

# STATUS AND FUNCTIONS OF SCHOOL MANAGEMENT COMMITTEE IN BIHAR



Association for Promotion of  
**Creative Learning**

चरैवेति चरैवेति  
CREATIVE LEARNING



ऑक्सफैम इंडिया  
**OXFAM**  
India

## A Survey Report

Conducted by Association for Promotion of Creative Learning (APCL) to find the actual status and functions of the School Management Committee in Bihar with support of OXFAM India.

# Status and Functions of School Management Committee in Bihar

A SURVEY REPORT

## SURVEY RESEARCH TEAM

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## LIST OF ABBREVIATIONS

1	AIF	-	American India Foundation
2	APCL	-	Association for Promotion of Creative Learning
3	BEP	-	Bihar Education Project
4	CCS	-	Centre of Civil Society
5	CSF	-	Central Square Foundation
6	EFA	-	Education for All
7	GOB	-	Government of Bihar
8	GOI	-	Government of India
9	GP	-	Gram Panchayat
10	HM	-	Head Master
11	LAMP	-	Learning and Migration Program
12	NPE	-	National Policy on Education
13	PRI	-	Panchayat Raj Institution
14	RTE	-	Right to Education
15	SDP	-	School Development Plan
16	SMC	-	School Management Committee
17	SSA	-	Sarv Shiksha Abhayan
18	SWOT	-	Strength, Weakness, Opportunity and Threat
19	UEE	-	Universalization of Elementary Education
20	VSS	-	Vidyalaya Shiksha Samiti

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## PREFACE

Community participation/people's participation has widely been acknowledged in social sector development planning process and management. A great emphasis has been given on community participation right from inception of the planning process in India so far as the education sector is concerned. Several initiatives have been taken and needful interventions have been made in this direction so as to harness tremendous potentials existing in the community intending to promote school education and literacy which can be conspicuous from viewing the education policies and the provisions of the nationwide school education programmes in India. Right to Education (RTE) act, 2009 is the landmark in this context through which community participation has been made imperative to steer the functioning of planning, monitoring and management of school.

Association for Promotion of Creative Learning, Danapur, Patna (Bihar) with support from OXFAM, India has been striving to bring in positive change in scenario of school education particularly in the project intervention area at Danapur block of Patna district through making numerous innovative experiments of mobilizing the community especially the girl child and women.

Formation of SMCs generated hope for further streamlining the functioning of schools pertaining to attain the goal of universal primary/elementary education in accordance with the provision of RTE Act, 2009.

The present survey attempted to examine the process of formation and functioning of SMCs in the operational area of OXFAM supported APCL project. The Survey has been carried out in fourteen schools under two Gram Panchayats namely Jamsaut & Hathiyakandh of Danapur block in Patna district of Bihar. Requisite information corresponding to the objectives of the survey had been gathered through interview schedule and analyzed to derive relevant findings and to recommend necessary critical issues to be further addressed to make the SMC more functional and effective in actualizing the goal of RTE.

The findings of the studies revealed this fact that conducive environment could not be created for SMCs in a proper manner. The process of the information of SMC has not been truly followed and needful capacity has not been created among them through their training, sensitization, extending financial support, etc. Hence, at this juncture, SMCs in the most of the cases are unable to perform their academic and administrative roles. Under such circumstances, still lot of efforts as recommended in the report are required to be made to make the SMCs functional and effective.

Hopefully, the findings of the present survey will certainly provide some valuable inputs to the central as well as the state government to bring in desirable changes in existing policy and operational strategies of the SMCs.

I am extremely grateful to Oxfam India for providing us utmost guidance and support to plan and conduct the survey.

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Finally, I am thankful to Dr. Yogendra Lal Das for his commendable contribution in developing the study tools, analyzing the data and authoring survey report.

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## EXECUTIVE SUMMARY

# STATUS AND FUNCTIONS OF SCHOOL MANAGEMENT COMMITTEE IN BIHAR

### STUDY SUPPORTED BY:

**OXFAM INDIA**

### STUDY CONDUCTED BY:

**ASSOCIATION FOR PROMOTION OF CREATIVE LEARNING**

**NARGADA, DANAPUR CANTT., SHIWALA ROAD, PATNA – 801503**

**YEAR : 2016**

### OBJECTIVES OF THE STUDY

The objectives of the study were as under:

- (i) To assess the status of SMCs in terms of its formation and functioning.
- (ii) To analyze the gaps between provisions and actual implementation in formation and functioning of SMCs.
- (iii) To suggest suitable measures for ensuring proper functioning of SMCs.

