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Formative Research Project
Study Report 22
School Governance in Nepal

Tribhuvan University
Research Centre for Educational Innovation and Development (CERID)
Balkhu, Kathmandu, Nepal
2008
A Study on
School Governance in Nepal

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Acknowledgement

In Nepal, education reform process was carried out not only to reform in contents but also to improve organizational efficiency of school system. In line with this, one of the reform endeavours was to consider manipulating existing power relations and improving school governance. In fact, such endeavour was made to implement the decentralization reform in education. Since EFA: Core Document 2004-09 stressed on decentralized strategies for planning, management and implementation of reform endeavours, the decentralized school management received a prime importance. Efforts were made to strengthen the organizational capacity of school and individual capacity of school runners and local communities. Similarly, institutional support and technical inputs to schools were being provided. Moreover, amendments in the Education Act and its associated Regulations were made to accomplish the purpose. The provisions were made to capacitate SMC/, PTAs and other stakeholders to carry out the reform. The goal of all these supports is to make school autonomous, efficient so that community stakeholders assume their role and govern school for yielding the expected result.

This report is an outcome of the study on School Governance in Nepal. The study reviews the role of school authorities and role implementation, their capacity and contributions to school operation. I hope the findings of this report will prove useful for improving reform process and strengthening the educational planning in the country.

I would like to express my sincere thanks to DOE and DEO staff members, NCED, head teachers and teachers, SMC and PTA, parents, and others for their kind cooperation they extended to me in this study. I acknowledge Prof. Hridaya Ratna Bajracharya, the former Executive Director of CERID for his constructive suggestions and guidance. Special thanks go to CERID for giving me the privilege to conduct this research.

July 2008

Hari Prasad Upadhyaya

Researcher
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<td>CERID</td>
<td>Research Centre for Educational Innovation and Development</td>
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<td>CMS</td>
<td>Community Managed School</td>
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<td>DDC</td>
<td>District Development Committee</td>
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<td>DEP</td>
<td>District Education Plan</td>
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<td>DEO</td>
<td>District Education Officer</td>
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<td>DOE</td>
<td>Department of Education</td>
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<td>ECD</td>
<td>Early Child Development</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>FRP</td>
<td>Formative Research Project</td>
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<td>GO</td>
<td>Government Organizations</td>
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<td>HT</td>
<td>Head Teacher</td>
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<td>INGO</td>
<td>International Non-government Organizations</td>
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<td>LSGA</td>
<td>Local Self-Governance Act</td>
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<td>MOES</td>
<td>Ministry of Education and Sports</td>
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<td>MP</td>
<td>Member of Parliament</td>
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<td>NGO</td>
<td>Non-Government Organization</td>
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<td>NCED</td>
<td>National Centre for Educational Development</td>
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<td>PCF</td>
<td>Per Capita Funding</td>
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<td>PSIP</td>
<td>Primary School Improvement Plan</td>
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<td>PTA</td>
<td>Parent Teacher Association</td>
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<td>RC</td>
<td>Resource Centre</td>
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<td>RP</td>
<td>Resource Person</td>
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<td>RRN</td>
<td>Rural Reconstruction Nepal</td>
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<td>SEDU</td>
<td>Secondary Education Development Unit</td>
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<td>SIP</td>
<td>School Improvement Plan</td>
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<td>SMC</td>
<td>School Managing Committee</td>
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<td>SSR</td>
<td>School Sector Reform</td>
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<td>VCDP</td>
<td>Vulnerable Community Development Plan</td>
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<td>VDC</td>
<td>Village Development Committee</td>
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<td>VEC</td>
<td>Village Education Committee</td>
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Executive Summary

Educational reform normally refers to a substantial and systematic attempt to change the content, structure and/or power relations in the educational system to achieve the improvements in education. Reform is based on a set of values such as what is desirable in education and how it may be attained. Reform contains technical, economic and political elements as well, which concerns power relations in the system. Therefore, changes in structure of the system and power relation also receive prime importance in educational reform besides technical or resource-led innovation. Power relation in an organization or society is expressed through the governance. Governance is a mechanism, process, relationship and institution through which stakeholders articulate their interests, exercise rights and mediates their differences; and it includes values, rules, institutions and process through which people and organization work together to exercise authority, make decisions and achieve the common goal. Today, governance is regarded as a broad umbrella, covering almost any non-hierarchical mode of policy formation exercised by formal governmental bodies interacting with each other and with organizations in civil society.

Educational reform in Nepal started for not only improving the contents, but also changing the educational structure and power relations. Implementation of BPEP and EFA: 2004 - 2009 introduction of Local Self-Governance Act, amendments of the Education Act and associated Regulations and issuance of several directives were the significant moves in this direction. However, the school did not yield the desired results. Several FRP studies showed that the role of school governing bodies was not effective to influence school and school operation. So, this study on school governance is important for strengthening the educational reform in Nepal.

Research Questions

- How SMCs are fulfilling their roles and responsibilities as stipulated in the education regulations?
- How do SMCs members view the provisions of SMC’s involvement in school governance? How SMCs members are bringing concern of the community and parents?
- How PTA is contributing to better governance of schools?
- How are the strategies taken for enhancing the management capacity of school authorities and what are their limitations?

Research Procedures

The study is qualitative in nature since it aims at exploring and uncovering the issues that tend to create gaps in the implementation and in relation to the dimensions of school governance in a context specific manner. Related literatures were reviewed and empirical data was generated from different sources. The study focuses more on school governance practices, identifies issues and analyzes them with policy provision. As the study undertakes to the complexities of governance, power, participation, and implementation, it also explores the factors that bring gaps. The study tries to cover the contextual conditions also with the use of multiple sources of evidence.

Pertinent literature was reviewed to establish the conceptual premises of governance, school governance, power relation, etc. Moreover, the study reviewed the
educational policy development with respect to the power and authority school governing bodies possess.

Data were collected from Chitwan, Kailali, Ilam, Syangja and Jumla districts and only 15 schools were selected from these districts. Data was collected through discussions with DOE staff members, interview with HT, SMC chairperson and PTA chairperson, and group discussion with other SMC and PTA members, teachers and local parents. Schools minutes, supervision diary, administrative report, letters, etc. were reviewed and school and school environment were observed. Finally, a one-day experience sharing session was organized at the headquarters of the districts to verify the data and to assure its trustworthiness. Semi-structured and open-ended interview schedules and discussion protocols, observation sheet, and school survey forms were developed and used them for data collection. Data were reviewed, assessed and utilized for the analysis. Since the study is based on interviews and discussions with a cross section of stakeholders and informed persons, it emphasizes the subjective perceptions of governance.

Findings

The study found that the schools were managed and controlled by social upper groups; and non-parent and political activists also participated in as members in governing bodies: SMC and PTA. Mostly, SMC chairperson was active in school in comparison to other members. Although SMC was empowered with overall responsibility of school, the system retained the major roles. DEO influenced in recruiting teachers in school even if the system vested power to SMC for the recruitment of teacher. Since SMC mostly involved in the management of facility and teachers, and consequently in fund-raising, SMC’s roles were regarded as functions rather than authority. HT was influential in school’s decision. As school did not get substantial support from PTA, the role of PTA appeared as ceremonial. Though several attempts had been made so far to enhance the organizational capacity of school, efforts were lacking for the capacity development of stakeholders. Even if the intent of reform was to make school autonomous, school did not seem functioning independently. Issues of accountability and transparency did not become the concerns of school authorities. Role of SMC and PTA in educational reform was considered high, but their concerns were little addressed. Finally, the involvement of local bodies in the management and operation of schools was almost non-existence.

Conclusion

Transforming a system from the centralized decision-making to local ones is normally a slow process. Even those who formulate new policy frameworks may not have direct experiences of functioning of local governance, external inputs and guidance may not help to achieve the goal of reform. Therefore, changing the system needs regarding and promoting the habit of participatory decision-making that may disturb the existing power relation among different stakeholders. So, the new ways of functioning need to be considered which come through practice rather than any other means.

Recommendations

The findings indicate that of efforts to be made for empowerment of grassroots level along with legal reform. Under these broad frameworks, the study recommends that: roles and functions of educational stakeholders should be disseminated; PTA should
be given roles such as teacher and parent's support, fund raising, conducting school events, awareness creating, etc. besides other roles, parents should be motivated and encouraged to take parts in school’s affairs, the leadership role of HT should be given importance and HT should not be confined to executing routine activities. Capacity development policy and endeavours for SMC and PTA should be enunciated, and organizational capacity development of school should be continued. The system should have structural provisions from centre to district levels to address the needs and concerns of SMC and PTA, SMC should be empowered and be made accountable to community, parents should be made aware of the importance of social audit. Finally, local bodies must be given meaningful roles for the management and operation of local schools in the changed context.
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CHAPTER I

Introduction

Context

To understand the relationship between politics and development, it is necessary to transcend and to move up the conceptual ladder by focusing on regime. Although it may take away some of the specificity that comes with studying a particular subtype or demonstrating how well a reform efforts match a specific model, a step to the regime level allows for a more open-ended examination of undergoing reforms. When one sees the reform, it is not only the relationship between democracy and development that is so interesting; it is also the relationship between other types of regime and development.

Normally, educational reform refers a substantial and systematic attempt to change the content, structure and/or power relations in the educational system to achieve the improvements in education. The change comes through the legislative means rather than through any other attempts. Therefore, the reform attempts to have two essential preconditions: (i) there must be strongly hold view in the government that some thing is wrong with education so the legislative program is worthwhile, (ii) there must be a degree of consensus among those who can legislate about possible solutions. Both diagnosis and prescription for the reform are based on a set of values concerning what is desirable in education and how it might best be attained. The prescription for reform contains technical, economic and, of course, political elements. Technical elements are concerned to change the contents and process of education through the reform in areas such as curriculum, testing, teaching methods and teacher training. The economic aspect concerns with the manipulation of resources. The persistent view is that the education system is inadequately resourced, either in general or in specific areas. Therefore, additional resource is required to attain the goal of education. Moreover, it is also viewed that educational change can be engendered through changing resource mechanism rather than increasing resource base in the education sector. The third prescription may be political. The argument here is that the main problem concerns power relations in the system. Some parties are seen to be too strong while others too weak; so that the overall pattern of control and incentives is inappropriate to encourage behaviour that ensure the improvement of educational quality. No doubt, the educational reform often contains significant technical and economic elements; it also includes much the influential third prescription- the political one. Technical or resource-led innovation could be implemented through administrative means, and it may not require legislation. But technical and economic dimensions of reform have tended to be placed within, and often designed to reinforce, more fundamental change in the structure of educational system that lead to change the existing power relation within them. It is the characteristic that explains the dependence of educational reform strategies on legislation.

Innovation in education and school is not new in Nepalese society. Several efforts to reform have been made since past. Though the reform endeavours were significant, the basic features of schooling process have changed little. This reveals that the reform process could not transform the basic value and power relationship within the institution, and the changes that brought about were rather superficial or
transitory. For example, the reform changed the school's instructional process to some extent, but organization and culture remained remarkably intact. In other words, the efforts have failed to alter the basic organizational structure and cultural belief upon which the system is based. Therefore, schools were not transformed considerably.

While one reviews these issues one could conclude that the issue relates with the basic questions: who controls the school. Traditionally, the government has ultimate authority over the schools. The government can determine curriculum, set standards for graduation, and establish criteria for credentialing of various professions. The more government exercises this prerogative, the greater the centralization of power at the top of the educational hierarchy and the more removed is decision-making from the local school sites and the community it serves. However, Benett and Le Compte stated that the ability of an agency or a group to influence schools depends upon their distance from the school site. As it moves further from the local school site, influence and control tend to be increasingly regulatory and indirect (Kinsler and Gamble, 2001). In such situation, the accountability of school authorities and other may not function as expected. This justifies the need for reform in governance and local control of schools.

Reform in governance has relation with the power structure that explains the process and dynamics of exercise of power and authority. Exercise of power is a function of human behaviours. It is the capability of the human agency that exercises power in a given field or structure for steering and bringing changes in society. So the exercise of power and authority relates with the structure and functioning of the governing bodies.

The concept of governance was used in the 1990s by the new public administration to reflect the idea of implementing public policies not just through bureaucracies but also through a variety of public-private partnerships, outsourcing, and privatization. In policy development, governance is associated with networking, whereas government is associated with traditional bureaucratic hierarchies. Governance is regarded as a process of managing public institution like school to achieve its goal, and, of course, the value system within which the authorities are exercised and decisions are made. In an institutional context, governance applies to the exercise of power to guide, direct, control, regulate and facilitate the activities in the interest of stakeholders. Thus governance is a complex mechanism, process, relationship and institution through which stakeholders articulate their interests, exercise rights and mediates their differences, and it includes values, rules, institutions and process through which people and organization work together to exercise authority, make decisions and achieve the common goal. Government, which corresponds to the executive function, is where the key decisions are made. As such, it sets the stage for policy implementation, the function that is associated with bureaucracy. The way the latter operates has a bearing on how the public perceives rules of putting policies into practice.

Today, governance is regarded as a broad umbrella, covering almost any non-hierarchical mode of policy formation exercised by formal governmental bodies interacting with each other and with organizations in civil society. Much of governance theory is closer to theories of new institutionalism, since both are anti-rationalist theories emphasizing how decision-making is embedded in many types and levels of influences which lie behind organizational culture and experiences and shape how organizations deal with public policies.
Rationale

In Nepal, the 1990s had been witnessed as an epoch of educational reform on a larger scale. In those periods, several endeavours had taken place for not only improving the contents, but also changing the educational structure and power relations. Implementation of BPEP and BPEP II, amendments of the Education Act and associated Regulations and issuance of several directives were the landmark for improvements in education. In the meantime, Local Self-Governance Act 1999 was enacted to involve local bodies in the management of local education. As a continuation of such effort, EFA 2004 - 2009 was in operation for the last four years. All these efforts recognized the significance of quality school governance and management for the improvement of school education. For this purpose, the government provided technical assistance in terms of capacity development, resources, idea and information for those who govern school locally since past. However, the school did not show the desired performance. Longitudinal Study on System Indicators conducted under FRP by CERID in 2007 reveals that only around 20% students of a cohort promoted in the primary level. The study also explored that out of 2589 children enrolled in 2002, about 51% left the school in the 5-year cycle of primary education. The case of disadvantaged and marginalized children was also deplorable as children of this community were still lagging behind in primary schools. In case of school, 51 out of 62 schools showed poor performance in terms of children’s survivals in school system. Similarly, previous FRP studies on the area of school management showed that the role of school governing bodies such as SMC, PTA and others in school governance was limited so that they could not significantly influence school and school operation. FRP study on School Monitoring (2006) reveals that composition of SMC and PTA was not inclusive; rather school was governed by the dominant and influential groups of the community. FRP study on School Autonomy (2007) shows that power distribution is unequal between the center and the grassroots level; and between the educational bureaucrats and the local representatives. These results indicate that the role of school governing bodies in the strategic direction and detailed monitoring of schools was lacking. These bodies could not play an important role in ensuring the quality of local schools. Such scenario further indicates that the capacity of governing bodies to influence the direction taken by schools has been limited by powerful countervailing forces; such as an increasing level of central prescription and control, increasing influence of professionals such as teacher’s unions; or the local political activists. Moreover, in rural or disadvantaged areas there may be additional problems to find appropriate persons in governing bodies so that they represent a range of community voices and enabling them to challenge as well as support the head teachers. Put simply, governing bodies may have little room for manoeuvre in shaping schools direction and may lack the capacity to take advantage as such opportunities as they have. While one sees these situations, it is necessary to explain who the governing bodies are; how and why they come in governing bodies; how these bodies exercise power; whose interest the governing bodies represent and serve; who influences the governing bodies and what influence they have on how the actions of the governing bodies relate with the quality of service provided by the school; etc.

In this context, conducting a study on school governance with the following research questions is important for strengthening educational planning in Nepal. Moreover, conducting such study is also timely as the government is in the process of restructuring the education system through the School Sector Reform by proposing
the distribution of power and authority to different stakeholders from institution to central levels.

**Research Questions**

How SMCs are fulfilling their roles and responsibilities as stipulated in the education regulations?

How do SMCs members view the provisions of SMC’s involvement in school governance (regulations, roles and responsibilities, management, accountability, transparency)? How SMCs members are bringing concern of the community and parents?

How PTA is contributing to better governance of schools (interaction, commitment, resource-generation, etc.)?

How are the strategies taken for enhancing the management capacity of school authorities contributing to better school governance? What are their limitations?

**Elaboration of Research Questions**

At first, the research questions are elaborated so that the specific data could be gathered. Researcher’s experience and the search of the literature give insight for the elaboration of these research questions. The following table provides the elaborated questions:

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<th>SMCs views on their involvement in and community participation in school governance</th>
<th>PTA’s contributing to better governance</th>
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and how do they influence?
How do the SMCs know their problem of school? What do they think about the school problem? How do they resolve them?
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How do SMC members view their accountability? To whom are they accountable?
What are the roles of teacher unions? How do they influence?

| about the involvement of parents and community members in governance? |
| How do SMC involve them in the school operation? In which areas are they involved and why? What are the strengths and limitations of their involvement? |
| What are the views of DEO, teacher and parents in SMC's involvement in governance? |
| discuss? When and how do they decide? How do they influence the school’s decision making process? To whom is the PTA accountable? What are the benefits and limitations of PTA’s involvement? |
| ns are used to enhance capacity of school authorities? What are the contributions of management capacity building for better school governance? What constraints are there? How are these constraints resolved? What are the current needs of capacity development? In which areas are the capacity development required? |

What are the views of parents and community members in governance?
CHAPTER II

Conceptual Reflections on Governance

Introduction

Governance refers to how the rules of the regime are managed. Rules are typically formal but they may well be informal. The important thing is that they are rules-in-use, they are operational. The rules of the regime provide the context in which policy and administration are carried out. Governance further refers to the intervention at the level of the regime to protect, amend, or sustain specific rules that are important for how system functions and the process operate. As the processes are embedded in historical and cultural contexts, it is inevitable that the basis for assessing rules will vary from one group to another and one location to another within the same society. In essence, governance is a structurally contingent activity in the sense that agency is not completely free but to varying extents shaped by structural and/or institutional factors that are specific to time and space.

In fact, governance first became a tool for program design in many organizations and agencies. It was used as a hallmark to allow these agencies to support and finance particular types of activities linked to economic, administrative, and political reforms. In more recent years, these organizations have tried to reach a greater consensus on what good governance means – an assortment of measures. This has given the concept a more operational one. There is growing evidence that perceptions of the macro political structures and their performance are important. This indicates that the perceptions about the regime and system at large are important for their decision. Thus the concepts deal also with the rules of the game are of practical value. Another reason to focus on governance is that the roads to good governance are not paved in a linear or identical fashion. There are historical differences in societies, bound to affect the way forward. These differences also provide impetus to analyze governance.

The study also sees a process approach while analyzing the governance. The concept is linked to rules that guide the process at large – the regime. But in order to capture the governance dynamics, we divide the process into planning, decision making, teacher management school operation, administration etc. That arena corresponds to key points where rules make a difference to both process and outcome. These helps put them together in policy package. Government, which corresponds to the executive function, is where the key decisions are made. As such, it sets the stage for policy implementation, the function that is associated with bureaucracy. The way the latter operates has a bearing on how the public perceives rules of putting policies into practice.

Contemporary Governance Discourses

Despite the recent popularity of governance at both the practical and theoretical levels, the concept continues to mean different things to different people. However, it suggests that such differences tend to crystallize along two separate lines, one regarding the substantive content of governance, the other regarding its character in practice. Along the first line, there is a difference between those who view governance as concerned with the rules of conducting public affairs versus those who see it as steering or controlling public affairs. One might say that the rules approach tends to
emphasize the institutional determinants of choice, whereas the steering approach concentrates on how choices get implemented. Along the second line, the difference is between governance as related to performance or process. Some treat governance as reflected in human intention and action; it is possible to see the results of governance interventions. Others view governance as an activity that guides the process by which results are reached. Practitioners tend to adopt the former position; while many academics end up taking the latter. Four major positions could be identified when governance concept is used. Students of public administration share with analysts and practitioners in international development agencies the notion that governance is about steering and control, but they differ in that the former regard it as a process, whereas the latter see it as performance-related. For example, representatives of the donor community wish to see measurable results of governance—hence their concern with developing results-based indicators. Whereas students of public administration, by contrast, relate governance managing public affairs—and thus controlling outcomes—is no longer confined to traditional boundaries but influenced by processes that transcend such boundaries. International relations scholars share with students of comparative politics the notion that governance is about the rules of the game, but they have divergent views on its character, the former treating it as process, the latter more in terms of performance. For example, students of international relations recognize that creating new rules for global governance is a process involving multiple actors at different levels—hence the difficulty of overcoming tendencies among national governments to stick with realist principles. Comparativists, by contrast, look at governance as a voluntarist act that can make a positive difference to social and economic development.

In order to sort out the basic issues surrounding the uses of the concept, a little elaboration on each of these four positions may be helpful. Beginning with public administration, governance has emerged as a popular way of dealing with the fact that conventional boundaries of administration no longer have the same exclusivity. Substantive issues cut across boundaries. Formulation and implementation of policy, therefore, often require cooperation among representatives of different organizations. In one of the first and more comprehensive treatments of governance from a public administration perspective, it was argued that governance is composed of purposeful action to guide, steer, and control society. This is not achieved with a single measure but is a process that takes time and involves both governmental and nongovernmental organizations. Governance, they argued, is the regularized, institutional patterns that emerge from the interactions of these organizations. This view of governance also reflects the normative change when economic liberalization reduced the role of the welfare state as the sole agent of policy implementation and paved the way for public-private partnerships. Needs were no longer confined to society, capacity to government, needs and capacities became both public and private. They are today embedded in both state and society in their mutual interdependencies. Thus governance transcends the conventional boundaries of public administration (Hyden, et. al., 2005).

This view suggests for turning to governance has been primarily the issue of disconnect between the scope of public issues and the jurisdictional boundaries of public agencies. For example, it has been argued that governance links values and interest of citizens, legislative choice, executive and organizational structures and roles, and judicial oversight in a manner that suggests interrelationships among them.
that might have significant consequences for performance. Governance is a process that brings administrators into new collaborative relations in which the prospect for results is deemed to be better than within conventional organizational settings.

Interest in governance among students of comparative politics has also emerged as a result of the collapse of communism. Their study of the rules of the game is associated with an increasing concern to bring about democracy. In this context, they view governance as part of regime transition. In the first attempt to delineate the concept, governance was defined as the conscious management of regime structures with a view to enhancing the legitimacy of the public realm. By focusing on rules as reflected in regime structures and how they are managed, this view of governance emphasizes the institutional framework within which public decisions and policies are made. It calls for attention to constitutional and legal issues in ways that conventional studies focusing on how resources are allocated. Governance is a product of human agency that helps define the relations and interactions between state and society. Others have adopted a similar perspective, arguing that governance involves affecting the framework within which citizens and state officials act and politics occurs (Hyden, et. al., 2005).

Although there tends to be agreement about governance as an activity aimed at steering societies in desired directions, these agencies have typically adopted the concept to suit their own programmatic needs. Their entry points differ. The United Nations Development Program, for example, has adopted a definition that sees governance as "the exercise of economic, political, and administrative authority to manage a country's affairs at all levels." In this perspective, governance comprises the mechanisms, processes, and institutions through which citizens and groups articulate interests, exercise legal rights, meet obligations, and mediate conflicts. Governance is said to have three legs: economic, political, and administrative. Economic governance includes decision-making processes that affect a country's economic activities and its relationship with other economies. Political governance involves the formulation of policy. Administrative governance is the system of policy implementation. Thus, it makes no distinction between governance, policy-making and policy implementation.

The World Bank makes a distinction between governance as an analytic framework and governance as an operational framework, leading it to identify three aspects of governance: (1) the form of political regime; (2) the process by which authority is exercised in the management of a country's economic and social resources for development; and (3) the capacity of governments to design, formulate, and implement policies and discharge functions. The World Bank has professed to confine itself only to the second and third aspects of governance, but it has found itself under increasing pressure from Western bilateral donors to address also the first. Its recognition of human rights as an essential aspect of governance seems to be a manifestation of this extended operational use of the concept (Hyden, et. al., 2005).

In this study, a definition of governance is adopted that focuses on the importance of rules rather than results. It examines process, not performance. Governance is treated as both activity and process in the sense that it is viewed as reflective of human intention and agency but is itself a process that sets the parameters for how policy is made and implemented. Analytically speaking, governance becomes a meta-activity that influences outcomes, depending on the nature of the rules adopted. Thus the governance here refers to the formation and stewardship of the formal and informal rules that regulate the public realm, where state as well as economic and societal
actors interact to make decisions. Governance, then, refers to behavioral dispositions rather than technical capacities.

In fact, rules are set at different levels. For example, a community may decide to change the rules by which its members abide in order to improve the prospects of a better life. Such a revision of rules - the local community regime - has a bearing on how decisions are made and implemented or the activities managed at the local level. Governance is also present at higher levels, in terms of establishing and managing constitutional principles at national or international levels.

In analyzing governance, it is contextual to make the distinction between a constitutive and a distributive side of politics. In the current development debate, quality of the political system is regarded as an important factor as it guides the behaviour of governing bodies. In this respect, governance deals with the constitutive side of how a political system operates rather than its distributive or allocative aspects that are more directly a function of policy. Thus the distributive side is no longer solely important. Therefore, the question such as who gets what, when, and how - that has been underlying previous approaches to development is now being challenged by another important concern such as who sets what rules, when, and how. It is this constitutive side of politics that needs to be highlighted and emphasized while analyzing governance. Governance does not influence outcomes directly, but it does so indirectly by changing the rules for how policies are made. In a political setting, the rules of the game - whether formal or informal - do the same.

**Education and School Governance**

In the field of education, the concept of governance resembles what we discussed above. Governance generally includes some idea of authority and control over the affairs and activities of an educational organization. It emphasizes the process of decision-making and the process by which decisions are implemented. It deals with the processes and systems by which an educational organization operates. Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision. Government is one of the actors in governance. Similarly formal government structures are one means by which decisions are arrived at and implemented.

On education governance, attempts have been made to loosen the web of control of schools, posing questions on school in-charge, accountability, and responsibility of school management and operation. As an increasing number of governmental and nongovernmental bodies and agencies including state legislatures, unions, civil society and government take an increasingly active role in education policy and politics, the picture of who has control over what becomes further obscured. This coupled with variation in both the sources of school funding and the structure of education governance arrangements makes broad generalizations about school boards, problematic. Governance holds a unique position in the discussion about improving education leadership, as governance is not leadership per se. Rather, governance creates the framework through which high-quality leadership can be exercised throughout the educational system. Numerous metaphors describe, "governing": the nervous system, the control center, and the steering mechanism. Most appropriately, governance can be described as the playing field. Governance-by
defining the size of the field, establishing the rules of the game, determining the composition of the teams, and providing the referees-creates and maintains the policy structure within which public schooling takes place.

In sorting through discussions of governance and the conceptions that underlie them, here interrelated meanings can be distinguished.

- **The structure of governance arrangements**, as the metaphor of the playing field such as size, rules, team composition, etc. implies.

- **The act of governing**, that is, the ongoing deliberative interaction among individuals and interest groups around matters on the decision-making agenda, or in the metaphorical terms, the actual ongoing game on the playing field.

- **The decisions of governing bodies** such as policies, rules, public declarations, and so on- that is, the results of the game.

These three meanings are implicated in the relation between governance, leadership, and learning. The structure of governance arrangements, as these features of the public education system create an enduring environment that shapes the functioning of public education in general, and the work of educational leaders, in particular. The term, governance refers to different structures, processes, and participants depending on the level of the public educational system. At the national level, there are several formal bodies e.g., DOE, Examination Board and Higher Education Council commonly have official responsibility for governing public education. At the local level, while a wide variety of governance arrangements exist and experiments are on the rise, the decentralized system of schooling vests primary governance authority in local, elected SMC, VDC, DEC and DEO. These bodies have the responsibility for providing public education to the students as a corporate body, a political body, and an arm of the state (Margaret et. al., 2006).

These formal structures for governing public education at each level of the system do not fully encompass the wider array of participants in governance deliberations. Here a fuller picture of the governing process would pay particular attention to such groups as state and local professional associations- representing teachers, and other advocacy groups. The decisions of governing bodies are properly understood as the results of deliberations that are heavily influenced by- and often include the voices of these interest groups. Together with this, one can also include such activities as collective bargaining as a form of governance.

Improving educational governance is essentially a search for appropriate and productive methods of allocating authority and responsibility to act within the educational system, ultimately to act on behalf of younger people. Seen this way, governance is part of the process of improving student learning, and it does so principally by creating the playing field, the central structures that channel the exercise of that authority and responsibility, and finally, the exercise of leadership. Any redefinition of the roles and responsibilities of school boards should be guided by the test of whether or not it would provide a foundation for strong, learning-focused leadership throughout the educational system. As such, governance is only indirectly connected to the improvement of learning, at best, yet it can clearly play a vital role, or conversely, can greatly obstruct educators’ efforts to support and enhance learning.
In pursuit of improved governance arrangements, reconsidering formal governance arrangements is only part of the governance story. A more complete picture of governance and how it might be improved takes into consideration the interactions, both formal and informal, of the many other participants in governance deliberations. The interaction of these participants has impact on leaders’ work, and it will have much to do with how, and how much, leaders pay attention to the needs of children and the quality of their educational experience. Particular concern here focuses on whether and how educational governance, as an authorizing environment enables leaders to direct their own and others’ energies toward the improvement of learning. Consequently, an examination of how governance can be redefined and improved must attend to new governance arrangements but also to the players, interactions, and results that take place within these arrangements. And it also presumes some attention to the dynamics of governance at other levels in the system and to the conditions that each level presents.

Theories of School Governance

Economic Theory

The study of school governance is concerned with the organization and control of public schools. Studies about school governance usually attend to the relationships between school representatives, administrators, and the public. These studies normally advance with the questions such as: Who controls school policy and the operation of schools? How did those in control gain control? Is the governance of schools democratic? Who benefits from decisions and policies related to schools? Both the normative and positive theories attempt to answer these questions. These theories vary in their positive aspect, both in their reliance on, and approach to explanations of behavior.

The normative theories share in evaluating the democratic nature of school governance, i.e., how democratic the school governance is.

The continuous competition theory is concerned with the level of citizen participation in school governance, and the amount of control citizens have over school governance. Advocates of the continuous competition theory establish the following norms- or desired behaviors- as a test of the democratic nature of school governance: (a) competitive elections for school board membership, (b) a high level of citizen participation in school governance, and (c) control of the administration by the school board. Studies by continuous competition theorists find that school governance does not approach the norms they have set for it.

The decision output theory, on the other hand, concerns with the congruence between the delivery of public services and the desires of the public. The degree of public participation and the dominance of school boards play a part in the theory, but its emphasis is on the process of converting inputs into outputs. It is felt that if this conversion process is understood, outputs from the process can be predicted by analyzing demand inputs.

The dissatisfaction theory that concerns with the relationships among major events in school governance has major contribution to the study of school governance in its power to predict. By examining data longitudinally, dissatisfaction theorists pieced together a set of relationships that are useful in explaining and predicting events in school governance. They found that a change in the socio-economic makeup of a
community can lead to a gap in values between the school board and the community, and that this gap in values often leads to the defeat of incumbent school board members. The defeat of incumbent school board members, in turn, leads to involuntary superintendent turnover and to a successor superintendent being selected from outside the school district.

The positive theories assume that the concerns of the dissatisfaction theory of school governance- the relationships among major events in governing school needs to be further explained. As the relationships that dissatisfaction theorists piece together need not stand alone; they can be nestled in the theoretical framework of collective choice.

Collective choice theory is a deductive one which sets forth a set of assumption, and from it implications are logically developed. Its basic assumption is that the actors in school governance act in their self-interest. In a world of perfect information, the assumptions of self-interest and rationality alone, could lead to the logical development of a theory of school's decision-making. However, the lack of information, i.e., uncertainty, is a powerful force in decision-making. This logical development leads to a set of testable hypothesis. Understanding uncertainty and its effects on decision-making are central to this theory.

The theory assumes that people, though rational, are selfish. All actors in society act according to this view of human nature. In reality people are not always selfish. Politicians might vote their conscience, even though doing so they may face adverse consequences. Such people of character are rightly admirable. However, the theory relies on the self-interest axiom.

Uncertainty is lack of sure knowledge about the issue. For decision-makers, the degree of uncertainty that exists is expressed in the degree of confidence with which they can make a decision. Most uncertainty can be reduced by acquiring information. Information has three components: reason, contextual knowledge, and information. Reason is the general ability we assume all people have to enter causal relationships and apply logical thought processes. Contextual knowledge is a cognizance of the relationships among the variables and forces that exist in a particular field. Information is the possession of data that relate to a particular field. Uncertainty due to a lack of information is relatively easy to reduce. Bits of information can be provided as needed. However, reducing uncertainty caused by a lack of contextual knowledge is a much more difficult task; a major educational effort is required.

Uncertainty is a critical factor in the study of school governance. The level of uncertainty influences the decisions of school board members and community people. School board members might be uncertain about the opinions of community people regarding a particular policy or uncertain about the effects a particular action might have on the school' functioning or outputs. Community people might be uncertain about actions the school has taken, or uncertain about the benefits they receive from schools. In these examples, information that increases the level of confidence of the board members or citizens have in their decision-making might have a powerful effect on their decisions (Rada, R. D., 1987).

**Institutional Theory**

In contrast to these economic theory of governance, the new institutional theory suggests that the notion that explanation of human behavior within institutions had to encompass not only the old institutional focus on formal rules and value-
maximizing rationality, but also a new focus on the role of norms, symbols, myths, belief systems, and informal arrangements forming the culture of the organization.

Theorist from institutional tradition advocate for multi-level governance. The core concept of multi-level governance is that decision-making authority is distributed through government and beyond, not focused at one authoritative point as in traditional hierarchical theories of government. Multi-layer policy formation is the rule, not the exception. Ultimately, however, the legitimacy of government is sought to make policy decisions for subsequent implementation. While there is some policy discretion afforded to street-level bureaucrats and some degree of self-regulation delegated by government to professional, non-profit, and private sector groups, in multi-level governance upper levels monitor policy and use carrots as well as sticks to attempt to influence policy outcomes, though due to the complexity of the process they never completely control them.

Institutional theory embraces institutions in all sectors and part of its contribution is addressing public administration issues by greater inter-sector partnering, cooperation, and interchange, whereas traditional public administration focused on government as an actor amid clashing interests each seeking to win. Institutionalism refocuses public administration on government actors embedded in networks of cooperation which often transcend the public sector. This refocusing is more appropriate for the emergence of a fragmented and disarticulated state, quite in contrast with traditional conceptions of a hierarchical, command-driven state sector separate from other sectors.

**School Governance Models**

*Publicly Funded/ Privately Managed*

The main theme of this model is a shared responsibility between state and local through whom the funds are channeled to local school based on agreed per child cost percentage and local government has to be made obligated to supplement needy costs to schools through their collected revenues. The local government is made accountable to provide quality education through the formation of school boards/ committee/ trustees. The USA model shares federal government 7%, state government 42%, and the local government shares remaining fund. Per child cost is determined on the basis of base cost and differentiated cost depends on curriculum, special needs and location as well as ethnicity. The governance system residents elected members for governing body which comprises of parents, teachers, and principal and superintendent. The governing body contracts out superintendent for administration where superintendent contracts out principal for academic control and principal contracts out teachers.

Government assesses the school performance against set standards through independent agency and assessment status is made public. If the performance of the school is low, they are taken action to extent of cancellation. Accountability is tied between school board, school council, principal and superintendent. Public make aware about the school progress through electronic and printed media. The governing body is made obligatory to present itself transparent through process of publication, dissemination, and presentation in the form of print and electronic media regarding its annual program, budget and achievement. They are made responsible for every criticism, comment, clarification, and suggestion of public
concerns, especially of residents (Bhandari, 2004). There is a system to know the reason of progress and fail to every child and parent.

**Publicly Funded/ Publicly Managed**

This model does not empower governing body and resembles as a caretaker body of school for smooth running of schools. Not only this, this model represents bureaucratic decentralization by which some authority are given to lower level of units even to school in order to address local needs. Schools are controlled over by the government units like education division, block, circuit through the provision of school supervisor and principal. For the support of school requirements the school committee is formed under the chairmanship of local inhabitant/ principal but the required resources for the maintenance of schools are basically met by public fund. Parents Teachers Association is found as the formation of an advisory form.

**Publicly Funded/ Community Managed**

This model brings government and community to work together to achieve quality education and the governing body comprises of parents, community members, teachers, and students and among them the majority in the governing bodies are parents. Deregulation, semi-autonomy, parental domination, and accountability tied with transferred authority. Salary cost of teachers is paid by the government and the community is responsible to bridge the gaps with authority of selection and recruitment of staff as well as budgeting and implementing the school plan. South Africa also practiced this model where we found principal, parents, teaching and non teaching staff, students make the governing body. The governing body is responsible to set school policies and rules, determines operational calendar, recruits teaching and non teaching staffs and encourages voluntary services to school. In addition, the committee is liable to establish school fund, approve of annual budget, maintain financial records, enforce school fees and submit audited accounts. On the other hand, government exempts parents who are unable to pay fees, need based capital expenditure planning, and resource targeting on non-personnel budget.

**Privately Funded and Managed**

This model of school governance suggests an academic institution that is established by a separate act or procedure having its own control over management and financing system. But they are bound to follow the rules and regulations of laws made by the Ministry of Education. The area of governance and services are clearly defined in their laws at the time of establishment. We can find profit-making and non-profit making private funded and managed institutions.

**Power Relations in Society**

It is very pertinent to shed light on the concept of power relations when one explores who governors the education and schools in Nepal. There are several competing theories but three seems to be important here to explain. They are as concept drawn from conflict, elite and power pluralist theories. These theories are explained as an attempt to highlight quite distinct power sources, power centers, and power dynamics and indeed their influence in educational policy is immense.
Class Conflict Power Theory

Prior to the work of Karl Marx, whose ideas profoundly and permanently altered the course of contemporary political thought, most analyses of power were philosophical in nature and centered on largely unanswerable questions, such as: "What are the origins of the state?" Marx felt that endless discussions of such abstract issues lead nowhere. For him, power was no mystery, it stemmed from control over the means of economic production.

In the emergent economic order of his time industrialists or capitalists the bourgeoisie emerged as the ruling class. Their wealth permitted them to control or profoundly influence all other societal institutions including the government, military, family, and education. The ideology they proclaimed and taught served to legitimize their position at the top of the social structure. The official ideology of laissez faire further allows the economy to develop without outside interference, which made them easy to maximize their profits through the exploitation of the workers - the proletariat. These workers had no alternatives, and so had to support themselves through factory labor even though the wages and working conditions were miserable. Thus, there was a fundamental conflict of interest between the two major classes; the capitalists wished only to maximize their profit, while the workers desired a better life. Marx saw this class conflict as the primary dynamic of modern history in capitalist countries, and he believed that ultimately the workers would revolt and establish communal ownership and management in the economy. In the communist state that established the revolution, where the social classes would disappear, and, of course, so would the class conflict. Obviously all the key elements of conflict theory are evident: coercion, conflict, and change.

What does all this have to do with the control of contemporary education? According to theorists in the Marxian tradition, the educational institutions are seen as serving the interests of those who dominate the economy. Those who govern educational institutions are drawn from the bourgeoisie, and so represent the interests of that class. Historians working from a Marxian perspective have worked hard to uncover the historical roots of present day governing arrangements. Their analyses of struggles for control of schooling and efforts to silence dissident voices emphasize the importance of class conflict within educational politics (Parelius and Parelius, 1978).

In short, the class conflict theory suggests to explore who controls the education and how.

Elite Power Theory

Elite power theory, like conflict theory, holds that power is extremely concentrated within societies. Powerful few- the elites always shape the lives of the masses. However, this type of theory diverges from conflict theory in at least two crucial respects. First, it suggests that the Marxian model is oversimplified because it places too much emphasis upon control over economic resources as the basis for power. Other resources, most notably expertise, are crucial in advanced industrial societies, in which bureaucracies predominate. Second, elite theorists do not believe that the masses will revolt and establish a classless society. Instead they see the masses as apathetic and willing to accept elite leadership. Periodically, ruling elites may be overthrown, but in their place new elites appear which are similar to the old. The
new rulers will inevitably govern in their own interests rather than those of the masses.

This theory can be applied not only to whole societies, but also to large-scale organizations within them. Whether one is considering corporations, unions, school systems, universities, or any other complex organization, the Iron Law of Oligarchy applied: "Who says organization, says oligarchy." One reason for this is that leaders develop special expertise by virtue of their experience, their overview of the whole organization, and access to information crucial for policy-making; however, this is only one basis for their power. They also have control over the structure of the organization, its chief offices, its staff, and its communications structure. Most other members of the organization are uninformed and uninvolved. This kind of oligarchic structure is reinforced by the willingness of masses to remain dependent and follow the directions of their leaders (Parelius and Parelius, 1978).

