors (causes) motivated for management transfer.
- To review the status of CMS operation and problems associated with it.
- To identify the training needs of headteachers and SMC members.
- To suggest ways for effective transfer of public school's management to community.

Causes for Management Transfer

- Enhancement of teaching learning activities in schools.
- Involvement of community people and parents in school affairs.
- Community people's involvement in decision-making process.
- For getting Rs 100 thousand.
- Inactiveness of supervisors and RPs as they did not visited schools.
- Because government transferred its responsibility.

De-motivating Factors

- Unawareness of parents and community people about management transfer and its relative benefits.
- Not clear-cut policy or provisions regarding salary, gratuities, pension, medical expenses, and other benefits for teachers working in CMS.
- Teacher community is inactive in the matters of management transfer.
- Current insurgency situation.

Status of CMS Operation and its Problems

- Enrolment constant

School	2059	2060	Percent
Janapriya LSS	238	262	110.08
Siddhi SS	159	146	91.82

- Dropout situation is the same.
- Students' attendance is below the satisfactory level in 2060 BS.

School	Working days	Average attendance in grade				
		I	II	III	IV	V
Janapriya LSS	206	92 (44.66)	140 (67.96)	145 (70.39)	109 (52.91)	151 (73.30)
Siddhi SS	205	150 (73.17)	157 (76.59)	143 (69.76)	155 (75.61)	150 (73.17)

Figures in parentheses indicate percent.

- Teacher's attendance was observed satisfactory in 2060

School	Working days	Average Attendance	Percent
Janapriya LSS	237	191	80.59
Siddhi SS	242	220	90.91

- Shortage of teacher in secondary level, especially in Siddhi SS.
- Stakeholders and school managers (HT and SMC) were not trained for running CMS as an organized institute.
- Parental visits to CMS were limited.
- Local monitoring and supervision did not evolve yet.
- Local bodies' involvement and commitment were absence.
- Traditional source of funding for school operation.

Change Observed

- Local parents' concern increased
- SMC became more active.
- The case of CMS was considered by DEO while deploying the teacher.

Ways for Effective Transfer of Management

- Massive awareness program for parents, SMC and stakeholders (discussion and dialogue session)
- Sharing the experience of good CMS.
- Teacher's concern should be addressed.
- Dialogue and discussion with the Teachers' Union should be arranged.

Kavre

Objective of Sharing Session

- To make participants aware of FRP and the study on Management Transfer of Public Schools to Community.
- To share the experience of researchers with school authority and DEO staff members.

Objectives of the Study

- To identify the factors (causes) motivated for management transfer.
- To review the status of CMS operation and problems associated with it.
- To identify the training needs of headteacher and SMC members.
- To suggest ways for effective transfer of public school's management to community.

Causes of Transfer

- Municipality took over the responsibility to provide quality education to all.

- Government intended to entrust the educational responsibility to the municipality.

Frustration

- Local stakeholders such as SMC, teachers were not consulted.

- Parent's concerns were not solicited during the process of management transfer.

- Municipality did not have either plans and programs or resource commitment for CMS.

De-motivating Factors

- Unawareness of parents and school authority. (No publicity about the program)

- Teacher community's fear that local leader and political parties unnecessary intervenes the school and teacher's affairs.

Status of CMS Operation and its Problems

- Enrolment decreased due to parental choice to send their children in private schools. Outsiders' enrolment increased in local schools.

School	2059	2060	Percent
Sanjiwani HSS	148	171	115.54
Bal Mandir LSS	287	220	76.65
Chaitanya SS	233	257	110.30
Siksha Sadan SS	295	280	94.91

- Except Sanjiwani HSS, student's attendance was satisfactory in 2060.

School	Working days	Student's average attendance in grade				
		I	II	III	IV	V
Sanjiwani H.S.S.	200	98 (49.00)	99 (49.50)	117 (58.50)	140 (70.00)	147 (73.50)
Bal Mandir L.S.S.	193	140 (72.54)	133 (68.91)	132 (68.39)	156 (80.83)	161 (83.42)
Chaitanya S.S.	189	140 (73.88)	143 (75.86)	149 (78.68)	139 (73.30)	152 (80.33)
Siksha Sadan S.S.	188	140 (74.47)	137 (72.87)	138 (73.40)	148 (78.72)	150 (79.79)

Figures in parentheses indicate percent.

- Teacher's attendance was observed satisfactory in 2060.

School	Working days	Average Attendance	Percent
Sanjiwani H.S.S.	222	174	78.38
Bal Mandir L.S.S.	241	201	83.40
Chaitanya S.S.	246	213	86.59
Siksha Sadan S.S.	243	229	94.24

- Stakeholders and school managers (HT and SMC) were not trained for running CMS as an organized institute.

- Parental visit to CMS was limited.

- Local monitoring and supervision did not evolve yet.

- Local bodies' resource and other commitment were absence.

- Traditional source of funding for school operation.

- Existing Education Act and Regulations were silent on Municipality's powers, authority and responsibility about schools handed over to Municipality.

Changes Observed

- A channel was added in the structure, no change was appeared.

- Concern of local government on education increased (Dhulikhel established its own school).

Ways for Effective Transfer

- Capacity of municipality for planning, management, implementation and monitoring of educational programs to be increased.

- Municipality should create Education Section in its structure, and should recruit, place and train appropriate staff.

- Municipality should develop regular plan and programs for schools handed over to municipality.

- Awareness about CMS should be raised by the government (by using RC/RP) as well as Municipality.

- Experience sharing session should be arranged.

- Dialogue and discussions with teacher community should be conducted.

- Municipality roles and responsibility should be mentioned in Education Act and Regulations.