### METHODOLOGY

Association for Promotion of Creative Learning (APCL) in view of OXFAM India, planned to conduct the study on such a pertinent subject of contemporary relevance in the state of Bihar.

Purposive sampling technique has been followed to draw the sample of the study. Hence, the schools under OXFAM India project in Danapur block has been chosen for the study. Though out of 16 such schools, 14 have been covered under the study. Rest 2 schools could not be covered due to some technical/operational reasons.

Study tool like interview schedule had been developed taking into account the objectives and indicators of the proposed study.

Requisite data/information were gathered through administering the interview schedule to the respondents (SMC Members/representatives) besides collecting requisite quantitative and qualitative information available with various secondary sources such as school records, reports and other literatures. Observations from field have also supplemented the needful information on the subject.

Qualitative and quantitative data/information have been processed, analyzed and classified in meaningful categories and report has been composed for wider circulation and use.

## **FINDINGS OF THE STUDY**

- ✓ Though, the SMCs have been constituted everywhere but in case of one-third sample schools of the study area representation is still inadequate.
- ✓ As much as 50% SMCs do not bother to supervise the classroom teaching process.
- ✓ Most of the SMCs (around 80% of them) either do not supervise the arrangement and quality of Mid-day-Meal in their concerned schools. However, exceptionally a few among them rarely supervise this.
- ✓ Half (50%) of SMCs do not make effort in enrollment of children belonging to their concerned school influence area.
- ✓ Not any SMC intervene into the administrative matter like disciplinary action against teachers.
- ✓ Around one-fourth (22%) schools still do not take part in preparing School Development Plan (SDP).
- ✓ More than one-third (36%) SMCs have not been provided any training to their capacity building.

## **CONCLUSION**

### **Formation of SMC**

As the right to free and compulsory education Act, 2009 (RTE Act) has mandated the formation of SMC in all the government funded school, therefore in order to meet this normative need, the committee has been constituted. But, the process of formation of those committees was not absolutely democratic. The SMC members in many cases were not finalized by calling up a general meeting. Local people in general and the SMC members in particular were not properly apprised about the process and some of the members were not consulted to seek their consent about these selection/nomination.

Because of faulty process of selection of the members, committed and motivated persons having genuine interest in promoting elementary education in view of RTE Act, could not be chosen in the committee.

### **Understanding of SMC**

Awareness about the concept, process of formation and roles and functions of SMCs was either vaguely known or not known among the community people in general and the parents in particular. Even a few teachers did not know about all these correctly.



### **Training to the SMCs**

Adequate training dovetailing the components of knowledge, attitudinal change and skills to efficiently perform the functions as envisaged in RTE Act, 2009 has been provided for a sizeable number of SMC members for their capacity building in terms of mobilizing the community and involving the parents for the cause of the all round development of schools intending to promote elementary education.

Some of the SMC members already undergone through induction training were not well conversant with the contents delivered to them in the training sessions. Hence, the efficacy of the training did not appear to be up to the mark.

### **Functioning of SMCs**

SMCs are not clear about the concept of school development plan and monitoring of the schools. Hence, they are unable to effectively interfere into the matter. They lack interest also to perform such tasks besides lacking the proper knowledge and skill on this subject only.

However a few SMCs have interest in supervising the mid- day-meal and the teaching learning processes and qualities.

Some of the SMC members are not at all interested in motivating and mobilizing children and parents of the area for enrollment of eligible children in the school. However, a few SMCs do have interest in these matters. Thus mixed scenario emerged in this context.

SMCs least bother to intervene into the administrative issues like attendance and functions of teachers.

Because of certain deficiencies of RTE Act 2009 also, SMCs fail to function more effectively for instance

- The act seems really vague in terms of monitoring of schools by SMCs. it does not define the explicit meaning of monitor. It is not classified that what kind of working of the school need to be monitored.
- Similarly though the defined rules are somewhat clear, but about the attendance of teachers in the school lacks the clarity.

The Act also does not provide punitive power to SMCs. Thus SMCs are not fairly functional at this juncture. It has become more of a formality rather than practicality. It exist on paper, but on the ground it has not succeeded to make its presence felt through its participation like meetings and performing their defined roles and responsibilities to give a big push to elementary education according to the felt needs and the normative needs of the RTE Act 2009 with special reference to formation and functioning of SMCs.

### **RECOMMENDATIONS**

The following recommendations are given for proper formation and functioning of SMCs:

- ✓ First of all in order to create conducive condition for constituting SMCs, general awareness needs to be created among the common mass regarding key issues of RTE, provisions of SMC therein and significance of SMC in school development and management.