Within the field of education, elite theories call attention to the relationships between the public, the governing bodies and the experts or bureaucrats.

**Pluralist Power Theory**

Pluralists believe that both the conflict and elite power theories provide distorted pictures of power processes. Pluralists point out that a liberal democracy permits and even encourages ordinary citizens to participate in governance. Though the direct participation of all citizens is obviously impossible at the national level, the formal legal structure is set up to maximize the potential impact of individuals and groups, especially at the local level. The system of representation with periodic elections is designed to assure that leaders are responsive to the will of the general public.

Participation in voluntary organizations at local, district, and national levels provide another potential source of influence since such organizations often attempt to sway the decisions of legislators. The fact that legal system guarantees the freedom of ordinary citizens to meet and to form social or political groups without government interference makes it possible for all points of view to be articulated. Together, the legal system, the parapolitical system of voluntary associations allow for a broad dispersal of power. Each group is free to campaign and compete and lobby for its legislation. Ideally, from this competition between different organized groups emerge compromise solutions to complex problems. These solutions will give all interested parties at least some satisfaction. However, critics have pointed out that it is possible, even probable, that when so many disparate groups are involved in decision making, either stalemate occurs or one group is played off against another. Each organized interest may eventually act as a veto group, making action impossible. This situation arises because each alternative is opposed by an articulate minority. Others argue that pluralist politics do not foster the articulation of the interests of the population in general, as opposed to those of special interests, and that most pressure groups really represent bourgeois rather than proletarian interest. The pluralist perspective emphasizes the importance of the formal legal structure and thereby takes more seriously the potential power of political office holders. It also highlights the importance of voluntary organizations composed of ordinary citizens. The pluralist approach emphasizes the potential of organizations as a political resource available to even the poorest of citizens.

The pluralist approach shares many of the basic orientations of consensus theory. The pluralist model suggests that democratic political institutions successfully
represent the widely varied interests of an economically and ethnically diverse population. Even if interest groups come into conflict with one another, the disputes are resolved within the formal and informal rules of liberal democratic politics through bargaining and compromising rather than through force and violence. Nonviolent solutions are possible as long as all parties remain committed to basic democratic values and view the political system as basically legitimate. Sporadic episodes of moderate conflict are to be expected but they should not interpret as fundamental class conflict or instability in the social system. Rather, pluralists tend to view them as indications that the system is adapting to social change (Parelius and Parelius, 1978).

Pluralist concept makes us attentive to honour different groups and articulate their interest through negotiation and compromise. This concept, in fact, promotes the very notion of cultural diversity in governing and operating of schools.
CHAPTER III

Study Design

Study Approach

As this study aims at exploring and uncovering the issues that tend to create gaps in the implementation and are ultimately related to the dimensions of school governance in a context specific manner, the study is closer to the interpretative school of social science, which concerns with qualitative aspects. Therefore, the study follows qualitative research process to get the objectives of the study. Related literatures will be reviewed and empirical data to be generated from different sources. The study focuses more on school governance practices in the background of power exercise. Later, identified issues are compared with policy provision.

The nature of the present study requires an inquiry into the complexities of governance, power, participation, and implementation. The study seeks to explore the factors that bring gaps. Therefore, the study tries to explore formal and informal aspects of governance, decentralization, power relations in the natural setting. It covers the decision-making dimensions at the institutional level. The study will be carried out in a natural setting using exploratory approaches which explains the issues related to governance, power and their multi-faceted dimensions in the context of school management.

The study also follows the case study method to document the issues of the implementing the policy and strategies related to governance and decision making. As each school’s context is different, the study tries to cover contextual conditions also with the use of multiple sources of evidence.

Review

With a view to establish conceptual premises of governance, school governance, power relation, etc., pertinent literature was reviewed.

The study reviewed the educational policy development with respect to the power and authority of school governing bodies possessing since past. The study also went through the current Education Act, Regulations and other documents to analyze the roles and responsibility entrusted to the school governing bodies such as HT, SMC, PTA, etc. The review gives insights into how the roles of governing bodies change with the change of government regimes and the pace of educational reform in the country.

Data Collection

District and School Selection

To collect the field data, 5 districts were selected from those clusters where the longitudinal study under FRP concentrates its focus. Moreover, the experience of researcher, and the topography were also considered when selecting the district. Based on these criteria, the following districts were selected for data collection:
Table 3.1: Distribution of Sample School

<table>
<thead>
<tr>
<th>Development region</th>
<th>Geographical region</th>
<th>Longitudinal study</th>
<th>Selected District</th>
<th>Selected school</th>
<th>Previously visited school</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern</td>
<td>Hills</td>
<td>conducted</td>
<td>Ilam</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Central</td>
<td>Terai</td>
<td>conducted</td>
<td>Chitwan</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Western</td>
<td>Hills</td>
<td>conducted</td>
<td>Syangja</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Mid-western</td>
<td>Mountain</td>
<td>not conducted</td>
<td>Jumla</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Far-western</td>
<td>Terai</td>
<td>conducted</td>
<td>Kailali</td>
<td>3</td>
<td>-</td>
</tr>
</tbody>
</table>

From these 5 districts, 15 schools were selected for collecting data. These schools were identified after the discussions with DEO staff members.

**Discussion with DOE and DEO Staff Members**

Discussions with DOE staff members were made to obtain their perception and reaction on school governance, roles and responsibility of governing bodies and the provisions regarding school reform. At the district level, discussions with DEO staff members (DEO, School Supervisors and RP) were made to solicit their views and idea about school governance, reaction on the current provisions, capacity development procedures, and the current realities and context of the school with regard to different aspects of school management such as planning, access, quality, financing, partnership with community members, teacher management, etc. These discussions were exploratory in nature which gives insight on the different facets of the governance issue.

**Interview**

At the school level, HT, SMC chairperson and PTA chairperson were interviewed. Interview focused on the themes of school governance such as roles and responsibilities of SMC and PTA, their perception on the discharging of their roles in different aspects of school management and capacity development. The interview contributed analyzing stakeholders’ understanding of school governance and its functioning, and identifying the emergent issue of governance.

**Focus Group Discussion**

The ideas and perceptions of other SMC and PTA members, teachers and local parents on the issues of school governance were solicited by arranging focus group discussion session. Discussion was also made with the Teacher Unions at the district level to explore their understanding about the school governance and their role in this direction. These discussions facilitated to unveil their understanding about school governance and its functioning, and also provided the alternative explanation. Moreover, the discussion provided grassroots’ perspectives on the key issue of school governance. A total of 3 focus group discussions were arranged in each school and its community.

**Review of School Documents and Archival Records**

School minutes, supervision diary, administrative report, letters, etc. were reviewed to get relevant information.
Observation
Observation of schools and school environment were made to trace the functioning of schools.

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

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

Study Tools
Semi-structured and open-ended interview schedules and discussion protocols, observation sheet, and school survey forms were prepared and used to get information for the study. Specifically, the following tools were developed and used in the field to get the relevant information:

Discussion Protocols
Focus group discussion protocols were prepared for:
- DOE and DEO staff members
- Teachers
- Parents and community members
- Representatives of Teacher Union

Interview Schedule
Interview schedules were prepared and used to get information from HT, SMC chairperson and PTA chairperson.

School Survey Form
To get the background information of each sample school and their governing bodies, a school survey form was developed. The form included the aspects such as profile of school service area and characteristics of population it served, school entrants and their composition, faculty members and their composition, profiles of governing bodies such as SMC and PTA, functional committees and sub-committees and their functions, school activities, areas where school made decisions, etc.
Data Analysis and Interpretations
The data collected from multiple sources resulted in a vast accumulation of source materials covering different perspectives. These materials were reviewed, assessed and utilized for the analysis. As the study process involved interactions, meetings and discussion with different persons, they provided different perspectives to enrich the study contents.

Review of data, verification, assessment and a data reduction are the part of data analysis. Data are presented as vignettes or stories and they are coded by creating logic and relationship. The researcher decided which data chunks to be coded and which to be pulled out from the study. It is the researcher’s insight that determined which pattern best summarized a data chunk and which tell evolving story. Based on these processes, the final conclusion has drawn logically. Categories, themes and patterns are generated based on the emphasis given, frequency and critical features of the information; and they are linked with policy.

The Limitation of the Study
As the approach of this study is based on interviews and discussions with a cross section of stakeholders and informed persons, the study emphasizes the subjective perceptions of governance. Though the number of respondents is relatively small, the study is not in a position to go into detailed discussions of trends and events. Our principal objective is to demonstrate the value of studying school governance.

Expected Outcomes
The study is expected to be useful to MOES and DOE as they seek the effective ways to shape the schools, refine and redefine the roles of SMCs, HT, PTAs and other stakeholders. At the national level, the study will have implications not simply in respect of policy regarding school governance, but also in respect of the wider policy relationship between local contexts and national imperatives in education and beyond.

Linkage with Longitudinal Study
The study attempts to establish link with the longitudinal study on system indicators by adopting the following strategies:

- the study covers the schools where the longitudinal study was conducted
- the study uses the longitudinal study data related to school management, HT, SMC, SIP as evidence for the exploration of the governance issues.
Research Focus

MOES interest

PTA’s contributing to better governance

SMCs vies on their involvement and community participation in the government

Management capacity development

Role, responsibility of SMC as school governing body

Context and question-specific

Study Concept

Focus

Focus

Study method and strategy

Exploration in real world situation

Policy and findings interfacing

Conclusion and recommendations

Review of policy and provisions

Stud Concept

Field Work

Analysis and Interpretation
CHAPTER IV
School Governance in Nepal: A Retrospect

Nepal does not have a long history of the development of modern education. The systematic effort for the development of education started only after the advent of democracy in the country in 1951. After the establishment of democracy, people had a new spirit and zeal for the educational development in the country. Consequently, the Nepal National Education Planning Commission was formed to make recommendations for the overall development of the national education system. The Commission was entrusted with the responsibility of preparing a plan for the development of education, from elementary to higher level. It collected opinions from various departments of national life and made several recommendations in its report, Nepalma Siksha, in 1954. However, some efforts were made even in the early period for the establishment and operation of schools and learning centres. In this section, attempt has been made to explain how the school was governed in different periods, and its changes.

The Early Period
The early Nepalese society was agricultural one with a small core of craftsmen. People were dependent upon natural environment. The society was relatively undifferentiated and isolated, and self-supporting. Religious concerns played a prominent role in daily life and religion was a major device for social control. Therefore, priests were the influential community leaders. In those periods, education was primarily a local concern, and some benevolent people, philanthropic organizations and religious institutions such as Gurukul (Hindu), Gumba and Bihar (Buddhist) with their trusts, alms and other savings funded schools or learning centers. These centers were mostly located within the premises of the religious institutions. Therefore, education stands as a model of a testimony. In that time, religious and philanthropic belief and voluntary charity provided impetus to the establishment and operation of schools.

The educational concerns in those days characterized by religious values and focused on the religious duty and the necessity that the learners be able to read the Holy Scriptures. This belief was particularly strong among the high caste Hindus, whose children attended these schools. They valued learning because it kept children constructively busy and prepared them for their later occupational role- performing ritual ceremony that might help them yield their livelihood. Despite these efforts, education was not popular and not opened for all. Girls were hardly welcomed in these religious schools.

As education was the concern of local and religious institutions, the school was governed and controlled by these organizations. They decided the contents, instructions and even the children who sought to get enrolled in these learning centres. These organizations decided the medium of instructions and set the evaluation criteria, prepared and enforced codes of conduct for pupil and teacher.

Rana Period (1846-1950 AD)
After the unification of the country by amalgamating the small principalities during the 18th century, modernization in the socio-political life of the Nepalese people had started. Actually, the modernization process was started when the British colony of
India opened a narrow door for Nepal to look into the western social-cultural system. However, the ruling power was transferred to the Rana family after an incidence of court massacre in 1846 AD that emerged a new family oligarchy in the country. Since then, Rana ruled the country for 104 years. In those days, there were some Sanskrit based schools operated in the country which were run by the religious institutions. After the visit of Prime-Minister Jung Bahadur to England, a modern school – Durbar School was established in 1853 AD influenced by after the British pattern of education. This school was confined to the education for the children of ruling elites. In 1857, Department of Education was erected which was headed by the elder son of the prime-minister. This department looked after Durbar School (Sharma, 1986). This was the first time in Nepal that emerged the state started governing school. However, Sanskrit-based and language-based schools located in different parts of the country run with voluntary charity, and the ruling class did not care them. They tried to provide modern education to their children only. The policy of the ruling elite was to provide modern education to their wards, not masses (Sharma, 1986).

In those days, it was a matter of state crime for establishing schools and libraries without the consent of Rana rulers, and publishing books and other materials without reviewing by the government. Several social reformers who established schools and libraries were sentenced to jail. One of the learned men, who wrote a book on maize farming (Makai Kheti) was imprisoned.

Nevertheless, the rulers did not counteract against the people's aspiration for getting education. In the later period of Rana rule, they were compelled to initiate educational reform. Consequently, Tri-Chandra College was established in 1918 AD. During the opening of Tri-Chandra College, the Rana Prime Minister Chandra Sumsher said, “Though the establishment of college helps foster the development aspiration of people, but I laid foundation for the ruin of Rana rule in Nepal”. In 1939, Educational Istihar, which included aspects of school management committee, school inspection, public participation in school affairs, school fees etc., was issued by the Rana rulers for the management of education in the country. However, it did not give any fruit bearing results.

In fact, the Ranas were conservative rulers, and the conservative ideology of the rulers laid foundation for the functioning of government. They were afraid of the productive role the education plays. They had internalized that the educated people could help create political awareness among the masses that would be the threat for them and the legitimacy of their dynastic rule. Therefore, the Rana rulers did not promote reform in education. In those days radical conservatism was the principle of state operation. The overall governance was structured to satisfy the needs of Rana dynasty. The rulers possessed authoritative power; therefore, they dictated the state rules. They had the final say on any matter. Education was not an exception. As the educational governance was controlled by these rulers, very few schools were operated with state's support in those days. In case of individual schools, they were controlled by the locals and philanthropic organizations. Since these schools run with the voluntary charity of local people, they managed the schools, recruited teachers, decided curriculum and evaluation procedures.

**Awakening Era (1951 to 1971 AD)**

Following the replacement of the Rana rule by a popular government in 1951, development in education took momentum. In recognition of the value of democratic
education system for Nepal, the Nepal National Education Planning Commission, which was formed to make recommendations for the overall development of the national education system, put stress on decentralized management in school operation and recommended that the local people be involved in managing and operating of the schools with a feeling of responsibility and accountability, and that parents also be involved in school activities. The Commission recognized the importance of the role of community people and suggested that they should help and facilitate schools programs. It also suggested that the responsibility and accountability should be shared at each level and authority be clearly spelt out. Insisting on the concept of decentralization, the Commission further recommended that local bodies should facilitate, run and regulate the school activities on open and clear-cut policy guidelines. The central ministry should work as leader and coordinator and provide guidance and directions to the local bodies. At about the same time, the Education Code of 1953 was issued.

These efforts marked significant step towards creating favourable condition for the expansion of schools and educational institutes in the country by mobilizing community people and resources. The community came to own the schools. In fact, the democratic government showed a strong will to provide educational opportunity to all. In the mean time, the people also responded on an unprecedented scale by establishing and running the schools. Truly speaking, the norms and principles of decentralization were adopted and introduced in education for the first time in Nepalese society. The local people were made responsible for the management and operation of their schools.

For the management of educational affairs in the country, the Ministry of Education (MOE) was established as a part of the overall public administration system to plan and execute educational programs in the country. In order to cope with the growing and changing needs, the country was divided into seven zones with an office of the Divisional Inspector of Schools in each of these zones. The Chief Inspector of schools through its Divisional Inspectors and other field level officials provided some management and administration of financial grants and a measure of school inspection (The BPEP Mater Plan, 1997-2002). In 1959, the Office of District Inspector of school was created in each of the 28 districts of the country with full authority over the secondary and primary schools of the district. These District Inspectors reported to the Divisional inspectors of schools. In 1960, a major reorganization in educational administration took place as the government divided the country into 14 zones and 75 districts for the purpose of administration of public works. Accordingly, the MOE reorganized its inspectorate system with a zonal education officer in each zone who was made responsible for the secondary schools of the zone. Each block had a block development office, a field level office of the village development department of the government. A school sub-inspector, who was responsible to the head of the Block Development Office, was appointed to look after primary education in the district. The MOE thus did not have its live agency in the district. Later in 1964, the MOE created its separate office of the district school inspector in each district. Again, government abolished the office of the Zonal Educational Officer in 1970.

Thus, the school governance during the awakening era was the joint affairs of both the government and community. The government provided systemic support to establish and run the schools with token grants, while the community assumed overall responsibility for school operation and control. In fact, there was school-based management and community control to a degree unimaginable in to-day’s
school. Educational leadership emerged at the local level that took initiatives for school operation. Community and local parents opened the schools, developed school facilities, selected teachers, supervised their works, and sometimes boarded them in their homes. They were responsible for creating educational awareness in the community for the children’s enrolment, and managing funds for school operation and teacher’s salary. Teachers were accountable to the local community for their performance. There was good harmony among the stakeholders and schools. Schools were functioning as autonomous institutions free from external control. In those days, the role of the government was little in school management and the government was expected to provide a little amount to the school annually as token grant. Moreover, the contents of education were also changed. Previously, religion had the dominant role in determining contents of the courses while general education received much more attention in the changed context.

In fact, the liberal democratic ideology of the new regime provided impetus for the development of education in this period. The new rulers were very much aware of the value of education in strengthening and consolidating recently achieved democracy in the country. As the production function of education is also to promote democracy, education is regarded as contributory to developing required attitude, value, belief and behaviour for promoting and sustaining democratic institutions in the liberated society. Hence, the government provided opportunities for the establishment and operation of schools at the local level to educate masses. In this era, the concept of mass education was evolved in the country.

There were two prominent factors that contributed for the development of education in this particular period. As mentioned above, the first was developing attitude, value, belief and behaviour required for promoting and sustaining democratic institutions. Pouring community resources and expertise was another reason for the advancement of education. Since government fund could not meet the growing demands for education, community resources and its expertise were felt necessary to provide mass education. So government provided token grants for school operation, and community assumed lead role for the operation and control of local school.

Centralized Period (1971 to 1990 AD)

After the royal take over in 1960, the country was ruled by another dynastic regime—the Shah. The shah ruler was as conservative as the Ranas. They introduced partyless Panchayat System of government. The new ruler also used every means in order to control over the polity. Introduction of the National Education System Plan (NESP) in 1971 (for 1971-1976) was one of the means used to control national education and academia, and assure the continuity of the regime.

The plan brought sweeping changes in the structure and functions of different echelons of educational administration (Khaniya, 2007). In an attempt to adopt a uniform system of education, the plan nationalized the educational institutions of the country. The plan was built on the assumptions that education was one of the prime functions of the state, and must receive support and stimulation due to it, and that the educational system of the nation must be organized by the state and all educational institutions must be under its supervision. So, the new Education Act, 2028 and its supportive Regulations were introduced. As mentioned above, the hidden objective has to control the academia.
The plan also brought about changes in the structure of the education system. The traditional primary education structure in Nepal was of five years’ duration. Focusing on the objective of primary education essentially for enabling children to acquire basic skills in three Rs, the plan changed that structure to grades I to III so as to make primary education easily accessible to the children living in all ages of the country.

The MOE assumed the sole authority and responsibility for the management of all schools in the country carried out through its Regional Education Directorates (REDs). The National Education Committees (NEC) was created to provide general policy guidance to the MOE, bring about coordination between school and higher education, assist the MOE in the smooth implementation of the NESP and carry out research and development functions. All school managing committees were abolished. School supervision system was instituted with the provision of separate cadres of secondary and primary school supervisors to carry out academic supervision of schools. Although there have been numerous efforts to restructure and reorganize educational administration in recent years, the structure or pattern of educational administration that exists today owes its existence to the NESP (The BPEP Master Plan, 1997-2002).

Thus the school was governed by centre with its de-concentrated arms such as REDs and DEOs. Local participation was merely confined in the physical development of the schools; local did not have any say on school's decisions. Schools were entirely run and controlled by the central government.

The legal provision made towards decentralization in modern Nepal goes back to 1966 when the Local Development Act was enforced by the government. This has also effect in the governance of the education in the country. The Act divided the country into 14 zones and 75 districts for administrative purposes. As a result of this structural change, administrative changes were brought (Lamichhane, et. al., 1997) in education too.

In the late 1980s, Nepal started to develop programs with a focus on meeting the basic needs of the people. Primary education which again was restored to the earlier structure of Grades I to V, was one of the basic needs defined by the program.

Later, realizing the problems arising from the policy of delegating less decision making authority to communities, the government, at different points in time, made major changes in the education regulations, which focus on decentralization of schools and colleges as one of the underlying principles. However, the Act which was promulgated in 1982, did not effect much changes in this set-up, although the Act did confer upon the local Village Panchayat greater responsibility for formulating and implementing local development plans.

Reformative Era (1990 AD -)

After the restoration of democracy in 1990, the first elected government formed a National Education Commission with the involvement of different experts from different fields of education in order to suggest education policies which can meet the aspiration of the people in the new regime. Apart from this, the government declared the policy of free education up to secondary level gradually. For implementing reform in primary education, Basic and Primary Education Project (BPEP), Basic and Primary Education Program (BPEP II) and Primary Education
Development Project (PEDP), were conducted that intended to expand access to primary education, enhance educational quality and improve institutional efficiency. In the meantime, the Local Self-Governance Act, 1998 was enacted which establishes educational stakes of local bodies such as DDC, VDC and Municipality. Further, the Education Act was amended and new education regulation was declared which expanded the scope and participation of people in school management.

In order to translate the government’s commitment into practices, amendment (seventh) in the Education Act 2028 was made and introduced the new Education Regulations in 2002. Accordingly, the government has introduced major changes in the formation of school management committee. The parents or guardians of the students became the member in SMC, which have secured the right to select or elect SMC representatives in its executive body. Moreover, the provision was also made to have at least a member among women and a person from Dalit community in the SMC. In the history of Nepalese education development, this is the first time that community people was made responsible by giving authority in the education act and regulations to govern local schools. Similarly, provision of PTA was also introduced in schools.

Meanwhile, the government introduced bottom-up planning by starting grassroots level planning exercises. DEP, VEP and SIP were started to involve local stakeholders in determining school goals, strategies and program priorities that foster local control in the schools. The government also assured to fund these plans. Apart from these reforms, government started to transfer the management of schools to the community with a view to develop community ownership in the schools. By September 10, 2008 more than 7000 schools' management was handed over to the community where local parents and stakeholders assumed the major responsibility of school operation and control. EFA: National Plan of Action was introduced as a continuation of these reforms in education.

In fact, these reforms in education were brought about on account of liberal ideology of the government that has vested interest for promoting democracy in the country. Since these reforms intend to promote broader participation in educational decision-making through local school governance structures in which parents serve as majority members, it is assumed that the efforts ensure parent's involvement in two dimensions of governance: participation and representation, and thus promote grassroots democracy. Moreover, participation of parents in school affairs fosters mutual trusts, develops networks among them and contributes to creating social capital required for the effective school.

**Reflection**

Historically, schools in Nepal have been created, managed, financed and controlled by the local communities. Though the government created and maintained organizational structure from the central to the district level to administer educational program and distribute grants, school administration in Nepal largely remained centralized except in some periods in the history. The rulers control education in order to continue their regimes. Educational administration was decentralized and locals were given more roles only when the nation experienced democracy and democratic governance. Liberal democratic ideology in the polity gave impetus to foster education and to increase participation of people in education and educational governance.
CHAPTER V

School Governance: Policy and Structure

Governance Policy

In Nepal, reform in education is headed with a view to shift the governance and managerial responsibility to the local stakeholders. Provisions on such kinds of reform are expressed in different policy and development documents of the government.

A major development guideline of the country- the Tenth Plan envisioned that planning and management responsibility of school education to be devolved to the local bodies and communities in line with the Local Self-Governance Act (LSGA). The plan further stressed that school management responsibility need to be devolved to the committee comprising of 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 the concerned. More specifically, following policies and policy objectives were outlined in the plan document:

- In line with the spirit of decentralization mentioned in LSGA, educational planning and management responsibility will be given to the local bodies and communities, and SMCs to be made responsible for planning and management of their respective schools.
- Capacity of the local bodies, communities, and SMCs to be enhanced to take the responsibility of educational planning and management.
- For bringing in additional resources and expertise, increased partnership with civil society, NGOs, and the private sector to be felt necessary.
- The institutional and educational management to be streamlined and strengthened.

EFA core document is the guiding principle for the development and implementation of basic education in the country. Several initiatives and reforms are proposed in this document. The main thrust of the EFA is the community involvement and their empowerment within the framework of decentralized system of educational planning and management. It incorporates following strategies for improving local school governance:

- School management transfer endeavour has been implemented 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.
- The schools opened by the communities and managed through community funds to be supported with program funds as per their needs.
- Within the school-based management scheme, school to be operated by involving and empowering parents and communities with utilizing the most of human and material resources available at the local level.
As SMCs have greater roles in the management and functioning of schools, continuous financial and technical support for their capacity building to be provided.

A shift from a centralized and bureaucracy controlled management to community-controlled and school-based planning and management to be carried out with the implementation of bottom-up planning such as SIPs, VEPs, and DEPs.

Collaboration with different partners including local bodies, NGOs, INGOs, CBOs and other private organizations to be made.

Recently, a 3-year interim educational plan has been implemented. This plan came for the reconstruction, rehabilitation and integration of the education sector. The plan reflects that decentralization effort could not advance as expected and local capacity building could not take place as envisioned because of the adverse socio-political situation of the country. So, the plan emphasizes to entrust educational and management responsibility to local bodies, and school management responsibility to the SMC. Specifically, the plan has the following strategies:

- Local bodies to be actively involved in school’s physical, instructional and managerial improvement for providing quality education. These bodies to be made accountable for delivering educational services in their territories.

- School-based management with accountability to be stressed.

- Inclusion to be the overarching strategies while implementing educational programs.

- Access of girls, Dalit, disabled, disadvantaged, ethnic minority, conflict-affected and displaced children to education to be ensured by adopting positive discrimination policies.

- School autonomy to be the strategy for promoting good governance, management, resource mobilization, quality and social auditing.

- Institutional capacity building effort to be made for stakeholders for educational planning and management.

- Institutional and statutory reform to be made and transparency to be maintained with the provisions of social and performance audit.

In the meantime, the government started school sector reform (SSR) endeavours to response the people’s aspirations for change in the education system from dependency to autonomy, exclusion to inclusion, and didactic to participatory. In case of governance and management of school, SSR is regarded as a major departure. SSR is assumed as a response to the commitment to provide quality education.

SSR recognizes education as both a basic human right and a development tool, and magnifies the roles of local community in governance, management, resourcing, and quality assurance in school education in their community. To make school education effective, inclusive, equitable, pro-poor, and rights based, school system’s structural and functional transformation are made a priority.

The proposed SSR intends to foster reform process for an integrated school sector, enhance all aspects of quality education to meet the needs and aspirations of the people, and hold the government, local bodies, schools, and stakeholders such as SMC, teachers, parents, and local body accountable for student learning.
The SSR envisions that schools are managed through a decentralized framework of operation and such the school-based management is stressed, which is accountable to a local body. The schools’ accountability and autonomy are ensured in terms of school governance, management, resourcing, and quality assurance. Schools follow a transparent model of operation and adopt a mechanism for financial and social auditing for financial transactions and programme performance.

SMC recruits teachers based on the guidelines provided by the MOES, and priority is given to recruiting females, Dalits, and other disadvantaged groups when filling teacher positions, particularly in basic education. A separate position for HT to be created and SMC is authorized to appoint HT on a contractual basis. Inclusion is the overarching strategy for SSR implementation. A child’s mother tongue will be the medium of instruction up to grade three.

Local bodies, such as VDCs/Municipalities are responsible for the planning and management of basic education while DDCs/Municipalities are responsible for the planning and management of secondary education. Planning and management activities include school clustering, coordination, resourcing, and developing operational guidelines including setting their own targets for quality education within their jurisdiction. The SMC is responsible for the management and operation of the school such as teacher management, financing, planning, target setting, and for ensuring student learning. The PTA is made responsible for providing feedback to teachers to assist them in improving their students’ learning. Parents are responsible for providing support and a home environment conducive to their child’s learning.

The government develops a national framework of norms and standards for quality education, and within the national framework the school community defines its own targets addressing the local needs and conditions. For basic education, schools are accountable for the students’ learning, parents and guardians for their child’s regular attendance, and the state for providing the minimum enabling conditions including an environment for equitable participation, appropriate classrooms, instructional materials, and teachers.

Financing policy is aimed at increasing school autonomy. Multiple financing modalities such as block and earmarked grants as well as needs- and result-based financing are employed to ensure flexibility and accountability. Funds are provided by both central and local level agencies. The share and contribution of local bodies are defined by the state. Accountability and transparency are the fundamental features in school financing.

MOES is accountable for policy formulation, follow-up, coordination, and review and monitoring. Other central level agencies are responsible for the facilitation of the program implementation and coordination. Similarly, DEOs are responsible for making logistical arrangements for school governance, management, planning, financing, quality assurance, and EMIS. The sub-district level mechanism is made responsible for teacher support and quality enhancement.

Provisions for performance review are established to enhance the quality of learning in schools. This review serves as a basis for providing feedback and rewards to the school system in the pursuit of attaining academic excellence. The review, of course, contributes to establishing a system of accountability and transparency in the school. The Review Office is formed as an independent body under the Education Policy Committee of the MOES. As an extension of the Review Office, District Level Review
Panels work in collaboration with teacher unions, SMCs, Parent Teacher Associations (PTA), reputed teachers, and professionals.

**Reflections**

The policies on education reveal that efforts are made to promote broader participation in educational decision-making through local school governance structures in which parents serve as majority members. This is a model designed with the expressed aim of contributing to the democratic transformation of Nepalese society. The idea that the participation of the governed is fundamental to active democratic citizenship is accepted in education policy discourse. Such provision has been made with the argument that those closest to the action (HT and teachers) and those with a direct stake (parents and learners) in schooling should have a strong voice in making decisions. The policy intends to raise the concerns of these people in two dimensions of school governance: participation and representation. The policy makes the locals to represent in school governing bodies, and capable of influencing school's decision-making. In fact, the policy intends to include all sections of the community in the educational process and involve them in the planning, management, implementation and evaluation of school's programs. In the policy documents, the concept of decentralized management and social inclusion in education- the principles of democracy has also been heeded. These two are the overarching strategies in the management and implementation of reform in education.

The proposed SSR embraces the institutional tradition of governance and advocates for multi-level governance. It distributes decision-making authority through government and beyond, not focused on one authoritative point as in traditional hierarchical theories of governance. It insists the process of multi-layer policy formation. Authority is also entrusted to those who are closer to the actions and those who have stake of these actions. SSR intends that governance at upper levels monitors policy and sets broader norms and standards to influence policy outcomes. Unlike the traditional governance that focuses on government as an actor amid clashing interests seeking to win, SSR espouses institutions at all levels and their contribution in addressing educational issues by partnering and cooperation; and it divorces from traditional conceptions of hierarchical and command-driven governance.

**Structure of Governance**

With a view to implement educational programs in the country, the government sets up structures and defines the functions of the different layers, units or agencies. In fact, these layers or agencies organize and control the education. They are empowered with legal-rational authority, as their roles and functions are defined in the Education Act, Regulations and Educational Directives and Guidelines issued by the government. In this section, school governing agencies and their functions were described to shed lights on the structural provisions of the educational and school governance in the country.

**The Central Agency**

Central government controls education and schools with its various agencies such as central, regional, district and sub-district level agencies. At the central level, there are Ministry of Education and Sports (MOES). Department of Education (DOE),
Curriculum Development Centre (CDC), Teacher Service Commission (TSC), National Centre for Educational Development (NCED). There are five Educational Regional Directorates at the regional levels; and 75 District Education Offices at the district level. At the sub-district or cluster level, there are more than 1100 Resource Centers. Officially, these agencies or units command over the education and control the schools. In addition to these agencies, National Planning Commission and the Legislature or the Parliament also influence education and schools by making educational policies and laws of the land.

The central government influences, regulates and controls education through planning, policy-making, coordination and legislation. The centre lays down targets for achievement, sets priorities and plans education facilities. It examines various educational issues and takes policy decisions on them. The needs for quantitative expansion of schools and qualitative improvement in education are fulfilled by the centre. For the purpose, the centre may set upon various kinds of boards, advisory bodies and specialized institutions. The educational institutions are almost financed by the central government. The centre allocates a major portion of budget to education including schools. Thus, centre resumes the role of educational leadership in the country.

The centre designs the curriculum, develops text materials and prescribes norms and standards for the education. The centre also designs evaluation systems and conducts examinations for school children. To conduct these activities, the centre creates several specialized institutions like CDC, SLC Examinations Board, etc. To keep up the educational standards in the country, the centre sets up and controls a vast supervisory service.

The central government also assumes the role of teacher management. It sets minimum qualifications and training of teachers, lays down service conditions recruits, promotes and places teachers and arranges several training programs for them. To execute these activities, two central level institutions – Teacher Service Commission and National Centre for Educational Development with its Education Training Centre are made responsible. Regional Education Directorates manage government activities at the regional level. These Directorates implement governments programs, coordinate the district level activities, supervise their programs, etc.

District Education Offices are the center's deconstructed functional units in the country. These offices interface the government policy with the stakeholders. These offices are the front line units. The DEOs have authority to guide, supervise, monitor and control schools. DEOs implement center's plans and programs, and also approve school budget and release it. At the district level, DEOs manage teachers. Thus, the DEO seem to be influential unit in governing schools and administering them in the country. Resource Centers in the country which work under DEOs provider professional support to the teacher.

The centre administers government institutions by creating countrywide administrative networks, and equips them with physical requirements and human resources.

Education Committees

The current Education Act and Regulations made DEC and VEC influential in governing schools at district and VDC level respectively. These committees are
headed by the people's representatives. DEC influences education and school by developing district level education plans and programs and instructing SMCs. VEC influences schools by developing VDC level education plans and programs, monitoring schools and their programs, assisting SMCs, etc.

Local Bodies

Local Self-governance Act, 1998 made the local bodies influential actors to manage local school. At the district level, DDC is made responsible to organize, manage and supervise educational programs including schools affairs. At the local level, VDC/Municipality is given such kind of authority. These bodies are also empowered for establishing schools and running them at their territories.

School Community

The current education policy intends that schools are to be managed by local parents, teachers, school founders and local donors. At the school level, SMC which is formed by parents has been given overall authority for school management and operation. SMC plans, manages, operates and evaluates school affairs. It manages resources, teachers, school facilities and equipments. In fact, SMC provides forums for parents and local stakeholders to be involved in school's decision-making. The existing Education Act structures SMC as under:

- Parents (4)
- Teacher (2)
- Local educationist (1)
- School founder (1)
- Local donor (1)
- Concerned Ward Committee Member (1)

A parent chairs the SMC. While selecting parents for SMC, at least one member of the SMC must represent the women. Thus attempt is towards making SMC an inclusive school governing body. Among teachers, there is a HT who assumes the position of Member-Secretary in SMC; and a teacher nominated as member from the teacher community of the school. Other members are nominated by SMC itself except concerned Ward Committee Member who holds ex-officio position in the SMC. A team of SMC sits in the office for 2 years, and it should meet at least once in every two months.

PTA is another organization that influences school and school affairs. PTA consists of the parents and school teachers as members. Parent heads the PTA. By Act, SMC takes initiatives to the formation of PTA in school. In its executive committee, PTA should have at the most 11 members- 8 from parents, a SMC chairperson, a HT and a teacher. PTA should meet at least once in every three months; and sits in the office for 2 years.

HT, the leader of the school is another influential person who steers school and school affairs. As a member secretary of SMC, HT influences the school's decisions-making and also implements them. Moreover, HT guides and directs teachers and school staff and controls them, makes school plans and programs, manages students and facilities, evaluates teacher's performance, maintains disciplines; and so forth.
On several occasions, HT embodies the schools, and presents his/herself as school representative.

Parents are also very much influential actors in case of school management. Parents' presence is mandatory for the approval of social auditing report of school. Parents also play prominent role in forming SMCs and PTAs. During the preparation of school plans, parent's ideas and opinions receive prime importance. Moreover, parents can also influence SMC members, HT and teachers individually.

**Interest Groups**

In spite of official governance, there are several competing groups that influence decision making of education and school authorities. Some of them have power to influence education policies at the national level, while some influence school functioning. These interest groups exercise power and influence because they possess resources. For example, international donors influence educational policies with financial resources and expertise whereas political parties and political activists influence education with their political ideologies and political positions. This is also true in case of civil societies. Similarly, educational bureaucrats have legal-rational power that they could use it to influence national educational policies and to direct and control schools. Teacher Union has also important hand in influencing education, especially in teacher management. At the local level, the local elites may also influence school and school authorities with their traditional power and possessions.

**Reflection**

The structure of school governance system intends to adapt multi-level governance. The centre is more likely concerned with policy and coordination while the district helps to administer centre's policy and programs. On the other hand, the local bodies support in managing educational affairs at the local level. At the institutional level, HT, SMC, PTA and other stakeholders manage and control the school affairs.
School Governance Structure

Official Governance

Unofficial Governance

Central Level
- Legislation
- Government MOES
- Planning Commission
- Political Parties and Activists
  - Donors
  - Bureaucrats

District Level
- TSC
- NCED
- Dept. of Education
- CDC
- SLC Exam Board
- RED
- ETC
- Teacher Union

Local and Cluster Level
- DEC
- DDC
- VDC/Municipality
- RC
- Civil Society
- SMC
- VDC/MEC
- Parents/Community members
- Local Elites
- Teacher

Institutional Level
- School Head Teacher
- PTA
- Teacher
CHAPTER VI
Composition and Formation of School Governing Bodies

Since the Education Act made provisions, SMC and PTA are two bodies that manage and govern the school. In this section, the demographic features of school community, composition and formation of these two bodies are analyzed and presented.

SMC Formation

Chitwan

DEO viewed that SMC and PTA formation was a problematic job since fake parents become the members of SMC and PTA due to political interferences, especially in those schools which had their own resources. SMC has become the place for the political contest. In some schools SMC was not formed due to political conflicts and interference. Besides, parents also tried to escape from their involvement as schools started to raise charity, labour, and resources. In contrast, private schools were popular among wealthy parents, and they sent their children to these schools. They avoided the community schools running in the vicinity. Regarding women's representation, mostly one woman was included in SMC- to meet the provision of the Act. As the Act did not mention about the ethnic groups, Dalits and indigenous people, their representation in SMC was insignificant. Besides, a teacher of one school became SMC member of another school.

School A

The school is situated at the rural community of the district. The Head Teacher (HT) stated that Hindu upper castes such as Brahmin and Chhetry (around 40%), local ethnic group such as Tharu (around 30%) are the major residents of the community. Besides, the community also had Dalits (Kami, Damai and Sarki) and hill ethnic groups (Gurungs). This school is included as one of the sample schools in LongSys study under FRP.

There are altogether 147 children in the school at present. Of them, girls are less than 40% and the rest is boys. In the school, the proportion of local Tharu children and the Hindu upper caste children is almost the same- around 43 percent each. The rest is Dalits. While the proportion of entrants is compared with the population of school community, it shows that the Tharu send more children to the community schools. As HT stated, most of the upper caste families prefer private school for their children to study and they send them to these private schools rather than community one.

There are 5 teachers in the school. Out of them, 2 teachers are female and 3 male. Among them, 3 belong to the Hindu upper caste and the rest to the ethnic groups. There are 3 permanent teachers.

There are 9 members in the SMC. Of them, 4 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, most of them (7) are Hindu upper caste, and the remaining 2 are local ethnic people. There is no representation of Dalits in SMC. Major occupation of the most SMC members (7) is farming while two members belong to the teaching profession (HT and a teacher).
Social and economic status of these SMC members is regarded moderate in the local community. Two of these members received IA and equivalent degree, while one graduated SLC. There is one literate and 5 primary graduates in SMC. All these members belong to political parties.

Among the SMC members, only two of them enrolled their children in school. The chairperson and other members are not actually parents as they do not have enrolled their children in the school. So the current practice of SMC formation violates education regulations. Moreover, the chairperson also belongs to a political party.

HT stated that there was a parents’ mass meeting to form SMC. HT, teachers and former committee members suggested and advised the parents of all classes, castes and ethnicity to represent the committee. But most of them, especially illiterate parents and parents from lower economic strata appeared unwilling to be the members in SMC. Instead, they supported others. Moreover, affluent parents sent their children to private schools nearby they didn't take any responsibility in SMC. However, a chairperson and the members were selected unanimously. So, some of the members of previous SMC repeated in the new SMC too. On the other hand, SMC Chairperson viewed that the SMC was not inclusive as Dalits did not participate.