- ✓ General body meeting of SMC should essentially be scheduled in such a way to form SMCs in which all sections of the community can take part. In this context, in a state like Bihar where seasonal migration is quite high, but the migrants come back to their native place mostly in the month of May-June and September-October so such period should be considered appropriate for the meeting.
- ✓ Community people should be informed well in advance and their consent for suitable date, time and venue should also be taken to hold the meeting. Especially participation of young, adults, parents, and mothers should be encouraged, facilitated and ensured.
- ✓ SMC members should be oriented on recurrent basis and they should be facilitated, enabled through providing some financial and punitive power to on the spot disposal of certain immediate financial and administrative issues of school.
- ✓ While constituting sub committees of the SMC, three things should necessarily be taken into account that there should not be many sub committees, its size should be limited to 3-5 and women representation should be given therein.
- ✓ It should be acknowledged that the tasks of planning are quite technical, therefore the different sub-committees should have required skills to work. NGO representatives particularly educated youth and adolescents have generally abundant energy and willingness to do something and they may easily and quickly acquire the statistical/planning/analysis skills, hence such potential manpower can be associated with sub committees.
- ✓ Village youth and women particularly SHG's members and representatives need to be organized, motivated and oriented/trained in order to play an effective role in ensuring proper functioning of SMC.
- ✓ Provision of effective training, sensitization and orientation to the SMC members apart from mobilization of parents particularly mothers can pave the way for democratic and effective functioning of the SMC.
- ✓ If SMC is to work according to what government has visualized and mandated, it should be provided with needful support and facilitation as and when required.
- ✓ Like BRC/CRC level meeting of teachers, the meetings of SMC representatives should also be convened at BRC/CRC levels so that inter SMC interactions can have to share the best ideas and practices.
- ✓ Some selected SMC office bearers should be provided with the opportunity to have interstate tour to learn from the best experiments of the SMCs in outside the state so that they can get motivated and abled to replicate it in their respective places.

Thus by way of taking proper caution towards forming SMCs and enabling them through providing needful support, power and finance they may be made functional and effective in actualizing the goals of RTE.

# CHAPTER - I

## Background

### 1.1 Need and importance of Community participation

Community participation for management of elementary education has been visualized as an important strategy in all policy initiatives at national as well as international levels. This is an worldwide accepted fact that involvement of families and the community is inevitably important. Thus, community participation has been acknowledged as the most crucial strategy in attaining the goal of universalization of education. The policy makers, stakeholders, scholars, researchers and communities around the world have been striving hard for this endeavor. The declaration of the world conference on education for all Jometien (1990) and the UNESCO Delhi Declaration (1994) have provided a great deal of momentum towards community participation movement across the globe.

Community participation in India is not a new concept rather it has always been thought as an integral component of educational system

Although, during initial years of independence era, centralization of education was emphasized in India and everything belonged to the government. However, gradually the idea of centralization could not prove to be effective in ensuring quality education. Hence, such idea could not sustain for a long and community participation was felt inevitable to affect as a change in the quality of school education.

The first education commission clearly spelt out the need of decentralization of school education and involvement of local bodies in the process related to school improvement in 1966 aiming at associating the communities with the schools in their locality. Community participation in school education got another major boost with the adoption of national policy on education, 1986. The policy laid primary emphasis on decentralization had planning and management of elementary education in the country. Direct community involvement the form of Village Education Communities (VECs) was visualized under this policy in order to management and improvement in school education system at village level.

The 73<sup>rd</sup> and 74<sup>th</sup> Constitutional amendments paved the ways for decentralization and the transfer of power to the local self government institutions or the Panchayati Raj Institutions (PRIs) Sarv Shiksha Abhiyan (SSA) gave a great importance to community participation in elementary education by way of mobilizing and effective system of decentralization decision making. Further, the Right to Education (RTE) Act, 2009 also recognized the role of local governance of school education by mandating the formation of school management committees (SMCs) in each primary/elementary school with a view to involvement of the community in school development planning and creating conducive condition for quality education through overselling the functioning of the school.

Thus, it is expected that the community participation has occupied central focus in our education system especially at primary/elementary level. A well thought policy has been framed under the act (RTE Act, 2009) to make institutional arrangement in form of SMC in each school.

## **1.2 Community participation : Concept**

According to Govinda (2003) community participation in education means the involvement of parents and community leaders as partners in supporting educational activities that contribute to improvement in their own lives.

In a broader sense, community participation refers to mutual collaboration, support and participation of families, community members and agencies, school staff, in the community or at school, in activities and efforts that directly and positively affect student's outcomes (Rani and Arora: 2004). In general, community participation in primary education means the involvement of parents and community as partners in supporting educational activities. Thus, community participation is a tool for self development and empowerment of community besides facilitating the achievement for the goal of universalization of elementary education (Rani and Arora : 2004).

The movement of community participation, however, has gone under a paradigm shift, in recent years, from a state of informal initiative to a formalized policy intervention. This can be witnessed from the documents and recommendations of various commissions appointed after Independence. There is a shift from non-participative administrative dominated educational planning to participative community-based procedure.

Thus, community support, which begins as merely supplementary to the functioning of school, shifts emphasis to ownership of schools by community. Community participation thus gets integrated into the action plan for the goal of UEE. The constitution of Village Education Committees and vesting authority in them to oversee the functioning of primary school is one such example (Mohan, Devi Dutt, Antony : 2003). These committees are expected to develop into a participative system in which various stakeholders like the teachers, parents and community leaders work together with a common understanding to ensure maintenance of infrastructure as well as building an environment congenial to the teaching learning process.

## **1.3 Community participation in Universalization of Elementary Education (UEE) : Historical perspective**

Community participation in education in India has a long tradition. In the pre-colonial period, the education to the masses was available through *Pathshalas* and *Madrasas* which are managed by the local people. All the arrangements including procurement of teachers, contributing space to school and the facilities to students were made by the local communities. The curriculum was structured loosely, by the teachers and the community people together.

During the British period, the responsibility of organizing the school education was partially delegated to the Panchayats and municipalities. While the government prepared the

contests of education, the local bodies were responsible to organization and administration of the schools.

In independent India, the universalization of education was one of the constitutional prerogatives of the Government. This period marked the centralization of education. The government effected a takeover of the educational institutions as well as the cadre of teachers. This notion, could not sustain for long as centralization failed to affect a change in the quality of school education.

The National Policy on Education (NPE) in 1986 envisaged a greater role for community in the field of education at the local level followed by various initiatives and programmes which indisputably underlined the importance of community participation in school governance. The successive governments made multi-pronged strategies entitling the community to be an active partner in the process of planning, implementation, monitoring and evaluating the school activities.

Prior to India's Independence, the British established a system of education that had limited access and denied mass education. Macaulay explicitly stated that the objective of education system was to create a new breed of Indians as similar to the Europeans as possible. It was on account of this that the Indian National Movement developed a strong critique of the British system that only imparted 'learning skills' and not 'life skills' and that did not respect Indian traditions (Singh: 1999). Thus the National movement expressed the global sentiment of education for all. The imperatives of the colonial education policy prompted our leaders to search for alternative approaches to elementary education. Gandhi's approach of 'education for life', Rabindra Nath Tagore's approach of 'education for self-development' and Dr. Zakir Husain's thrust on 'Nayee Taleem' formed the basis of future discourses on education. In the backdrop of Gandhi's emphasis on 'swavalamban' (self-reliance), the founding fathers of our Constitution recognized universalization of elementary education as a crucial input for nation building. During this phase India has taken a pledge through the Constitution that free and compulsory education would be provided to all children up to 6-14 years of age. Article 41 and 45 of the Constitution provided the basis for the new approach. In the light of these articles, legislations for free and compulsory education were enacted and the children were exempted from tuition fee up to upper primary classes (Singh: 1999).

Article 21A, which was amended by 86<sup>th</sup> Constitutional Amendment Act 2002, provides that the state shall provide free and compulsory education for all children for the age of 6 to 14 years as the state may, by law determine. Article 21A also makes it mandatory that the schools will essentially be managed by School Management Committees (SMCs).

B.G. Kher Committee (1953) recommended that with regard to community participation and management, there is a need for decentralization to attract community involvement at the grassroots level. Thus all types of local bodies are involved to promote and manage education in the interest of mass education (Gol: 1954).

Balwant Rai Mehta Committee (1957) recommended that primary education should become the responsibility of the Panchayats. In view of the recommendations of the committee, financial and administrative powers were transferred to Panchayati Raj bodies at the village level. Many states enacted Panchayati Raj Acts. Rajasthan was the first state to establish Panchayati Raj followed by Andhra Pradesh and Punjab (Rani and Arora: 2004).

The National Education Commission (1964-66) recommended a radical transformation in the prevailing education system and highlighted the need to promote equity and social justice. This period also witnessed the decentralization of education where Ashok Mehta Committee (1978) strongly recommended for the transfer of powers to the local bodies for better participation of the community (Rao: 2008).