Teachers viewed that the new SMC was formed by reshuffling the old one. The SMC was formed on the basis of political majority. SMC formation process neither raised any disputes nor contradicted the Act. While forming SMC, the aspirants came with their plans in the meeting. The teachers did not have any dissent with SMC as it was formed according to the Regulations. The new SMC was, in fact, a continuation to the old one. Only two members were changed. Altogether three members were added to the new SMC, including one female member. While forming the SMC, the school tried to adhere to the procedure, but the formation process was well calculated. Two things were prominently seen while forming the SMC: devotion towards the school and political hassling. The representatives of women, Dalits, indigenous and underprivileged groups have not been included while forming the SMC. Lack of awareness on the part of parents was the main reason behind of not having any representation from Dalits in the SMC.

As parents maintained, SMC members were selected from the parent's mass meeting. They also had the idea that SMC was not so inclusive because of exclusion of Dalits. Parents reported that Dalits were reluctant to be the members in the SMC.

School B

The school is situated at the rural community of the district. Head Teacher stated that Hindu upper castes such as Brahmin and Chhetry (around 30%), local ethnic group such as Tharu (around 25%) are the major residents of the community. Besides, the community also had other ethnic groups such as Darai, Bote, Newar, Dalits (Kami, Damai and Sarki) and hill ethnic groups (Tamangs). The research team has been visiting this school for the last three years for the former FRP studies.

There are altogether 194 children in the school at present. The proportion of girls is higher than the boys. In the school, the proportion of the Hindu upper caste children is higher followed by the local Tharu children (80 and 55 respectively). The rest is other ethnic groups and Dalits. While the proportion of entrants is compared with the population of school community, it shows that both the Hindu upper caste and
the Tharu send more children to the community schools. As HT stated, local parents also prefer this community school for their children to study.

There are 8 teachers in the school. Of them, there are 5 female and 3 male. And 6 belong to the Hindu upper caste and the rest to the ethnic groups. There are only 2 permanent teachers in the school.

There are 9 members in SMC. Of them, 2 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, most of them (7) are Hindu upper caste, and the remaining 2 are local ethnic people. There is no representation of Dalits in SMC. Major occupation of the most SMC members (7) is farming while two members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local community. Of the total members, 4 are literate. One of them received Master's degree, while 4 graduated SLC. Among these members, 7 belong to political parties and 5 to NGOs or INGOs. Among the SMC members, 7 enrolled their children in school. The chairperson and other members are parents as they have enrolled their children in the school.

The chairperson reported that SMC was running under the chairpersonship of a lawyer before who lived in a town. And this school is located at a remote part of the district. Because of his absence, the school could not run smoothly. So all concerned-teachers, students and parents decided to dismiss the SMC and then formed a new one. Therefore, a new SMC was formed under the chairpersonship of the local people by the majority of parents. The chairperson mentioned that the SMC was accountable to students. SMC and PTA members and parents stated that a mass meeting of parents formed the SMC. In the new SMC, representations from all the people-women, Dalits, local ethnic groups and backward people were ensured.

HT and teachers stated that the SMC was formed with the unanimous consent of women, ethnic groups and Dalits. They viewed that SMC, therefore, represented all of them. SMC also included those who were educated and could make donations to the school.

School C

The school is situated at the north-east rural community of the district. HT stated that the ethnic group such as Chepang (25%) and Newar (45%) are the major residents of the community. Besides, the community also had the Hindu upper castes such as Brahmin and Chhetry (around 18%), Dalits (Kami, Damai and Sarki), hill ethnic group (Gurungs and Tamangs) and some religious minority (Muslims).

There are altogether 287 children in the school at present. Of them, girls are more (148) than the boys (139). In the school, the proportion of Chepang, Newar and the Hindu upper caste children is higher than other groups. Dalit children are less than 30 in number. Gurung and Tamang also send their children in the school in relatively higher number. While the proportion of entrants is compared with the population of school community, it shows that the Chepang and other ethnic groups send more children to the community schools.

There are 7 teachers in the school. Of them, there are 2 female and 3 male teachers. Among them, 4 belong to the Hindu upper caste and the rest to the ethnic groups.

There are 9 members in SMC. Of them, 2 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, 4 are Hindu upper caste,
and 4 ethnic people. There is one Dalit in SMC. Major occupation of the most SMC members is farming while some members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local community. There are 5 literate people in the SMC, while 3 graduated SLC and one received I. A. and equivalent degree. Among these members, 7 belong to political parties.

Among the SMC members, the chairperson was not actually a parent as he didn’t enroll his children in the school. So the current practice of SMC formation violates the provisions of education regulations.

SMC chairperson expressed that SMC was formed unanimously from the parents meeting as 90 percent parents were present. Everyone had an opportunity to participate as we visited every one’s house and had discussion with them. In fact, parents’ meeting was held on the last day of each month and the information was conveyed through children. It has made the stakeholders more organized. There had been no complaints and grumbles as at least one member of each family represented the meeting. SMC members also mentioned that the school families called upon all the parents where more than 90% parents assembled and formed SMC and this had truly represented all classes and castes of parents in SMC.

HT stated that all the parents met and SMC was formed. To let everyone know about the meeting, they informed parents through letters. HT felt that SMC was inclusive as all castes, gender and Dalits presented in SMC.

PTA members and parents also viewed as SMC was formed by a mass meeting, everyone had an opportunity and those who could make a great contribution were representing the committee.

**Kailali**

SMC and PTA were formed on the same day with the unanimous decision of the parents. Here, both of the committees were inclusive in terms of gender, dalits and ethnic groups. Women and dalits were reluctant to take the responsibility of leader as chairperson either in SMC or in PTA because of their unawareness, social status and prejudices. On the other hand, repetition of old members in the new committees was negligible. Non parents were the members of SMC and PTA.

**School A**

The school is situated at the suburb of Dhangadhi Municipality. Head Teacher stated that Tharus are habitants of school community. Proportion of Tharu population is around 90% while Hindu upper castes such as Brahmin and Chhetry are around 9%. Besides, the community also has around 1% of Dalits. This school is included as sample school in LongSys study under FRP.

There are altogether 423 children in the school at present. Of them, the proportion of boys is higher than that of the girls in primary grades (boys 151 and girls 136). In the school, the proportion of local Tharu children is much higher (247 out of 313). The rest is the Hindu upper caste children. Dalits are very few in number (only 2). While comparing the proportion of entrants with the population of school community, it shows that the Tharu send more children to the community schools.
There are 13 teachers in the school. Of them, 9 teachers are female and 4 male. Among them, only 2 belong to the local Tharu community while the rest comes from the Hindu upper caste. There are 7 permanent teachers.

There are 7 members in SMC. Of them, 2 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, most of them (5) are local ethnic people, and the remaining 2 are Hindu upper caste. There is no representation of Dalits in SMC. Major occupation of the most SMC members (5) is farming while two members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local standard. Two of these members received IA and equivalent degree, while one graduated SLC. There is one literate and 3 primary graduates in SMC. The SMC chairperson belongs to a political party.

SMC Chairperson stated that SMC was formed from the parents meeting. Parents from all the sections of community had an opportunity to be included in the SMC. HT stated that SMC was constituted by a mass meeting of parents and the SMC chairperson and other members were selected as per the provision of education Act by the following extensive discussions on the school's future plans and problems. The chairperson was from the Tharu community. He represented about 95% of people and SMC on the whole represented the community. Teachers reported that SMC was formed unanimously by a mass meeting of all parents. There were no Dalits because the large majority of population was Tharus. As the area is largely dominated by Tharus (about 95%), it was difficult to make representation of other castes in SMC. Like others, PTA members and parents stated that SMC was formed from a meeting of parents.

**School B**

The school is located in the rural area of the district. Head Teacher stated that Tharus, the local ethnic group are about 50% while Hindu upper castes such as Brahmin and Chhetry are around 40%. Besides, the community also has around 4% of Dalits and 6% other castes.

There are 169 children in primary grades of the school at present. Of them, the proportion of boys is higher (more than 62%). Dalits children comprise a little more than 8%, while children belonging to other castes remain about 30%. While comparing the proportion of entrants with the population of school community, it shows that the Tharu send more children to the community schools. Moreover, Dalits participation is also encouraging in relation to the population composition of the community.

There are 5 teachers in the school. Of them, 4 teachers are male. Among them, only 1 teacher belongs to the local Tharu community while the rest comes from the Hindu upper caste. In school, there is only one permanent teacher -the HT.

There are 9 members in SMC. Of them, only one member is female and the rest are male. As regards the ethnic composition of SMC members, most of them (5) are local ethnic people, and the remaining 4 are Hindu upper caste. There is no representation of Dalits in SMC. Major occupation of most of SMC members (7) is farming while two members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local standard. One of these members received IA and equivalent degree, while one graduated SLC.
There is 2 literate and 5 under SLC in SMC. Moreover, 2 SMC members are not real parents as such as they did not enroll their children in school.

SMC chairperson stated that the school informed all the parents, teachers, outgoing SMC members and local community. SMC members were selected from the mass meeting. SMC included women, dalits, and ethnic people. Other SMC members, HT, teachers and parents members had the similar notion about the formation of SMC. PTA members expressed that there was a mass meeting but the representation of women was less. SMC chairperson and members were selected unanimously from the mass. SMC represented all groups of people except women, as they did not want to be SMC members because they were illiterate and busy in their farm work and moreover they were unaware and dominated.

School C

This school is located in the rural area of the district. HT stated that Tharus, the local ethnic group are about 75% while the rest are Hindu upper castes such as Brahmin and Chhetry. Besides, the community also has a few Dalits population.

The school runs grade I to X and there are 785 children in the school at present. Of them, the proportion of girl is higher (more than 51%). Dalits children comprise a less than 4%, while children belonging to other castes remain about 31%. While comparing the proportion of entrants with the population of school community, it shows that the Tharu send more children to the community schools.

There are 18 teachers in the school. Of them, 5 teachers are allotted for primary grades. Of the total 9 teachers are male and 9 female. Among them, only 2 teachers belong to the local Tharu community while the rest comes from the Hindu upper castes. In school, there are only 6 permanent teachers including HT.

There are 8 members in SMC. Of them, 1 member is female and the rest are male. As regards the ethnic composition of SMC members, most of them (7) are Hindu upper caste and there is merely any member from the local ethnic people, the Tharu. There is no representation from Dalits in SMC. Major occupation of the most SMC members (4) is farming while 3 members belong to teaching profession (HT and a teacher), and government service. There is one social worker as member in SMC. Social and economic status of these SMC members is regarded moderate in local standard. Three of these members received I. A. and equivalent degree, while 2 graduated SLC. There are 1 literate and 2 under SLC members in SMC. Moreover, 2 SMC members are not real parents, as they have not enrolled their children in school. All the SMC members are involved in politics party in one way or other.

SMC chairperson stated that the school informed parents and concerned personalities for a mass meeting and this was how SMC chairperson and members were selected. SMC was not represented by a Dalit since there was no provision for a Dalit to be included in SMC. This view of the chairperson was supported both by SMC members and HT.

Syangja

SMC and PTA were formed from the unanimous decision of the parents who were gathered in the premises of school. SMC and PTA were formed on this very day. Both of the committees were inclusive and also included dalits and ethnic groups. It was found that some SMC and PTA members were not parents at all. Repeating the
same faces in new committees was a common practice. Political and Union influence was dominating the policy, regulation and act. Education policy in fact simply has mentioned about gender participation which means gender participation is not absolute inclusion. However, SMC and PTA had tried their best to balance the gender. Though Education Act has allocated major responsibility to SMC but they were unable to accomplish planned task on time. Instead of reducing the authority of SMC members it would be better to empower them through skill increment, capacity development programs.

School A

The school is situated at the out skirt of the Municipality. Head Teacher stated that the major habitant of school community is the Hindu upper castes such as Brahmin, Thakuri and Chhetry. Proportion of this group is around 60%, Dalits are about 25%. Besides, the community also has local ethnic groups such as Gharti (around 8%) and religious minority such as Muslim (about 5%). The school runs grade I to 8. Recently, management of school is transferred to the community. This school is included as sample school in LongSys study under FRP.

There are altogether 177 children in primary grades of the school at present. Of them, the proportion of boys is higher than that of the girls in primary grades (boys 92 and girl 85). In the school, the proportion of Dalit children is relatively higher (more than 37%) than the local ethnic group (less than 15%). The rest is the Hindu upper caste children and a few Muslim children. While the proportion of entrants is compared with the population of school community, it shows that Dalit send more children to the community schools.

There are 10 teachers in the school. Of them, 5 teachers are female and 5 male. All of them belong to the Hindu upper caste. There are 5 permanent teachers.

There are 8 members in SMC. Of them, 1 SMC member is female and the rest is male. As regards the ethnic composition of SMC members, all of them are the Hindu upper caste. There is no representation from Dalits, local ethnic groups and minority people in SMC. Major occupation of the most SMC members (3) is farming while two members belong to teaching profession (HT and a teacher). One member is a government service holder while other 2 members run small shops in school community. Social status of 2 members is regarded as higher in the community whereas the status of others is supposed as moderate. In addition, economic status of these members is moderate in local standard. Two of these members had received IA and equivalent degree, while 2 graduated SLC. There are 4 members whose qualifications are under SLC.

SMC chairperson stated that SMC was formed including women and ethnic groups. Though parents wanted to represent at least one member form Dalits members but Dalits could not be included as member because of their unwillingness to be member in SMC. There was still a seat left in SMC for Dalit. SMC and PTA member stated that there was dispute and disagreement in the meeting, however, SMC was formed unanimously. They were about to vote but then the dispute was resolved later. SMC represented all types of parents except Dalits, even though the number of Dalits was higher. In fact, Dalits did not show their unwillingness to be a member in SMC. Still one seat was left for them. They felt that SMC was inclusive. Regarding SMC formation, HT also had the similar view as of SMC and PTA members. Teachers also followed SMC and PTA members and stated that SMC was formed unanimously.
from the local community people. School and SMC informed all the parents through letters and verbally for the parents mass meeting.

**School B**

The school is situated at the remote area of the district. HT stated that the major habitant of school community is the Hindu upper castes mostly Brahmin. Proportion of this group is around 60%, whereas Dalits are about 38%. Besides, the community also has local ethnic group such as Gurung (around 2%). The school runs grade I to XII.

There are altogether 110 children in primary grades of the school at present. Of them, the proportion of boys is less than that of the girls in primary grades. The girls are nearly 53%. In the school, the proportion of the Hindu upper caste children is higher in comparison to Dalits and the local ethnic group.

There are 7 teachers for primary grades in the school. Of them, 6 teachers are male and 1 female. Six of them belong to the Hindu upper caste while one teacher comes from Dalits. There are 6 permanent teachers.

There are 8 members in SMC. Of them, 1 SMC member is female and the rest is male. As regards the ethnic composition of SMC members, 5 of them come from the Hindu upper castes while the rest is the local ethnic group. There is no representation from Dalits. Major occupation of the 2 SMC members is farming while 4 members belong to teaching profession (HT and a teacher of the same school and 2 teachers from another school). One member is a social worker while another member is a pensioner from Army service. Social and economic status of 1 member is regarded as higher in the community whereas the status of others is supposed as moderate in local standard. Moreover, 6 members are involved in political parties. Four of these members received I. A. and equivalent degree, while 2 graduated SLC. Of the rest, 1 is simply literate and another is under SLC. For the past 4 years, no new SMC has been formed.

HT stated that SMC was formed only after the third meeting of parents. Even though the school informed the parents about the situation, they were however unable to form SMC for two times. In the third attempt, SMC was formed even though there was the less number of parents attending the meeting. HT felt that it was the result of political maneuvering. Since the school runs higher secondary classes, Dalits were unwilling to be SMC members, so SMC did not include Dalits. HT also complained that forming SMC was a difficult job since parents of upper castes and classes migrated and left the community. So, SMC also was formed with the members that were not real parents. Though Education Act and Regulations clearly mentioned that only real parents could be a member of SMC, but it was difficult to follow them in practice. Therefore, SMC also incorporated those people who contributed to school. Teachers also seconded HT and reported that SMC was formed in the third attempt only like HT, the teachers thought that political maneuvering created lots of problem to form SMC. Parents viewed that they did not know how SMC was formed, but they felt that SMC was active.

**School C**

The school is situated at the rural area of the district. HT stated that the major habitant of school community is the Hindu upper castes mostly Chhetry and Brahmin. The other groups are Dalits and the local ethnic groups such as Gurungs.
The school runs grade I to VIII. Management of school has been transferred to the community. There are altogether 211 children in the school at present. Of them, the proportion of boys is less than that of the girls (boys 97 and girl 114). In the school, most children come from the upper caste and Dalits.

There are 9 teachers in the school. Of them, 5 teachers are female and 4 male. Most of them (8) belong to the Hindu upper caste, and the rest one is Gurung, the local ethnic group. There are 4 permanent teachers in school.

There are 9 members in SMC. Of them, 2 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, 8 of them are the Hindu upper caste and the other one is from the ethnic group. There is no representation from Dalits in SMC. Major occupation of 2 SMC members is farming while two members belong to teaching profession (HT and a teacher). One member is a housewife while other 4 are pensioners. Social status of 4 members is regarded as higher in the community whereas the status of others is supposed as moderate. In addition, the economic status of 5 members is higher in local standard. One of the SMC members is active in politics. Two of these members graduated SLC while 5 received I A and equivalent degree. There are 2 literate parents in SMC. SMC chairperson and most of SMC members did not have their children enrolled in the school. So they are not real parents. Though the chairperson was the founder of the school, he is currently living in another district. However, the school family reported that the chairperson is active and has been doing his best for the development of the school.

SMC and PTA members stated that SMC was formed through a mass meeting. Though Dalits were not included in SMC as members, SMC was inclusive as it included members from all the service areas of school. Dalits were not interested to be a SMC member. HT mentioned that the school informed parents and stakeholders to form SMC. In a mass meeting, members were not selected unanimously; rather chairperson was given to them. During SMC formation, the chairperson was not present. Teachers stated that the parents in the mass meeting requested the existing chairperson to retain in SMC as chairperson. SMC members were selected from the meeting. Dalits didn’t want to be a member in SMC.

Parents mentioned that from a parent’s mass meeting SMC members were selected with understanding. Because of unwillingness of Dalits and ethnic groups, SMC was unable to include these people. They viewed that the Education Act, Regulations and Directives created problems because they mentioned that SMC members and chairperson must be real parents. Such provisions barred those persons to become the members of SMC who were really active and supportive to school.

Ilam

Parents’ participation and involvement have been increasing in SMC and PTA. So, these committees were formed unanimously in most of the schools on the same day. Besides, the committees composed of woman, dalit, ethnic group, teachers, HT and non parents. Most of the members were unaware about their roles, responsibility and authority so they remained inactive throughout their period. Ordinarily women, dalits and ethnic groups were usually not found as chairperson and leader but one woman in here was a SMC chairperson and had played a significant role to uplift the level of school. It showed that the marginalized class, group and people were brought to the front line.
School A

The school is situated at the heart of the municipality. HT stated that the Hindu upper castes such as Brahmin and Chhetry (around 40%), local ethnic group (around 48%) are the major resident of the community. Besides, the community also had Dalits (around 10%). The school runs grade I to VII. The management of the school has been transferred to the community. This school is included as sample school in Longsys study under FRP.

There are altogether 303 children in the school at present. Of them, girls are a little more than the boys (boy 150 and girl 153). In the school, the proportion of local ethnic group and the Hindu upper caste children is almost the same- around 44 percent each. The rest is Dalits (about 12%). While comparing the proportion of entrants with the population of school community, it shows that the ethnic groups send more children to the community schools. As HT stated, most of the upper caste families prefer private school for their children to study so instead they send their household workers to this school.

There are 10 teachers in the school. Of them, 6 teachers are female and 4 male. Among them, 8 belong to the Hindu upper caste and the rest to the ethnic groups. There are 6 permanent teachers.

There are 8 members in SMC. Of them, 3 SMC members are female and the rest is male. As regards the ethnic composition of SMC members, most of them (4) are Hindu upper caste, and 3 local ethnic people. Remaining one is Dalit. Major occupation of one SMC member is farming while two members belong to teaching profession (HT and a teacher). One is government service holder while 3 run small business in the municipality. The chairperson is an active political worker. Social and economic status of 7 SMC members is regarded moderate while one low in local community. Three of these members received I A and equivalent degree, while 2 graduated SLC. SMC chairperson and one member send their household workers in school. The rest of the members had no children. Thus, the SMC members are not real parents. So the current practice of SMC formation violates the provisions of educational regulations.

SMC Chairperson stated that the SMC was formed form the meeting of all parents. Dalits were not included in SMC because their number was small and they did not show their interest to be a member. Teachers expressed that a gathering of parents constitutes a Selection Committee as per the Article 13 of the Education Regulation. The Selection Committee organized a mass meeting of parents. The meeting nominated four members for SMC including women and Dalits. The rest of the members were nominated by the SMC meeting. Parents expressed that they were informed about a meeting.

School B

The school is situated at the rural area of the district. HT reported that the Hindu upper castes such as Brahmin and Chhetry (around 50%), Dalits (20%), and local ethnic group (around 20%) are the major residents of the community. Besides, the community also had other minority groups (around 10%). The school runs grade I to V.

There are altogether 146 children in the school at present. Of them, boys are a little more than the girls (boy 78 and girl 68). In the school, the proportion of the Hindu
upper caste children is higher – nearly 50%, and Dalits about 26%. The local ethnic
group is more than 22%. And the rest is minority groups. While comparing the
proportion of entrants with the population of school community, it shows that the
ethnic groups send more children to the community schools.

There are 6 teachers in the school. Of them, 3 teachers are female and 3 male. Among
them, 3 belong to the Hindu upper caste and the rest to the ethnic groups. There are
3 permanent teachers.

There are 8 members in SMC. Of them, 1 SMC member is female and the rest is
male. As regards the ethnic composition of SMC members, 3 of them are the Hindu
upper caste, and 3 local ethnic people. Remaining 2 are Dalits. Major occupation, one
SMC member is farming while two members belong to teaching profession (HT and
a teacher). Social and economic status of 7 SMC members is regarded moderate and
one low in local community. Two of these members received I A and equivalent
degree, while 3 graduated SLC. There are 2 literate and one under SLC parents in
SMC. Only one SMC member sends his children in school. The rest of the members
do not enroll their children. Thus, most of the SMC members are not real parents. So
the current practice of SMC formation violates the provisions of educational
regulations.

SMC and PTA members mentioned that the school informed the local community for
a mass meeting and SMC chairperson and members were selected from the mass
meeting. They did not care whether SMC members were real parents or not. The
members were selected from those, who could contribute and help for the sake of
betterment of school. It was therefore, SMC chairperson was not a real parent. SMC
included all classes of people. SMC chairperson stated that SMC was inclusive as it
included women, Dalits and ethnic groups. HT also had the similar view about SMC
formation. However, HT mentioned that the school needed the chairperson even if
he was not a real parent. Therefore, the community members selected him as a
chairperson. Teachers stated that SMC was inclusive since it included women, Dalits
and ethnic group. Parents also felt that SMC was the representation of women, Dalits
and ethnic groups.

School C

The school is situated at a small market area of the district. HT reported that the
local ethnic group (around 60%), and the Hindu upper castes such as Brahmin and
Chhetry (around 34%) are the major residents of the community. Dalits are about 3%
in the locality. The school runs grade I to VIII.

There are altogether 235 children in the school at present. Of them, boys are a little
less than the girls (boys 113 and girls 122). In the school, the proportion of the
children belonging to local ethnic group is higher – more than 53% and Dalits are
about 8%. The rest is the Hindu upper caste children and others. While comparing
the proportion of entrants, it shows that the ethnic groups send more children to the
community schools.

There are 8 teachers in the school. Of them, 2 teachers are female and 6 male. Among
them, 4 belong to the Hindu upper castes and the rest to the ethnic groups. There are
3 permanent teachers.

There are 9 members in SMC. Of them, 2 SMC members are female and the rest is
male. As regards the ethnic composition of SMC members, 3 of them are the Hindu
upper caste, and 6 local ethnic people. There are no Dalits in SMC. Major occupation of 3 SMC members is farming while two members belong to teaching profession (HT and a teacher). Remaining 4 members run small shops in the community. There are 5 SMC members, whose social status, as regarded by the school teachers is low, while the rest are moderates. Similarly, economic status of 7 members is low and the rest are moderate in local standard. Three of these members received I A and equivalent degree, while 2 graduated SLC. There are 3 literates and one under SLC parents in SMC. SMC chairperson did not send his children to school. One member sends his house worker in school. The rest of the members do not enroll their children. Thus, the SMC members are not real parents. So the current practice of SMC formation violates the provisions of educational regulations.

SMC chairperson stated that SMC was formed by a mass meeting. The meeting selected a chairperson and the members. The chairperson was selected for the second tenure, even if she was not a real parent. In her previous tenure, she initiated to up grade the school from the primary to the lower secondary level so she had an opportunity to complete the task. SMC members stated that SMC was inclusive in nature since attempt was made to include women, Dalits and ethnic groups. They felt that SMC represented the community.

HT maintained that SMC was formed by a mass meeting where representatives from various organizations, intellectuals and parents were present. Teachers also felt that SMC represented community as SMC consisted of members from all groups such as women, Dalits and ethnic groups.

Jumla

SMC and PTA were formed in all the schools of the district. Most of the committees formed with unanimous decision of the parents. They were inclusive in terms of women, dalits and ethnic groups. Unreal parents were included in SMC because of their influence and being active for the betterment of the school. Both of the committees were formed on the same day with the involvement of parents.

School A

The school is situated at the district headquarters in Chandannath VDC. Major population of school's catchment area is Dalit (about 50%), followed by Hindu upper castes such as Brahmin and Chhetry (around 45%). There is Newar (about 5%) in the area. The school runs grade I to V.

There are altogether 207 children in the school at present. The proportion of girls is higher (about 64%) than their boys counterpart. In the school, the proportion of Dalit children is higher (more than 60%) followed by the Hindu upper castes such as Brahmin and Chhetry (about 38%). The rest is other ethnic groups. While comparing the proportion of entrants with the population of school community, it shows that Dalits send more children to the community schools.

There are 7 teachers in the school. Of them, there are 4 female and 3 male. All of them belong to the Hindu upper castes. In the school, all the teachers are permanent.

There are 8 members in SMC. Of them, 7 SMC members are male and the rest is female. As regards the ethnic composition of SMC members, most of them (6) are Hindu upper caste, and the remaining 2 are Dalits. There is no representation of ethnic groups in SMC. Major occupation of the most SMC members (6) is farming.
while two members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local community. Of the total members, there are 3 literate. One of them received IA or above degree, while 4 graduated SLC. Among the SMC members, only 2 enrolled their children in school. One of them sends child to a private school.

SMC chairperson stated that SMC was formed following the educational directives. For SMC formation around 100 parents presented, and 10 of them were selected for SMC. He thought that SMC was inclusive as the members represented from every group of the community. HT stated that a parents’ mass meeting selected a chairperson and the members of SMC by following the Act and Regulation.

Teachers maintained that SMC was formed unanimously from parents mass meeting where more than 70 parents were present and the RP was also there. Teachers felt that SMC was inclusive since people from every class and caste was included. Parents also reported that SMC was formed among parents.

School B

This school is located in the rural area of the district. The management of the school was recently transferred to community. HT stated that the Hindu upper castes such as Thakuri and Chhetry are the major population group of the school community (more than 90%). The rest are Dalits and the local ethnic group (Lamas).

The school runs secondary grades too. There are 304 children in the primary grades at present. Of them, the proportion of girl is higher (more than 57%). A large proportion of the children belong to the Hindu upper castes. Dalits and the local ethnic group have very few children in school.

There are 7 teachers in the school. Of the total teachers, there are 4 male and 3 female. All of them belong to the Hindu upper castes. In school, there are 6 permanent teachers including HT.

There are 9 members in SMC. Of them, 2 members are the female and the male. As regards the ethnic composition of SMC members, most of them (8) are Hindu upper caste and there is merely any member from Dalits. There is no representation from local ethnic people, the Lamas in SMC. Major occupation of the most SMC members (7) is farming while 2 members belong to teaching profession (HT and a teacher). Social and economic status of these SMC members is regarded moderate in local standard. Three of these members received I A and above degree, while 2 graduated SLC. There are 2 literate and 2 under SLC in SMC.

HT stated that SMC was formed from a parents’ mass meeting. SMC was formed only in the third attempt. Before one week, the school published a list of parents and informed them for SMC formation. Even for two times, a less number of parents were present. HT thought that SMC represented community because parents from every settlement were involved in SMC. So, HT felt that SMC was inclusive. Like HT, teachers also stated that SMC was formed from parents’ meeting, and felt it was inclusive. In SMC, Dalits nominated their own member. Teacher also added that there was dispute in selecting members, however, dispute was settled and conflict was managed.
School C
This school is located in the rural area of the district. HT stated that the Hindu upper castes such as Brahmin, Thakuri and Chhetry are the major population group of the school community (about 85%). The rest are Dalits (10%) and the local ethnic group - Lamas (5%).

The school runs secondary grades too. There are 168 children in the primary grades at present. Of them, the proportion of girl is around 48%. A large proportion of the children come from the Hindu upper castes. Dalits and the local ethnic group are negligible in number of their children in school.

At present, there are 13 teachers in the school. Of the total teacher, there are 3 male and 10 female. All of them belong to the Hindu upper castes. In school, there are 7 permanent teachers including HT.

There are 8 members in SMC. Of them, 2 members are female and the rest are male. As regards the ethnic composition of SMC members, most of them (7) are Hindu upper caste and there is merely any member from Dalits. There is no representation from local ethnic people, the Lamas in SMC. Major occupation of the most SMC members (5) is farming while 2 members belong to teaching profession (HT and a teacher). One of the SMC members runs small business in the locality. Social and economic status of most of them (7) is regarded moderate in local standard, while one is a political activist whose status is regarded higher. Two of these members received I A and above degree, while 1 graduated SLC. There are 2 literate and 3 under SLC parents in SMC.

SMC chairperson maintained that SMC was formed on three attempts. In the first attempt, parents did not gather. Later, dispute and quarrel among parents did not make it possible to form SMC. And in the final stage, parents gathered and selected SMC members. The chairperson felt that the SMC represented community.

HT and teachers also mentioned that the school arranged parents mass meeting, and the meeting selected SMC members unanimously. As members were selected from the community, they felt that SMC was inclusive.

PTA Formation

Chitwan

School A

In the PTA, there are 11 members. SMC chairperson is also the convener of PTA. There are only two female members in PTA. There are 2 members from the local ethnic groups (Tharu). The proportion of Hindu upper caste is higher (8 of 11). There is no representation of Dalits and marginalized people in the PTA.

There are 2 illiterate and 2 literate parents. The number of primary graduates is 3 and the other members are SLC graduates. One is IA and equivalent. There are two PTA members, whose social and economic status, as regarded by the school teachers is low, while the rest are the moderates. Moreover, only 3 parents enrolled their children in the school.
PTA was formed as the way SMC was formed. HT reported that the school organized parent's mass meeting and the meeting formed PTA. Both SMC and PTA were formed in the same day. However, there were no Dalit members in the PTA.

SMC members recalled that PTA was formed with a view to bringing improvements and rendering help to the school as the school itself is not able to do everything on its own. As per the Education Act, PTA was formed through a mass meeting of parents, students, and teachers. They thought that PTA was inclusive, as it included parents from different social groups and women.

PTA members and parents reported that PTA was constituted through a meeting of parents, students, and teachers. People from all castes, classes and communities have been included in PTA. Women, Dalits and ethnic groups were also included.

Teachers reported that the process of PTA formation was similar to that of SMC. During the formation, few new faces were added to replace the old ones. While forming the PTA, all the parents did not have an opportunity to be involved in PTA due to political maneuvering and lack of interest. Though women, Dalits and people from backward section of society have been included, the presence of Dalits was nominal. Representation of the community people from all groups was not ensured while forming PTA. It may be due to lack of right information and proper study.

School B

In the PTA, there are 11 members. There are 4 female members in the PTA. There are 3 members from ethnic groups and 1 from Dalit. The proportion of Hindu upper caste is higher (7 of 11). In PTA, there are 4 literate parents. The number of primary graduates is 3 and 3 are SLC graduates. One is Master's degree holder. There are two PTA members, whose social and economic status, as regarded by the school teachers is low, while the rest are moderates. All the PTA members enrolled their children in the school.

SMC chairperson stated that PTA was formed on the same day when SMC was formed. The chairperson admitted that he did not have knowledge about the number of members that PTA includes. So, they nominated only five members in PTA. However, locally influential parents were selected. He thought that Advisory Committee would represent other groups left.

HT maintained that PTA was constituted by the joint meeting of teachers and parents. He expressed that everyone has been given a chance to get involved in the formation process.

SMC and PTA members as well as parents reported that SMC and PTA were formed by a joint meeting of teachers, parents and SMC. As they did not have any idea, children of parents studying in each class could not be included in PTA.

School C

In PTA, there are 5 members. SMC chairperson is also the convener of PTA. There are only two female members in PTA; and members from ethnic groups are two. There is no representation of Dalits and marginalized people in PTA. There are 3 literate parents in PTA. The number of under SLC is 3 and the other is SLC graduate. Social and economic status of these PTA members as regarded by the school teachers is moderate. All these members are involved in political parties.
SMC chairperson stated that PTA was formed unanimously by the mass meeting of the parents. PTA was organized by calling all the parents and teachers. Members represent different castes and classes in the selection of PTA members.

HT stated that PTA was formed considering people from different classes and castes. Since the school has not done anything special so as to ascertain the involvement of Dalits, women and backward people, the PTA was constituted in an inclusive manner representing people from all castes, classes and genders. He felt that the existing Education Act has better ensured the participation of parents.

Teachers stated that a mass meeting was called to organize PTA. According to the Education Regulation, PTA includes women, Dalits and indigenous people. Besides, PTA also covered settlements areas.

PTA members stated that a village assembly was called to form PTA. Women, disadvantaged, ethnic groups and Dalits were selected from those who were interested in promoting education were selected from those who were interested in promoting education.

Kailali

School A

In PTA, there are 11 members. There are only 3 female members in PTA. There are 6 members from the local ethnic groups (Tharu). The rest is the Hindu upper caste. There is no representation of Dalits and marginalized people in PTA. Two members of PTA belonged to political parties. There are 2 illiterate and 3 literate parents. The number of primary graduates is 2 and 1 is a SLC graduate. One is IA and equivalent. There are two PTA members, whose social and economic status, as regarded by the school teachers is low, while the rest are moderates. In PTA the occupation of most of the member is farming. SMC chairperson was involved as members in PTA, and HT was the member secretary.

HT stated that PTA has not been formed since 2004; even though PTA was formed with the consensus of parents. In contrast to HT, teachers reported that PTA was constituted following a mass meeting of all the SMC authorities and parents. PTA represented the whole community.

SMC chairperson stated that the chairperson of PTA has been unable to continue the PTA, so a new PTA was constituted through a meeting of parents. SMC took the final decisions as to who should be placed in PTA. It was then SMC that had a significant role to constitute PTA with the nominated the members.

School B

In PTA, there are 13 members. There is only 1 female member in PTA. In PTA, there are 5 members from the local ethnic groups (Tharu), and 1 from Dalit. The rest is the Hindu upper caste. The representation from Dalits and marginalized people in the PTA is very miniscule. All the PTA members belonged to political parties in one or other ways. There are 5 literate, 1 primary graduates, 5 SLC graduates in PTA. Moreover, there are 2 members who have IA and equivalent degree, and one parent did not complete the. There is 1 PTA member, whose social and economic status, as regarded by the school teachers is low, while the rest are moderates in local standard. In PTA the occupation of most of the members is farming. SMC chairperson was not
involved in PTA as member. Unfortunately, 6 PTA members did not have children in the school as they are not parents.

SMC chairperson stated that PTA was formed on day when a mass meeting was called upon to form SMC. PTA members were selected unanimously but it failed to include woman though there was more than 50 percent women. PTA represented Dalit, ethnic groups and all classes of people.

HT stated that PTA was formed on the same day when mass meeting was organized to form SMC. Mass meeting unanimously selected PTA chairperson and members among teachers and parents. PTA did not represent women because women were absent on that day. Teachers also had the same notion. They mentioned that PTA was formed in the same way as the formation of SMC Dalits and women did not have their representatives.

PTA members stated that PTA was also formed on that day when SMC as formed. Inclusion was not practiced because PTA consisted of 13 members without women parents. This was because women were absent in the mass meeting.

_School C_

In PTA, there are 11 members. There are only 3 female members in PTA. In PTA, there are 6 members from the Hindu upper caste, and 4 from local ethnic groups (Tharu), and 1 from Dalit. The representation from Dalits and marginalized people in PTA is very miniscule. There are 6 literate, 1 under SLC, and 1 SLC graduate in PTA. Moreover, there are 3 members who have IA and equivalent degree. There are 2 PTA members, whose social and economic status, as regarded by the school teachers is low, while the rest are moderates in local standard. In PTA the occupation of most of the member is farming. SMC chairperson was not involved in PTA as member, and HT as member-secretary. Unfortunately, 3 PTA members did not have their children in the school as they are not real parents.

SMC chairperson and members stated that PTA and SMC were formed in the same way. School called upon parents for a mass meeting. In a mass meeting, PTA chairperson and members from both the parents and teaching staff were selected unanimously. PTA represented Dalit, women, ethnic and marginalized group. HT informed that PTA was formed on the very next day of the formation of SMC. Mass meeting of parents selected PTA chairperson and members which represented women, Dalits and ethnic groups. Teacher of the school stated that the meeting of parents had constituted PTA on the second day, after the formation of SMC. Like SMC, PTA was inclusive of women, Dalits and backward people.

_Syangja_

_School A_

In PTA, there are 9 members. Of them, 4 members are female. There is only one member from the local ethnic groups (Gharti). The rest is the Hindu upper caste. There is no representation of Dalits and marginalized people in PTA. There are 4 literate and 2 under SLC parents. The number of SLC graduates is 2 and one has IA and equivalent. Social and economic status of these PTA members is as moderate in local standards. In PTA the occupation of most of the members (6) is farming while 2 of them have chosen teaching. PTA chairperson is a government service holder. SMC chairperson was involved as member in PTA, and HT was the member secretary.
SMC chairperson stated that PTA was formed from the mass meeting on the same day when SMC was formed. Although the chairperson maintained that PTA was inclusive there was not a single Dalit as member. It was because of lack of awareness and illiteracy. SMC and PTA members stated that PTA was formed unanimously through a mass meeting of parents. PTA was formed on the same day following the same manner as SMC was formed. Even if PTA didn't represent Dalits, it was inclusive considering the area of school community. Dalits were not interested in PTA since they were illiterate and busy in their daily work.

School B

In PTA, there are 10 members. Of them, only one member is female. There are 3 members from the local ethnic groups (Gurung), and 2 from Dalits. The rest is the Hindu upper castes. There are 5 literate and 1 under SLC parents. The number of SLC graduate is 1 and the rest have IA and equivalent degree. Six of the members are involved in political parties. Except one, the social and economic status of these PTA members is regarded as moderate in local standards. In PTA, the occupation of 2 members is farming while 2 of them have chosen teaching. There are one social worker and 5 pensioners. In PTA, SMC Chairperson and HT has not been involved.

HT stated that PTA was formed from the mass meeting of parents on the same day. It is inclusive. Since the parents from ethnic group, Dalits, women and indigenous people could not be included in SMC, PTA was formed to include those parents whom SMC could not include. Though Education Act and Regulations mentioned that only real parents could be a member of SMC and PTA, but it was difficult to be followed in practice. Therefore, SMC and PTA incorporated those people who contributed to school. Teachers also stated that PTA was formed from the mass meeting of parents on the same day when SMC was also formed. As parents were busy their farming and other works, so SMC and PTA were formed from the same meeting and in the same day for their convenient.

School C

In PTA, there are 11 members. Of them, only 2 members are female. There are 2 members from the local ethnic groups and 2 from Dalits. The rest is the Hindu upper caste. There are one illiterate, 3 literate and 3 under SLC parents. The number of SLC graduates is 2 and 2 received IA and equivalent degree. Social and economic status of 2 PTA members is regarded as higher and the rest is supposed as moderate in local standards. In PTA, the occupation of 2 members is farming while 2 of them have chosen teaching. There are 2 government service holders and 3 pensioners. Moreover, 2 PTA members are wage earners. SMC chairperson was not involved as member in PTA.

SMC and PTA members stated that PTA was formed of selecting parents from all castes, groups and areas. Even Dalits, women, indigenous people were included in PTA. Like SMC and PTA members, HT maintained that PTA was formed and it was inclusive in terms of representation of parents. Teachers had the similar view about the formation of PTA. They stated that PTA was formed from the parents' mass meeting and the members were selected unanimously.