National Policy of Education 1968 suggested for strenuous efforts for seeking free and compulsory education for all children up to 14 years. In respect of equalization of educational opportunities, the Policy stressed the need for more efforts and underlined that the regional imbalances in the provisions of educational facilities should be correlated and good educational facilities be provided in rural and other backward areas. The Policy recommended common school system to promote social cohesion and national integration. The Policy through common school system put emphasis on the proper integration of different bodies of school management like the government, local bodies and the voluntary organization. However, inspite of far reaching recommendations, the Policy could not evolve a transformation of the education system that could relate more closely to the life of the people. The Policy was not even implemented by many states for the simple reason that education, at the time, was on the State List.

Ashok Mehta Committee formed in 1977 brought some new and significant thought in the concepts and practice of Panchayati Raj. It re-emphasized the need for involving Panchayats in local development and planning and viewed their role in terms of strengthening the planning process at the micro level (Chaturvedi: 2003). Thus the Committee advocated transfer of substantial powers and responsibilities Zila Parishads. These included transfer of teachers, monthly transfer of salary funds and composition of a Board of Education for maintenance of the quality and standard of education (Rani and Arora: 2004).

The adoption of National Policy on Education 1986 was a significant development during this period. The Policy focused on the universal enrolment and retention of children up to 14 years of age and to bring a substantial improvement in the quality of school education. It stressed on community involvement in educational management as it would establish a close linkage between school and community and help in improving the quality of education, reduction in absenteeism, and irregularity. The Policy visualized direct involvement of community in the form of Village Education Committees.

The revised Policy 1992 assigned a major role to local communities through appropriate bodies to involve in the programmes of school management. The Policy laid stress on participation of non-governmental and voluntary efforts including social activist groups in planning, coordinating, monitoring and evaluation of activities related to educational development.

The National Policy on Education and PoA 1992 have emphasized the importance of decentralized planning and management of education at all levels and involving people in this process. The Plan of Action (1992) of the National Policy of Education (1986) said, "each Gram Panchayat may constitute a Village Education Committee (VEC), which would be responsible for administration of the delegated programmes in the field of education at the village level" (Gol: 1992). In pursuance of PoA, the Village Education Committees were formed as the structures for decentralization planning and management. The VECs have been entrusted with the responsibility to operationalize micro planning and school mapping in the village through systematic house to house survey and periodic discussion with parents.

The 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Acts have provided for decentralization of powers and responsibilities to the Panchayati Raj Bodies. In pursuance of the provisions of the Acts, the state governments have taken steps towards devolution of powers to the PRIs with respect to educational governance and management. The 73<sup>rd</sup> Constitutional Amendment Act has identified 29 items for transfer to the Panchayats, including primary and secondary education.

Community is the core actor in implementation of Sarva Shiksha Abhiyan. Community participation starts with the preparation of micro level planning at the beginning of every year. The Programme calls for community ownership of school based interventions through effective decentralization.

The National Curriculum Framework (NCF) 2005 is the principle document which provides a mean of evolving a national system of education.

The National Curriculum Framework (NCF) 2005 has emphasized strengthening of Panchayati Raj Institutions by adopting a more streamlined approach to encourage community participation as a means of enhancing quality and accountability. The Framework elaborates that the parents and community members could come into the school as resource persons to share their knowledge and experiences in relation to a particular topic being studies. The Document says that "community involvement can also be sought for maintain the school and its facilities".

The Right to Education Act 2009 is another historic step which recognizes the role of local governance in school education. The Act specifies that a School Management Committee (SMC) shall be constituted for every school to monitor and oversee its working, and to plan and facilitate its overall development with representation of parents, teachers and community and local authority members, as may be prescribed. The Composition of the School Management Committee shall be so prescribed that: i) It has adequate representation of all sections of the community including parents, teachers, scheduled castes, scheduled tribes, other backward classes, and persons/bodies working for education, and ii) At least half of its members are parents/guardians of children studying in the school. The Act further underlines that all moneys received by a School Management Committee for the discharge of its functions under this Act, shall be kept in a separate account, and shall be utilized in such a manner as may be prescribed by the respective state government. And the accounts of money received and spent by the SMC shall be maintained and audited in such manner as may be prescribed.

To sum up, it can be said that community participation in education through local bodies like the PRIs and Village Education Committees has been recognized as very important by most of the policies and recommendations of various communities and commissions in India.

#### **1.4 Significant Central Government's initiatives in the context of community participation in India**

From the proceeding section, it is evident that community participation in education has always been central focus for achieving universal elementary education in India. Inclusion of minorities, women and socially deprived sections as stakeholders in the school education system has always been emphasized in major government schemes and programmes relating to school education. The present section attempts to give a brief overview of some of the education related programmes implemented in India.

##### **a) District Primary Education Project (DPEP) 1993**

District Primary Education Project has been one of the largest education projects of its kind in the whole world. The Programme aimed at achieving universalization of elementary education in the country through district-specific planning with emphasis on decentralized management, participatory processes, empowerment and capacity building at all levels (Rao: 2008). DPEP stressed on the active role of the local community in promoting enrolment, retention, achievement and school effectiveness. The process was institutionalized through Village Education Committees and bodies like the Mother-Teacher Associations (MTAs). The VECs were entrusted with the responsibility of improving school facilities according to locally felt needs and priorities. The DPEP emphasized on local-specific planning in a participatory manner involving teachers, parents and Village Education Committees.

The DPEP moved away from the schematic piece-meal approach of earlier programmes and took a holistic view of primary education with emphasis on decentralized management, community mobilization and district-specific planning based on contextual and research based inputs (Rao: 2008). At the village level, the implementation of the Project was monitored and supervised by the Village Education Committees, Mother-Teacher Associations, and Parents-Teacher Associations. The DPEP project was, however, not implemented in the state of Punjab.

##### **b) Janshala Programme 1998**

Janshala, which means community school, was a joint venture of the Government of India and five UN agencies - UNDP, UNICEF, UNESCO, ILO and UNFPA to support the ongoing efforts of the Government towards Universalization of Elementary Education. The approach of the programme was to promote educational planning and management through village based micro planning by local committees. Janshala was relatively a small programme in terms of its scope and coverage and the programme did not cover all aspects of primary education.



Janshala was implemented on the principle of decentralized planning and management. The Programme identified block as its operational unit rather than the district. Panchayati Raj Institutions were sought to play a more active role towards creating a congenial ambience for the decentralized planning giving greater voice to women, SCs/STs and the minorities (Gol: 2002). The VECs were actively involved in school improvement and other activities for universal enrolment and retention of children in primary and alternative schools. The Programme was implemented in the states of Andhra Pradesh, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Karnataka, Uttar Pradesh, Jharkhand and Chhatisgarh.

**c) Sarva Shiksha Abhiyan (SSA) 2001: Reaching the Unreached**

SSA assigns greatest importance to systematic mobilization of the community and creation of an effective system of decentralized decision making. SSA calls for community ownership of school-based interventions through effecting decentralization. Under SSA, concerted efforts have been made to mobilize the community to promote education, to help in development of educational facilities and to oversee the functioning of schools. It advocates for community based monitoring system with full transparency. Every school is expected to share all information with the community, including grants received. SSA envisages cooperation between teachers, parents and PRIs.

On the whole, Sarva Shiksha Abhiyan is an effort to universalize elementary education by Women's Groups, Village Education Committee (VEC) members, and member of Panchayati Raj Institutions.

### **1.5 Crucial Government's initiatives in the context of community participation in Bihar**

**a) Bihar Education Project (BEP) 1991**

Bihar Education Project represented the first major attempt in India to include a holistic approach to Education for All (EFA) using district as a basic unit of planning and implementation. The Project was conceived as a micro approach (village level) as well as a macro approach (state level) for universalization of primary education. In the effective implementation of BEP, Village Education Committees played an important role (Planning Commission: 1994). Infact VECs were the fulcrum on which most activities of BEP revolved. VECs constituted women and members of disadvantaged groups were instrumental in carrying out detailed micro planning exercise for building a proper environment for children's education. VECs played a positive role in raising people's contribution in construction and school improvement activities (Planning Commission: 1994). The VECs not only helped in micro planning but in many cases also acted watchdogs against the vested interests at the village level working against the BEP.

**b) Experiences from Bihar**

In Bihar, the VEC is also called the Vidyalyaya Shiksha Samiti (VSS) and is comprised of 15 members, out which, nine members are the parents while three are non-parents elected by the local community. Two non-elected community members are nominated by village *Mukhiya*. Of the twelve elected members of the VEC, there has to be at least five female

members. One male and one female member each from scheduled caste, scheduled tribes and other backward classes are essential. These fifteen members of the VEC elect the secretary and the chairperson, either of whom must be a woman. The Bihar State Vidyalaya Shiksha Samiti Act of 2000 defines the process for selection/expulsion of the VEC for a maximum term of three years.