Parents mentioned that PTA was formed on the same day when SMC was formed and the members were selected from the same meeting. Parents observed that PTA jointly met with SMC. PTA helped SMC in various issues.
Ilam

School A

In PTA, there are 8 members. There are only two female members in PTA. There are 4 members from Hindu upper caste, and 3 members from the local ethnic groups. There is merely one member from Dalits. There are 1 literate and one under SLC parents. The number of SLC graduates is 2 while 4 has received IA and equivalent degree. Major occupation of the most PTA members (3) is government service while 2 are shop-keepers. One of the members is a political activist while another is unemployed. There is one wage earner in PTA too. There are 2 PTA members, whose social status, as regarded by the school teachers is low, while the rest are the moderates. Similarly, economic status of 5 members is low and the rest are moderate in local standard. Moreover, only 1parent enrolled their children in the school and the chairperson sends household workers. In PTA, teachers and HT were not involved.

SMC chairperson stated that PTA was formed in a single day in the same way as SMC was constituted. PTA was representational as women, Dalits and people from underprivileged section of society were given responsibilities. Teachers stated that PTA was constituted in the same way as SMC. PTA was formed in an inclusive manner with the presence of a numbers of parents.

School B

In PTA, there are 10 members. There are only two female members. In PTA, there are 7 members from Hindu upper caste, and merely one from the local ethnic groups. There is only one member from Dalits. Regarding the educational status of PTA members, it seems that there are 8 literate parents. The number of SLC graduate is 1 while 1 received IA and equivalent degree. Major occupation of most of the PTA members (9) is farming while one is a teacher. There are 5 PTA members, whose social status, as regarded by the school teachers is low, while the rest are moderates. Similarly, economic status of 2 members is low and the rest are moderate in local standard. Moreover, only 5 parents enrolled their children in the school. In PTA, SMC chairperson and HT were not involved.

SMC chairperson stated that PTA was formed like that of SMC was formed. He felt that PTA was representational of women, Dalits and ethnic groups. PTA chairperson was selected in that capacity due to his contribution, though his children did not study at the schools. SMC and PTA members thought that PTA was inclusive. HT viewed that PTA accommodated those parents who could not adjust in SMC. This was the only benefit of forming PTA. Parents also felt that PTA was inclusive of women, Dalits and ethnic groups.

School C

In PTA, there are 11 members. There are 10 female members. In PTA, there is 1 member from Hindu upper caste, and the rest from local ethnic groups. There is not any member from Dalits. Regarding the educational status of PTA members, it seems that there are 10 literate parents. The number of SLC graduate is only 1. Most PTA members (9) run small shops in the community, whereas the rest 2 adopted farming as their occupation. There are 10 PTA members whose social and economic status, as regarded by the school teachers is moderate, while the rest one is higher in local
standard. Two PTA members involved themselves in political parties. Moreover, PTA chairperson has no children of her own in the school. She sends her house worker instead. In PTA, SMC chairperson and HT were not involved.

SMC chairperson stated that PTA was formed on the same day when SMC was formed. The similar procedure was followed while forming PTA. Unfortunately; PTA did not include teachers, since SMC did not have an idea about it. SMC members also seconded the chairperson and added that PTA was inclusive. HT and teacher also had the similar view about PTA formation.

Jumla

School A

In PTA, there are 10 members. Five of them are female members. There are 7 members from Dalits and 1 from ethnic groups. In PTA there are only 2 members from the Hindu upper castes. There are 4 literate and 3 SLC graduate parents as members in PTA. There are 5 PTA members, whose social and economic status, as regarded by the school teachers is low, while the rest 5 are moderates. All the PTA members enrolled their children in the school. SMC chairperson and HT are not involved in PTA as members.

SMC chairperson stated that PTA was formed on the same day when SMC was formed. Like SMC, PTA members were also selected from parents’ meeting. HT seconded the SMC and stated that PTA was formed from parents’ mass meeting on the same day when SMC was formed. Teachers and parents had the same notion about PTA formation.

School B

In PTA, there are 10 members. There are 4 female members in PTA. In PTA, there are 8 members from the Hindu upper caste, and 2 from Dalits. There is no local ethnic group represented in PTA. The representation from Dalits and marginalized people in PTA is very miniscule. There are 7 literate and 3 SLC graduate in PTA. Social and economic status of the PTA members, as regarded by the school teachers is moderate in local standard. Occupation of all the PTA members is farming. Moreover, SMC chairperson and HT were not involved in PTA as members. There is no teacher represented in PTA. Unfortunately, 6 PTA members did not have children in the school, they are not real parents.

HT informed that PTA was formed from parents meeting on the same day when SMC was formed. He thought that PTA, like SMC represented all castes and classes of community people. Unfortunately, teachers were not included in PTA since DEO suggested not to include teachers in PTA. So, PTA only represented parents. Teachers also seconded HT and stated that PTA was formed from the parents’ meeting.

School C

In PTA, there are 11 members. Of them, 2 are female members. In PTA, there are 9 members from the Hindu upper caste, 1 from Dalits and 1 from local ethnic people. The representation from Dalits and marginalized people in PTA is almost negligible. There are 5 literate and 1 under SLC parents in PTA. Moreover, the PTA also has 4 SLC graduate and 1 I A and above degree holder. Social and economic status of the
PTA members, as regarded by the school teachers is moderate in local standard. One PTA member- the SMC chairperson is actively involved in politics. Occupation of most of the PTA members is farming. However, HT was not involved in PTA as member.

SMC Chairperson stated that PTA was selected from parents mass meeting. PTA was formed to monitor teaching learning activities and to solve teachers’ problems and. HT and teachers also stated that PTA was formed from the parent’s meeting on the same day when SMC was formed. They felt that PTA was also inclusive like SMC.

Reflections

The analysis of the composition of school governing bodies such as SMC and PTA indicates that these bodies are normally represented by the Hindu upper castes and male. In other words, these two groups mostly dominate and influence the school governing bodies. Therefore, these groups hold power and exercise their authority. Regarding the ethnic groups, Dalits and women, their access to SMC and PTA is very limited. So, they hardly influence the decision-making process of the school. This kind of practice may not promote inclusive democracy at least at the grassroots level.

Moreover, there were members in SMC and PTA who did not send their children to these schools. There are SMC and PTA chairmen whose children did not join the school. Some sent their house workers to claim themselves as parents. Such parents became the power wielders. In current Education Act and Regulations, it is clearly mentioned that parents must send their children if she/he wants to be a member in SMC. This kind of gap shows that there is clear violation of the provisions of the Act and Regulations.

In SMC and PTA, some members also belong to the political parties. Some of them are not merely supporters, they are activists. In some schools, even the chairpersons of SMC and PTA are actively engaged in the activities of the political parties. Thus, it may help them to get support for school from the government and other agencies by influencing these agencies. On the other hand, they may also give political colors to the school problems and may create conflict at the local level. Moreover, the policymakers need to be clear about whether a political activist should be the member in SMC or PTA.

As provisioned in the Act and Regulation, PTA must have SMC chairperson, HT and at least a teacher as members in PTA. In some PTAs, there were no teachers. In addition, SMC chairperson and HT were also not included as members in some PTAs. In some PTAs, HT has also been the member-secretary as in SMC. These anomalies indicate that the schools were unaware of the provisions made in the Education Act and Regulations.
CHAPTER VII

Functions of Educational Stakeholders

Governance implies possession of decision-making authority that helps design and implements strategies to best meet the learning needs of children. Entrusting governing authority to local stakeholders contributes to schools becoming self-administering units, free from external influence and having autonomy. In this respect, it is important to review and analyze the formal authority or functions and roles given to local educational stakeholders to assess whether they exercise governing roles or just the managerialist ones. In the following sections, the functions or powers of these stakeholders by the statutes, regulations, and directives are presented.

Statutes and Regulations

Functions and Powers of Local Bodies and Education Committees

The Local Self-governance Act, 1999 entrusted DDC, VDC, and Municipality responsibility for the management of the schools in their territories, support in providing education, formulate plans and programs (see details in Annex A). The roles assigned to these bodies show that the local bodies have the governing role such as they set criteria for school establishment and operation, supervise and monitor the schools located in their territory, and the like. They have also supportive and advisory roles. In contrast, the Education Act and Regulations do not assign any roles to these people’s representing bodies. Instead, the Act and Regulations created DEC and VEC—parallel to DDC and VDC—to take care of educational matters at the local level. Such arrangement indicates conceptual differences in implementing the decentralized reform. In fact, DDC and VDC are assumed as units of decentralization to execute local development programs. But in case of education, DEC and VEC are created. Creating such bodies may weaken DDC and VDC, and their roles in local development are undermined (CERID, 2007).

Even though, the people’s representatives head DEC and VEC, the major proportion of their members are nominated. For example, DEC has 5 ex-officio members and 8 other members nominated by DEC itself. DEO is the member secretary of DEC. The government can dissolve DEC if it cannot accomplish the responsibility. Similarly, there are 3 ex-officio members out of 7 members in VEC. VEC and DEC nominate the remaining of 4 members. The composition of these bodies reveals that they are no longer people’s representing bodies, and they are much influenced by other people too.

As regards the functions prescribed to DEC, it does not have the governing roles except formulating the district education plan and directing SMC. Other functions assigned to DEC made it to execute supportive or managerial kind of works such as managing resources for quality improvement; approving, adjusting, and distributing teacher’s quota based on the government’s policy, determining the remuneration for school audit, recommending the higher education board for the operation of higher secondary schools, motivating VDC and municipality to provide support to school, helping and conducting examinations in schools. Similar kinds of role assignments are prescribed to VEC. These arrangements indicate that the local education governance provisions are weak. DEC and VEC cannot influence the local education policies and schools as well.
Functions and Powers of SMC

As regards school operation, the Education Regulations entrusted several responsibilities (see details in Annex A). In fact, the Regulations empowered SMC to take overall responsibility of school operation. But the roles entrusted to SMC were managerialist. SMC performs managerial rather than governing functions. SMC should do everything that school requires. The regulation also expects transparency of school's activities from the part of SMC.

SMC has a very little governing role. In case of teacher appointment, SMC has to depend upon DEO and system for their permission and approval. In case of school whose management was transferred to the community (CMS), SMC has power to appoint HT, teachers and other staff and determine their salary, allowance and other facilities. SMC could develop plans for improvement in schools in CMS. Nevertheless, the Education Act empowers DEC and GoN to give necessary direction to SMC which makes it dependent body rather than an autonomous one. In case of CMS, SMC entertains some powers than that of the community schools.

Review of functions and powers given to SMC indicates that SMC could not influence significantly on school decisions. SMC is confined to limited activities which are supportive or managerialists in nature rather than the governing ones. The intent of educational reform is to involve SMC meaningfully in the operation and governance of local school. But the roles assigned to it reveal that its participation in school governance is superficial. This is, of course, intention – reality gap.

Functions and Powers of PTA

The functions and powers of PTA are very much limited. PTA has been assigned the roles to carry out the necessary functions for maintaining the quality of teacher, monitor school fees and give suggestion to the school. In this regard, PTA has updated the information on academic activities and interacts on the matters. In addition, the block grant disbursement directives prescribed PTA responsibility to carry out social audit of school activities. These are ritual functions, and it may not require include these roles in the educational statutes and regulations. In fact, these codes do not see the potentials of PTA in getting the teachers and parents’ support, fund raising, conducting school events, awareness creating, etc.

Functions and Powers of HT

The roles assigned to HT look that HT stands at the lower strata of administrative hierarchy. These roles make HT a general administrator of the school since HT has to be engaged in routine job such as maintaining school records, arranging routine examinations, and issuing certificates, etc. HT has not been regarded as the leader of the school. The regulations are silent about when and how an HT employs his ideas or vision to advance the school, whether an HT can negotiate with other parties for the betterment of school or not, when an HT could reallocate resources or manipulate them. Moreover, HT has to follow the directions provided by DEO and SMC. This has also made HT an administrator, not a academic leader. So, the Regulations do not empower HT as a leader to operate school with ideas and vision considering the context, climate and culture of school. The regulations positioned HT as an administrator to carry out managerialist job. That’s why HT assumes the role of educational administrator rather than a school leader.
Functions and Powers of the Centre

The centre has entire authority to develop frameworks that a school should do and what should not. The Education Act empowers the centre to frame regulations even about the school related matters such as school flag and emblems, fees and fee collection procedures, extra-curricular activities and programs, operation of school hostels and library, and so forth. Besides the planning roles, the Act bestowed Director General (DG) of DOE has responsibility implementing the school's educational programs. The Regulations empowered DG to develop standards for maintaining the transparency of school financial system. Similarly, the Regulations empower the Director to inspect schools and prepare the list of auditors.

The Regulations have also specified the roles for DEO and supervisors— the de-concentrated unit of the centre. DEO has power to supervise school, arrange year-end examinations for LSS, assess the academic standard of school, monitor school programs and take action on the reports submitted by the supervisors. These functions seem that DEO assumes an influential position that can have an impact on school affairs.

According to the Regulation, the supervisor provides support to the teachers after supervising the teacher's class, evaluate teacher's attendance; and give directions to the HT and SMC about the matters. The roles envisaged for supervisors seem to be supportive, as they attempt to provide support for quality improvement.

The statutes and regulations empower the educational bureaucrats to direct, regulate and control the school. Power distribution is skewed towards the bureaucrats, especially to the central level. District level bureaucrats support them in executing centre's decisions.

Powers of Educational Actors in Teacher Management

Teacher management is one of the crucial aspects. For the management of teachers, the Education Act and Regulations empower all the stakeholders. The Centre (Director General, Director, Teacher Service Commission, DEO and Supervisors) is provided significant roles. Similarly, DEC, SMC and HT also enjoy powers for the management of teachers.

The Regulations endowed DG the power to do the job of administration, management and development of teachers. Similarly, the Director has the responsibility to examine and screen the teachers' quota as demanded by the district Teacher Service Commission (TSC) has power to recommend for the recruitment of new teachers and their promotion, TSC selects and promotes teachers based on the prescribed criteria. Similarly, TSC Regulations also empower it for the issuance of the teaching license. These provisions indicate that the centre has the vital role in the teacher's management.

DEO has been seen a major power holder in case of teacher management. DEO has been authorized for the recruitment of teacher based on TSC's recommendations, interschool adjustment of school teachers, their transfers and performance evaluation for the promotion, acceptance and approval of teacher's resignation, approval of teacher's leave, etc. These provisions make DEO an influential figure in controlling human resources in school. This indicates that DEO entertain governing power in teacher management in schools. As DEO is the centre's extended arm, so the centre governs the school teacher, not SMC or other authorities of school.
The Regulation also empowers school supervisors with some administrative authority. For example, the supervisors evaluate teacher's performance and crosscheck the teacher's attendance in school and make remarks for absentees. Similarly, the supervisor can discuss with teachers about the quality of teaching and recommend for the teacher's training. Thus, the supervisors also have the governing and supportive role in case of teacher management.

As regards DEC and VEC, they are entrusted supportive and advisory roles. DEC has power to distribute the available teacher's quota; it could not create the quota. The centre determines the teacher's quota. DEC merely supports government in distributing the quota. Similarly, DEC can formulate programs for the welfare of the teachers. In the similar fashion, VEC could recommend to HT and teachers after supervising and monitoring school activities (for quality improvement), and award teachers based on their performances. VEC does not have any controlling authority regarding teacher management. These functions reveal that DEC and VEC have the supportive role rather than governing ones in case of teacher management.

SMC, on the other hand, is entrusted more responsibility about the teacher management. SMC can hire teachers on temporary basis and could take action against them, but DEO should be informed. These powers make the SMC a little autonomous than that of DEC and VEC. As regards other aspects of teacher management, SMC has not given autonomy. For example, SMC should appoint the teachers in school recruited by DEO; and manage the prescribed salary and facilities. SMC should make the environment congenial for teacher's service and safety, and select teacher for the training (Article 25 of the Education Regulations). These provisions indicate that SMC has a supportive role as DEC and VEC, rather than governing roles. These provisions also indicate that SMC is not a governing body.

However, the SMC of those schools whose management was transferred to the community has a governing role. The SMC in these schools could also appoint teachers and HT by following prescribed criteria and procedures. If SMC initiated management transfer of school, it could also determine the teacher's quota and make adjustment of teachers based on their number and subjects taught in the school. Thus SMC in these schools receive the higher degree of autonomy in managing human resources in the school.

For the management of teachers, the Regulations also provided roles to the HT but these roles help HT entertain full autonomy in managing teachers. HT has been made responsible only to suspend teachers' salary if the teacher could not show desired performances, to approve the leave and assign tasks to them. HT has to work with the consent of SMC or DEO in case of any action taken against teachers and about the conduct of teachers. HT could not reward or punish teacher, HT just recommends to DEO or SMC for the purpose. Moreover, HT also does some clerical job like maintaining records. These provisions do not allow HT to govern the teacher; rather HT supports DEO and SMC in case of teacher's management.

Like the teachers, the government also recruits HT. In the districts, it is DEO who recruits HT on the SMC’s recommendations. Education Regulations make provisions that SMC recommends at least two persons within the school who get at least 70% marks (on given criteria) to DEO. And DEO appoints one of them as HT. Moreover, DEO could also appoint a teacher from other school as HT if the teachers in the school do not get 70 percent of the marks. Besides, DEO has power to terminate the tenure of HT if DEO finds the performance of HT is not to the expected level, or if the
supervisor reports about the adverse conduct of HT with SMC’s recommendation. HT’s qualifications and other requirements are determined by the Regulations. These provisions reveal that SMC could not have the governing role on HT appointment.

But the situation is different in case of the schools whose management was transferred to the community. In these schools, SMC has been given liberty to appoint HT and terminate his/her tenure of services. However, SMC should select HT on competition basis.

To sum up, it is observed that the government assumes the major role in the management of the teachers. The regulations entrust the center to play a major role. The school should stick on the provision of the Regulation, which mentions that the centre determines the teacher’s number (quota); their qualifications and salary. In fact the center through its deconcentrated arm controls the teacher. The center has the governing role. Though the DEC, VEC and SMC have been given some power, these are supportive and facilitating in nature. So the bureaucracy entertains powers in the selection, recruitment and promotion of the teachers in local schools. DEC, VEC, SMC and HT do not have such power; they merely do supportive or managerialist roles rather than governing one.

Functions and Powers of Centre in Curriculum, Textbook and Medium of Instruction

As regards the development of curriculum and textbook and selection of the medium of instruction, existing Act and Regulations empower the centre, not the school and authority nearer to school to take decisions. The Education Act and the Regulations made provisions that the curriculum and textbook as approved by the Government of Nepal to be implemented. Even though schools are given liberty to develop a curriculum equivalent to 20%, the provisions made in the Act and the Regulations do not mention that individual school could do it.

Generally, the medium of instruction in schools, as mentioned in the Act is Nepali, English or both the languages. But the medium could also be the mother tongue in primary grades. When one compares this provision with the former, one can see the contradiction inherent in it. If the centre prescribes the textbook, how an individual school could arrange teaching activities in local language.

Reactions of MLDA

While discussing with Joint Secretary of LSDA, he maintained that the government has allotted billions Rs. in the educational sector, yet the government is not able to give the quality education. He felt that monitoring, supervision and evaluation part should be given to the local bodies, but now DEO and DOE and MOES stick with these functions. He thought that there is a double provision of budget and program by MOE and MOLD that has also created another barrier of decentralization. Local bodies such as VDCs and Municipalities also have budget provisions for schools ignoring other areas. But the schools could not provide expected results. He assumed that quality education is being provided by those schools which have sufficient trained teachers and good physical facilities. It would be possible only when local bodies are involved in education. He thought that the following actions are necessary to provide quality education:

- Authority of the SMC should be handed over to the local bodies (VDC/Municipality).
Authority of monitoring and supervision should be given to the local bodies. School supervision and monitoring should be done by the local bodies not by DEO and DOE.

Capacity of local bodies should be enhanced for school management.

Thinking and commitment of policy/decision makers and other stakeholders for quality education should be ensured.

Education should not be politicized, and change has to be made. For example, 2 or 3 schools in a community could be merged in one cluster and coordination between HTs, PTA and SMC should be made by single authority.

Decentralization of education should be done from the grassroots level. For example, doctors, engineers and educationists must be compelled to work in the remote areas.

The role of DEO and DOE should be changed. For example, the functions of the above chiefs are only to release the salary and transfer of the education staff. In fact the duty of above chiefs is to conduct various training according to spatial and regional need as well as appropriate supervision, monitoring and evaluation.

Decentralization should be in practice not in words only, and there should be political will.

In doing so, there should be positive will and commitment; teachers should be accountable towards parents and standards to be set for assessing achievement. For example, a student must know up to so and so who have passed the primary level. NGOs should also be involved in education system.

In fact, he insisted the institutionalist view and supported to the idea of multi-level government in implementing educational reform and delivery of quality education.

Community Managed Schools (CMS) Operational Directives

Community Managed Schools' Operational Directives was enforced for the operation of the schools whose management was transferred to community. The Directives outlined functions for different stakeholders at the community level.

The Directives empowered SMC's for the appointment of HT, review HT's administrative performance efforts for SIP implementation. Similarly, SMC has also been made responsible for the teachers' recruitment with the resources of the school, and review their performance and regularity. Besides, SMC also formulates action plans and mobilizes resources for the implementation of the plan. SMC has to prepare school’s annual income and expenditure and submit to the parents' gathering for the social auditing.

HT has been given power for the evaluation of teachers' performance and regularity, execute reward and punishment for teachers, assess effectiveness of the subject wise sub-committees of the parents and teachers constituted for the enhancement of school education, and implementation of feedback and suggestions in the teaching/learning process given by the sub-committees.

Similarly, PTA's role is confined in quality of education. PTA holds regular discussions among stakeholders on the issues and problems of education. PTA also
sees whether the fee structure (in case of secondary and lower secondary level) of school complies with the provisions of Education Regulation.

Apart from these, DEO, SMC and parents are provided monitoring responsibility too. DEO monitors the SMC's activities whereas SMC is responsible for monitoring the HT's activities regularly. In addition, the Parent's conference forms a monitoring committee for the monitoring of school affairs.

The Directives seem fostering the community control in school. As SMC- the representative body of local parents is empowered to appoint teachers and HT, and review their activities, SMC could govern and control school without any interference. Moreover, parental participation is ensured by involving them in different committees and sub-committees of school. HT has also been given a strong role-review of the activities of teachers and take actions in case of malpractices.

**SIP Preparation Guidelines**

As in-charge of school, HT has power to initiate SIP preparation process with a common consensus and consent of school stakeholders. The stakeholders need to be invited to take part in discussion and deliberation on school issues. After identifying and prioritizing the issues, a preliminary layout of SIP has to be framed by school. Again, the stakeholders have to be gathered in a school to discuss on the contents of preliminary stage of SIP. This rigorous exercise ends with approval by all to make a prospective of 5 years plan of school for its improvement and development.

As regard implementation and monitoring of SIP, SMC and HT are made responsible and accountable. They have authority to review the on-going activities on regular basis; whereas SMC, VEC, VDC, RP and DEO personnel monitor the activities undertaken by school. Besides this, the local NGO, CBO and other institutions can contribute for raising funds and allocating resources for school.

At the end of each academic session an annual progress report should be prepared by every school based on the review of their annual activities and be disclosed in the stakeholders’ meeting. The purpose is to let know each and every stakeholder about the tasks accomplished as well as remained, which is the responsibility of both HT and SMC. A copy of annual progress report should reach to VEC, RC and DEO. These progress reports become the basis for determining the resource DEO will get in the next consecutive year.

The technical appraisal of SIP (including other aspects as well) prepared by school is done by 3 members committee constituted under the coordination of Resource Person (RP), wherein, RP himself, one person recommended by Village Education Committee (VEC) and one from Village Development Committee (VDC) are involved. This committee has power to analyze SIP and give advice and suggestion if required, and forwards it on to SMC for its amendment and approval. SMC finalizes SIP incorporating the suggestion given by the committee and approves it.

SIP preparation guidelines thus bestowed power and authority to SMC, the parent’s representatives to develop and approve school improvement endeavours. SIP is a major planning document, and the parents and local stakeholders define the goals and objectives of the schools, develop school programs and prioritize them, work out strategies and implement, monitor and evaluate them. This indicates that the local parents and stakeholders have the sole power to manage and execute community schools in Nepal.
Reflection

In fact, the regulations, which are the reflection of the bureaucratic structure, seem to distribute power and function unevenly. Most of the critical decision areas are retained by the government, and major roles are entrusted to the educational bureaucrats, which makes the system dependable on the educational bureaucracy to achieve the educational objectives. Therefore, the power and functions transferred to SMC and other local stakeholders do not signify true empowerment of the grassroots people in decision-making. The roles assigned to them represent functions and responsibilities rather than powers and authority. So far as capacity development of SMC and PTA is concerned, no roles are entrusted to any bodies or no bodies are made responsible for the purpose.

Moreover, these roles are entrusted to bureaucrats on individual basis, which may attract them to use their discretion in explaining the program, plan and procedures to control the functioning of schools. In other words, in accomplishing the broader organizational needs, the bureaucrats may use of discretion that opens the ways to political power that is not sanctioned by the formal authority, ideology or certified expertise; and it is illegitimate (Hoy and Miskel, 2001). In contrast, the institutional roles are given to the people’s representing bodies such as SMC, PTA, VEC and DEC. To execute their roles, these bodies must meet and discuss that help articulate their interest and come in consensus while making decisions. Such kinds of practices almost neutralize the use of discretion and discretionary power exercises. However, the CMS Directives make the parents the real stakeholders that can facilitate and control school and its affairs.
CHAPTER VIII

Role of SMC

Chitwan

DEO observed that parent's involvement and participation increased after the initiation of reform in education. He informed that altogether 40 schools' management has been transferred to local community within a period of one and half years. Schools made their own decision. Besides, parents did social auditing and they tried to know the source and title of budget. He observed that even the unreal parents, who held the position of SMC chairperson, contributed schools. He thought that education policy and, of course, the Act should let those parents to be in SMC that could make significant difference.

DEO felt that SMC has been entrusted with power and authority for selecting teachers, especially, temporary teachers. He noticed that some SMC chairperson misused authority by appointing their relatives as teachers, who may get teaching license after six months. However, SMC also selected qualified teachers in some schools. Moreover, VDC chairperson, DEO staff members, and political leaders also influenced SMC during teachers' selection. DEO thought that SMC became powerful in teacher's appointment, promotion and transfer.

DEO saw the conflict between Local Self-Governance Act and Educational Act, but he could not make any remarks in this regard.

School A

HT viewed that SMC is essential mainly for infrastructure development, resource generation, and to maintain school environment as well. Most of the SMC members did not have knowledge about their roles, responsibility and power. In meeting with the members, usually HT informed them about their roles, responsibility and authority; but they did not take them seriously. As people did not consult the Acts and by-laws, HT read out all these things in parents' meeting. HT felt that the Chairperson was active among the SMC members. He has participated in different seminars, symposium and discussion program. Also, the chairperson made connection to various GOs, NGOs and INGOs for getting the resource support. Regarding the current roles of SMC, HT reported that SMC was active to select and recruit the teachers, and to take action against them if they did wrong. As the numbers of students were decreasing, SMC removed a teacher who was appointed on school's own source. SMC was also engaged in developing new class rooms, and getting support of these kinds. However, HT played an important role in school. HT raised agenda like children selection for scholarship, admission, SIP preparation, teacher management, etc. in SMC meetings. In most of the cases, SMC did not meet due to lack of quorum. Sometimes, discussion in SMC was hot, which leads to discontent. HT suggested that school should be controlled by community and SMC, because community could supervise, evaluate, regulate the school.

SMC chairperson perceived that they have more responsibility despite the limited authority. SMC should manage teacher, building and classroom, toilets and garden. He felt that SMC members did not have knowledge about Education Act, Regulations and Directives though they are literate. In a team, chairperson was more practical and responsible than other members, and he was accountable for both good
and bad instances. Since school is the property of community, and SMC is also
selected by community; therefore, SMC is accountable to the local community. He
thought that HT led school as HT raised agenda in most of the time, and informed
the meeting. However, the decision was made in consensus. Parents could complain
in case they felt that in SMC could not honour their opinions. So, the chairperson
made them aware of the parents’ meetings decisions SMC took. The chairperson
stated that he used information of student’s progress while reviewing the problems
of schools. The chairperson also viewed if the management of school transferred to
community, physical facility would be improved and the quality of teachers would
enhance, that would naturally increase the students' number. In addition, sense of
ownership of school would develop in parents.

Teachers felt that SMC was essential in order to correct the drawbacks of the school
and provide suggestions to teachers. They noticed that SMC Chairperson knew his
duties, responsibilities and authority, but other members did not have any idea
about their roles and responsibilities. So mostly, the chairperson alone participated in
seminars and training. SMC chairperson was more active in schools affairs. In fact,
SMC seemed active only on administrative matters; they did not show any interest in
teaching learning activities of the school. On the other hand, decisions in the SMC
were taken by the majority. Decisions were taken as per their own interest and
convenience, so the decisions only partially reflected aspiration and requirements of
the community. They stated that SMC was accountable to the school.

Teachers stated that the school started home campaigns with a view to incorporating
all the parents in school affairs. The home campaigns were launched mainly on
education, cleanliness and raising public awareness. As the school has not played
any special role so as to include women and backward section of society, they tended
to be indiscernible in the school's affairs. To involve parents in school activities, SMC
formed various sub-committees. But these sub-committees were formed under the
chairmanship of the SMC chairperson. SMC followed the stipulated process while
formulating SIP and it has also tried to maintain the community members and
teachers. But SIP could not contribute much on improving the school's quality.
Teachers observed that SMC was active to enhance the participation of parents in
school activities. The main problem of the SMC was that of the paucity of resources.

Teachers suggested that the school should remain under the control of government;
its management should not be transferred to community. However, they also viewed
that monitoring and supervision have to be made effective. They also added that the
Education Act and Regulation must mention the minimum criteria for quality
education.

Parents felt that SMC members didn't have knowledge about their roles,
responsibility and authority as assigned by the Educational Act and Regulations.
They stated that SMC has been working mainly for infrastructure development and
resource generation and mobilization. Parents observed that SMC was accountable to
local community for their actions. They thought that HT and chairperson owned the
school and they must be clear about their roles and responsibilities.

In fact, HT and school authority did not know what their role actually was. This is
because of their ignorance. HT stated that she did not go through the Education Act
and Regulations. SMC chairperson also was unaware about the acts as he did not
consult them even if he was a law graduate. And he opined that there was more
responsibility to chairperson than authority and power. SMC members complained
that they didn’t have any knowledge about their role as no organization or government had error organized any training about this.

**Involvement of Parents**

For the involvement of local parents in school affairs, the school formed sub-committees. They are Building Construction sub-committee and SIP Formulation. These sub-committees were formed under the chairmanship of SMC chairperson. Now, the tenure of both sub-committees was terminated.

HT informed that SIP Formulation sub-committee consisted of three members. Teacher reported that the SMC chairperson nominated the members in sub-committee. The sub-committee was active so long as there was fund. As the fund ended, the members did not want to continue but they tended to show their interest in the construction of the school building. This shows that the members did not help much to school; rather they sought to get benefits as being the member of the sub-committee.

Another important strategy the school executed was the formulation of SIP where school involved parents. HT stated that the chairperson called upon all the PTA and SMC members, teachers, parents, concerned personalities and students in a meeting for SIP formulation. They discussed the problems of school and came with a plan. From this, parents got an opportunity to share their ideas. SMC and PTA members added that they talked about the funding sources to finance the plan activities and limitations of school. Teachers mentioned that the issues raised by parents were included in SIP.

**Teachers Management**

One of the functions of SMC is to manage teachers. HT felt that teacher were crucial for not only for teaching, but also for undertaking other responsibilities and assignment given to them by school and HT. So they have to be accountable to school and community. However, HT did not find so. HT observed that teachers were accountable more to DEO- the system.

SMC Chairperson and members also viewed the same notion. They also added that SMC, in true sense, did not have authority to manage teachers even if SMC was made responsible. In practice, the government recruits and appoints them, so they felt that they were government employees. They thought that SMC did not have any authority to appoint and transfer them. The chairperson complained that actually government controls the school by exercising its authority of teacher recruitment and appointment.

**VEC**

Regarding the role of VEC in the promotion of local education, HT had the view that VEC was not active as it must be. However, distribution of scholarship to students was the main activity of VEC. In addition, VEC also keeps records of all students, teachers, and school within its jurisdiction. SMC, PTA and teachers also supported HT and maintained that VEC was not active.
Support from DEO

HT hardly visited DEO. The school received information from RC. Sometimes HT went to DEO only for release of budget. HT felt that the SMC prepared the plan, but DEO allocated a budget. So there was always a gap in program and budget. Moreover, DEO also did not provide the required number of scholarship that created a problem in school. This year 12 scholarship quotas for Dalit were allocated even if school provided a list of 16 Dalit students. DEO and DEO staff members imposed their decisions. HT explained that the power was centered in DEO and SMC has merely any responsibility.

SMC chairperson stated that he visited DEO for teacher's quota, building construction and renovations, and for demanding developmental grants. He thought that DEO did not distribute fund and scholarship fairly. SMC felt that the school was thus controlled by district and center. PTA members also had the similar kind of opinion regarding the role of DEO.

School B

SMC chairperson thought that SMC had proved to be essential to develop school’s physical facility and maintain an environment congenial for quality education. Therefore, SMC took the responsibility of developing drinking water, building and toilet facility, and started fund raising besides planning and management of school. Though SMC did not aware of his roles, responsibility and authority, he had contributed in improving the school through various ways. Moreover, the Chairperson has not gone through Education Act and Regulations, even if s/he viewed that SMC has more functions and responsibility rather than power and authority. He felt that SMC faced many problems due to lack of authority, especially monitoring the teachers' activities.

In school SMC chairperson was active than other members. At the time of admission, he visited the students' home. If student was not admitted, he tried to find out the reason of it then and visited parents. Chairperson also visited government offices and other organizations to resolve the school’s problems. SMC chairperson had the notion that he was accountable to parents. He was conscious if he committed mistakes, or made decision for personal benefit, community people would throw him out from his post. Regarding other members, they were not so active. The issues and agendas were mostly raised by the HT in meeting and the SMC chairperson also raised issues, but the other members were like idols. They did not contribute to the meeting. Only a few people expressed their views in the meeting. They even did not attend meeting. So, HT and chairperson decided and visited other members home for getting them signed in minute book.

HT thought that SMC was essential and the school could not be run without it. SMC played the role of a patron. SMC rendered the support in different area as such as construction, resource management and decision-making. He thought that the Education Act and Regulations have given a lot of power to SMC. He stated that SMC chairperson was knowledgeable about his duties, responsibilities and rights but the other SMC members have no idea at all. The chairperson can keep himself informed about Act and Regulations. As far the legal provision of authority given to SMC is sound but has not been able to bring it into implementation. The main role of SMC was in construction work and fund-raising. HT stated that SMC provided help in the daily functioning of the school by inspecting the overall activities of the school.
SMC played its role in a number of areas such as formulation of SIP, maintaining inclusiveness, quality education, transparency and the school's relationship with the community. At the same time, it was involved in mobilizing resources. SMC maintained the cordial relationship with local donor agencies. Finally, SMC tried its best to enhance the involvement of the community people in school activities. HT found that SMC was accountable to the community.

SMC and PTA members stated that SMC was essential in order to run the school efficiently and effectively. They felt that SMC chairperson and other members knew very little about their duties, responsibilities and authority. They were well aware of the fact that they needed to be informed about the Education Act and other provisions. A SMC member has been active in SMC since past 20 years, but he was not quite aware of his roles and authority. SMC was actively involved in various activities such as management of teachers, mobilization of resources, coordinating non-governmental organizations, and maintaining school's relationships with community.

So far as the ownership is concerned, the community and the government should go hand-in-hand and this is how the school can be made autonomous. The Act should also give room to the provision of the government and the community going together. Problems can be properly solved if everyone is aware of their responsibilities. SMC members should have exposure to training and they should know about the act and rules.

Parents observed that SMC looked after the tasks that include regular and effective teaching and attendance of teachers. Though the SMC chairperson was good, its members were not rather regular. So parents should be cautious to check it. SMC members also imposed their opinions while implementing the plans and projects. They did not have any idea about the formation of PTA, except one member.

Involvement of Parents

SMC chairperson stated that parents were more involved in decision-making process of the school. They have helped SMC to close the gate after 10:00 AM for both delayed students and teachers. Parents collected stones, wood at free cost and donated labour during the construction time. A local community forest also contributed school by providing woods; and fifty thousand rupees for managing teachers for the current year.

SMC and PTA members stated that the school constituted various sub-committees in order to incorporate all parents. The sub-committees were infrastructure development, and school inspection. Such self committees had included the representatives of women, dalits and backward people. School also launched campaigns, and encouraged parents to send their children to school. The school at times held discussions with parents and in such discussion parents expressed their problems and grievances.

HT stated that school had formed to include those people who had not been included in the SMC. As the school had no provision of meeting with backward people like Magar, Chepang and Mijar seek their advice, formation of Advisory Group was fruitful. To ensure participation of women, Dalits and backward section of society, the school launched home campaigns and visited door to door that helped to increase the enrollment in school. HT thought that the existing Education Act and Regulations have made the provisions of ensuring the participation of parents, but its
implementation was difficult. Members of community sometimes came to school to see whether the teachers were all presented and doing their teaching properly. Even in a mass meeting, members of community came to take part, but female's participation was quite low in comparison to the males.

HT and teachers maintained that SIP was developed by the participation of HT, teachers, SMC and other stakeholders. The issues raised by parents in areas like sanitation, management of educational materials and teaching-learning activities were included. The activities implemented under SIP included the construction of school building, management of classrooms and potable water. They thought that the participation of students, parents and community on a whole had increased due to the formation of SIP.

**Teacher Management**

The school had appointed a teacher from its own resources. SMC requested ECD facilitator to teach for a full time and gave the teacher additional salary. To solve the problem of subject-wise teachers, SMC assigned the subjects to related qualified teacher. Chairperson informed that authority was delegated to DEO for managing teachers, but SMC was made responsible to bear the responsibility of teacher's problem in school. In other words, SMC has no authority to select recruit, appoint and transfer teacher, neither SMC could demand for a teacher. In this respect, he described an event as such:

*In his initial period in school, he found that the HT was irregular and not responsible to schools. He did not check up the examination copies and prepare the result. He was a drunkard; and bad smell was spreading even in the classroom. In the SMC meeting, HT was warned and threatened. But SMC in reality had no authority to transfer and dismiss any HT. SMC members visited DEO but it went in vain. Later on, all the parents assembled and threatened HT to leave from his post otherwise they locked the schools' gate. Finally, with the help of local community, HT was ousted from his position and new HT was appointed.*

However, SMC has some roles in teacher management. He stated if any teacher remains absent or took long leave without prior notice, the class would remain disturbed. So SMC was forced to take actions. HT also thought that SMC had its role in the management of teachers.

Parents stated that teachers under the government's quota were appointed by DEO, whereas the teachers based on school's own resources were appointed by SMC. Parents complained that teachers did not come to school in time, so SMC should be more active in order to make teachers punctual. Those who break the rule should be penalized by SMC itself.

**VEC**

Regarding the role of VEC in the promotion of local education, HT had the view that VEC was not active. PTA did not hear about VEC. The school authority and stakeholders they were not knowledgeable about VEC.

**Support from DEO**

SMC chairperson stated that he visited DEO for teacher's quota, budget and fund release on separate titles, drinking water supply, and for requesting the permission of lower secondary grades. He thought that DEO did not distribute scholarship
quota fairly. When SMC demanded new teachers, DEO questioned whether there was any problem of teacher or not. SMC felt that DEO thus controlled the school. SMC felt that SMC just had its responsibility and functions without authority and power. And DEO was more powerful for schools affairs. PTA members also had the similar kind of opinion regarding the role of DEO.

**School C**

SMC chairperson stated, so far as SMC was concerned, it was absolutely essential. In every meeting, the chairperson lets the other members know if there was anything that was worth sharing. All the members were very active. All the members came to meetings, and actively participated in other activities such as fund-raising, construction work and cultural programs. HT and teachers set the agenda of the meeting. Moreover, SMC chairperson and other members also raised their agenda. SMC was accountable to the parents and community. The decision taken by SMC represented the desires of about 75% parents. As the management of school was transferred, the school was in control of SMC. He thought that parents too should be equally empowered in the same way as SMC chairperson. In fact, the chairperson has shown the quality of leadership. He had been working as a trainer to transform the school's management to community. He had been working for four years towards this. Also, he had several opportunities to attend meetings, seminars, conferences in Nepal and abroad. Chairpersons of SMC and PTA made aware to the members of what they had learned. They also informed to the members about the authority, rights and responsibility of SMC in school. SMC initiated on developing school's regulation for its smooth functioning.

SMC is essential, as one has to carry out a number of responsibilities. SMC chairperson and other members of SMC can have knowledge about their responsibilities and rights. They did not have any idea about it previously. But we conducted a training program for the authorities of three different schools and it gave them knowledge. SMC is accountable to the community for the welfare of the school. SMC authorities come to school daily and if they do not come they are sent letters for a meeting together with agenda. The SMC has a great role to play of the formation of SIP. SMC members seconded the chairperson and added that SMC played an active role to supervise teachers’ and students’ attendance, student’s classroom participation, furniture, academic atmosphere and school sanitation.