In spite of the VECs under the Bihar Education Project, there are a number of issues which need to be addressed and looked into for strengthening the educational planning and management structure at the village level. To ensure that the right persons are elected to the VECs is a great difficulty since the influential and powerful people want to see themselves or their favourites as VEC members. The members did not even know the specific objectives of these bodies and no efforts were being made by anyone to ensure that good people come to these committees who work with interest and devotion. The *mukhiya* of the panchayat is not necessarily the right choice for President of VEC. There was neither any formal mechanism for decision making nor there was any process for feed back to the VECs. One of the main difficulties which VECs face in performing their functions was that they didn't have any financial and administrative powers (Tyagi: 1999).

Addressed descriptions provide sufficient evidence of the fact that community participation has been major thrust of primary/elementary education in India. Accordingly the attempts have also been made to mobilize the community in order to harness their support in promoting education for 6-14 year children irrespective of their caste/class, location and socio-economic strata.

Keeping in view the above backdrop in mind, in the present study attempt has been made to examine the process of formation of SMC and the efficiency of its functioning with special reference to the mandate of the RTE Act 2009. Subsequent chapters will provide requisite facts on this aspect.

## CHAPTER - II

### Introduction, Objectives and Methodology

#### 2.1 Introduction : Relevance of SMC

Indian society is divided based on class, caste, religion, gender, culture and various other factors. These factors are related to children's access to education and their participation in the learning process. This is evident in the disparities in educational access and attainment between different social and economic groups.

In order to change this scenario, government of education has been identified a effective means through which levels of access, quality and participation in education can be imported. This may ultimately reduce various problems related to in equality which accentuates exclusion. Considering this important role of governance, the 2009 Right of Children to free and compulsory education (RTE) act emphasizes the involvement of community in school governance through SMC to ensure school quality with equality.

The school has to be viewed as a social organization, originally linked to be community. Community must have an effective source in the management of the school. Over the years, an almost complete disappearance of the space for the local community in management of schools resulted into the decline in the school system.

RTE act 2009 is the landmark in the context of restoring the legitimate space to the community in school management.

Section 21 of the Right to Free and Compulsory Education Act, 2009 (RTE) mandates the formation of SMCs in all government, government aided and special category schools at primary/elementary level in the cosuitrege.

Effective implementation of various provisions pertaining to children's Right to Education (RTE) and their entitlements rests with the school management committees (SMCs) and school heards. The RTE act envisions an SMC as the basic unit of a governance with active involvement of parents in the school functioning.

In fact, SMC has a very crucial role in actualizing the goals of RTE. It has tremendous potential to transform the existing system of education, characterized by ugnisizm and a defeatist outlook of the system functionaries and stakeholders including teachers and parents. Through its positive action and constructive dialogue with other stakeholders, the SMC can work towards reinstating a well functioning school system. Consistency of positive actions by SMC will change the dynamics and solutions will begin to take shape, first at local level and then at the larger systematic levels.

## 2.2 Composition of SMCs

Keeping in view the heterogeneous nature of the community and the power relations that exist, the Act has tried to ensure representation of different segments of the community in the SMC especially earmarking fifty percent seats for women.

The SMCs are to be composed of parents, teachers, head teacher and local authorities. The Central Model Rules of RTE in regard to composition of the committee suggests three fourth (75%) members of the SMC from the parents/guardians including 50% representation of women, weaker sections will be represented in the SMC in proportion to their population in the village. Rest one fourth (25%) will be as; (1/3rd local authorities; 1/3rd academicians/students).

Active parental participation really has the potential to improve the efficiency of a school as parents have the better quality of education for their children.

## 2.3 Process for constituting the SMC

According to the provision of act, SMCs are to be formed by the General Body Meeting of parents/guardians. All parents/guardians studying in the school will constitute the membership of the GB of the SMC. The GB members will elect representation of parents as per RTE norms for the executive committee of the SMC, by consensus or, if needed by voting. Teachers and other members (1/3rd of the SMC) along with the elected members from the parents will constitute the executive committee of the SMC. In turn, they will elect office bearers of the SMC as norms specified in the Act. The SMC can also constitute sub-committees including members from the GB for specific functions, and all these committees will be responsible to the GB of the SMC.