HT and teachers observed that SMC chairperson was the most active. SMC chairperson observed the daily activities of teachers and the school. Other members were also active. They were active in various activities such as formulation of SIP, infrastructure development and quality education. The SMC was active in increasing involvement of parents in school activities. They arranged teacher-parents meeting every month and gathering of Mother’s Groups. Due to the school's initiations Community Forest and National Park has supported school with furniture. Other non-governmental organizations like Mahendra Nature Conservation Trust, Dibya Jyoti Bal Club and Green Force Club provided materials to the school. So far as the decision-making process is concerned, HT and teachers informed that the agenda were already sent through letters and the members discussed prior to attend the meeting. After interactions and advice, decision was made. He thought that decisions reflected the wishes of the community.

PTA members observed that SMC members were aware enough of their roles and responsibilities. So, they were active. The roles of SMC were to provide training to
the subject teachers, to select the teachers and to give the required help to the school. Agenda were brought through SMC. Different institutions organized symposium and meetings regularly where the chairperson participated in. SMC was accountable to PTA and community. They felt that the community should control schools.

Parents observed that the SMC was essential for the sake of everyone's involvement in school. SMC has done a good job but faced scarcity of resources. While community schools in other areas granted many more holidays, this school run classes. Teachers were mobilized more effectively. Some of them opined that the parents have to play a crucial role for the improvement of school.

Involvement of Parents

HT stated that to incorporate more parents, they were invited for meetings arranged in time to time. The school also organized free dental health service camp as the effort to bring together those poor underprivileged, women and Dalits who otherwise could not manage time. Towards the end of every month, the school organized a meeting between teachers and parents. In the meeting, the parents were informed about their children's progress, homework, cleanliness, personal health, hygiene and so on. Parents used to hesitate to attend school when invited in the past but nowadays they showed their willingness to come to school.

The think tank of the community who would make generous donations to the school in the past have been deprived of being members of the SMC, as their children did not study at the school any more. HT expressed that the school tried to include them as advisors and by forming various sub-committees. HT said that the school had implemented by-laws since 2060, and all the parents were abided by the byelaws that were prepared with the help of parents and school family. As there were only six illiterate females in school community, SMC stated that school organized adult education for women with the help of PTA and teachers. Though, District Education Office did not provide materials, SMC requested teachers to conduct the classes in school holidays and vacation, and school managed materials.

SMC members also stated that SMC organized monthly meetings where parents seemed more concern about the academic and extra-curricular activities of their children. They also observed the progress report of their children. SMC has framed rule to present at least a parent or guardians of a student in the meeting in order to involve them actively in school's affairs. SMC members further added that SMC motivated parents to criticize and comment over any matters as admission fee, exam fee, charity fund, construction, fund raising and collecting as well as mobilizing resources.

Parents assessed that the school was very good because the parents here were active and responsible. They viewed that ownership of the school to be transferred to the community in order to control the teachers and their carelessness. Moreover, teachers in community schools to be assigned teaching job rather than other administrative activities.

For the involvement of parents in school affairs, HT stated that various sub-committees were constituted such as construction sub-committee, SIP sub committee and student welfare sub-committee. The meetings of parent and students formed these sub-committees. School took decisions considering their suggestions. These sub-committees were provided assistance from the HT, SMC and parents. HT felt that they have made important contributions to the development of the school.
Formulation of SIP was another strategy to involve parents in school affairs. SMC Chairperson stated that SIP was prepared following a comprehensive discussion among all the stakeholders such as parents, students, teachers, PTA and SMC. The suggestions of parents were considered to make SIP more representational. SMC members and HT also seconded the Chairperson. Teachers viewed that due to such activity, parent’s participation was increasing. PTA members viewed that the opinions of the parents were reflected in the SIP.

**Teacher Management**

SMC chairperson stated that SMC determined teachers’ roles, rights and responsibilities besides stated in the Regulation. Teachers were made responsible for activities such as scholarship disbursement, management of library, extra-curricular activities, garden and so on. Teachers were accountable to the SMC and also to parents. SMC did not allow for teachers union. Teachers were responsible to SMC since SMC assessed and evaluated their performances. However, PTA members felt that teachers were accountable to HT, SMC, PTA and entire community.

HT stated that SMC recruited and appointed teacher, and managed fund for their salaries. The teacher’s union has not had any adverse impact. After the management transfer, the school became more accountable and responsible to the local community. In fact, the community owned the school. So, the teachers were more punctual and responsible. Even on holidays, they came to school to oversee construction work and so on. The Act has given limited power to the teachers. They could take decisions in matters like awarding scholarships. Teachers are accountable to the HT and the SMC. They carry out the responsibilities assigned to them.

Teachers stated that they were responsible to school. Even on vacation, the school was kept open and teachers had to take extra class to complete the course. They advised SMC and PTA on matters like resources mobilization, help students to organize child club.

**Support from DEO**

HT frequently visited DEO in order to solve various problems, get information about school, training and any change in policy and for teacher’s quotas. Besides, HT visited to ask for financial help for various construction works.

SMC Chairperson visited DEO at least once a month where he contacted all the staff member of DEO. He felt that section officer was more helpful in DEO. He felt that it was not fair to allow DEO determine and distribute scholarship quota. DEO provided less scholarship quota that created difficulties and problems to the school. This year, only 5-scholarship quota was provided to the school while there were 11 Dalit students. However, DEO provided relief grant this year. If DEO has any recent meetings, training, they invited the chairperson. While considering the present Educational Act, he stated that power has been decreased to DEO. As many schools transferred their management to community, SMC became more active and powerful. He thought that DEO made SMC known if there was any change in educational policy, Regulations and Act. He opined that management transferred schools should get priority but this was not the case. PTA and SMC members stated that they visited the DEO office if needed.
Education Act

SMC Chairperson and HT felt that Educational act has given more power to SMC, HT, PTA in terms of management and ownership of school. Local community has been more powerful to regulate and conduct school's activities. Their participation was increasing because the Act has empowered and made them more responsible to local community. Besides, there was not any contradiction between HT and SMC in terms of roles and authority. There was mutual understanding, sharing of ideas, problems and prospects. If they could not find rules clear, they have written them in school's byelaws. PTA and SMC members felt that authority was given to community by the Act and Regulations. SMC took care of all aspects of the school.

Changes after Management Transfer

SMC Chairperson noticed that school has brought about change in physical and academic environment of the school. He noticed the changes in the classroom, and student's admission. He found that awareness of local community increased and they developed feeling of ownership in school. SMC has become more powerful even if school supervisor and resource persons try to influence. Besides, sharing responsibility among SMC, PTA, HT, teachers, students and parents was also started. On the other hand, SMC was empowered to select the teacher, determine the salary and their terms and conditions. SMC was also given authority to create teacher's positions, promote and send them to training. In school, involvement of local community has increased. Parents visited school regularly to observe classroom, teacher's activities, student's learning, etc. They helped SMC. However, teachers were skeptical that their job was in danger if management of school is transferred to community. This is due to the lack of awareness and knowledge. He thought that lack of awareness also put barriers in accelerating the pace of management transfer of community school.

HT also noticed that lots of changes have been taking place in this school after the management transfer in terms of quality, infrastructural development, parent's awareness, community participation and parents feeling of ownership.

Parents stated that lots of changes occurred after transferring management to local community that can be seen in this school. They expressed that the school could be now compared with private schools in terms of quality education. Overall development has been taking place which is in need a great success and bless for the parents since students are getting in comparison.

PTA and SMC members informed that there were many changes after management transfer of the school. For example, achievement level was higher; parent's participation in labor and cash donation increased because they felt the school was their own property. Teacher's salary was released on monthly basis, not on quarterly basis. However, teacher's quota was not sufficient to increase the achievement level of the school.

Kailali

SMC was working mainly on construction, fund raising, management of privately paid teacher, resource generation and mobilization. Since it was the Terai district, there was high flow and enrollment of students where schools hardly encompassed the students. It was therefore, most of the schools of the district were bound to uplift the level and construct annex building. In this context SMC mobilized not only SMC
and PTA members but also teachers and local community until it was complete. Also, community mobilization through donation of labor and finance was their prime responsibility. Though educational regulation has specified their roles, responsibility and authority, they were not practicing and exercising them properly. If SMC and PTA members were provided trainings, they would precisely perform their roles and duties for the betterment of school. Besides, social auditing, admission fee determination, preparation of schools regulation and calendar, SIP formulation, teachers management were some of the major roles of SMC and PTA. Here, SMC was helped by PTA to accomplish tasks. It is said that PTA was formed to incorporate those parents who didn’t get chance to be a SMC member. Construction sub-committee and social auditing sub-committee were formed to delegate authority and share responsibility in order to complete work more rapidly.

School A

SMC Chairperson maintained that all the SMC members knew their responsibilities and rights. The role of the SMC stipulated in the Act was ok. The chairperson complained that every decision was taken by the DEO itself without consulting the SMC even though the responsibilities have been given to the SMC. At the time of construction, SMC members were given responsibilities of looking after the construction work. In consultation with the HT, the agenda in the meeting were raised by the chairperson and other members. HT raised the issues most of the time. The SMC was accountable to HT. The organizations like CERID, World Vision, Sound Nepal, etc. have provided assistance to school. The school should be controlled by the state due to economic reasons.

HT felt that importance of the SMC was great because it had to play an important role in order to sort out various problems that the school had to face. The SMC chairperson and other members know about their duties, responsibilities and requites very well. Some of the responsibilities of SMC as stipulated in the Education Act, Regulations and Directive include management of physical facility, protection of school property, fund-raising, management and monitoring of education, resources mobilization, etc. HT thought that duties and responsibilities given to the SMC were more than the authority. Resource available to carry out these responsibilities was less. The agenda in the meeting were mostly raised by the SMC members and HT. The SMC was accountable to the parents because the school has been able to be upgraded up to lower secondary level due to the assistance of the parents. The SMC members were informed about the problems of the school by the HT and they were resolved by consensus. HT felt that DEO interfere the school in management of teachers. HT believed that the school should remain in control of parents, because they elected SMC. The main problem facing the SMC was lack of resources.

Teachers stated that SMC was essential because all the problems have to be discussed and resolved by the SMC. Teachers felt that SMC should not be given as much power as it has got at the moment, the power should be reduced. The SMC chairperson was aware and conscious of her duties, responsibilities and rights, but the other members did not have ideas through all of them were not conscious about what they should do. The chairperson was more active and dynamic compared to other members. In the meetings, that agenda were mainly raised by the HT, teachers and chairperson. The problems were put forth by the students through teachers.
The school has no teachers union, the school should remain under the ownership of the government and the government itself should oversee the school.

PTA members and parents did not know anything about duties, responsibilities and right of SMC members; neither did they know about the Education Act.

Involvement of Parents

HT stated that parents' meeting was called and parents expressed their grumbles in front of the HT most of the time, and the complaint was mainly about fees. The parents followed the rules, instructions and advice of the school. Teachers observed that in the meeting, most of the complaints of the parents were on the poor results of their kids. They also complained on scholarships. However, parents played a supportive and positive role. For example, they were quite positive about upgrading the school up to lower secondary level.

SMC Chairperson stated that even parents who have not been included in the SMC were consulted for their advices during school launched programs. If parents have any complaints they share with SMC chairperson or HT. The school has not formulated any rules and regulations on its own. While carrying out any plan and project like construction or so on, the chairperson and the parents should be working together instead of the HT and the chairperson.

Another strategy taken by school to involve parents in school was preparation of SIP. HT stated that SIP was formulated by following extensive decisions with stakeholders and other people who could be able in taking part in debate on problems of the school. SMC, PTA teachers, parents, students and social workers were involved while forming SIP. HT felt that with the formulation of SIP, involvement of parents in school affairs has increased. However, the plan was not materialized due to unavailability of funds.

Teachers stated that SMC, teachers including the HT held discussions with parents and then formulated the SIP. Under the plan, school expanded classrooms for lower secondary level and managed furniture, physical facility and teachers. However, the school could not undertake various plan activities due to lack of resources.

SMC Chairperson stated that SIP was formulated by the joint meeting of the HT and teachers. The SMC also took part in discussions and provided feedback.

Teachers Management

SMC Chairperson stated that new teachers were appointed by the SMC meeting on the basis of qualification and the recommendations of HT. The SMC resumed the final decisions. No advertisement was made to recruit teachers. Teachers were made accountable to the HT. PTA members stated that SMC met and discussed for selecting teachers.

HT stated that teachers were well respected in school and they were involved in school affairs. While awarding scholarships to the children, the decisions of the respective class teachers were taken into special account. HT stated that two teachers were appointed by school on its own resources. Regarding the appointment of teachers, they were selected on the basis of open competition. The final decisions were taken by the SMC in this regard.

Teachers stated that they were given a number of responsibilities such as launching home campaigns, a sanitation and adult education in community besides teaching.
Teachers have to conduct vocational skills to students such as drawing, sewing and embroidery apart from teaching. Teachers have to comb children's hair and they have to get into community even on holidays. In school, teachers based on school's own resources were appointed by the SMC on the basis of class observation and performance. Teachers were accountable to students and parents. Teachers should also find out the reasons behind the non-performing children by even visiting their homes.

School B

Regarding authority of chairperson, SMC Chairperson stated that it was all ok. In most of the meetings; HT, chairperson raised agendas. Sometimes, other SMC members, social workers, intellectuals, teachers put their agenda in meeting. If there was disagreement over issues, another meeting was held to discuss the matters. These days SMC faced challenges and problems due to shortage of funds. Stating the condition, chairperson stated that they were in need of financial resource for building construction and paying the salary for teachers managed by school resource. They visited DEO but in vain because could not provide additional fund if a school transferred its management to community besides a teacher from confessional grant. Moreover, teachers from nearby community schools demotivated SMC as the Chairperson took lead role for management transfer. Now, chairperson thought that school should be controlled by District Education Office. However, SMC was responsible for the development of infrastructure of school. SMC was accountable to local community. SMC members opined that chairperson did not have ideas about his duties, responsibilities and rights but the members were knowledgeable. The chairperson works at the advice of the members. The rights guaranteed by the Education Act were not enough. Discussions took place on fund raising, management of teachers' salaries, appointment of teachers, teaching and other resources. SMC was accountable to the HT.

HT stated that the Chairperson was accountable to local community. Chairperson visited and discuss with HT about fee and construction work. SMC chairperson, HT and members raised agenda in the SMC meeting. Sometimes, disagreement and majority created conflict but they managed them in the next meeting. Community forest helped the school. HT observed that SMC did not have knowledge about rules, regulation and authority. Regarding control over school, HT viewed that there must be mutual cooperation and relationship between SMC and DEO to run school smoothly. If SMC becomes powerful, the politics may start in school which may not serve the interest of majority. HT felt that SMC has the authority to select and appoint teacher, to generate and mobilize resource, to develop school facilities.

Teachers stated that SMC was essential because it has to sort out various problems of the school. However, SMC members did not know much about their responsibilities and rights. Agenda in the meeting were raised by the teachers with consent. The teachers union did not have any influence on the decision-making process. Teachers felt that school should remain under the ownership of both the government and the community. The major problem facing the SMC was political prejudices.

PTA members viewed that SMC was accountable to local community and parents because the local community formed SMC and they could dismiss too, if it did not work for the welfare of the school. Though most of the members are literate, SMC members did not have knowledge about educational act, regulation. In addition,
none of them has knowledge about their role, responsibility and authority. On the other hand, most of the time HT and SMC chairperson raised agenda in the meeting.

**Involvement of Parents**

To make parents more active and participatory, SMC calls mass meeting and decisions are made on serious issues and problems. SMC members stated that parents share their grievances with the HT, SMC chairperson and the teachers. They followed the rules, regulations and instruction of the school.

School could not use SIP preparation as a strategy to involve parents in school affairs. SMC chairperson and members did not have idea about how to develop SIP and who did it. But in reality, HT and teachers, after discussing over lots of issues, prepared SIP. They prepared SIP without consulting SMC, PTA, students and parents.

The school has various committees in the past. Recently no committee as such was formed so as to involve parents in school.

**Support from DEO**

SMC Chairperson visited DEO to inquire program, plan and to ask for concession grant for teachers and teacher’s quota. As regards scholarship, SMC selected students, but DEO provided less as DEO determined the scholarship quota. School was unable to get teacher even if it needed. The Chairperson felt that DEO was more powerful, but he remarked that DEO failed to help school on providing teachers and arranging training to PTA, SMC, teachers and parents.

HT frequently visited DEO, especially for inquiring if there were programs, teachers' concessional grants, teacher's quota, for getting allocated budget and teacher's salary. However, notices, information about programs and training came through RC. School sent the list for scholarship, but DEO could not help meet the demand. Sometimes, DEO provided scholarship fund in installment basis which created problem in distributing. HT thought that DEO has more authority. He suggested that DEO should easily provide teacher's quota, and training for PTA, SMC, teachers and parents, and help manage and run school smoothly.

Regarding the legal documents, the Chairperson did not have any knowledge about Education Act and Regulations. HT read what he needed, but he has not gone thoroughly.

**Management Transfer to Community**

SMC chairperson stated that the school management was transferred to community three years ago. The chairperson said that within short period, symptoms of change could not be seen. He felt that there was not any difference in the role, responsibility and authority of community, SMC, DEO, and the government after management transfer. Regarding parent’s involvement and participation, he could not observe any significant change, since they were not aware of their roles, responsibility and authority. Those parents, who used to visit school, they continued at present too. He confessed perhaps it was their weakness to make local people aware of community managed school’s advantages and disadvantaged, issues and challenges, problems and prospects, etc. This weakness might not help increase feeling of ownership among the parents. On the other hand, the school faced problems such as lack of teacher’s quota, teacher’s training, physical facility, etc., but DEO did not help. It was
rather local community, VDC, and community forest that continued their support to school. However, he experienced that SMC of the community school exercised more authority to select and appoint teacher and determine their terms of conditions.

HT experienced that changes did not occur since the management was recently transferred to community. HT was not very much knowledgeable about the community managed school. HT viewed that the role of SMC should be changed. PTA members stated that parents became more involved in discussion; meetings, admission process and construction work in school after management transfer. Among them, sense of ownership was gradually developing. They discussed over the problem of school and teaching-learning activities of their children as well. He felt that HT, SMC, PTA, teachers and local community did not have any idea about the issue of management transfer.

_School C_

SMC chairperson felt that members did not have knowledge about SMC's roles, responsibility and authority, except the chairperson. Members did not have study habits. Thus, rules and regulations were little consulted. School administration made SMC known about school's problems of school. Parents helped school by providing charity and giving physical labor. NGO, community forest and local offices also helped school. HT also felt that SMC members did not have idea about their roles and authority. HT maintained that most of the agendas were raised by HT by the help of SMC members. SMC was accountable to community. School's problems were made known in parent's meeting by HT and teachers. HT felt that SMC members were passive and did not have feeling of ownership. They did not even feel that they have some responsibility. Teachers also felt that the members did not have idea about their roles, duties, responsibilities and rights. They did not show curiosity about it. However, SMC was accountable to community, because they are nominated by the community. Parents felt that SMC was essential for smooth functioning of school. However, the performance of school was not satisfactory even though SMC made efforts in mobilizing resources. Decisions pertaining to teaching did not come to the limelight, nevertheless SMC made known decision related to construction works.

HT also experienced that the Education Act empowered DEO, SMC, PTA and local community to manage school. SMC was empowered for teacher management, especially, selection, transfer, dismissal of teacher, and to inquire, observe, supervise and evaluate teacher's activities. Very few roles were left for HT. However, the school authority always could not exercise their authority due to interference from DEO and political parties. Moreover, SMC’s authority in teacher management has become limited due to the existence of Teacher Service Commission. On the other hand, teacher's licensing examinations also barred SMC to select teacher of its own.

_Involvement of Parents_

School has formed a Supervision Committee consisting of three members including a parent as member. The purpose behind it was to improve school's activities to establish the school as one of the best schools in the distinct. SMC Chairperson stated that the committee did not play expected role. He blamed that parents became passive in school's affairs. HT also viewed that parents have never been enthusiastic about the committee and its functions.
Preparation of SIP was assumed as a strategy for increasing the parent’s involvement. However, HT stated that neither he has taken SIP preparation training nor school has developed SIP. He did not have any idea about SIP, even if he heard about it and saw it. He planned to prepare SIP in the next year. Teachers and SMC members also have the similar notion about SIP.

**Teacher Management**

SMC Chairperson stated that they recruited teachers through open competition. Teachers were made responsible to local community. HT reported that teachers were entrusted additional responsibilities of school besides teaching. Teachers were made responsible to parents and students. Teacher’s appointment was transparent. Those contestants were selected as teachers, who showed a good performance in the test. Teachers also mentioned that better and qualified candidates were selected as teachers. SMC members stated that some of the responsibilities of teachers included proper teaching, taking care of children, sanitation and so on.

**Relationship with DEO**

SMC Chairperson visited DEO to talk about school’s problem, and ask for resources and building construction. Scholarship was determined by DEO even if school sent the list of students. Regarding teacher’s quota, DEO was unable to provide as the quota was finished. Rather DEO could provide teachers from concessional grant. Chairperson stated that DEO has many roles to play and responsibility to perform, but it has forgotten to supervise school. DEO must work as bridge between the government and school. At present, DEO was not performing its responsibility such as providing support for facility development, resources and teacher’s quotas. HT also visited DEO for necessary work such as to get information released salary, scholarships, books and computers.

**Syangja**

SMC was mainly working on construction, sanitation, community mobilization, resource generation, scholarship distribution, and teacher management. Here, parents seem to be more actively helping SMC and PTA. Parents were ready to offer fund and labor. SMC was full of authority but SMC members did not have knowledge about their roles, responsibility and authority. However, SMC was able to form different sub-committees as construction, SIP preparation, social auditing and teacher selection. It showed that even if they didn’t have theoretical knowledge and understanding of educational policy, act and regulation, they have particle knowledge through their experiences.

On the other hand, there was significant difference between policy and practice in terms of role, responsibility and authority of SMC and PTA. In this regard, teachers were qualified and SMC members were illiterate and poor. So they were unable to practice their rights, power and authority. Even SMC and PTA members asked help to settle down the problems and took suggestions from teachers as well. Besides, teachers were strong since they had union but in contrary SMC didn’t have union. It was therefore, SMC was unable to work independently.

PTA was responsible for social auditing which generated awareness, involvement and participation among parents about school affairs. PTA was contributing SMC to carry out concrete and abstract tasks. Though parents sent their children to school,
they could not help on teaching learning matter because they were unaware about academic activities. PTA was unable to practice authority as mentioned in act in terms of villages. There was not a single agency or organization working to enhance capacity and skill development of PTA members. So, PTA was accountable towards parents. Here, If PTA members worked improperly and negatively, parents dismissed them from the post and would select another parent for that post. Parents assembled in anniversary program, parents meetings.

**School A**

SMC Chairperson stated that SMC was essential to raise funds, maintain quality education, develop physical infrastructure, recruit teacher, etc. SMC members didn’t have knowledge about the Act, Regulations, Directives, and their roles, responsibility and authority as describe in Act. SMC monitored school's affairs, mobilized parents. SMC managed to bring teacher’s quota form DEO. Most of the time, HT raised agenda. SMC was accountable to parents. Decisions were made known to parents through a mass meeting. SMC selected children for scholarship. There were very few events that a child left the school. SMC started making parents aware of their children's activities and performance. SMC and PTA member thought that SMC was essential for overall development of school. They also did not have knowledge about the Education Act and Regulations, and their roles, responsibility and authority either.

HT viewed that SMC was essential to develop physical infrastructure and to aware parents even if SMC members didn't have the knowledge about their roles, responsibilities and authority. However, they felt that they have more responsibility which can't be fulfilled due to lack of resources. HT felt that SMC Chairperson was more active among the members. SMC members divided responsibility among them during the construction of a building. Agenda were discussed with chairperson and presented in the meeting. SMC was accountable to parents and community. SMC made effort to increase enrolment of children. Since management of school was transferred to community, the school was controlled by SMC rather than DEO. Problems of SMC were lack of training and resources, and knowledge about their role, responsibility and authority.

Teachers viewed that SMC was essential for all aspects of school development. Like HT, they felt that SMC chairperson was more active, and viewed that SMC has sufficient power and authority. Decisions were made after discussion in meeting. Teachers viewed that SMC was accountable to local community since SMC members made community members known school related affairs in mass meeting.

**Parent’s Involvement**

Teachers stated that SMC involved local community through mobilizing local community in physical facility development and fund generation.

School formed several sub-committees to involve parents in school affairs. HT stated that there was construction committee who has actively worked during building construction. Advisory committee provided advices and direction, and of course solution if there were problems and misunderstanding. Teachers stated that school also has drinking water, examinations and teacher selection sub-committees.

SIP preparation was also a strategy to involve parents in school affairs. As HT mentioned, SIP was prepared by the teachers, HT and SMC. They did not involved
parents during the process of SIP preparation. Teachers also reported that SMC and PTA prepared SIP. On the other hand, SMC and PTA members stated that they didn't have knowledge how to prepare SIP and what it was.

Teacher Management

Teachers viewed that the SMC was given authority without any resources. They felt that they should be controlled by DEO rather than by the community. If SMC exercises authority, it makes teacher's promotion difficult. Further, teachers have to spend more time in meeting community needs.

Relationship with DEO

HT visited DEO twice a month for salary release, administrative work, and getting information whether there was any a program or grant available to school. Mostly, information came through RC about training, workshop and seminars. Scholarship was distributed on the basis of information about children provided by the school. HT found that DEO was suggestive, helpful and positive. However school was being faced the problems of teacher quality, but DEO did not pay attention in this matter. SMC Chairperson stated that he visited DEO in it needed. SMC and PTA members stated that DEO helped school by providing permission to conduct lower secondary level without making teachers' quota available.

Management Transfer

HT stated that the management of this school has recently been transferred to community. Therefore, it was premature to assess the changes. However HT observed that community, community people became aware of the issue and the feeling of ownership was gradually developed among them though there were not physical changes in school. HT also stated that DEO advised for management was necessary to get teacher's quota and resource support. So, school has no option, and SMC, HT and teachers decided to hand over school's management to community. HT sensed that schools that have plenty of resources need not to transfer their management. Even after the management transfer, the school suffered from the problem of unawareness of community, insufficient teacher's quota, and of course, unclear Act and Regulations.

SMC and PTA stated that they heard quality would be improved, physical facility would be development, financial support and teacher's quota would be granted after management transfer to community. They thought that the will of community was more powerful, and it compelled DEO to provide the required support. However, the school received teacher's quota from relief grants.

School B

HT felt that SMC was essential for the overall development of school. SMC was needed for recourse generation, building construction, etc. At present, SMC stressed its activities in student's regularity and school's information communication to parents. HT felt that SMC chairperson was more active in comparison to other members. Most of the time, HT developed agenda for SMC meeting discussing with chairperson. Besides, HT also discussed with teachers on agenda. HT was more active in SMC meeting. Decisions were made on consensus. Important decisions were made in a mass meeting where teachers, SMC, PTA, and parents also
presented. SMC was accountable to parents. HT complained that parents did not care and eager in school's affairs after they admitted their children. As most children belonged to Dalits, the parents hardly spare time to look after education of their children.

Teachers thought that SMC members did not have knowledge about their role, responsibility and authority. Teachers shared the problem with HT and HT raised the issue in the SMC meetings. SMC was accountable to local community and school. SMC now engaged in construction, resource generation, school sanitation, and student's enrolment. Parents reported that SMC invited parents to discuss and decide serious issues of school.

**Involvement of Parents**

HT stated that school formed fund generation sub-committee that worked for generating funds for providing remuneration to temporary teacher, for facilities development and other affairs. Parents were also involved in the committee. Teachers stated that school formed construction sub-committee and fund generation sub-committee to mobilize parents in school affairs.

Though development SIP was an important instrument for community mobilization, HT reported that SIP was not prepared this year. In the past, it has prepared SIP and implemented. Also, SMC and PTA members took part in one day training on SIP preparation.

**Teachers Management**

Parents stated that SMC has authority to select and appoint teachers. HT and teachers maintained that teachers were appointed by SMC by taking written and oral examination, interview and class observation. Teachers were responsible to school and students.

**Relationship with DEO**

HT stated that HT meeting was held in DEO every month where they raised problems and discussed. Besides, HT visited DEO for administrative and financial work. HT also participated in RC meetings. HT felt that DEO remained a guide to implement plans but staff members ordered them for every thing. In DEO Office, even simple task was made complex and decisions were made untimely. Every thing and file has been processed through RC, but RP was overloaded and remained not so efficient. Distribution of scholarship was fair. Teacher's quota was provided on the basis of teacher-student ratio; however, DEO determined the quota.

**School C**

SMC and PTA members felt that SMC was essential to run school. Role, responsibility and authority of SMC was written in a paper and pasted on the wall so that SMC members could easily go through them. They felt that they had given more responsibility than authority. SMC members divided their roles to different members. These roles were student's enrolment, looking after the school, class observation, monitoring, checking, students’ homework, etc. HT and teachers raised the issues and problems for SMC meetings. Decisions were made on consensus. SMC developed the system of keeping log book for teachers, to check students’ attendance, class observation, etc. If a student remained absent for several days, SMC
visited student and parents. SMC was accountable to community. Besides, SMC selected students for scholarship. In addition, parent’s meetings were organized time and again to discuss over serious matters. They felt that school should run under the control of SMC. Parents did not have enough time to supervise and look after school. SMC engaged in fundraising, building construction, school sanitation, and recruiting teachers on school’s resources. SMC also organized awareness training to empower Dalits.

HT maintained that SMC was essential for management of school, physical facility development, resource mobilization as well as monitoring of students and teachers’ activities. HT felt that SMC has authority without resources. If SMC could not generate resource they could not run school. Agendas were raised by HT and SMC, and decisions were made on consensus. HT provided agenda before the meeting so that members came with ideas in the SMC meetings. SMC was accountable to school and parents. SMC was working for fund raising, consulting and planning with many NGOs, GOs to develop library and drinking water facilities.

Teachers stated that most of the members along with chairperson have knowledge about the Education Act, Regulations and Directives. HT raised agenda in SMC meeting where decisions were made on consensus. However, the chairman’s imposed his decisions and agreed at last. SMC was accountable to community since community selected them. Parents complained to HT, teachers and SMC members wherever they met. Teacher felt that it would be better if DEO controlled the school rather than community, because local community could not bear financial requirements due to poverty. However empowering SMC was essential for smooth operation of school.

Parents mentioned that SMC was accountable to community. They felt that most of the SMC members didn't have knowledge about Education Act and Regulations.

Parent’s Involvement

School formed several sub-committees to involve parents in school affairs. SMC and PTA members stated that the school has Construction, Social Auditing, Monitoring and Scholarship sub-committees. These committees entrusted with different responsibilities to different members and parents based on their expertise and experience. These sub-committees discussed and performed their assignments. SMC monitored the work of these sub-committees. HT and teachers maintained that the school has three sub-committees such as Advisory, Construction and Social Auditing. In these sub-committees, members have been included from different walks of life. These committees were formed from parent’s meeting. HT felt that the committees performed their tasks and made appreciable contribution.

Preparation of SIP was another strategy to include parents in school’s activities. SMC and PTA members reported that HT prepared SIP and discussed in SMC meeting. Besides, SIP was revised after incorporating parent’s views in parents meeting. But HT had a different view. HT maintained that SIP was prepared in teacher and staff meeting. The meeting identified the issues and programs were made. Finally, SMC discussed the SIP and endorsed or revised. HT stated that parents did not get chance to discuss on SIP since most of the parents did not spare time to visit school in school’s need. Teachers also expressed that SIP was prepared discussing with teachers, HT and SMC members. Parents meeting was not arranged to discuss problems, challenges, issues and SIP.
Teachers Management

SMC and PTA maintained that there was teacher management committee in school that selected and appointed teachers. Teachers were selected through oral and written test, class observation and interview. They felt that teacher organizations at the district made it difficult to get teachers from relief grant of DEO. However, these organizations did not intervene in teaching learning activities. HT also stated that the committee selected and recruited new teacher through oral and written test, class observation and interview. He further added that the teacher’s organizations influenced DEO in allotting teachers’ quota to the schools, especially to those schools whose management was transferred to community. However, teachers in the school were entrusted with additional responsibility such as organizing extra-curricular activities, classroom management, and helping PTA and SMC in resource generation. Parents stated that teachers were selected from the decision of SMC. They helped to keep academic environment favourable in the school. They felt that teachers were accountable to students and parents.

Relationship with DEO

SMC chairperson stated that information came though RC. DEO did not clearly mention the budget and heads. Scholarship was fairly distributed to school. He viewed that it would be better if scholarship was provided on the basis of economic status of children rather than provided on ethnic and caste basis. Teacher's quota was determined by government but it was not available when needed. Moreover, teacher’s organizations also influenced when quota was allocated to school, especially to community managed schools.

HT maintained that he visited DEO three times a month for data management, salary release, and meeting with DEO. In DEO Office, he mostly met with concerned section officer and accountant. HT knew different activities through annual calendar, RP, school supervisors, letters and sometimes via phone. Most of the information arrived later. DEO determined scholarship quota for a school even the school provided the list of recipients. Regarding teachers recruitment, school should get permission at first, and after selecting the teacher DEO has to endorse to release salary. So, DEO influenced and pressured during selecting teachers. HT complained that it took about seven months to recruit a teacher last time on account of DEO’s pressure.

Management Transfer

SMC and PTA members stated that school moved forward after management transfer to local community. They felt that SMC became more powerful and exercised authority in every matters including teacher management. After management transfer, school received support from Peace Home Nepal and Room to Read for building construction. Besides; library, computer lab and additional classrooms were constructed. They felt that sense of ownership of school among community people was increasing gradually after management transfer. Parents visited school frequently. They viewed that school should be provided authority to run classes in English medium if local community desires.

HT also observed that school moved ahead after management transfer. But physical development took place in comparison to academic progress. Parents' participation increased but feeling of ownership was not enhanced in pace with participation, even if community people’s feeling to make the school as model school emerged. Teacher
union gave pressure for revoking the decision of management transfer. HT also felt that school faced problems even after management transfer. HT was confused about an article of the Education Act. In Article 131 (a) of the Act has the provision if a teacher gets retirement, his/her quota also ceases. HT interpreted that the intention of the provision was to shift the teachers’ burden to community finally. But local community could not bear the burden of teachers.

Teachers also viewed that school faced the problem of teachers’ quota, resources and furniture after management transfer. However, he observed that there were some improvements in instructional process and development in building construction.

**Ilam**

The concept of PTA was developed in 2058-10-25BS where it was liable to social auditing, help to prepare documents and SMC. Besides, SMC was essential to manage school, develop physical infrastructure, control, generate and mobilize finance and supervise teacher and teaching learning process. Formation of sub-committees as; teacher selection sub-committee, social auditing sub-committee, construction sub-committee and so on was the positive effort of SMC to delegate responsibility and include local community to accomplish assigned tasks rapidly. One of the officers stated regarding teacher management and appointment that teacher’s appointment should be controlled by the center in view of the fact that local community and SMC might appoint disqualified one. Also, unfair practice to appoint teachers becomes obstacle to achieve the goal of quality education. Most of the SMC members were unaware about education policy, their roles, responsibility and authority. It would be better to invest money for awareness training.

SMC was unable to update SIP. Regarding SIP fund, they bought books first and decided to utilize remaining fund, properly. It showed that SMC was not functioning properly. Scholarship was insufficient. DEO tried his best to distribute scholarship fairly but scholarship budget came in installment basis from the centre which brought lots of problems while allocating to schools. Besides, scholarship budget is mainly spent on stationary and uniform in many schools. In case of few schools, SMC decided to give cash to the students. In this case, SMC was working to minimize the conflict among students because of the unfair distribution of scholarship.

**School A**

The chairperson expressed that they knew to the duties, responsibilities and rights to some extent as stipulated in the Education Regulation. The chairperson maintained that SMC has been given a lot of rights, but DEO did not allow using them. As people lacks awareness, only authority given to the SMC did not help to achieve the goal. Teachers expressed that SMC authorities were aware of their rights and duties, but they were indifferent. The agenda were mainly raised by the SMC, HT and teachers. Mothers Groups also had their say in the final decisions. SMC was accountable to the school and community. Teachers expressed that school should remain under the control of the community, but community was not capable of exercising its power. Teachers felt that no one could check SMC if SMC did wrong. Due to lack of time, parents were rarely invited in school.
Parent’s Involvement

Teachers stated that school has formed a number of sub-committees such as Account Committee, Social Audit Committee, Mother’s Committee, Infrastructure Development Committee, Land Registration Committee, etc. However, these committees did not function effectively. In contrast, SMC chairperson and HT stated that no sub-committee was constituted.

Management of Teachers

Teachers were appointed by SMC as per the Education Regulations. Teachers were also entrusted responsibilities for maintaining cleanliness, community mobilization and maintain relationship with the community.

Management Transfer

Parents thought that the school made progress after the management transfer to the community. Involvement of parents surged up and they visited school and observed activities. As the HT was recently appointed he lacked the knowledge how to prioritize the things even if he was active. He gave priority to DEO rather than community. He seems to be having problem as he also teaches at college. As he was trained, he also visited various places in order to work as trainer. SMC raised funds to pay for the teachers, if the fund was not enough, the SIP fund was used. Teachers felt that they have given more responsibility, even if they were more active due to parents. SMC became more powerful than before. Parents suggested that the right to appoint HT should be given to DEO and the tenure of the SMC should at least be 10 years. SMC should be allowed to work without any political interference. The parents thought that SMC did not know how to exercise their authority.

School B

SMC and PTA members mentioned that members did not have thorough knowledge and information about their role, responsibility and authority. They did not have gone through Education Act and Regulations. Agenda were raised by HT, SMC chair and from SMC and PTA members. Decisions were made on consensus. SMC members were accountable to community. If they committed mistakes, parents and community raised questions. HT was aware of the problems and issues of school. Local parents provided land, labor and financial support whereas DEO supported by providing a teacher from relief quota. The SMC was facing problem of resource constraints. If DEO provides support for physical facility and teachers in time, the community could manage school effectively. SMC Chairperson stated that SMC authorities did not have knowledge about their duties and authority even if their role was very important. Agenda were raised by the HT. SMC was accountable to community. DEO and various NGOs and INGOs supported school in infrastructure development and fund-raising, etc. He suggested that DEO should oversee the school. Due to the problem of quorum, SMC meeting could not be held frequently and in time.

SMC and PTA members stated that they did not have knowledge about the Act, Regulations and Directives though they felt getting knowledge in these matters was essential. HT stated that SMC members didn't have knowledge about their roles, responsibilities and authority. HT also asserted that he has merely some idea about the Act and Regulations. Most of the problems came to HT and HT put those
problems as agenda in SMC meeting. SMC was accountable to parents because the members were selected by parents. HT suggested that HT should control school so that HT could run school smoothly. Lack of trainings, low academic expertise, and resources constraints were the major problems of SMC.

Teachers had the view that SMC represented the community because all the decisions were made through the discussion among community members. Agenda were raised by HT and SMC Chairman. SMC was accountable to school. Teachers suggested that the school should remain under the ownership of the government and community because community did not know everything and there would be financial problem if school was under the control of community. Teachers shared their complaints with the HT, SMC and other teachers. They abide by the rules and instructions of the school.

Parent experienced that SMC was essential to look after various activities and to manage sports and library. SMC has done different jobs such as construction of playground and toilet, drinking water facility, and management of sports materials. Teachers were appointed by SMC following the formal process. SMC has also prepared SIP.

Involvement of Parents

School has formed several sub-committees for involving parents. HT, SMC and PTA members stated that the school formed social auditing committee. Besides, 9 mother groups were formed, and their activities were directed to collect and mobilize fund instead of making community aware about their children.

SMC Chairperson felt that formulation of SIP was advantageous. The meeting of parents, SMC, PTA, HT and teachers prepared SIP. He thought that the process increased the participation of parents. However, SMC and PTA members stated that school developed SIP before, not now. Because of resource constraints, the activities were not advanced. Therefore, school stopped developing SIP in the current year. HT also viewed that due to lack of financial resources and time, school did not prepare SIP this year. Moreover, DEO also did not provide support in this direction.

Management of Teachers

SMC Chairperson stated that teachers were appointed by founder and donator of the school following the norms of open competition. They were accountable to SMC. But SMC and PTA members stated that the teachers were recruited by SMC. Parents also mentioned that teachers were selected by SMC through open competition based on their qualifications and caliber. Parents also stated that teacher were given additional responsibilities such as school and children’s cleanliness, library management and organizing cultural programs, etc.

HT stated that there were two ways of selecting teachers in school. If the candidate belonged to service area of school, SMC decided how to recruit and appoint. If the candidate did not belong to the school community, the contestant would be appointed through conducting examinations. Teachers maintained that teacher were responsible to students and DEO whereas HT stated that they were responsible to DEO and parents. HT maintained that teachers were co-operative and helpful. They were accountable mainly to HT. Teachers complained that they lacked with training opportunity which was the main problem of school.
Relationship with DEO

HT often visited DEO to release teachers' salary, and to get information about new programs, scholarship, trainings and seminars, and to provide and take data. He felt that DEO did not clearly inform about the forthcoming programs. HT felt that scholarship distribution was fair. He mentioned that it was RC, not DEO which informed school about administrative and other things, like HT meeting, training, seminar, academic programs and curriculum. If there were changes in the policy or anything, RC informed in time. HT felt that current practice of resource allocation and of selecting school for physical facility development and allotting teacher's quota was not satisfactory. SMC also complained that DEO was not doing a good job.

Management transfer

SMC and PTA members felt that sense of ownerships of school among community members and parents were gradually developing through their regular visit and visit on call. Parent now willingly supported school by providing labor. However, they were against the move of management transfer. They stated what happened if hospitals were handed over to patents. They felt that community could not support school by enough fund. Community only could manage if DEO provides teacher quotas and resources for facility development.

HT experienced that SMC became more active after transferring management of school to community. He felt that SMC's role was effective. Educational and physical issues were discussed between SMC and community. A local NGO- Women Awareness Forum and VDC helped school with financial support. However, the school faced problems even after the management transfer. The problems were shortage of teachers, lack of community mobilization, and lack of training to HT, SMC, PTA and local community. HT also expressed that the Directives were not clear about teacher's appointment, promotion, terms and condition, role of community and curriculum.

Teachers also felt that parents become more active after the management was transferred to community, and their responsibilities increased. The role of the SMC was changed and SMC become more active. SMC became able to recruit teachers by means of local resources and their salary was determined jointly by SMC and parents. Teachers became more punctual and learning took place. They thought that the move helped develop feeling of ownership in parents. However, teachers sensed that the Directives were confusing since school's ownership was not handed over to the community.

School C

SMC chairperson mentioned that members did not have knowledge about their roles, responsibility and authority. SMC made effort to manage school teacher and classrooms. In the meeting, HT raised the problem regarding school operation while SMC raised the issues of physical facility development. SMC was responsible to community and school. She felt that school should be managed under DEO since community alone could not support school financially. Chairperson was a busy woman. She accepted that she did not go through the Act and Regulations. SMC members stated that SMC member knew very little about their duties and rights, even if they have been given several responsibilities. Agenda were raised by all. SMC was accountable to the school and students.
HT felt that SMC members were known to their duties, responsibilities and rights, but they were not active. Agenda were raised by the HT and teachers. SMC was accountable to the school. They were informed about the problems orally or through letters. HT experienced that the community was indifferent about school affairs. HT viewed that school should remain under the ownership of the government.

Teachers maintained that SMC was necessary for the various, but SMC members knew very little about their rights and responsibilities. Agenda were raised by the HT, SMC members and teachers as per the need. SMC was accountable to school, teacher, parents, students, and finally to the community because SMC was selected by the community. However, SMC has not done anything special to ensure parent’s participation. Teachers suggested that school should be controlled by government and community as well. PTA members also stated that agenda were raised by the HT and SMC members. SMC was accountable to all.

**Involvement of Parents**

Teachers stated that the school arranged meetings and discussion to include parents. The school launched home campaigns to ensure the participation of women, Dalits and ethnic groups in school affairs. The parents shared their grievances with the HT and other teachers. PTA members viewed that school should be under the control of community because parents could oversee the school and its affairs.

SMC Chairperson stated that a social auditing committee of 8 members was formed. Besides, the school has various informal sub-committees. But HT teachers and even SMC members reported that school did not formed sub-committees, except social auditing sub-committee.

SMC Chairperson stated that she did not have any idea about SIP since she did not take training. But HT stated that SIP was formulated following consultation with SMC, local intellectuals and representatives of various organizations. Resources constraint was the main problem to implement the programs. Teachers maintained that SIP was prepared with the consent of parents, SMC, PTA, and teachers. Issues raised by parents during preparation related to infrastructure and teaching that were included in SIP. PTA members also stated that SIP was developed with the consent of the SMC, HT and PTA. In SIP, the priority was given to building construction and infrastructure development. SIP also included school sanitation and plantation in it. They, however, thought that parents were not active enough during its preparation.

**Teacher Management**

SMC Chairperson stated that SMC recruited teachers by following the procedure of examinations. She felt that teachers were accountable to SMC rather than the school. HT mentioned that teachers were jointly appointed by SMC and PTA through oral and written tests. They were accountable to the school. HT found their role satisfactory. Teachers complained that they were involved in all school activities such as school awareness and campaigns besides teaching. They felt they were accountable to the school, parents and government.

Parents mentioned that teachers were appointed on the basis of competition. Vacancy announcement was made by SMC and those who were better qualified in both oral and written tests were selected as teachers. Parents viewed that it would be better if the DEO selects and appoints teachers.
Jumla

SMC was mainly concentrating their activities on physical infrastructure facility development. In this regard, the major causes of above mention issue was high enrollment rate and up grading the level of school. Beside, SMC members were unaware about their roles, responsibility and authority so they were indifferent about their roles and responsibility. However, PTA was accountable towards DEO. Social auditing was approved in a parents mass meeting along with the representative of DEO in the initiation of PTA. There was no transparent account in the schools which shows the misuse of budget. It happened because of the disability of SMC. There was only one meeting of PTA in a district because they were unaware about their roles, responsibility and authority. PTA was formed to encompass those parents who were not incorporated in SMC. It showed that there was not distinct difference between SMC and PTA. Formation of social audit sub-committee was a good function of SMC in many schools.

School A

SMC Chairperson stated that as most of the parents were Dalits, they hardly visited school regularly. SMC was essential for the development of schools. SMC was currently working for physical facility improvement, teaching learning improvements, community mobilization, construction and generate resources. The chairperson thought that SMC members didn’t have knowledge about the Act, Regulations and Directives. SMC meeting was organized once a month where HT and the chairperson raised agenda and decisions were made on agreement after discussions.

SMC was essential because SMC looked after and managed school. HT felt that SMC members were not aware of the Act and Regulations. SMC was accountable to local community. Construction, resource generation were major responsibility of SMC. HT stated NGOs have provided capacity development training to SMC members.

Teachers viewed that parents made complaints to teachers, HT, SMC and PTA. Teachers felt that SMC and PTA members did not have knowledge about educational act, regulation and directives. Besides, they have practical knowledge on exercising their power and authority. The Chairperson was more active in comparison to SMC members. SMC was accountable to local community. SMC currently engaged on construction and resource mobilization. Parents stated that SMC was accountable to parents. SMC’s decisions were regarded by parents.

Involvement of Parents

HT thought that parents gave less interests in community school even parents’ involvement was necessary. Parents stated that they came to school whenever SMC informed. Usually they came to school for labor donation during construction period. SIP development was another way to involve parents in school affairs. In this regard, HT and teachers stated that SIP was prepared on consensus among SMC members, HT and teachers. They did not mention whether parents were involved or not. On the other hand, the SMC Chairperson stated that he did not have any idea about SIP. He has neither taken any training on it.
Teacher Management

Teachers stated that teachers were selected by SMC, but license must be required. They viewed that Teacher Union has a positive role for changing academic calendar, raising voice in favor of teachers, managing daily allowances for teachers, if he/she took part in program.

Relationship with DEO

SMC chairperson reported that he visited DEO whenever he thought it was necessary and essential. He visited DEO for physical facility improvement and development. He complained that no support was obtained from DEO yet in this regard. Rather, NGO, INGOs have provided support for building construction and furniture. He felt that DEO fairly distributed scholarship quota, while quota for teacher was less. HT felt that DEO pressure for appointing teachers sent by them for fulfilling the quota. DEO also directed selecting teachers for training. HT reported that scholarship and teachers' quota were determined and distributed by DEO. However, HT often met DEO to inform about difficult problems, to ask for budget and meeting. HT that that administrative expenditure should be released earlier in order to free HT from financial tensions.

School B

HT thought that SMC was essential because school could not run without the involvement of local community. But HT should remain the chief person in school than the SMC chairperson. HT felt that SMC has been entrusted with more authority; it did not even exercise and practice the authority. HT thought that existing Act, regulations and directives empowered SMC to manage school. But viewed that authority regarding teachers should be given to HT so that he/she could control and direct the teachers. HT felt that sometimes conflict between HT and SMC appeared if HT made decisions and SMC barred to implement them. This kind of situation appeared in the school. HT tried to take action against teacher who did not obey the school's rule, but SMC did not support HT.

HT raised agenda in the SMC meeting and decisions were made on consensus. HT maintained that after parents’ meeting, SMC initiated to start coaching classes in order to secure good results. Students were benefited more from this decision. Toilet construction was finished recently with parents’ involvement and participations. SMC organized mass meeting to discuss future plans and inform what has been completed. Besides, a building was constructed with the support of various institutions and organizations. HT stated that SMC accountable to students and parents.

Teachers observed that the chairperson was more active to resolve the school problems. SMC was accountable to parents and local community. SMC assumed responsibility such as infrastructure development, construction, resource generation and mobilization, etc. Teachers felt that did not have knowledge about their role, responsibility and authority. SMC members were also not aware of the Education Act and Regulations. SMC made important decision known to parents by organizing meeting or through public notice.
Involvement of Parents

With a view to involve in school’s activities, HT stated that parents from the school community arranged a meeting and a three members committee was formed. This committee gathered ideas, advices and suggestions from parents and communicated to school and SMC.

Another strategy taken for parents’ involvement in the school was SIP formulation. HT and teachers stated that the school prepared SIP with the participation of SMC, HT, teachers and parents. But SIP was not developed and implemented in recent years.

Teachers Management

HT and teachers maintained that teachers were appointed by SMC through examination, observation and interview. However, HT felt that even SMC has been entrusted more authority, and SMC members did not exercise and practice the authority. HT stated that it would be difficult to take action against a teacher if he/she committed mistakes or disobey the school’s rules, since teachers and SMC both belonged to the same community.

Relationship with DEO

HT often visited DEO to get information about salary, meeting, scholarships and budget. Information or notices did not come timely and appropriately. HT stated that scholarship quota was unfairly distributed to schools. He complained that the school sent a list of 70 Dalits for scholarship, but DEO approved only 12 for the scholarship.

HT thought that existing act, regulations and directives empowered SMC to manage school. But he viewed that authority regarding teacher management should be given to HT so that HT could control and direct the teachers. HT felt that sometimes conflict between HT and SMC appeared if HT made decisions SMC barred to implement them. This kind of situation appeared in the school. HT tried to take action against teacher who did not obey the school’s rule, but SMC did not support HT.

Management Transfer to Community

HT stated that SMC formed a three members committee to talk and discuss with parents, local community about management transfer. After the deliberation and discussion with parents and other stakeholders, they reached in a consensus and transferred school’s management to community. After management transfer, parents appeared active in school’s affairs and teaching learning of their children. HT experienced that the chairperson was not available for many months before, but this situation changed. Now, SMC chairperson visited school daily. HT felt that parent’s awareness, their participation and, of course, the sense of belongingness was gradually increasing. Teacher’s daily attendance was increasing too. Parents started to see the homework of their kids. In spite of these changes, teachers were skeptical about their job security. Teachers felt that the move of management transfer was against their professional rights. They were reluctant to be controlled by the parents. Moreover, teacher union also protested the new move.
Teachers saw several changes in school after the management transfer. However, they also viewed that the effort braked promoting their professional rights.

**School C**

SMC Chairperson experienced that only roles and responsibilities than authority and power were given to SMC from the current Act and Regulations. He felt that SMC should be given full authority for school operation. He added that SMC should have authority to appoint, dismiss and punish teachers. He felt that DEO used such authority. Agendas were discussed in SMC meetings, and if disagreement over the issues, decisions were made by majority. He felt that he was more active than other members. SMC was accountable to local community. SMC made known school activities, programs, plans and problem in parents mass meeting in a year.

Teachers felt that most of the members did not have knowledge about their roles, responsibility and authority except the chairperson. HT and SMC chairman raised agenda in meeting. Majority's decision was final. SMC tried to run school even in the strikes and bandhs. SMC made efforts to maintain coordination with GOs and NGOs for resource mobilization and development of school. As the school recruited additional teachers, the school did not provide scholarships to students; rather it used the scholarship amount for teacher's salary. The decision was made by the SMC and parents in a mass meeting. Though DEO knew it, the staff remained silent about the matter. SMC also monitored the teaching learning activities in school. Social auditing report was made public.

**Teachers Management**

Regarding teacher management, SMC Chairperson stated that teachers were made responsible to parents and students. He explained that teachers were selected and appointed by SMC through oral and written test, class observation and interview.

HT and teachers also maintained that teachers were selected and appointed by SMC. They also maintained that teacher’s union was fighting in favor of teachers. The union raised voice for teacher's facility, salary, and terms and conditions.

**Involvement of Parents**

Besides parent’s mass meeting, school prepared SIP to involve parents in school affairs. SMC Chairperson stated that many organizations provided training to SMC members for preparing SIP. However, school did not get enough funds to implement.

Teachers maintained that SIP was prepared in 2003 for five years. SIP was prepared discussing with SMC, teachers, HT and parents. Parent's idea, suggestions and advices were included in the plan. School implemented the programs of SIP.

**Relationship with DEO**

SMC chairperson often visited DEO but it was difficult to meet with officers, since they mostly did not present in the district. He complained that scholarship distribution to school was not fair.
Leadership of HT

Chitwan District

HT has the leadership quality regarding management, administration and governance sectors. In this context, one of the SMC chairpersons stated that he requested existing HT, who used to teach at another school, to join their school as HT in order to settle down the problems of school. However, they were able to transfer the HT to their school where HT played encouraging and constructive role to minimize problems. In addition, HT played significant and crucial roles in various areas such as administration, infrastructure development, teaching-learning activities, quality of education, relationship with parents and community, and completion of exams. Besides, HT was more responsible towards SMC and PTA and less towards DEO. They were not helped by the concerned authorities at the time of crisis. Besides, planning, organizing, leading and controlling are some of the fundamental tasks of HTs. Sometimes, HT prepared proposal of proposed building in order to search out financial help from NGOs/INGOs.

Of them, one HT said that he has been overloaded with work as he has to take the lead in activities such as construction, fund raising and daily regular teaching learning activities. Compared to other teachers, the HT has to devote more time and energy. SMC was always helped by HT to discuss over any issue, challenges, problems and prospects of school. Regarding the relationships, HT and SMC chairperson have the relation of nail and flesh. HT was facing the problem about how to uplift the quality of students for the betterment of schools and to achieve the millennium goal. Many of the HTs SMC chairpersons and members, teachers and parents stated that most of the HTs were concerned with institution building, having positive attitude and clarity of thought, and efficiency and effectiveness for managing school.

Kailali

HTs literally abide by and adhere to the duties and responsibility as stated by the existing Education Act and Regulations. In this regard they hold frequent discussions and integration with the SMC and parents where the discussions take place on a number of issues such as fund raising, collection of resources, determination of fees, formation of rules and regulations, reduction of expenses and being economic, distribution of scholarships, etc. The relationship between HTs and parents was found very well. The desires of parents are addressed through consensus, especially between the HTs and parents; the HTs were accountable to parents, SMC, DEO and all stakeholders. This role was actually considerable. In the absence of HT, most of the school's activities cannot run smoothly. Chairperson and HT, most of the time, discuss over school's affairs as to construct additional classroom, physical infrastructure development, effectiveness of teaching learning activities, resource collection and mobilization. There is always positive and supportive relationship between HT and chairperson. HTs were more responsible towards SMC chairperson. Most of the SMC were satisfied by the leadership quality of HT.

Leadership is not only simply making people do in a way that a leader desire but it is also process of bearing courage to be answerable for the results produced under the leadership. But there are prudent examples of absence of leadership accountability in the educational organizations. These absence of leadership qualities should be
minimized through training programs, seminar and workshop one of the HTs stated at the time of interview.

Ilam

A leader is a person who is ready to take initiative, conceptualizes, sets goal, plans, optimizes, influences, delegates, develops subordinates, team builds, monitors results, understands results and organizes so many things for the betterment of any institution. In addition, s/he bears self control, positive expectation, and realistic expectations. In terms of schools, all these adjectives resembles to HTs. It was the HTs who have to run the school and responsible to create a conductive atmosphere. Their role was found satisfactory as stated by parents and SMC members. Every problem was sorted out through discussions between the HTs and the SMC members. They were accountable to the SMC and DEO. The problem was that there was not a considerable difference between the HT and other teacher in terms of education and financial facilities as specified in educational regulation. However, HT has more responsibility to undergo and tasks to be accomplished. Most of the time, HTs have to finish tasks without the moral support of SMC, PTA and teachers because they didn’t have any idea how to settle down the issues especially in the remote area of the district. HTs were the leaders in terms of management, coordination, resource generation, planning, leading, controlling and mobilizing community. HTs were responsible for solving the problem physical facilities.

Syangja

HTs were leading academic, administrative, financial and the community mobilization aspects. Education Regulation has allocated more administrative and managerial work but HTs have to play leadership as one of the HTs explained. However, there must be mutual agreement between SMC and HT. There was the discussion between SMC and HT about how to generate fund from donors and other organizations in order to develop physical facilities of the school. They were accountable towards SMC, PTA, DEO and teachers. HTs were facing the problem of shortage of financial, physical infrastructure resources. HTs were helpful towards teachers, SMC, PTA, local community and students. In a nutshell, HTs were actively working in the front line of construction, financial resource generation, sanitation, quality control and community mobilization. One HT of Syangja district stated that HT was the servant of his school. Besides, HT worked as a planner, a resource generator, and a coordinator to maintain teacher's parents and a leader to keep academic environment in school. The success of any institution depends on the leaders and the success of schools also depends on HT. It is therefore HTs are the leader in community school in Nepal.

Jumla

HTs were leaders in schools in every affair. So they were also called pivot of the school. They were one of the most responsible and accountable stakeholders of school where they have to perform so many assigned and unplanned tasks. One SMC chairperson stated that HT was helpful and has taken main responsibility of school. HTs must have the leadership quality to lead and take responsibility. But the leadership quality emerges from different trainings and practice of work. HT was facing the problem of conflict with SMC about teacher's punishment matters. They were taking the responsibility of administration, resource generation and
mobilization. They were found helpful, qualified, cooperative, responsible and accountable. Besides, they have good relationship among teachers, students and parents. Besides, they were worried about the quality of education, collection of physical infrastructure and, progress and prosperity of school. There was discussion about school’s problems and quality education between HTs and SMC chairpersons throughout the schools of district. It showed that HT initiated every affairs and tasks related to school. Planning, visioning, controlling, communicating, responding and implementing planned visions are some of the functions of HTs and these functions are the functions of leaders where they have tried their best to accomplish without individual benefit.
CHAPTER IX

Role of PTA

Chitwan

DEO felt that PTA was formed merely to meet the legal requirements. As the Act has provision, so PTA was formed. PTA helped SMC by performing social auditing. In some schools, PTA worked as a bridge between school and parents, whereas PTA also functioned parallel in some school. In some schools PTA was used as a forum to adjust the local elite as they could not be given a position in SMC. DEO thought that PTA must be empowered to mobilize community. The role of PTA was confined to a limited area. However, PTA needs to be given additional roles, and they should be mentioned clearly.

School A

HT stated that PTA members did not have knowledge about their roles and responsibilities; however, they were helpful to make decision, to do work in hand with SMC for infrastructure development, fund raising and resources mobilization, and to determine the admission fee. In most times, PTA members jointly met with SMC.

SMC chairperson maintained that PTA was more responsible to the teaching learning activities. PTA members monitored teacher's attendance in the school, so PTA has been given authority to recommend teacher's promotion. PTA helped SMC a lot in various activities, such as building construction, fund raising, decision making, and executing the assignments given by SMC. SMC and PTA jointly met since both concerned about the same affairs. SMC chairperson felt that PTA was accountable to SMC.

Both SMC and PTA members viewed that PTA has been helping SMC for carrying out the activities such as the construction of toilets, school building and fund raising. In addition, discussion on school's management transfer to community was also held in the PTA meeting. Also, PTA also took decisions to upgrade school and then added new classes. In SMC members' opinion PTA made attempts to support the school to carry out the decisions like fund-raising, quality education and promotion of school.

Teachers opined that PTA members were not, in fact, aware of their own roles and responsibilities. They only involved in Saraswati Puja and other school events. Teachers felt that PTA was accountable to the school.

Parents observed that PTA and SMC was the similar thing, they were not different. Their roles and responsibilities were the same. They did not have separate meeting and agenda. PTA helped SMC in fund raising and developing physical facilities, and facilitated in decision making. Parents stated that even SMC chairperson had no knowledge of whether SMC chairperson should be PTA chairperson or not.

School B

SMC chairperson stated that PTA was accountable to HT and SMC. He acknowledged that PTA never conducted meeting as SMC and Advisory Committee organized meeting on similar issues and problems. He also added that PTA was not
aware of their roles, responsibility and authority; and of Educational Act and Regulations either.

HT maintained that PTA gave suggestions to SMC. PTA was overseeing the activities of SMC, and provided advices. PTA was also expected to help to monitor construction work together with fund-raising. Meetings of SMC and PTA were sometimes jointly held and at time separately.

SMC and PTA members as well as parents reported, PTA confined its activities to fund-raising, household campaigns, construction of temples, etc. They thought that PTA influenced in the decision-making process. They expressed that PTA had not met yet since it had been recently formed.

School C

SMC chairperson stated that PTA was responsible to the learning and teaching of students and teachers. Responsibilities of PTA included overseeing activities such as smooth running of classes, presence of teachers, etc. PTA also monitored teacher’s attendance in the school and saw whether teachers were granted leave or bunked on their own. The chairperson felt that PTA was accountable to the SMC. SMC and PTA jointly involved in various activities such as fund raising, awareness raising, and arranging cultural programs, and so on. Meetings were jointly held due to the convenience of sharing their experiences and ideas. PTA helped SMC a lot in various activities, such as building construction, fund raising, decision making, and so forth. Compared to the past, PTA has been provided with a bit more power such as the right to recommend teacher for promotion.

HT observed that PTA was really active in activities such as infrastructure development and future planning. The main problem of PTA was that they have to help school at the time of need but it did not PTA, in fact has no any right to take decision on its own. It is so because the Act does not allow it to do so. HT observed that PTA chairperson also sought some executive power while attending the meeting. PTA did not acknowledge that PTA has then supportive roles. HT thought that PTA was given with fewer responsibilities.

Teachers stated that they did not at all know what PTA was.

Like SMC, PTA members thought that PTA was responsible for resource mobilization, school sanitation, drinking water and fund raising for the school. These members were also looked after the school building construction. Parents heard the word just now for the first time. They thought PTA and parent monthly meeting was the same things. For them, it was parent or PTA that met every month in school and discussed with teachers, and observed the progress of their children.

Kailali

School A

SMC chairperson expressed that PTA members came to school only when they were invited. They visited the school and spent time if they were given responsibilities, otherwise they would not come to school. They were asked for help if there was any work to be launched. PTA did not have any special tasks these days. PTA members were busy with their own work and they thought that SMC would do everything.
HT maintained that PTA was not active at all. He stated that the meeting of PTA was held two times so far. The main reason behind not having a regular meeting was unavailability of the members. Most of the members did not stay here for more than a single day. The meetings of SMC and PTA took place separately but there had been no meeting for one year. Some of the duties of PTA included economic and social auditing etc. Regarding the PTA activities, teachers stated that PTA decided not to let the students go elsewhere leaving the school. PTA also tried to increase the number of students and decided on the uniform of the students.

_School B_

SMC chairperson and members reported that SMC did not assign any responsibility to PTA; however, SMC and PTA worked together in the school. PTA was more responsible and accountable to SMC. There was the joint meeting of PTA and SMC since both were responsible for the betterment of school and quality education of students. At present, PTA was not active. There were not any government efforts to make PTA more effective.

HT confirmed that PTA jointly met with SMC since both committees were concerned with same issues and problems of school. PTA was accountable to SMC. PTA helped to generate resources, looked after the construction work. Teachers added that no responsibilities had been given to PTA. PTA was not accountable to anyone, and it was not involved in any activities.

PTA members mentioned that PTA was responsible to local community and students. Some of the roles of PTA were to maintain coordination between school and parents, look after the physical facility of school and help in construction work. Recently, PTA was involved in meeting the parents for student's admission. Unfortunately, PTA did not have separate meeting. PTA members did not have the knowledge about their roles, responsibilities and authority, and about Educational Act and Regulations as well.

_School C_

SMC chairperson stated that SMC had not been entrusted responsibility to PTA so, they did not have any special work. PTA looked after the teaching-learning activities and maintained coordination between schools and community. Roles and responsibility of PTA were not clear. PTA did not engage itself in any activities recently. SMC and PTA met jointly. SMC members added that they were accountable to school and parents. HT maintained that PTA was accountable to parents and suggested in determining an admission fee. PTA also discussed problems and issues with SMC. So far, PTA did not meet separately. PTA jointly met with SMC. PTA followed what SMC and HT suggested. According to the teachers, PTA has not been given any responsibilities but helped SMC in budget preparation, assisted in development and construction works, and revising fee structure.

_Syangja_

_School A_

SMC chairperson stated PTA was worked for social auditing. Though, SMC and PTA jointly met, all members did not present in the meeting. Most of the time, PTA chairperson took part in the meeting which helped in making decisions more public. The chairperson viewed that PTA was formed to help SMC. SMC and PTA members
stated that PTA was formed to include parents who were not getting chance in SMC. PTA observed the classroom according to the suggestions of the local community. PTA was responsible to look after the school as well. PTA’s responsibility was not clearly mentioned in the law. PTA helped in building construction and looking after the work. PTA once organized a meeting to make parents make known the report of social auditing. To make decision easier, PTA and SMC held a joint meeting. PTA had not any authority. PTA was accountable to parents. Teachers also felt that PTA was accountable to parents.

School B

HT stated that PTA worked as a bridge between teachers and parents. PTA was active in solving the various problems of school and construction works. PTA members were mostly absent in meetings. PTA was accountable to school. Teachers viewed that PTA Chairperson was more active, and did work for the overall development of school. PTA was not assigned any responsibility, but the members engaged themselves in fund raising. Mostly, PTA would not meet. Parents also viewed that PTA was playing significant roles to develop school.

School C

SMC and PTA members reported that PTA was engaged in helping SMC to resource generation, assist in building construction and maintain academic environment of the school. PTA was also assigned for social auditing and toilet construction. Besides, PTA also made aware to SMC, if it did not meet the expectation of community and the decisions were not helpful. But PTA did not arrange its own meeting; rather it met with SMC jointly. PTA worked as a bridge between SMC and community.

HT stated that PTA worked as a bridge between school and local community. Since PTA members were more educated than that of SMC, PTA provided advices to SMC and helped in academic and fund-related affairs. Besides, PTA monitored teaching learning activities and attendance of students and teachers. Social auditing was responsibility of PTA. Because of the absenteeism of members, and the nature of issues, PTA jointly met with SMC. PTA was accountable to teachers, students and parents. Teachers also stressed that PTA was accountable to local community and school. Besides, PTA looked after the activities of SMC and provided help, if SMC required.

Ilam

School A

SMC Chairperson expressed that PTA was not involved in any activities at present. Meetings were jointly held with SMC as per the need. As the SMC was more active, PTA was inactive. Teachers stated that PTA was accountable to none as it was passive. Teachers stated that PTA authorities visited school only when they were invited, otherwise they did not come. PTA was assigned with the responsibility of launching a home campaign, however, PTA became indifferent. PTA was involved in social auditing. PTA did not hold any meeting. As members were not real parents, they were indifferent in school affairs. Unfortunately, parents were not aware of what PTA did.
School B

SMC chairperson stated that PTA had not been assigned any separate responsibilities. SMC and PTA met together. SMC and PTA members mentioned that PTA with SMC met jointly since both of these were formed to develop and improve school. They thought that it was difficult to arrange separate meeting because members were busy and they could hardly spare time for meeting. PTA was accountable to local community. PTA was engaged to bring student absentee in school. PTA brought those students who did not attend the school for a week.

HT mentioned that PTA was not assigned any responsibility because PTA did not fulfill the assigned responsibility. Besides, PTA members could not spare time for school. PTA jointly met with SMC since both of the committees had the similar kinds of roles. As teachers experienced, the major responsibility of PTA was fund raising and construction. PTA was involved in activities such as repair of bathroom, school and temple fencing.

Parents felt that PTA was formed with an aim of assisting SMC in the management of teaching-learning activities. Some of the activities of PTA were fund raising and management of physical infrastructure.

School C

SMC Chairperson stated that PTA looked after schools affairs, student's activities in the classroom, and executed assigned tasks by SMC. Like in other schools, PTA jointly met with SMC even if SMC chairperson stated PTA met its own. HT and teachers felt that PTA should have the specific responsibility. At present, no responsibility was given to PTA. They stated that PTA met jointly with SMC. PTA members also stated that no special responsibility was given to PTA. PTA was mainly involved in fund raising. PTA met separately.

Jumla

School A

SMC Chairperson stated that PTA did not have any separate meeting. PTA worked as an adviser to SMC and looked after what SMC did. PTA was accountable to students. HT thought that PTA was not active and only helped SMC. Teachers also stated that PTA helped SMC in various activities, and was accountable to parents.

School B

HT observed that PTA member did not have any knowledge about their role, responsibility and authority. HT complained that PTA and SMC members worked and spoke whatever they liked instead of following the rules and regulations. PTA's role had become merely to participate in meeting, discuss over the issues and gather parents. PTA members thought that SMC was responsible for each and every affair of school.

Teachers thought that PTA was accountable to parents. PTA helped SMC to carry out their job. PTA and SMC jointly met.
School C

HT and teachers viewed that PTA was formed to increase parent’s involvement in school and help teachers. They felt that PTA did not have its own role; rather it helped SMC if needed. Presently, authority was provided to PTA for improving school and coordinating community. Chairperson viewed that PTA would arrange meeting if serious issues and problems appeared.
CHAPTER X

Capacity Development

Capacity development of educational service providers is assumed as an important aspect of educational reform. With a view to develop quality education, a country must have able, committed and competent human resources. Enhancing their competency and capacity is equally important to improve system's quality. Therefore capacity development receives high regards from every nook and corner.

Capacity development refers to the ability of an organization or an individual to carry out a wide range functions effectively on a sustainable manner. Capacity development is a process by which individuals; organizations and societies as a whole create, advance, and unleash their abilities and manage the affairs successfully. Capacity development aims at building the ability of members of society to solve problems and to play a meaningful role. Therefore, both government and donors find it necessary to develop the capacity to arrest the goal of development.

Capacity in terms of individual refers to the ability; skill, initiatives and willingness to perform roles required for her/his position in an organization. So the elements of individual capacity are knowledge, skill, stance, wills and awareness about the roles. The skill to analyze needs, design and implement policies, plans and strategies, monitor results are the major components of individual capacity development. On the other hand, capacity of organization refers to almost any aspects of its works, improved governance, leadership, mission and strategies, administration, program development and implementation, fundraising and income-generation, partnership and collaboration, advocacy, policy change, positioning planning, and so forth. Mission and strategies, resources, infrastructure, information, structure, culture and competence, etc. that influence management system, organization culture and decision-making are the aspects of organization’s capacity. At the organization level, human resource development, physical assets and capitals, leadership, etc. form the components of capacity development. Capacity at the institution level relates to the ability to organize its members to identify issues that affect their lives, plan resources, advocate their requirements, organize communities for the support of program implementation, monitor progress and contribute to sustaining infrastructures. Capacity of individuals and organizations of society; laws, policies, etc; informal institutions such as norms, customs, etc, social capital and social infrastructure are components of institution building or institution development.

Organizational approach of capacity development focuses mainly on building capacity at an organizational level, whereas institutional approach stresses the process and rules that govern organizations. On the other hand, system approach of capacity development emphasizes on understanding mechanism of establishing and maintaining coordination among the players of governance regime. So understanding of management process and delivery mechanism is crucial that help to analyze the functional interdependence of various parts of the system. In contrast to these approaches, participatory approach of capacity development lays stress on creating a sense of ownership and participation. Participation of stakeholders in setting goals and objectives, strategies, management and evaluation of organization affairs is critical. But whatever the approaches, capacity development effort must have the following character:
- Promoting broad-based participation and locally driven agenda
- Building local capacity to better address the local issue
- Encouraging on-going learning and adaptation
- Coordinating support of various levels of institutions to address the common problems

In this section, an attempt has been made to explain the policies and efforts undertaken for the capacity development of school authorities and HT.

**Functions and Responsibilities of HT, SMC and PTA**

Based on the educational programs currently executing; and roles assigned to the HT, chairpersons and members of SMC and PTA, the following responsibilities could be identified as essential for the effective school operation:

- Prepare plan, budget and program for schools
- Implement educational programs according to EFA/SESP and other project policies
- Supervise and monitor
- Organize meetings, workshops
- Develop and implement policies regarding to improve the access of education
- Implement the program to enhance quality, efficiency, relevancy and equity in school education
- Develop various program interventions and strategies for implementing School Improvement Plan (SIP) and Village Education Plan.

These responsibilities manifest that these school authorities should have the following managerial and professional competencies:

**Table 7.1: Required Managerial and Professional Competencies**

<table>
<thead>
<tr>
<th>Managerial Competencies</th>
<th>Professional Competencies</th>
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</thead>
<tbody>
<tr>
<td>- Policy analysis and formulation of school plans (SIP)</td>
<td>- Emerging educational trends</td>
</tr>
<tr>
<td>- Cost analysis, programming and budgeting</td>
<td>- Emerging national and sectoral policy frame-works (good governance, school governance,</td>
</tr>
<tr>
<td>- Monitoring</td>
<td>decentralization, community participation, education and community development)</td>
</tr>
<tr>
<td>- School management</td>
<td>- Policies on collaboration, linkage and co-ordination with local level organizations</td>
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<tr>
<td>- Negotiation, collaboration and networking</td>
<td>- Cross-cutting issues in educational</td>
</tr>
<tr>
<td>- Information management</td>
<td>- Decentralization policy, plan and strategies to develop SIP /VEP</td>
</tr>
<tr>
<td>- Human resource management</td>
<td>- Indicators, standards and norms for quality education,</td>
</tr>
<tr>
<td>- Team management</td>
<td>- Understanding on NFE, ECD, Teacher development, Gender and equity, social inclusion</td>
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<tr>
<td>- Local partnership</td>
<td>and special need education</td>
</tr>
<tr>
<td>- Conflict and post-conflict management</td>
<td>- Understanding on educational conflict and post-conflict policy and interventions</td>
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<tr>
<td></td>
<td>- Educational supervision, monitoring, evaluation and follow-up and feed-back mechanism</td>
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<tr>
<td></td>
<td>- School development, teacher development and motivation</td>
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</table>
**Capacity Development: Policy and Organization**

To increase and improve the competencies and professional capacity of the persons working in the field of education, NCED is established under MOES, and empowered to execute the decisions made by Council for Educational Human Resources Development. The Education Regulations entrusted the Council with the responsibility of developing and implementing educational human resource development policies, plan, training programs, etc. NCED has the countrywide network such as ETC, RC and private training centers to implement them. In addition to NCED, DOE also conducts capacity development programs for specific purposes.

As regards the capacity development, the policy documents view that the management training for the managers working at all levels of education is necessary (MOES, 2007). The Council brought the following policies regarding the management training:

- Job induction training is a pre-requisite for newly appointed managers, including school heads of all levels before holding the position.

- Educational management training is mandatory to all managers and school heads working at all levels.

- The opportunities for continuous professional development will be created through refresher training programs, self-learning materials and on-site support schemes.

- Special deployment scheme is devised and implemented for promoting motivational level and morale of the managers and also for encouraging high performers.

NCED makes necessary arrangements and carries out the management-training program through its network. The duration of management training program has a minimum of 30 days. The focus of the training program is on the effective delivery of educational services so as to enhance the quality of school education (MOES, 2007).

To foster democracy at the grassroots levels and the social capital required for the effective implementation of service delivery, capacity development by all means is necessary. Capacity development is, of course, a term very much commonly heard with reference to the reform in the delivery of public goods. When we see the policy provisions for capacity development of SMC and PTA, the grassroots organizations whose roles are considered significant in educational reform agenda, we see the obvious gap between policy and practice. Since the capacity development policy for SMC and PTA does not receive any value in major HRD policy document of MOES, the system does not want to give power or empower these grassroots level organizations and enhance their capacity and improve quality. Putnan argues that society is the main determinant of quality of government and economic growth rates (Polidano and Halme, 1999). Absence of capacity development vision and provisions for these grassroots organizations in the system indicates system's reluctance to enable grassroots organizations and promote society-centered governance practices at least in the education sector.

However, the policy document positioned HT as an instrument in implementing reform at the grassroots level, as HT is regarded as the system's man who works at
the local level. Strengthening HT’s capability is to strengthen system itself. Therefore, HRD policy addresses the needs for HT’s capacity development.

**Capacity Development Policy and Provisions under EFA and SESP**

Even though there was absence of capacity development policy of SMC and PTA at the national level, EFA and SESP made an attempt to develop the capacity of these school authorities including HT. For the managerial capacity development for these authorities at the local level; and to make the local parents aware these programs adopted the following strategies:

- **SMC, PTA and HT has been targeted to orient on issues like inclusive education, gender sensitization, conflict sensitivity and peace building including maximizing utilization of school resources.**

- **Integrated capacity building interventions for chairpersons and members of SMC, PTA and HT has been implemented including the elements of school management, school grants and other parental awareness.**

- **Social mobilization of parents, NGOs, CBOs, and civil society members and orientation has been undertaken.**

**Capacity Development Scheme in CSSP**

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

- **to conduct training programs for primary level teachers and SMC members.**

- **to mobilize community with the cooperation of NGOs**

- **to conduct different kinds of training programs for teachers (LSS and SS under intensive cooperation)**

- **to conduct orientation programs for political and social workers and other civil servants.**

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

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

- **make them aware of community managed school approach, and roles and responsibilities of SMC, PTA, parents and other stakeholders, community based monitoring mechanism in order to achieve quality education in locally managed schools and share the experiences**

- **share and disseminate the best practices adopted by CMS in different parts of the country**

- **aware of the concept and identify indicators of quality education and school effectiveness**
- disseminate the process and indicators for school accreditation
- prepare SIP and action plans

Based on these requirements, CSSP developed a management training package. This package has already been used to develop the capacity of grassroots level organizations such as SMC and PTA. NGOs are recognized as partner agencies and are involving in community empowerment.

As CSSP intends to mobilize local NGOs for the capacity development of the school stakeholders, it probably enhances the stock of social capital that is useful for the school development. But CSSP views that training and orientation are the major strategies for capacity development besides other, and it focuses more on teacher training than management training. These may shrink its effort to capacity development of school manager such as SMC. Moreover, it does not consider the significance of PTA, so it does not include PTA in capacity development process. This also reveals that a serious effort is lacking to empower the significant grassroots organizations.

**Capacity Development Scheme in SIP**

With a view to promote institutional planning practice in schools, DOE implemented SIP process. In fact, one of the strategies of SIP process implementation is to enhance the capacity building of local stakeholders. As SIP provides educational planning and management training to HT, SMC chairperson and VEC members, the process intends to enhance their capacity in educational planning and related areas. They are intended to actively involve at the time of SIP preparation. Moreover, the SIP operational guidelines intends to:

- empower SMC for managing schools by providing flexibility with respect to the utilization of resources.
- ensure universalization of education of all children within the service area of each school in coordination of all schools within the VDC and Municipality.
- link school grants with the achievements of the school based on indicator.
- motivate schools for undertaking self-assessment and analysis in partnership with stakeholders.

Under these schemes, the following capacity development endeavours were undertaken;

**Tab 7.2: Types of Capacity Development Activities**

<table>
<thead>
<tr>
<th>Capacity Development Activities</th>
<th>Duration</th>
<th>Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Mobilization including partnership with NGOs, CBOs</td>
<td>Less than 1 week</td>
<td>Capacity development activities has been conducted by NGOs/CBOs Training focuses on local needs</td>
</tr>
<tr>
<td>Planning and management training</td>
<td>2 days</td>
<td>Training has been conducted by DEOs through RCs SMCs and HTs have been involved in the training</td>
</tr>
<tr>
<td>Training on School Improvement Plan including EMIS</td>
<td>Less than 1 week</td>
<td>Conducted in 2004 through RCs</td>
</tr>
<tr>
<td>Orientation to SMC Chairperson and HTs on construction</td>
<td>Less than 1 week</td>
<td>Conducted through RCs</td>
</tr>
</tbody>
</table>
Following table shows the number of beneficiaries of these capacity development programs:

**Table 7.3: Beneficiaries of Capacity Development Activities**

<table>
<thead>
<tr>
<th>Activities</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Mobilization including partnership with NGOs, CBOs</td>
<td>-</td>
<td>11</td>
<td>75</td>
<td>56</td>
</tr>
<tr>
<td>Planning and management training</td>
<td>23441</td>
<td>58459</td>
<td>43719</td>
<td>34288</td>
</tr>
<tr>
<td>Training on School Improvement Plan including EMIS</td>
<td>64060</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Orientation to SMC chairperson and HTs on construction</td>
<td>-</td>
<td>-</td>
<td>479</td>
<td>-</td>
</tr>
<tr>
<td>Training for resource person</td>
<td></td>
<td></td>
<td></td>
<td>1166</td>
</tr>
<tr>
<td>Computer training and internet</td>
<td>167</td>
<td>140</td>
<td>51</td>
<td>73</td>
</tr>
<tr>
<td>School based training</td>
<td>-</td>
<td>-</td>
<td>4960</td>
<td></td>
</tr>
</tbody>
</table>

Source: DOE

**Capacity Development of HT**

Head teachers have been considered as the key actor for the management of school and the implementation of educational programs. HT also embodies the leadership roles while he or she maintains the relationship with the peers, community members and others. HT is also instrumental while developing school plans and programs. Therefore, capacity development of HT was considered necessary for the advancement of school.

In fact, needs for capacity development of HT was recognized only after the implementation of BPEP, which has institutional capacity development as one of the major objectives. To meet this objective, several programs were undertaken by BPEP for the capacity development of primary level HTs. On the other hand, Science Education Development Project (SEDP) also conducted programs for capacity development of lower secondary and secondary school HTs.

At present, NCED was made responsible to develop strategies and conduct capacity development programs for HT. As mentioned above, NCED has the countrywide network such as ETC, RC and private training centres to implement them. It has also developed training packages (one month) for capacity development of HT. The contents of a training package are illustrated in Annex B. So far, more than 1600 HT got benefits from the training programs conducted by NCED.

**Table 7.4: HT Received HT Training**

<table>
<thead>
<tr>
<th>Year</th>
<th>Primary</th>
<th>LSS and SS</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000/01</td>
<td>25</td>
<td>-</td>
</tr>
<tr>
<td>2001/02</td>
<td>65</td>
<td>-</td>
</tr>
<tr>
<td>2002/03</td>
<td>221</td>
<td>-</td>
</tr>
<tr>
<td>2003/04</td>
<td>163</td>
<td>-</td>
</tr>
<tr>
<td>2004/05</td>
<td>145</td>
<td>24</td>
</tr>
<tr>
<td>2005/06</td>
<td>495</td>
<td>132</td>
</tr>
<tr>
<td>2006/07</td>
<td>498</td>
<td>244</td>
</tr>
<tr>
<td>Total</td>
<td>1612</td>
<td>400</td>
</tr>
</tbody>
</table>

Source: NCED, Management Training Section
Capacity Development Scheme in HRD

In the year 2002, MOES prepared a human resource development plan. This plan analyzed the roles and responsibility of educational stakeholders and came with the required capacity development plan.

For the capacity development of HT, the HRD plan analyzed following problems and issues identified the learning needs, and possible intervention for capacity development.

Table 7.5: Learning Needs and HRD Interventions for HT

<table>
<thead>
<tr>
<th>Problems/issues</th>
<th>Learning needs</th>
<th>Potential intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td>- vaguely written job descriptions</td>
<td>- school management and instructional supervision</td>
<td>- induction training</td>
</tr>
<tr>
<td>- instructional/supervisory role not emphasized in the job description</td>
<td>- school improvement planning</td>
<td>- on the job training</td>
</tr>
<tr>
<td>- lack of organized job induction training for newly appointed HTs</td>
<td>- teacher management</td>
<td>- recurrent training</td>
</tr>
<tr>
<td>- lack of instructional leadership skills</td>
<td>- professional support and supervision of teachers</td>
<td>- operational study visit (with gender equity)</td>
</tr>
<tr>
<td>- little or no time spent on classroom observation, teacher support and supervision</td>
<td>- teachers' evaluation and performance appraisal</td>
<td>- qualification upgrading program (with gender equity)</td>
</tr>
<tr>
<td>- inadequate knowledge and skills to manage school and lead teachers</td>
<td>- financial management</td>
<td>- periodic interaction with parents (with increase participation of mothers and community)</td>
</tr>
<tr>
<td>- limited opportunity for career development and professional enhancement</td>
<td>- working with parents, SMC and teachers</td>
<td>- training on SIP development</td>
</tr>
<tr>
<td>- limited involvement of parents, community and CSOs in school improvement</td>
<td>- teacher mentoring and leadership focusing female head teachers</td>
<td>- school management training</td>
</tr>
<tr>
<td>- lack of transparent and competitive criteria for the selection of HT</td>
<td>- resource mobilization</td>
<td>- training on instructional supervision, teachers' evaluation and teacher support</td>
</tr>
<tr>
<td></td>
<td>- mobilization of local communities, CBOs, and NGO for educational development</td>
<td>- training on public relation and social mobilization technique</td>
</tr>
</tbody>
</table>

Source: HRD, 2002

Similarly, the HRD plan analyzed the following problems and issues; identified the learning needs, and possible intervention for capacity development of SMC:

Table 7.6: Learning Needs and HRD Interventions for SMC

<table>
<thead>
<tr>
<th>Problem /issues</th>
<th>Learning needs</th>
<th>Potential intervention</th>
</tr>
</thead>
<tbody>
<tr>
<td>- frequent change in the composition and function of the SMC</td>
<td>- understanding of the recent change in education</td>
<td>- orientation program seminar on the responsibilities, roles and authority of SMC</td>
</tr>
<tr>
<td>- limited or no efforts to</td>
<td>- organizing enrollment drives for both girls</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>make SMC members aware of their roles and responsibilities</td>
<td>boys</td>
<td>according to Education Act</td>
</tr>
<tr>
<td>-----------------------------------------------------------</td>
<td>------</td>
<td>----------------------------</td>
</tr>
<tr>
<td>SMC seem as rubber stamp rather than as an executive body formed to administer, manage, and monitor the school</td>
<td>- concept of quality education addressing the needs of girls and boys</td>
<td>- training</td>
</tr>
<tr>
<td>politicization in the formation of SMC</td>
<td>- school improvement planning</td>
<td>- procedural manual</td>
</tr>
<tr>
<td>lack of clarity about SMC members’ role and powers</td>
<td>- program planning and budgeting with gender integration</td>
<td>- periodic interactions and the community members with increase participation of women</td>
</tr>
<tr>
<td>low participation of parents, women and members of disadvantaged communities in SMC</td>
<td>- teacher recruitment, appraisal and promotion with affirmative action for women</td>
<td>- study visit (with gender equity)</td>
</tr>
<tr>
<td></td>
<td>- school financing and property management</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- monitoring skills</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- community mobilization strategies</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- maintaining and utilizing school property and facilities</td>
<td></td>
</tr>
</tbody>
</table>

Source: HRD, 2002

**Capacity Development: Field Experiences**

Along with decentralization, there was the mutual intermingle among policy, strategy and program to empower local community to run and manage school. In EFA and Food for Education program, transfer of management to community was the major component. All the programs were oriented towards decentralization. But before that, institutional capacity development was fundamental. Even in the projects, capacity development of institution and organization has been mentioned.

Teachers training and teacher support were other fundamental programs to empower and uplift teacher’s qualification. In the process of decentralization, there were various levels of managers as center, regional, district, school level, HT and SMC chairperson. Education department organized four days’ training for SMC chairperson for managerial skill enhancement. Also, one month managerial training, CPS, TAP and certification course were organized for HT.

On the other hand, in education policy and documents, all the managers from center level to school levels would be provided capacity development training which was mentioned in a single line. Besides, in NCED, CD training was provided up to HT. There was not a single training for SMC and PTA rather they had only work shops. In addition, SMC, PTA members and local community were empowered through local radio station, media in different languages as Nepali, Tamang, Bhojpuri and Maithali.

NCED prepared master trainers on BE for secondary PTC for primary school which had proven to be very effective. In primary level, 87% of permanent teachers received training. Though there was lack of monitoring, evaluation and follow up, government should be responsible to monitor and follow up trainers through training exchanges.
Moreover, the vision of transferring management of school to community should be precisely mentioned in documents. Also, the population of desired capacity development training should be identified and exercised. Though 93% of budget directly went to school it would be used without developing the capacity of local community, SMC and PTA. Executive Director of NCED stated that government could inform and aware people about scholarship, SIP preparation, construction and quality education through media, board casting stations, TV channels, training, seminars and workshops. For the success of teacher support program, Education Policy should precisely define the role of community, teachers, HT and community which would help to improve classroom presentation of teachers.

**Chitwan**

DEO thought that capacity development training to empower SMC, PTA and parents must be introduced. In northern area of the district, which covers about nine VDCs, parents were not aware of their children education. In some villages, if there was a feast, teachers and students all would be presented and their school would be closed then. Such kind of customs and traditions presented obstacles to run school smoothly. So capacity development should also include parents’ empowerment.

**School A**

HT recalled that DEO organized Management Training for HT which lasted for 12 days. HT felt that the training helped maintain relationship and coordination with parents, students, teachers, PTA, SMC and other stakeholders. Training was fruitful since it gave the idea on administrative works. HT stated that NGO, Community Development and Research Center (CDRC) had also organized 3 days training for PTA, SMC and teachers on the topics of "Sammanganak Skikssha" where they learned to respect students and teachers without punishment.

As SMC chairperson reported, there was not a single training for SMC chairperson organized yet to develop skill on management and quality education. However, the Chairperson participated in two days training program on SIP. SMC and PTA members replied that they didn’t attend even a single training, seminar and workshop. SMC Chairperson viewed that SMC members did not have reading habits and they were not very interested on capacity development. He felt that the center should organize training to aware different roles and responsibilities of SMC members and chairperson. Teachers reported that the provision of training to SMC must be made in order to enhance the effectiveness of SMC. As they thought, training would definitely enhance their effectiveness, because they could be able to execute the ideas they learn during training.

Teachers reported that 3 PTA members got an opportunity to take part in training "Education with Dignity", which was arranged by an organization called Community and Legal Research Center (CLRC). This training made them aware of and encouraged them to involve in school activities. SMC and PTA members stated that they had learnt new ideas such as not bringing children and terrifying them with stick and corporal punishment.

**School B**

SMC chairperson stated he did not attain any management training except four days training on "Quality Education". After the training he knew the role, responsibility
and authority of SMC, PTA, parents and teachers. He felt that training was fruitful since it gave insight on how to divide responsibility, supervise school affairs, and organize PTA and so forth. He had the idea that skill development training should be organized to empower SMC members so that they could run schools efficiently. Moreover, the chairperson did not attend any training for formulating SIP, so he didn’t have any idea about SIP.

HT stated that UNICEF organized four-day training for PTA to enhance the capacity of PTA members.

School C

HT has taken part on various capacity development trainings, seminars and workshops including management and leadership training.

SMC chairperson had attended 15 days’ training in school management training, which contributed a lot to aware the local community to take part in school's external and internal affairs. Training provided skill on how parents’ participation can be increased in the school. The chairperson also organized a workshop and SMC and PTA member participated in order to gain knowledge about school affairs. SMC informed parents about Education Act, Rules and Regulations so that they can complain about bad aspects and improve the academic environment of the school.

PTA and SMC members informed that school often organized trainings on roles, responsibilities and authority so that PTA member could perform their duty more effectively.

Kailali

School A

HT had taken part in a month-long management training. Ht stated that the training was useful as it gave knowledge and insights on maintaining relationship with school staff understanding children. The training had also focused on the Education Regulation. Besides, HT had taken part in a 3 days training on school management, and a 3 days training on management and the role of HT organized both by RC.

INGO and World Vision organized a 3 days’ program which was aimed at making the SMC authorities know about their roles and responsibilities. They had also undergone few other training programs organized by other NGOs.

School B

Chairperson had taken 3 days’ Management Training, which focused on roles, responsibility and authority of SMC, especially for chairpersons. But chairperson had forgotten what he learnt in the training. So, he demanded a refresher training from time to time.

HT had taken a short-term training on SIP preparation and management. Training has imparted knowledge on preparing SIP, administrative work, record keeping, community mobilization and account related activities. Resource center shortens 6 days training to 3 days which was less effective. In addition, refresher training should also be provided.
**School C**

SMC chairperson participated in one day interaction program on school whose, management was transferred to community. He felt that the program did not have any good response since many questions and problems were unanswered and unsolved. Beside this, it was not arranged a single training for chairperson and members regarding management and skill development.

HT has participated in one month long HT’s management training program. HT felt that the training focused more on theory than skill and practice aspects. However, the training developed positive attitude and vision for success. It also helped maintain coordination among different stakeholders of school. Training increased administrative skill of HT. HT thought that the management training for SMC and PTA, and an awareness training for parents to be organized from time to time to empower stakeholders. In addition, the refresher training should also be organized for HTs to update their knowledge and sharpen their skills.

**Syangja**

**School A**

HT stated that he had attended one month management training which helped him to maintain relations among parents, school and community. Training also helped him to enhance understanding about quality education and significance of improved physical facility. He complained that one month training was reduced to 15 days and it was not completed due to strike and bandhs. Besides, their training was conducted in the classroom instead of a training hall, which was not trainees-friendly. SMC chairperson also attended one day management training before five years. However, SMC and PTA never got opportunity to participate even a single training program. All they felt was that the management and awareness training should be organized from time to time.

**School B**

HT stated that he had taken part in one month school management training and also refresher training. Training developed his capacity and skill, and helped him to handle the school related problems and solved them. He felt that the training was helpful, since it enhanced understanding and developed skills to resolve daily problems. HT thought that such kind of training should be often conducted.

**School C**

SMC members stated that the members were capable of performing assigned responsibility. Sometimes school arranged study tour for SMC members, and sometimes DEO arranged such tours for selected members. They viewed that capacity development and managerial training should be organized so that parents, SMC, PTA, and HT would be aware of their roles and responsibilities.

PTA members maintained that they did not participate in any training program yet. PTA training on social auditing, management and community mobilization should be organized so that members become more active.

HT mentioned that he had participated in one month management training which helped him in managerial, administrative and public relation affairs. In addition, training also helped him to prepare proposals. However, most of the training
sessions were trainer centred, and lacked appropriate matters. Training was one-sided, and it was organized simply for utilizing budget and on the other hand it was indeed a waste of time. HT view that training should be organized time and again and it must be fruitful. HT stated that only HT and SMC chair would receive training once a year. Thus, members should also be provided training.

Ilam

School A

SMC chairperson stated that exposure and trainings on SIP and school management were provided by a local NGO. Local NGO also organized a training of awareness raising which helped to develop a sense of ownership in them. The chairperson thought that such types of training should be regularly organized because they enable SMC authorities to get knowledge and insights about their duties and authority.

HT mentioned that he took part in one month long management training and a fifteen days’ training of TOT in 2004.

School B

SMC and PTA members stated that none of the organizations- GOs, NGOs and INGOs had arranged any skill development training, workshop, and seminar yet for SMC and PTA members. They suggested that it would be better if training focused on this roles, responsibility and authority d, so that they could be knowledgeable about their functions and authority.

HT had received 10 days’ long management trainings before 10 years. The training was organized by RC. He remembered that the training helped him to manage school, mobilize community and keep record of income and expenditure. He also added that the training had helped him to develop his personality and it had motivated him to act as a leader. So he thought that capacity building and skill development trainings should be organized for HT from time to time.

School C

SMC chairperson did not participate in any training programs even if DEO informed her to take participation in management training for two times. Because of her business and sickness, she could not attend the training. She felt that training should be organized on the leadership and management. SMC members also did not receive any training so far even if they valued its significance. Regarding other authorities, they also did not participate in capacity development programs.

Jumla

School A

HT stated NGOs had provided capacity development training to SMC members. Teachers reported that different NGOs provided training to SMC members so that they could perform their roles and responsibility effectively.

SMC chairperson stated that SMC should be empowered on their roles, responsibility and authority. The chairperson also complained that HT has never taken any managerial training, so HT was not able enough to implement the
provisions of the Education Act and Regulation. Since training provides both theoretical knowledge and practical skills, capacity development training was essential for both SMC and HT.

*School B*

SMC members were benefited from training programs organized by a local NGO. However, HT complained that he had never got an opportunity to take part in any kind of management and administrative training yet.

**Reflections**

Capacity development efforts seem to cluster around the development capacity of HT. Very little effort has been made to address the needs of SMC and PTA, so most of these members received a little opportunity for their capacity development. Moreover, no systematic effort has so far been made to enhance the capacity of these grassroots level organizations. Besides, merely training programs are assumed as a way for the capacity development. Other components such as technical guidance and professional support as well as observation visit, study tour, seminar and symposium, etc. are not considered as the components of capacity development.
CHAPTER XI

Analysis: School Governing Bodies and Their Roles

This chapter makes an attempt to analyze the field data portrayed in the previous chapters. This section also tries to highlight current practices and gaps and issues of school governance.

SMC and PTA Formation

After the seventh amendment in the Education Act, local parents involvement in school management was made necessary and, of course, mandatory. It was expected that local parents would better manage school. So, SMC was given high importance, and representation of parents was also ensured. This was a major reform that encouraged local stakeholders to get in the school's management. Such legal reform was also in line with the decentralized reform in education. Though SMC was formed in every school mostly by parents meeting where parents discussed and selected SMC chairperson and members. However, most SMCs were dominant by the upper caste males. Representation of women, Dalits and ethnic groups and other marginalized groups was negligible. SMC was not found precisely inclusive. Interestingly, the point is that some of the members were not really parents since their children did not join the school; some admitted children working in their homes. Some members and even the chairpersons in some SMC were the political activists, rather than parents. There are many reasons behind the situation. In one of the schools of Chitwan district, non-parent became SMC chairperson under the influence of political activists. Similarly, parents requested one social activist to be a SMC chairperson though he was not a real parent in a school of Ilam district. Knowingly, he remained absent in the meeting on that day, but parents requested him to be a SMC chairperson. He was not only the social activist but also a dedicated personality for the betterment of school. Similarly, in Kailali district, there was three months debate and disagreement over selecting a person for the post of SMC chairperson. Finally SMC chairperson was chosen through political pressure. In a school of Syangja, parents nominated a person as chairman without his presence, even if he was not a parent and he did not live in the school community. In another school, conflicting situation emerged since both father and mother claimed that they were guardians of children and both of them wanted to be the members of SMC.

Many teachers and HT viewed that women were included in SMC just to follow the intent of the Act. Consequently, there was only one woman in most SMCs. Since the role of women in traditional society like Nepal is determined by the traditional values and beliefs, which confines them in limited public gatherings, their presence in public organizations like SMC is not much respected. But it is fortunate that in a school a woman leads SMC and the majority of members were women, which is a clear indication that women no longer want to stick with their traditional roles. In case of Dalits, ethnic and marginalized groups' participation in SMC, the Act remained silent. Since the society is hierarchical one, these people do not want to compete with the so-called upper castes. Moreover, they could not be proactive, and take initiation to be selected as SMC members. They may be SMC members, but this may happen due to the prevalence of social discourse that SMC to be made inclusive. Consequently, there are at least a member from Dalits and a member from ethnic groups in many schools.
It was also observed that the intent of the Act and policy was not strictly followed during the formation of SMC and PTA. Therefore, non-parents also became SMC and PTA members. In some PTAs, there was no teacher as member whereas in some, SMC chairperson was the chair of PTA and HT was the member-secretary. Political maneuvering during SMC and PTA formation was another factor that compels selecting political activists or politically inclined persons in SMC, especially SMC chairperson. Local politicians and political activists had the tendency to control school and its resources so that they could influence community. Moreover, getting position of a chairperson in a resourceful school was also a status symbol. So, there was a competition and political hassle among local politicians, and more so influential parents wish to be chairperson in such school. In case of schools which suffer from resource constraints, parents seem reluctant to be the members in SMC, since they have to devote their efforts and time in resource-generation.

However, some non-parent SMC chairpersons made significant contributions for the development of school. This is because of their belongingness to schools. For example, one of the SMC chairpersons used to live in the school community, and his family started the school in the past. So he made an effort to the physical development of schools. Another chairperson was the former student of the school; so he was bound morally to do something for his school. Since schools suffered from facility problems, even small contribution supports school much. Moreover, sometimes school instantly needs leaders form those non-parents who have spent years for the school, that could be instrumental for fund raising, support mobilizations, and for making contacts with other organizations in favour of schools. In some areas, parents admitted their children in private schools but became SMC members because there were no proactive people. In some areas, people migrated and non-parents got an opportunity to be in SMC. Further, it is a very hard-hitting job for common people to perform assigned roles and functions at the school; so most parents are reluctant to represent in SMC and those who were non-parents and active in politics came to be members. There are instances that the community people requested non-parents to chair SMC. In a school of Ilam district, a lady became SMC chairperson for the second time on parents' request even though she had no children in school. Later, she wanted to resign from the position for her personal reasons, she was compelled to continue until she finished the task initiated in her leadership. All these imply that education policy should give some leeway to encompass such kind of persons in SMC.

Review of the provisions and the actual practice in the field show that the intents of the Act and regulations were not followed. This is a kind of rationality-reality gap. Since the individual could not distinguish or differentiate the dominant and rational paradigms normally, this kind of gap occurred. Moreover, the logic, objectivity and formality set by the legal provisions did not match with the social or behavioural reality such as stakeholders' limitations, social objectives and subjectivity, etc. This situation further widens the gap.

**Roles and Functions of SMC**

Regarding school operation, SMC was empowered by the Act, Regulations and Directives to take an overall responsibility of school such as planning, school operation, teacher management, resource mobilization, facility development, and so forth. The effort to make SMC capacitate in running community schools was acclaimed. The reform also intended to bring community members in school
operation and management. Such a move naturally addresses the concerns of educational reform and, of course, the very principle of decentralization. Nevertheless, the most roles entrusted to SMC were managerialist in nature. SMC should do everything that school requires. However, they confined their roles in developing physical facilities, and making financial resources available. In fact, most SMC members including chairpersons were not much aware of the provisions of the Act and Regulations as they did not have reading habits. So they followed what the former SMC did. Since past, SMC played significant roles in facility development, so SMC naturally concentrated their effort in these areas. Moreover, local stakeholders such as parents, community members, students, HT and teachers also viewed that facility development was the prime responsibility of SMC, besides other things. In fact, writing, texts and discourses are constructive phenomena that shape the identity and practice of human subject. Thus SMC develops its identity as managing school facility. Since most schools have limited facility, SMC needed to be engaged in developing these facilities at first, ignoring other important aspects of school. Besides, school faced the problems of enrolment pressures due to population growth; and enrolment campaigns during the admission period, which also seek for expanding physical facility for school. In spite of these, some SMC chairpersons also are interested to either upgrade the level of school from primary to lower secondary and secondary, or add new classes within their tenure so as to give some new things to community. Such initiatives of SMC naturally demand for additional teachers, addition of facility and consequently the financial resources. Therefore, SMC members are grossly engaged in such activities. On account of SMC’s engagement in such kind of activities, SMC might not able to spare times for educational matters of schools whatever the roles given to them. Their role and function is minimal in quality front. And most of the quality-related matters are taken care by HT.

Moreover, SMC exercised governing role very little. SMC could not reallocate budget provided by the government, even if it prepares budget and programs of school. Though SMC has authority to recruit teachers; the Regulation does not empower SMC for teacher promotion, transfer and determination of salary and facilities. SMC could employ teacher on temporary basis, but it has to inform DEO - the central agency for the fulfillment of vacant position. In fact, SMC depends upon DEO and system for their permission and approval for teacher appointment. In case of teachers recruited from school's own resources, SMC could exercise its authority, and, of course, SMC has exercised such authority in many schools. Further, SMC exercised power in appointing teachers and determined their salary in those schools whose management was transferred to the community. Nevertheless, SMC of such schools should also get permission and approval for teacher recruitment. In a district, DEO and some times staff members dictated their desires to CMS during giving the permission of recruiting of teacher. DEO may not approve the appointment, if SMC does not honour the desires. Sometimes, Teacher’s Organizations give pressures to DEO for allotting teacher from relief grants in a school. CMS resolved the problem of teacher appointment in 7 months due to such hassle.

Even though SMC are entrusted various roles and power, they did not think that they exercise their authority. For them, teacher recruitment was a major role, but exercising of this role is very painstaking for them. SMC could not determine the teacher’s quota in school, and exercise authority to punish a teacher while one does wrong. SMC has to share power in recruitment of teachers and they cannot reward a teacher for promotion. Further, SMC cannot determine the scholarship quota, and reallocate funds or budget allotted to schools except SIP funds and some incentive
grants. They believe that these are the major roles, and all these roles are performed by the system with its de-concentrated arm- DEO. As their involvement in facility development was very high, they think that they have more functions rather than authority. They viewed that SMC are entrusted minor roles- support school that demands for more efforts, time and resources.

SMC didn't interfere HT in quality-related issues and other aspects of school. Since success of SMC also depends on HT's initiatives, SMC often leaves HT to carry out SMC's functions too. During field visits, it was observed that HT carried out the functions of SMC in one school of Ilam and two schools of Kailali district. SMC either ignored or permitted. This kind of situation created due to confusion in SMC's roles in one hand, and lack of skills of SMC on the other hand. Since most SMC members were mostly unaware of the matters and their roles as well, they could not take initiatives. They have limited knowledge and skills to tackle the quality-related issues. However, the case is a little difference in CMS. In these schools, most SMCs were aware of their roles and they have also skilled to some extent to deal with the matters. In some schools, SMC chairperson started to monitor attendance of teachers and children, and invited parents for discussion on their children's progress. In some schools, chairpersons mobilized HTs and other members to do so.

It seems that, SMC chairpersons exercise more authority in comparison to other members. In school, most stakeholders including parents and HT assumed that the chairperson was a responsible person instead of other members of SMC. Even these members think that the chairperson bears the sole responsibility of school, not them. Members thought that it is the responsibility of a chairperson to accomplish work. Since the chairperson has legal authority and he/she performs the tasks assigned by the Act, every decision is finalized after the consensus of SMC chairperson. In most schools, the chairperson administers the school account jointly with HT. So, the chairperson is assumed as more liable to handle legal and social responsibility, and also accountable for rights and wrongs of school. Moreover, SMC does not have tradition to divide its responsibility to other members. Division of responsibility was almost non-existence. Besides, DEO and other agencies recognized the chairperson, not other members. Naturally, the chairperson becomes more active than that of other members. It again implies that SMC chairperson is more responsible and accountable. However, the role of HT is significant in all aspects of school affairs. SMCs observed that support of HT is very crucial to manage school, teachers and facilities. In almost all schools HT prepared agenda for SMC meeting. Very few SMC chairpersons are consulted during preparation of agenda. In most cases HT clarifies the issues in meetings. It indicates that HT could influence the meeting and their decisions. Since it is HT's responsibility to run schools and perform routine works, HTs better understand the problems of school. In addition, HT also possesses some legal-rational authority. Therefore, HT is influential in deciding school’s affairs.

In many schools, SMC forms sub-committees to divide responsibility and assigns particular tasks to the school authorities and community people. This kind of work is carried out for involving many parents in school affairs and performs the assignments efficiently. SMC monitors the activities of these sub-committees. Besides, school also develops SIP with the consultations of community people so as to involve their ideas and opinions. This is done to represent community members in planning of school affairs. However, most schools did not revise the plan and update it. In most schools, annual plans were also not prepared according to on SIP. This is because of the fact that these plans did not receive due respect from the
concerned authority. They have their doubt about the plan that it articulates the idea and opinions of grassroots people and represents community people. Moreover, schools did not have resources enough to finance the plan. Another strategy that most school adopted to involve parents is arranging parents’ meeting. Normally, schools arranged parents’ meeting to involve parents and bring their concerns in school affairs. Mostly CMS arranged meetings. One of the CMSs in Chitwan district arranged the monthly parents’ meeting to discuss on children’s progress including other issues. Parents also visited school to observe the activity of children and teachers, and to discuss with HT in CMS of Syangja district. But the meeting and parental visits was not so frequent in other schools. Since parents have to engage in their daily work, they could not spare time to attend meeting frequently, and visit school. So the efforts made by most schools to involve parents and bring their concerns did not work properly.

Review of functions and powers given to SMC and actual practice indicates that SMC could not influence significantly on school decisions. Current practices confined SMC to engage in limited activities which are supportive in nature rather than governing ones. The intent of educational reform is to involve SMC meaningfully in the operation and governance of local school. But the roles performed by SMC reveal that its participation in school governance is not to the level expected. This is, of course, conception-reality gap. In fact, implementation success depends upon the gap between design conceptions and social or organizational realities. If there is mismatch between the conception and worldview of stakeholders involved in the system and public sector, implementation could not give expected results. In our particular case, implementation efforts did not tend to match with the prevailing social and organizational realities, so the conception-reality gap occurred.

Roles and Functions of PTA

Like SMC, PTA has also been entrusted the roles to carry out the necessary functions for maintaining the quality of teacher, monitor school fees and give suggestion to the school in this matter, and to have updated information on academic activities and interacted on the matters. In addition, the block grant disbursement directives prescribed PTA responsibility to carry out social audit of school activities. This indicates that the government is serious to advance a decentralized reform in education. The attempt to involve parents and teachers in schools development through PTA is really commendable. However, the roles entrusted to PTA are not very encouraging. Except social auditing, other functions are ritual in nature and these functions do not motivate parents and teachers in enhancing their participation in school affairs. In fact, the potentials of PTA in getting teacher and parents’ support, fund raising, conducting school events, awareness creating, etc. are not recognized, so PTA’s roles are confined merely on limited areas. It seems that PTA is narrowly recognized, since it has given limited and ritual roles. When the policy provisions regarding local involvement in decision-making are considered, the roles assigned to PTA do not prove that the education codes translate the vision of policy.

In fact, PTA members don’t have proper knowledge about their roles and responsibilities. In most schools, PTAs were idle while in some schools SMC assigned tasks such as looking after the construction works, getting in the delegation as member to visit DEO and other organizations, etc. They took part in household visits during admission. During our visits, it was felt that PTA dealt with the same matters that SMC dealt with. Moreover, PTA did not meet; rather it jointly met with
SMC even if PTA is an independent body. PTA seems as the school body constituted for helping SMC to carry out SMC’s responsibilities. In some schools, conflicting situations also aroused since PTA did not want to merely stamp on the decisions of SMC and asked for the executive powers. As PTA was assumed a body which accommodates to those, who could not get any position in SMC, naturally the PTA members struggle for power. This is also a conception-a reality gap.

**Leadership of HT**

The roles assigned to HT by the Act and Regulations look that HT stands at the lower strata of educational hierarchy. It is assumed that HT mostly does managerial works rather than the leader’s ones. In fact, these roles make HT a general administrator of the school. HT has to engage in routine jobs such as maintaining school records, arranging routine examinations, and issuing certificates, etc. No doubt, HT has to make an effort to improve the quality of education; the Regulations do not mention about the leadership roles of HT. The Regulations are silent about when and how an HT employs his ideas or vision to advance the school, whether or not an HT can negotiate with other parties for the betterment of school, when an HT could reallocate resources or manipulate them. Moreover, HT has to follow the directions provided by DEO and SMC. This also made HT an administrator, not a leader. The Regulations do not empower HT as a leader to operate school with ideas and vision considering the context, climate and culture of school; rather positioned HT as an administrator to carry out managerial job. HT’s role was confined to routine works.

But reality is different. HT is more influential than SMC and PTA. HT raised agenda in the SMC meeting and took part to decide over the problems. In the absence of HT, SMC may not come to any conclusions. In most schools, it is HT who took the lead role in developing physical facilities, implementing decisions, raising fund, mobilizing community people and resources, and maintaining relationship with NGOs/INGOs even if HT has not been regarded as leader.

School maintains relationships with DEO through HT, even if SMC chairs also make efforts to this context. But such chairpersons are very few, almost negligible. HT visits DEO to get information about scholarship, SIP, trainings, budget and other financial and teacher support, etc. But SMC chairperson and members hardly visit DEO for these purposes. These kinds of visits create harmonious relations between school and DEO, and HT could influence DEO in receiving various kinds of supports, such as timely release of funds, getting textbooks in time, and even getting a building quota.

Since HT is experienced in school's matters, he/she also visits DEO and meets with different kinds of persons, and exercises legal authority; some SMC chairpersons find themselves weak and feeble. Besides, HT is also being invited and is taking part in various kinds of meetings, trainings, seminars which obviously make HT a school leader. Thus HT could substantially influence the school’s decisions and school affairs.

**Capacity Development of School**

With a view to enhance the capacity of school, the government has made several provisions. These provisions include: funds for different purposes (scholarships, SIP, incentive grants, etc) except teacher salary and management cost, classroom construction, capacity development opportunity for school authorities, management
transfer to the community, and provision for social auditing together with many other things. In addition to this, Education Act and Regulations are revised so that school authorities become accountable, and they could be able to provide educational services efficiently. These efforts are made to enhance the organizational capacity of school. Such efforts reveal that the government is serious in enhancing the capacity of school for providing the educational services in the country. No doubt, schools have made some changes and advanced in yielding expected outcomes. In spite of these efforts, many schools have limitations to achieve the expected outcomes. This is because of the fact that the efforts were lacking to enhance the capacity of school authorities.

No doubt, the government made efforts to enhance the capacity of these authorities. As mentioned in the previous sections, government implemented various interventions for capacity development of school authorities such as HT, SMC and PTA. In fact, NCED is established under MOES to increase and improve the competencies and professional capacity of the persons working in the field of education. NCED develops and implements educational human resource development policies, plan, training programs, etc. and has a countrywide network for such purpose. But the efforts of NCED are clustered around the capacity development of HT. In addition to NCED, DOE also conducts capacity development programs for specific purposes.

HTs stated that the capacity development training helped them especially in executing administrative works and maintaining relations with community people. They also gained knowledge and skills necessary for dealing with the administrative matters and issues and concerns of parents. But they also claimed that the training program had not run for one month full, sometimes, 12 days and some times 15 days. Even if more than 1600 HT received one month training, but very few HTs got an opportunity to participate in trainings during the field visit. Even NCED could not cover the substantial number of HTs for trainings. Moreover, HT, SMC and PTA received trainings organized from DEO under EFA, SESP and CSSP programs. In addition to these, some NGOs have also organized training for them.

It seems that a little attention was paid to address the needs of SMC and PTA, so most of these members received very few opportunities for their capacity development. Moreover, no systematic effort has so far been made to enhance the capacity of these grassroots level organizations. Besides, training programs are merely assumed as a way for the capacity development; while technical support and professional guidance are equally important. Govinda (Govinda and Diwan, 2003) viewed that the changed rules and regulations often remained only on the books and only the central authority becomes aware of the changes. People have to adopt changed roles and functions, but they continue to follow the instructions from above instead of using the powers vested in them due to their ignorance. Proper dissemination of the changed framework and its implications for people at different level is a basic requirement. School authorities as well as local community have to acquire skills in human relation, HT and teachers have to look to building relations with parents to imbibe a sense of active participation in managing school affairs. So technical and academic capabilities only can not be sufficient.

Nevertheless, there was no structural provision in DEO to deal with the matters of SMC and PTA, ether in DOE. While looking at the role of educational authorities, none of them was made responsible to address the needs and concerns of SMC and PTA. To foster democracy at the grassroots levels and the social capital required for
the effective implementation of service delivery, capacity development by all means is necessary. When one sees the policy provisions for capacity development of SMC and PTA - the grassroots organizations whose roles are considered significant in educational reform agenda, obvious gap between policy and practice could be seen. Since the capacity development policy for SMC and PTA does not receive any value in major HRD policy documents of MOES; nor the structural provisions are there in the system, the system seems reluctant to empower these grassroots level organizations, and promote society-centered governance practices at least in the education sector.

**Educational Governance**

As mentioned in previous sections, the institutionists viewed that notion the explanation of human behavior is shaped not only by the institutional focus on formal rules and value-maximizing rationality, but also by the role of norms, symbols, myths, belief systems, and informal arrangements forming the culture of the organization. So they advocate for multi-level governance, where that decision-making authority is distributed through government and beyond, not focused at one authoritative point as in traditional hierarchical theories of government. They view multi-layer policy formation is the rule, not the exception. In multi-level governance, upper levels monitor policy and influence policy outcomes. So sharing of power is essential. No doubt, this concept of multi-level governance is honoured by providing roles and power to the local bodies for the management and operation of local schools. However, the roles given to these local bodies are vague and they seem broader guidelines only, since these roles are not explained and substantiated in the associated Regulations. Major roles such as teacher recruitment and their deployment, determination of educational norms and standards, school funding, design of curriculum and its implementation, etc. are not included in the functions of these bodies. In fact, these bodies have a little role that could not significantly influence the school's decision.

In contrast, the Education Act and Regulations do not assign any roles to these people's representing bodies. Instead, the Act and Regulations created DEC and VEC - parallel to DDC and VDC - to take care of educational matters at the local level. Such arrangement indicates the conceptual differences in implementing the decentralized reform. In fact, DDC and VDC are assumed as unit of decentralization to execute the local development programs. But in case of education, DEC and VEC are created. Creating such bodies may weaken the DDC and VDC, and their roles in local development (CERID, 2007).

**Autonomy, Accountability and Transparency**

The intent of the reform is to make school autonomous, school authority responsible and accountable to community. However, the provisions made in the Act and Regulations do not reveal that the school is independently functioning without the interference of educational bureaucracy. Since the roles entrusted to the school authority are confined to school support, they cannot exercise powers in major areas such as setting standards, curriculum, examinations, and so forth. As mentioned above, the roles of school authorities such as SMC are mostly functions, and of HT are mostly managerialist in nature, how could they exercise authority in major areas of service delivery. Moreover, DEO also influenced them in exercising their authorities in several fronts, especially in teacher's recruitment. Since the managers
have their mindset and are trained to operate in a centralized system, it is very hard for them to change their behaviors in the new context. In spite of these limitations, school authorities exercised their power independently in community mobilization, facility development, and in some cases, teacher’s recruitments. Moreover, school authority is also free to employ teachers from the school’s own resources.

It is also claimed that the Act and Regulations intend to make school authority responsible and accountable to community. In this regard, parental involvement in school is necessary to observe and assess what the school authorities are doing. For the purpose, school normally arranged parents’ meeting and formed sub-committees to involve parents in school affairs. Some schools, especially the CMS in Chitwan arranged the monthly parents meetings to discuss on children’s progress including other issues. Many schools formed sub-committees comprising parents such as mother’s sub-committee, construction sub-committee, etc. Several such committees and meetings could not yield expected results, even though some have performed well. The parents started to question SMC, HT and teachers. Parents’ participation and involvement are gradually increasing. Parents’ participation in school affairs such as construction, fund raising, labour donation and in social auditing is gradually increasing. This kind of efforts made by schools in involving parents is really commendable as the efforts are in line with the spirit and principles of the decentralized reform in education. However, the provision of accountability is not explicit in the Act and Regulations. No standards are set, and parameters and indicators are developed. Compliance monitoring is almost non-existence. It is not clear who is accountable for what.

In case of social auditing, PTA played their roles, but it was confined to some schools where HT was cautious about the significance of social auditing and the meaning attached to it. In those schools, the authority maintained that they usually organized a parents' meeting where they read out the report. Parents made their comments. But there were schools where HT, SMC chairperson and PTA chairperson gathered and prepared the report, and the report was submitted to DEO. This practice was followed in most schools. So, financial matters were stressed in most social audit reports. Since stakeholders were not aware of value of social auditing, it had become merely a ritual job. As mentioned above, parents, PTA as well as school authorities were not very much aware of their roles and responsibilities so they could not value social audit as a significance tool to make school authority accountable and transparent in conducting school affairs. They took social auditing as usual programs of the school. Moreover, there was no provision and practice of compliance monitoring. This also indicates that there is a gap between intents of provision and reality.

However, the social audit has started recently in schools and many schools formed a social audit committee under PTA chairperson, and a few schools also arranged the social audit activities. In CMS, the social audit was assumed as necessary.
CHAPTER XII

Findings, Conclusions and Recommendations

Findings

1. Schools were managed and controlled by social upper groups; even though the community people and parents selected the members in school governing bodies (SMC and PTA).
   - Involvement of women, Dalits, ethnic and marginalized groups in school governing bodies was negligible.
   - Even the Act ensures participation of women, very few women were involved in SMC.
   - Except women, the Act does not ensure participation of other groups.
   - Dalits were mostly reluctant to be a member in these bodies, since they did not want to compete with upper castes and affluent people.
   - Political maneuvering.

2. School governing bodies also have non-parent and political activists as members, however, some of non-parent chairpersons had significant contributions in the development of school.
   - Unaware about the provisions of Act and Regulations/no reading habits.
   - Definition of guardian in the Act was ambiguous- HT, teachers said.
   - Parents also requested non-parents to be members.
   - Affluent parents send their children to private schools and they also leave the community.
   - Political maneuvering.

3. Mostly, SMC chairperson was active in school compared to other members.
   - The chairperson was assumed as responsible person, other members were not.
   - Division of responsibility to other members was almost non-existence.
   - DEO, HT and other agencies recognized the chairperson.
   - The chairperson has the legal authority and he/she performs the tasks assigned by the Act.

4. It is acclaimed that SMC was empowered with overall responsibility such as planning, school operation, teacher management, resource mobilization, facility development and so forth; however, the system itself retained the major roles.
   - System determines the teacher’s quota in a school, rather than SMC.
   - DEO and thus system exercised power in recruitment and promotion of teachers.
   - DEO determined the scholarship quota.
- SMC merely performs supportive role- managing facility, classrooms and other kind of services.
- SMC could not reallocate funds budget except SIP funds.
- SMC could not exercise authority to punish a teacher when s/he did wrong.

5. Teacher recruitment was assumed a major responsibility and an important role of SMC; however, DEO influenced in recruiting teachers in school even if the system vested power to SMC for the recruitment of teachers

- During giving permission for recruitment, DEO and some times staff members interfere. DEO may not endorse the appointment, if SMC does not honour the desires.
- Sometimes, Teacher’s Organizations give pressures to DEO for allotting or not allotting teacher from relief grants in a school. (A school in Syangja resolved the problem in 7 months).

6. Even though SMC was entrusted power and authority to execute different roles, these roles of SMC were regarded as functions rather than authority.

- SMC members, HT, teachers and parents viewed that the role given to SMC were functions, not authority.
- SMC merely performs supportive role- managing facility, classrooms and other kind of services.

7. SMC was mostly involved in management of facility and teachers, and consequently in fund-raising, even if they were expected to perform a role directed to improve the quality of education.

- Stakeholders viewed that the facility development is the prime responsibility of SMC.
- Enrolment pressure in school (population growth, enrolment campaign).
- Up graded the level, or added new class.
- Seeking additional teachers.
- SMC made identity that SMC should support in facility development.

8. Normally, school arranged parents’ meeting and formed sub-committees to involve parents and bring their concerns in school affairs.

- Some school, especially CMS arranged meetings (monthly parents’ meeting in a school of Chitwan to discuss on children’s progress including other issues).
- Many schools formed sub-committees comprising parents (mothers’ sub-committee, construction sub committee, etc).

9. The role assigned to HT seems that HT stands at the lower strata of educational hierarchy and made HT an administrator, not a leader even if HT influenced much in school's decision.

- The roles made HT to engage in routine jobs such as maintaining school records, arranging routine examinations, and issuing certificates, etc. The
Regulations are silent on how an HT employs his ideas or visions to advance the school.

- HT has to follow the directions provided by DEO and SMC.
- HT raised agenda in the SMC meeting and took part to decide over the problems. In the absence of HT, SMC may not come to any conclusions.
- In most schools, HT took the lead role in developing physical facilities, implementing decisions, raising fund, mobilizing community people and resources, and maintaining relationship with NGOs/INGOs.
- School maintains relationships with DEO through HT, and meets with different kinds of persons.

10. Since PTA normally assisted SMC, and school did not get substantial support from PTA, it appeared that the role of PTA was merely ceremonial.

- Limited roles were entrusted to PTA.
- Mostly, SMC assigned tasks to PTA, whereas some PTA sought for executive power.
- PTA did not meet; rather it jointly met with SMC.
- In some PTAs, there was no teacher as member whereas in some, SMC chair was the chair of PTA and HT was the member-secretary.
- PTA was formed to give seats to those, who could not get any position in SMC- said SMC, HT and parents.

11. It is commendable that several attempts have been made so far to enhance the organizational capacity of school.

- There are several provisions for capacity development of school such as funds for different purposes (scholarships, SIP, incentive grants, etc.) except teacher salary and management cost, classroom construction, capacity development opportunity for school authorities, management transfer to the community, and provision for social auditing, etc.
- Education Act and Regulations are revised so that school authorities become accountable, and they could be able to provide educational services efficiently.

12. Even though efforts were made to enhance the organizational capacity of school, capacity development of stakeholders was lacking.

- SMC and PTA were lacking with appropriate capacity development endeavours.
- No national policy as such for capacity development of SMC and PTA devised.
- Very few attempts were made under some EFA, SESP, CSSP, etc.
- Some NGOs provided an opportunity for very short ones.

13. Reform honoured the concept of multi-level governance by providing roles and power to the local bodies for the management and operation of local schools; however, their involvement in local school affairs was almost non-existence.
Roles given to local bodies are vague and broader guidelines only.
These roles are not explained and substantiated in the associated Regulations.
Roles such as teacher recruitment and their deployment, determination of educational norms and standards, school funding, design of curriculum and its implementation, etc. were not included in the functions of these bodies.
Education Act and Regulations created DEC and VEC– parallel to DDC and VDC– to take care of educational matters at the local level.

14. Even if the intent of reform is to make school autonomous, it does not seem that school is independently functioning.
- The roles entrusted to the school authority are confined in school support; they cannot exercise powers in major areas such as setting standards, curriculum, examinations, and so forth.
- DEO also influenced school in exercising authorities in several fronts, especially in teacher's recruitment.
- School authorities exercised their power independently in community mobilization, facility development, and even teacher's recruitments in some cases.
- School authority is free to employ teachers from the school's own resources.

15. Issues of accountability and transparency had not become the concerns of school authorities, even if an attempt was made to make them responsible.
- Concept of social audit was introduced, but it was started recently in schools, many schools formed the social audit committee under PTA chairperson, and a few schools, especially some CMS arranged the social audit activities.
- Stakeholders were not aware of value of social auditing.
- Organizing parents' meeting was considered as a way to be accountable and transparent, but very few such meetings were arranged.

16 Role of SMC and PTA in educational reform was considered high, but their concerns were little addressed.
- No structural provision as such was there in the DOE and DEO to deal with the matters of SMC and PTA, even if educational policy gives priority to them.
- No staff as such was assigned to deal with SMC and PTA-related issues.
- In the system, no one has entrusted any role so as to deal with the concerns of SMC and PTA.

Conclusion
Since the initiation of formalized school system in the country, control and facilitation of school primarily rests in the local community. Government merely
extends its consent for school operation. With the changes in the polity, the situation no longer remained the same. Sometimes, education became the government's responsibility, and sometimes not. After the restoration of democracy, educational reform remained the major agenda in government's priorities.

However, the reform process begins as a top-down move, and is carried out under broader administrative reform endeavors. Since the reform is centrally engineered, technical-bureaucratic perspectives influenced much in the design of the reform. As bureaucracy is a powerful factor in determining the government's policy and procedures, transformation process is obviously a technical exercise. Since distribution of power and empowerment of grassroots level organizations depends on the system and bureaucracy under this framework, intensity of reform in terms of sharing power, restructuring, etc. depends upon the will of bureaucracy. On the contrary, socio-political perspective emphasizes empowerment of community people, SMC, PTA, etc. When these two perspectives are taken in account, one concludes that the legal reform alone does not provide the base for educational reform, it also asks for empowering the local individuals and organization.

Nevertheless, transforming a system from centralized decision-making to local ones where local stakeholders have an important role is normally bound to be a slow process. So, external inputs and guidance may not help to achieve the goal of reform. Even those who formulate new policy frameworks may not have direct experiences of functioning of local governance. In such an environment, changing the system require regarding and promoting the habit of participatory decision-making. It may disturb the existing power relation among different stakeholders. So, new ways of functioning need to be regarded which come through practice rather than any other means.

**Recommendations**

Based on the findings and conclusions of the study, the following aspects need to be considered in reforming governance:

- Empowerment of grassroots level individuals and organizations.
- Need for national policy and structure on empowering SMC and PTA and addressing their needs.
- Initiation of legal reform and preparation of school operation manual.

Based on these broad frameworks, the following recommendations are suggested:

1. Educational Act and Regulations should be revised so that:
   - those who contribute schools can be accommodated in SMC as chairperson.
   - involvement of Dalits, ethinic and marginalized groups can be ensured in SMC.
   - involvement of political activists can be prevented to be chair of SMC.
   - the term guardian to be redefined to include a real guardian; and either father or mother can only be regarded as guardian.
   - the role of educational bureaucracy could be reorganized.

2. Dissemination of roles and functions of educational stakeholders should be made, so that SMC and PTA members will be aware of the provisions of SMC
and PTA formation, and roles, responsibilities and authorities of different stakeholders including themselves.

3. PTA should be given roles such as teacher and parents’ support, fund raising, conducting school events, awareness creating, etc. besides other roles.

4. School authorities should motivate and encourage parents to take part in school’s affairs.

5. Leadership role of HT should be given importance; HT should not be confined only to execute administrative and routine activities.

6. Capacity development policy of SMC and PTA should be developed and capacity development endeavours for them should be arranged frequently. Besides, training, technical support and professional guidance should also be the part of capacity development. In capacity development, human relation should be emphasized besides technical and academic capabilities of school authorities.

7. Organizational capacity development of school should be continued so that school could run as an autonomous organization.

8. The system should have structural provisions from centre to district levels to address the needs and issues of SMC and PTA.

9. SMC should be empowered also with resource support so that SMC could perform its role independently. However, SMC should also be made accountable to community by:
   - arranging frequent parents’ meeting
   - meaningful social audit of school
   - setting minimum standards, developing parameters and indicators of accountability
   - conducting compliance monitoring
   - providing roles to local bodies.

10. School authority and parents should be made aware of the value of social audit, and emphasis should be laid on conducting social audit according to set procedures.

11. In the changed context, significance of multi-level governance should be honoured and local bodies must be given meaningful roles for the management and operation of local schools.
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Annex

Annex A

Functions, Duties and Powers of Educational Stakeholders

Functions, Duties and Powers of the Ward Committee: Relating to Education and Sports (Local Self-governance Act, 1999)

- To assist in the establishment and operation of schools and libraries in the Ward.

Functions, Duties and Powers of Village Development Committee: Relating to Education and Sports (Local Self-governance Act, 1999)

- To establish pre-primary schools with own source, to give permission to establish them and to operate and manage the same.
- To supervise and manage the schools being operated within the village development area.
- To assist in providing primary level education in mother tongue within the village development area.
- To make programs on adult education and informal education and to carry out or cause to be carried out the same.
- To establish and operate or cause to be established or operated libraries.
- To formulate plans on the development of sports and to implement the same, and to extend support to the development of sports by constituting village level sports development committee.
- To make arrangements for providing scholarships to the students of oppressed ethnic communities who are extremely backward on economic point of view.


- To establish, operate and manage pre-primary schools with own source in the Municipality area and give permission to establish the same.
- To extend supports in the operation and management of schools being operated within the Municipality area and to make recommendations for the establishment and dissolution of such schools.
- To assist in providing primary level education in mother tongue within the Municipality area.
- To make arrangements for providing scholarships to the students of oppressed ethnic communities who are extremely backward on economic point of view.
- To prepare and implement or cause to be implemented programs on Municipality level adult education and informal education.
- To open, operate and manage or cause to be opened, operated and managed, libraries and reading halls in the Municipality area.
- To prepare and implement or cause to be implemented, sports development programs.

To develop or cause to be developed sports by constituting Municipality level sports development committee.

*Functions, Duties and Powers of the District Development Committee: Relating to Education and Sports (Local Self-governance Act, 1999).*

- To set priority for establishing schools in the district development area and make recommendation therefore.
- To make recommendation, setting out rationale and reasons, for the approval and dissolution of the schools in the district development area.
- To supervise and monitor the schools in the district development area and assist in their operation and management.
- To formulate policies and programs on the District level adult education as well as informal education.
- To set programs relating to sports and physical development, and implement and cause to be implemented them.
- To form a District level sports development committee.

*Functions, Duties and Powers of District Education Officer: (Local Self-governance Act, 1999).*

- To implement or cause to implement educational programs in district,
- To implement city level education plans having endorsed by Municipal Council, district level plan by District Education Committee as well as District Council,
- To prepare records relating to schools, technical schools and child development centers and to send to the Directorate, Department and Ministry every year,
- To make provisions for meetings, seminars or training of headmasters and chairman on occasions to promote the quality of education,
- To conduct final examination of lower secondary level education,
- To check records, question papers, and answer copies of the final examinations of the schools having ordered them to be submitted to it records by evaluating whether or not quality of education has increased in the school and keep its record and do other necessary works for improvement,
- To check whether or not schools are being run or not in accordance with the Act and these Rules and having had inspection of such school, to take necessary steps to increase quality of education, make improvement, to promote the standard of school or if needed such school to be closed to act accordingly,
- To rectify as per existing law the name, surname, age of the students who have filled in registration form for Secondary Education Certificate Examination.
- To appoint teachers in Schools from among those recommended by the Commission for appointment and promotion,
- To keep updated records of service of teachers working in community school and other records,
- To evaluate works of schoolteachers and to send such evaluation record of community schoolteachers to the Commission,
- To inspect or cause to inspect schools and child development centers,
- To fix Resource Center by making collective decision of community and institutionalized schools as prescribed by the Ministry and to act or cause to act for supervision of schools, teachers' training and other educational activities through the Resource Center,
- To conduct or cause to conduct Secondary Education Certificate Examination in time in a regulated and disciplined manner,
- To adjust the posts of teachers distributed to the community schools at the beginning of academic session and send the description of the adjusted posts of teachers to the Ministry,
- To approve resignation of a permanent teacher of Community School.
- To send supervisor for inspecting schools and make an on the spot inspection to ascertain whether or not the supervisor inspected the school,
- To monitor whether or not the amount sent to the school from Village Education Development Fund has been properly utilized and send report about it to Management Committee,
- To inspect or cause to inspect whether or not the approved curriculum and course books have been implemented,
- To send suggestions to Curriculum Development Center for necessary improvement in the curriculum and course books if needed and for making the supply/distribution system of free course books effective by collecting opinion of Management Committee and teachers and to do or cause to do other necessary works relating to this matter,
- To cause auditing of schools by the auditor referred to in the list received from Office of the Directorate,
- To collect, analyze and publish annual educational statistics of the district,
- To send progress report of educational plan to Office of the Directorate and Department once in every two months,
- To cause to approve the salary report of the teachers of community school,
- To monitor or cause to monitor the annual educational programs of schools regularly and to or act cause to act accordingly,
- To study and analyze the inspection-report submitted by school supervisor and to send its description to the Director's Office in every two months,
- Carry out or cause to carry out as directed or delegated by the commission,
- To do or cause to do other works as assigned/prescribed by Ministry, Department and Office of the Director.
Functions, Duties and Powers of Supervisor (Educational Rules, 2002)

- To supervise and cause to supervise School at least once in a month and in pursuance of such supervision and monitoring, to hold discussions with Headmaster and Management Committee and to note down or cause to note down the discussed matters, about the supervision and monitoring in the school inspection register.

- To have discussions with Headmaster, Parents, Teachers Association and teachers as to whether or not any school is being run regularly in accordance with the Act and these Rules, whether such school has physical means and resources and teaching staff are sufficient or not, whether the available means have been properly utilized in maximum or not and whether the teaching-learning activities have been run on according to fixed standard, and if it is not found so, to instruct to make improvement,

- To send school supervision report every month to Village Education Committee or Municipality and District Education Officer,

- To keep contact, have necessary consultation and hold interactions with Management Committee, local people contributing to education development for the development of school,

- To call meetings of teachers including headmaster from time to time for the purpose of evolving model teaching and do necessary works to solve problems in this way,

- To evaluate working efficiency of teachers and keep its record,

- To organize seminars of headmasters and Chairperson of School Management Committee for promotion of education standard of school,

- To conduct or cause to conduct examinations according to direction of the Board of Examination,

- To inspect or cause to inspect whether or not educational and economic records of schools are accurately maintained,

- To send education related data and, statistics of one's own area having them analyzed to District Education Office,

- To recommend teachers for training,

- To check whether or not meetings of Management Committee have been held on a regular basis and if found not held, to give direction to headmaster for calling meeting,

- To give necessary directions to headmaster and Management Committee about operation of school,

- To submit report to Village Education committee and District Education Office in every month having monitoring performance of resource person,

- To verify records of leaves of schoolteachers and working staff at the end of academic session and cause to keep its record in the school,

- To make surprise check or inspection whether or not the records of attendance of teachers is exact, and to mark absence in the register and to in the case of
absent teachers give information thereof to the Management Committee of the concerned school, Village Education Committee and District Education Officer,

- To carry out or cause to carry out other works, as prescribed by District Education Officer.

Functions, duties and powers of District Education Committee: (Educational Rules, 2002)

- To formulate educational programs of school in accordance with approved educational plan and cause to implement them,
- To cause to implement educational program through Management Committee to maintain healthy educational environment and promote quality of education in the district,
- To make necessary arrangement relating to implementation of non-formal education program according to the approved policy and direction of His Majesty's Government,
- To provide financial assistance to school and to make recommendation to the concerned body for such assistance,
- To formulate necessary programs for welfare of teachers and students,
- To make necessary provisions for security of property of the school and for prosperity of school,
- To organize district level seminars, conventions or exhibition relating to education,
- To co-operate in the educational programs conducted for the development of school,
- To carry out or cause to carry out functions as may be necessary as per audit report given by the auditor about the auditing of books of accounts,
- To make efforts towards making the school financially self-reliant,
- To give approval to close school,
- To give direction to Village Education Committee and Management Committee to conduct school by preparing academic calendar,
- To find financial source for conducting districts level games, scout and cultural programs and their development and to spend the received amount.

Functions, Duties and Powers of Village Education Committee: (Educational Rules, 2002)

- To encourage children to acquire education at least up to the primary level,
- To prepare and update record of children both admitted in school and not admitted and other persons on the basis of age, caste and sex,
- To keep updated the record of the educational plan of school and to send suggestions to the concerned body having monitored such plan,
- To help Management Committee in identifying local means and resources and in their mobilization, and to distribute available resources to the schools,
- To prepare record of the families living below the poverty line and make necessary provisions to involve the children of such families in education,

- To co-ordinate in the functioning Management Committee, and to give necessary suggestions and render assistance to Head Master, teacher and Management Committee having supervised and monitored the schools for qualitative development of education,

- To conduct public-awareness oriented programs, trainings, seminars and workshops for promotion of educational quality in schools,

- To request Management Committee for release of fund having studied physical condition of schools,

- To create healthy atmosphere in school,

- To prepare Village Education programs and to implement them having approved by the Village Council,

- To maintain record of educated manpower within the concerned village area,

- To make provisions of reward to the teachers on the basis of their working efficiency,

- To collect necessary means and resources for the school and mobilize them,

- To make recommendation for establishing a school having considered the necessity of the school also on the basis of school mapping,

- To cause to develop and conduct inter-school sports related activities and extra educational activities and make provisions rewards for such activities.

*Functions, Duties and Powers of Management Committee of Community School (SMC): (Educational Rules, 2002)*

- To conduct, look after, supervise and manage the school,

- To collect necessary financial resource for the school,

- To select teachers for training,

- To cause the teacher who is assigned for training to enter into an agreement prescribing terms and conditions with regard to be involved in service of school for at least three years upon retiring from the service.

- To protect and promote the service of teachers,

- To appoint teachers and other staff to be paid from the school's resource and to pay appointed teachers and other staff salary and allowance not less than the scale prescribed by His Majesty’s Government for the corresponding teachers and other staff of the equal level,

- To write to the District Education Office for permanent fulfillment if post of any teacher under approved post of His Majesty's Government falls vacant within fifteen days from the date of such vacancy,

- To check attendance of teachers and other staff of school, to take necessary action on absent teachers and other staff, or according to necessity to send report along with the committee's opinion to District Education Office for action.
- To manage necessary logistics, materials and educational materials for the promotion of educational standard of school,
- To involve schools in different programs to be conducted by His Majesty's Government,
- To formulate code of conduct to be abided by students and execute it,
- To keep updated record of teachers,
- To give every information about income, expenditure and educational achievement of the school made in the last academic year and new educational programs for the coming academic session to the donors and guardians by calling their meeting each year,
- To send information to District Education Office about departmental action taken on any teacher,
- To make demand with concerned body for payment of the amount of scholarship provided to student,
- To deduct the salary of teacher who is absent as recorded in the attendance register by supervisor at the time of surprise check of the school,
- To establish secretariat of the Management Committee in the school building and keep school's documents and records safe,
- To act according to the direction given by District Education Office.

Provision Relating to Parent Teacher Association (PTA): (Educational Rules, 2002)
- Functions, duties and powers of the executive committee referred to in sub-rule (2) shall be as follows:-
  - To carry out necessary functions for maintaining quality of education in the school,
  - To monitor whether or not the school has fixed fees according to these Rules and give necessary suggestion to the school in this regard,
  - To have an updated information regularly on academic activities of the school and to have interaction on the same.

*Functions Duties and Powers of Headmaster: (Educational Rules, 2002)*
- To maintain academic environment, academic quality and discipline,
- To create an environment of mutual co-operation having coordinated with teachers, other employees, among teachers and other working staff, students and guardians,
- To carry out necessary functions for maintaining discipline, good moral character, politeness etc. in the school,
- To prepare programs for running class in the school in consultation with teachers, and supervise whether or not the classes have been run as per the program,
- To make or cause to make provision for sanitary and other extra curricular activities in the school,
- To operate administrative functions of the school,
- To admit students in school and cause to conduct examination,
- To give transference and other certificates to the students,
- To keep records of significant works and activities of the school,
- To recover losses incurred to school property from salary if any teacher causes such loss knowingly or negligently,
- To take departmental actions including dismissal from the service on the recommendation of the Management Committee, against any teacher or employee appointed on the school on its own resources who do not perform their official duties,
- To maintain records of the punishment given to teachers and other employees and to show such records to District Education Officer and Supervisor when they want to see,
- To submit reports relating conduct, behavior and work performance of teachers and other employees to District Education Office and Management Committee,
- To make recommendation to Management Committee and District Education Office for reward and punishment to teachers,
- To hold teachers meeting at least once a month, have discussion on the school related subjects and to maintain record of such meeting and discussions,
- To submit salary reports of the teachers and other employees appointed on own resources of the school to the Management Committee for endorsement,
- To restrain any mischievous activity in the premises of school and hostel,
- To prepare annual programs of the school and to implement it having got it approved by the Management Committee,
- To prepare monthly, half yearly and annual programs relating to teaching and learning activities in the school and to implement such programs,
- To send teachers to District Education Office for training having got it approved by Management Committee,
- To expel any student violating discipline from the school,
- To implement the curriculum and textbooks prescribed by His Majesty's Government in the school,
- To spend budget according to direction and powers entrusted to him/her and to maintain or cause to maintain accounts of income and expenditure,
- To conduct or cause to conduct periodical examinations to be held in school in regular, fair and well-regulated manner,
- If more than fifteen percent of students fail in any subject taught by any teacher for a consecutive period of three years or if any teacher commits any act with negligence or against discipline, to suspend the grade of such teacher for a period of two years,
- To take or cause to take classes in the school daily as prescribed by the Ministry,
- To send salary report of the teachers working in the school under the posts approved by His Majesty's Government to District Education Office for approval,
- To prescribe functions and duties of the teachers and other employees working under him/her,
- To abide or cause to abide by the directives given by Management Committee and the District Education Office,
- To send details and statistics relating to academic progress of the school having it certified by the Inspector in the format and within the time prescribed by the Ministry;
- To fill in the work performance evaluation forms of teachers appointed on the school's own resources and to submit them to the Management Committee.
Annex B

Contents of the Management Training Package

Contents of the Management Training Package Developed under CSSP

- Concept of school based management and planning
- Types and frame-work of school level plans
- Identifications of basic requirements for accessible education with addressing learning needs of all children
- Roles and responsibilities of SMC and PTA
- Term and conditions (directive) for teacher management
- Way to explore the resources to improve the school management
- Basic indicators of quality education and characteristics of effective schools
- Basic indicators and process of school accreditation
- Process and importance of social audit in school based management
- Concept and process of child tracking
- Equity and inclusion in education inside and out side the class room
- Role of the SMC, PTA, HT, Teachers, parents, students, NGO, and CBO to enhance the learning environment
- Community-based monitoring system
- Process, steps and framework of school improvement plan

Head Teacher’s Management Training Package

The ‘School Management Training Resource Materials’ manual (one month training package) has been prepared by NCED for the secondary and lower secondary public school HT. In order to materialize the reform process and decentralized school management policy of the government, the school HTs needs to be updated with the knowledge and techniques of school management of the modern day. The training manual is an effort towards that direction and broadly encompasses the areas such as planning, organization, staffing, directing, co-operating, budgeting, reporting, etc. The ‘School Management Training Resource Materials’ capacitates the HTs for leadership development in the areas such as setting goals and objectives for school development; human and financial resource mobilization; good governance; and development of physical and teaching-learning environment. Besides, this comprehensive manual also helps both HTs and SMCs to enhance knowledge and skills in the following areas:

SMC’s Capacity Building for Teacher and Staff Management

Management of the activities *viz.* Teacher and staff selection; arrangement of service induction training for newly appointed teachers/ staffs; preparation of HTs, teachers and staff’s performance appraisal; mentoring service for professional development of teachers/ staffs; and their on-the-job training arrangement.

HT’s Skill Enhancement for Student Management
HTs skill enhancement for creation of learning environment in school; management of effective teaching-learning with the assistance of multiple teaching methodology for the better understanding of students; students’ admission, their behavior, interest and needs identification; encouragement to students for learning life skill and vocational education; assistance and attention to Girls, Dalits, Poor and Conflict inflicted students; and building cooperation with community for effective management of school.

HT’s Capacity development for Curriculum and Education Management

Management of classroom; assistance to colleague for classroom and teaching-learning activities management; and preparation of local curriculum.

HT’s and SMC’s Capacity development for Resource Management

For the sustainable development of school and the effective utilization of resources, the training capacitates HT and SMC chair person in the areas such as making fee structure in consultation with SMC meeting, giving continuity to transparent resource management system; exploring and collecting resources for school from I/NGOs and other bilateral and multilateral agencies/organization; and auditing the income and expenditure of school and keeping them updated.

HT’s Skill Enhancement for School Property Management

To this end, the training enables HT in maintaining and keeping the records of important documents of school such as land map and land registration receipt; updating the records of school property; renovating the existing property; involving the local community in renovation activities; giving access to teachers and students for the utilization of existing physical facilities; and creating a live atmosphere in school.

HT’s and SMC’s Skill and Knowledge Enhancement for Evaluation and Management of Examination System

The management training imparts the knowledge and skills to HT, SMC and other participants to make improvement in the evaluation and management of examination system by capacitating them on students’ evaluation through the use of different methods/techniques; improving examination system; evaluating students by consulting their parents; giving information to parents regarding the students’ progress; encouraging teachers as well as students for homework and class work; and disseminating information about students’ evaluation to parents, teachers and students.

Co-operation Development between School and Community

The training also gives emphasis on the relationship between the local community and school, and hence, enables the participants about how to make community involvement in every activity of the school, how to constitute PTA and make it active through out the year and also about how to create awareness among local people for admitting their children in school.

Conflict Management

The training is helpful for school towards the identification of causes of conflicts; its symptoms and analysis; its nature in and outside the school, ways of negotiations for its resolution, assistance for conflict inflicted children; methods and skills of escaping the possible conflict; and peace restoration and rehabilitation.
Special Assistance Program for Targeted Groups

It is the program of the school for bringing those children in school who are away from mainstream education. To this end, the training capacitates school to conduct special program for women, poor and disadvantaged or underprivileged groups; special needs/ inclusive program for special needs children; and personal attention to such children.

Decentralized School Management and School Ownership

In order to make teaching-learning more effective and inculcate the feeling of school ownership among stakeholders, the school management needs to be decentralized; therefore, this training makes the stakeholders capable for transferring the management authority to the local community; create awareness on school ownership among community people; execute the decision made by the center, DEC, VEC and SMC; and implement SIP.

Professionalism Development

For capacity and skills development of teachers required in teaching profession, the training is intended for adopting multi-methods in classroom teaching-learning; capacitating the skills of subject teachers; coordinating with colleagues, conducting mini research; seeking advice and suggestions of senior teachers; and experimenting with new methods of teaching-learning.

School Information Management System (SIMS)

The training capacitates the HT for the skills and methods needed for managing school information regarding students, teachers, SMC and school property records. Similarly, it includes idea about keeping the updated records of community status and teachers, SMC and PTA meeting minutes. Giving information about school progress to the parents and community as well as disseminating the school work plan and activities to the concerned stakeholders.

School Improvement Plan (SIP)

The SIP, which is a long term prospective plan of any school, could be broken down into annual action plan for its implementation. The training helps the participants towards knowing the Quality-driven aspects related to SIP. It further enlightens them about the Vision, Mission and Strategic Objectives of the SIP.
### Annex C

#### SMC Member’s Background

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<th>Castes</th>
<th>Qualifications</th>
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## Annex D

### PTA Member's Background

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|   | Dalit: 1 |    |    | Janjati: 7     | SLC: 3      | Wage labour: 9       | Low: 5     |
|   |      |    |    |                 |             | Service: 1           |            |
|   |      |    |    |                 |             | Small business: 9    |            |
|   |      |    |    |                 |             | Unemployed: 1        |            |
|   |      |    |    |                 |             |                      | Moderate: 5|
|   |      |    |    |                 |             |                      | Low: 5     |
| B | 6  | 4  | 2  | Upper caste: 8  | Literate: 7 | Political worker: 10 | Moderate: 10|
|   | Dalit: 2 |    |    | Janjati: 2     | SLC: 3      | Wage labour: 10      | Low: 5     |
|   |      |    |    |                 |             | Service: 1           |            |
|   |      |    |    |                 |             | Small business: 10   |            |
|   |      |    |    |                 |             | Unemployed: 1        |            |
|   |      |    |    |                 |             |                      | Moderate: 10|
|   |      |    |    |                 |             |                      | Low: 5     |
|   |      |    |    |                 |             |                      | Involved: 10|
| C | 9  | 2  | 2  | Upper caste: 9  | Literate: 5 | Political worker: 11 | Moderate: 11|
|   | Dalit: 1 |    |    | Janjati: 1     | Under SLC: 1| Wage labour: 11      | Low: 11    |
|   |      |    |    |                 | SLC: 4      | Service: 1           |            |
|   |      |    |    |                 | IA+: 1      | Small business: 11   |            |
|   |      |    |    |                 |             | Unemployed: 1        |            |
|   |      |    |    |                 |             |                      | Moderate: 11|
|   |      |    |    |                 |             |                      | Low: 11    |
|   |      |    |    |                 |             |                      | Involved: 1|
### Annex E

#### Description of SMC Meeting in the Year 2064 2007/08

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<td>- Preparation of annual work plan</td>
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<td>- Barbed wire compound</td>
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<td>- Account operation</td>
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<td>- Collection of money in bank</td>
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<td>available from the forest</td>
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<td>- Income collection through selling the firewood</td>
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<td>- Social audit</td>
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<td>- Deposited of fund to conduct the lower secondary level</td>
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<td>- Collection of Donation</td>
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<td>Teacher management</td>
<td>- Acceptance of HT’s resignation</td>
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<td>- Appointment of HT</td>
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<td>- Appointment of teacher with school’s own resource</td>
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<td>- Operation of ECD class</td>
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<td>- Approach for confessional grants</td>
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<td>- Teacher’s extra salary</td>
</tr>
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<td></td>
<td>- Teacher’s training</td>
</tr>
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<td></td>
<td></td>
<td></td>
<td>Access</td>
<td>- scholarship distribution</td>
</tr>
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<td></td>
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<td>- Extra fee collection (Rs.150 per student) for the lower secondary classes.</td>
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<tr>
<td>Kailali</td>
<td>A</td>
<td>6</td>
<td>Physical facility</td>
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<td></td>
<td></td>
<td>- Building construction</td>
</tr>
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<td></td>
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<td></td>
<td>- Provision of furniture</td>
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</tr>
<tr>
<td>B</td>
<td>11</td>
<td><strong>Teacher management</strong>&lt;br&gt;- Appointment of teacher&lt;br&gt;- Formation of teacher selection committee&lt;br&gt;- Social audit&lt;br&gt;- Donation collection with the parents</td>
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<tr>
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<td><strong>Access (student motivation)</strong>&lt;br&gt;- Scholarship distribution</td>
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<td><strong>Financial management</strong>&lt;br&gt;- Admission fees&lt;br&gt;- Approach for confessional grants</td>
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<td><strong>Instructional management</strong>&lt;br&gt;- Purchasing of free text book</td>
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<td><strong>School management</strong>&lt;br&gt;- Transfer of school management to the community</td>
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<tr>
<td></td>
<td></td>
<td><strong>Physical facility</strong>&lt;br&gt;- Building construction&lt;br&gt;- Utilization of constructional materials&lt;br&gt;- Formation of school construction committee&lt;br&gt;- Recruitment of peon</td>
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<td>C</td>
<td>7</td>
<td><strong>Physical facility</strong>&lt;br&gt;- Building maintenance&lt;br&gt;- Land contract&lt;br&gt;- Maintenance of furniture&lt;br&gt;- Scholarship distribution&lt;br&gt;- General assembly</td>
<td></td>
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<td></td>
<td></td>
<td><strong>Access (student motivation)</strong>&lt;br&gt;- Scholarship distribution&lt;br&gt;- General assembly</td>
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<td></td>
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<td><strong>Financial management</strong>&lt;br&gt;- Salary determination of teacher&lt;br&gt;- Fund given by YCL&lt;br&gt;- Collection of cash donation</td>
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<tr>
<td>Syangja</td>
<td>A</td>
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<td><strong>Physical facility</strong>&lt;br&gt;- Building and furniture construction&lt;br&gt;- Description of income and expenditure&lt;br&gt;- Operation of bank account&lt;br&gt;- Examination fee&lt;br&gt;- Scholarship distribution&lt;br&gt;- General assembly</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Financial management</strong>&lt;br&gt;- Approval of expenditure&lt;br&gt;- Operation of Bank account&lt;br&gt;- Social audit&lt;br&gt;- Collection of amount given by foreign countries (UK and Hong Kong)</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td><strong>Access (student motivation)</strong>&lt;br&gt;- Scholarship distribution&lt;br&gt;- General assembly&lt;br&gt;- Recruitment of science teacher&lt;br&gt;- Give and take of well-wishing</td>
<td></td>
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<td></td>
<td></td>
<td><strong>Teacher management</strong>&lt;br&gt;- Approval of teacher’s transfer&lt;br&gt;- Approach for teacher’s quota&lt;br&gt;- Temporary appointment of teacher&lt;br&gt;- Salary increment of teacher&lt;br&gt;- Preparation of manual for the school’s own resource teacher and staff</td>
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<td>B</td>
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<td><strong>Physical facility</strong>&lt;br&gt;- Policy making on building construction&lt;br&gt;- Provision of furniture</td>
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<td><strong>Financial management</strong>&lt;br&gt;- Approval of expenditure&lt;br&gt;- Operation of Bank account&lt;br&gt;- Social audit&lt;br&gt;- Collection of amount given by foreign countries (UK and Hong Kong)</td>
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<td></td>
<td><strong>Teacher management</strong>&lt;br&gt;- Approval of teacher’s transfer&lt;br&gt;- Approach for teacher’s quota&lt;br&gt;- Temporary appointment of teacher&lt;br&gt;- Salary increment of teacher&lt;br&gt;- Preparation of manual for the school’s own resource teacher and staff</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| C | 12 | Physical facility | - Formation of construction committee  
- Use of a brand of cement  
- Maintenance of computer building  
- Management of drinking water  
Financial management | - Social audit  
- Sale of electric wire  
- Payment of labor  
- Auditing  
- Donation collection  
School management | - Formation of social committee  
Planning | - SIP formulation  
Access (student motivation) | - Payment of scholarship (dress)  
- Prize distribution  
Teacher management | - Approach for relief grants  
Instructional management | - Purchasing of instructional materials  
Ilam | A | 12 | Financial management | - Fee determination  
- (examination and admission)  
- To increase of school’s own source teacher  
Teacher Management | - Disable teacher  
- Recruitment of school’s own source teacher  
- Relief grants  
Physical Facility | - Provision of furniture  
- Building and room maintenance  
School Operation | - Admission campaign and home visit program  
- Purchasing of computer  
B | 9 | School Operation | - Student admission  
- Formation of student welcome committee  
- CDMA Telephone purchasing  
- student welfare fund  
- community information corner  
- Student fee  
- Computer purchasing  
- Temple construction and scout education  
Teacher management | - Teacher of school’ own source  
Financial management | - Amount collection from EFA program  
- Approval of income and expenditure  
- Social audit  
- First quarterly income and
<table>
<thead>
<tr>
<th>C</th>
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<th>Teacher management</th>
<th>expenditure description</th>
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<tr>
<td></td>
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<td>School operation</td>
<td>- Science teacher appointment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>planning</td>
<td>- Time extension of school’s own resource teacher</td>
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<td></td>
<td>School management</td>
<td>- Winter and summer vacation</td>
</tr>
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<td></td>
<td></td>
<td></td>
<td>- SIP budget and formulation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Permission of lower secondary class</td>
</tr>
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<td></td>
<td>- House rent</td>
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<td></td>
<td></td>
<td>- Management transfer of lower secondary class</td>
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<td></td>
<td></td>
<td></td>
<td>- Admission fee</td>
</tr>
<tr>
<td>Jumla</td>
<td>A</td>
<td>8</td>
<td>School’s shutters on rent</td>
</tr>
<tr>
<td>B</td>
<td>15</td>
<td>Access(student motivation)</td>
<td>- Teachers to be sent on training program with the permission of SMC</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Physical facility</td>
<td>- Learning material preparation</td>
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<td></td>
<td></td>
<td>Financial management</td>
<td>- To make active the SMC on supervision part</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Conduct of annual examination</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Teacher management</td>
<td>- Social audit</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Tiffin management committee</td>
</tr>
<tr>
<td></td>
<td></td>
<td>School management</td>
<td>- Operation of bank account</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Financial management</td>
<td>- To observe 25Th anniversary day of the school and approved the expenditure</td>
</tr>
<tr>
<td></td>
<td></td>
<td>School management</td>
<td>- Appointment of English teacher</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Approach for relief grants</td>
</tr>
<tr>
<td></td>
<td></td>
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<td>- Science teacher</td>
</tr>
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<td></td>
<td>School management</td>
<td>- School management transfer to the community</td>
</tr>
<tr>
<td></td>
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<td>Access(student motivation)</td>
<td>- Scholarship amount</td>
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<td>Instructional management</td>
<td>- Coaching class for weak students</td>
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<td>School management</td>
<td>- Appointment of peon</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Physical facility</td>
<td>- Student hostel</td>
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<td></td>
<td></td>
<td>Financial management</td>
<td>- Floor maintenance of grade 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Donation collection</td>
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## Annex F

### Different Committees and their functions

<table>
<thead>
<tr>
<th>District</th>
<th>School</th>
<th>Name of the committee</th>
<th>Functions of the committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Syangja</td>
<td>A</td>
<td>- Building construction committee</td>
<td>- Not effective</td>
</tr>
<tr>
<td></td>
<td>B</td>
<td>- Library operational committee and other 16 committees</td>
<td>- Not in function</td>
</tr>
<tr>
<td></td>
<td>C</td>
<td>- Supervision committee - Financial committee - Construction committee - Examination committee - Social audit committee</td>
<td>- These committees are doing combine work with SMC</td>
</tr>
<tr>
<td>Ilam</td>
<td>A</td>
<td>- Social supervision committee</td>
<td>- To make Increase enrollment rate - To make increase Achievement rate - To make improve of drinking water - To conduct curricular and extra curricular activities - To make public income and expenditure chart - To manage furniture - To formulate SMC</td>
</tr>
<tr>
<td></td>
<td>B</td>
<td>- Pooja committee - Student admission welcome committee - Aama Samuha - Social audit committee</td>
<td>- To worship the Saraswoti and Durga during the Saraswoti pooja and Dashain - Not in function</td>
</tr>
<tr>
<td></td>
<td>C</td>
<td>- Social audit committee</td>
<td>- To conduct social audit</td>
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## Annex G

### Government’s Grants and School Generated Resources in 2064 (in NRs)

<table>
<thead>
<tr>
<th>Distract</th>
<th>School</th>
<th>Governments Grants</th>
<th>School generated Resources</th>
<th>Total</th>
<th>Percent Generated</th>
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<tbody>
<tr>
<td>Chitwan</td>
<td>A</td>
<td>3266026.00</td>
<td>386368.00</td>
<td>3652394.00</td>
<td>10.58</td>
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<tr>
<td></td>
<td>B</td>
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<tr>
<td></td>
<td>C</td>
<td></td>
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<tr>
<td>Ilam</td>
<td>A</td>
<td>855776.60</td>
<td>212598.96</td>
<td>1068375.56</td>
<td>19.90</td>
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<td>B</td>
<td>494981.40</td>
<td>20629.00</td>
<td>515610.40</td>
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<td>C</td>
<td>421994.00</td>
<td>147071.01</td>
<td>569065.01</td>
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<tr>
<td>Syanja</td>
<td>A</td>
<td>2103516.78</td>
<td>214937.00</td>
<td>2318453.78</td>
<td>9.27</td>
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<td>C</td>
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<td></td>
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<tr>
<td>Kailali</td>
<td>A</td>
<td>865037.49</td>
<td>292761.45</td>
<td>1157798.94</td>
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<td>328961.00</td>
<td>53065.00</td>
<td>382026.00</td>
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<td>1067612.80</td>
<td>1139300.58</td>
<td>2206913.38</td>
<td>51.62</td>
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