## 2.4 Training & Orientation of SMC

Merely formation of SMC does not guarantee for streamlining the functioning of schools, school's development and qualitative change in teaching. Learning process intending to attain the goal of universal access, universal participation and universal achievement in education system. However, SMCs require to be adequately orienting and trained to take-up the task of planning the strategies for school development, monitoring the functioning and mobilizing the community through creating conducive environment for their active participation in bring desirable change to attain the goal of universal elementary education. Hence, training of SMCs is inevitable through which requisite knowledge, skills and favorable attitude to perform their roles and responsibilities most effectively and efficiently. While imparting training to SMCs, the following issues needed to be covered:

- ✓ Key provisions of RTE Act, 2009
- ✓ Roles of SMC as envisaged in the aforesaid Act
- ✓ Opportunity and Responsibility of the parents in order to improve the functioning of the concerned school as well as their roles and duties in Management Committee
- ✓ Knowledge and skill to prepare School Development Plan, generating information based on school records, school mapping and Focused Group Discussion
- ✓ Role of SMCs in financial management of schools

- ✓ Monitoring concept process and usefulness with special reference to public monitoring on participation, continuation, promotion, completion and learning.
- ✓ Current situation of the school and school system, enrollment, participation, retention and learning achievement
- ✓ Relationship between teacher and the community
- ✓ Relationship of SMC with the local authority
- ✓ Methods of creating an educational data base and a monitoring tool
- ✓ Specific training of working groups
- ✓ Child Rights

In course of conducting training to SMC representatives/members participatory methods like group discussion, question-answer, role play open discussion etc. needed to be used by the resource team to facilitate interactions on various contents by way of providing enough time to the participants to share their views.

Thus, through proper training, SMCs needed to be enabled to understand their roles and come forward for improving the state of affairs of the schools. They may be capable of school development plan as per the RTE guidelines and they should know that in case the competent authorities do not honor the same or do not provide needful fund and other support or do not respond in a legitimate manner at appropriate time, what can a SMC do ? Who can they approach further?

## 2.5 Roles and functions of SMCs

The RTE Act stipulates that SMCs have to perform the following roles:

- i.) Monitoring of the functioning schools such as Mid-day-Meal, basic amenities like toilet facility, safe drinking water, and teachers/students attendance and so on.
- ii.) Monitoring on utilization of grants received by the government or any other agencies.
- iii.) Preparing school development plans which includes infrastructural requirements as well as the academic needs of the schools, which ultimately may take the shape of annual work plan for every district and subsequently every state through collating the district plans.

Based on the above mentioned roles, SMCs are expected to discharge the following key functions:

- ✓ Making School Development Plan (SDP) as per the RTE norms/guidelines
- ✓ Management of school/overseeing the management
- ✓ Supervising and supporting implementation of SDP
- ✓ Supervising/Monitoring of finance, academic progress, distribution of text books, uniforms, scholarships, etc. to the children according to their entitlement and other functions
- ✓ Ensuring accountability and transparency through the social audit mechanism
- ✓ Keeping proper accounts of the fund available and sharing its deployment and utilization with the "Aam Sabha"
- ✓ Creating and maintaining an educational database

- ✓ Coordinating with the local authority
- ✓ Generating fund from other than government sources for development of schools
- ✓ Monitoring academic progress of the school children
- ✓ Instituting social audit mechanism and processes to bring transparency in the system and ensure universal participation.

For effective implementations of various provisions, ensuring that children's right to education along with various entitlements specified in the RTE Act rests with the School Management Committee and the school heads. The RTE Act gives immense importance to SMCs as the decentralized structure, and one in which the parents will have a very significant role. Essential provisions regarding constitution and functions of SMC have been given in Section 21 and 22. These have been elaborated in the draft Rules prepared for consideration and adoption by state government/UT Administrations with such modifications as they may consider appropriate. In addition to those provisions there is need to lay emphasis on the following issues:

The State Governments have to issue further guideline to ensure the SMCs are enabled to function in an effective manner. Wherever the State Governments and UTs designate the Panchayat Raj Institution (PRI) as the local authority, their support may be taken to fulfill the following responsibilities in elementary education:

- I. Creating an enabling environment for realizing the rights of children under the RTE Act. Ideally, a mass mobilization campaign should be launched to create a groundswell for children's rights under the RTE Act, on the lines of the literacy campaigns launched in the 1990s. SSA norms have been revised to provide 0.5% of the annual outlay for community mobilization activities, and these funds could be utilized for launching a well conceptualized RTE campaign.
- II. Initiate the development of action plans for opening new schools in unserved areas, through a mapping of existing institutions, locating appropriate sites for new schools, and delineating the catchment area of each school according to local logistics, and subject to norms and standards laid down under the RTE Act and Rules.
- III. Identify out-of-school children, largely representing weaker sections and disadvantaged groups, ensuring age appropriate admission through Special Training, motivating parents and creating conditions to free them from domestic/ wage earning responsibilities, and monitoring regular attendance of all children and teachers in schools. Similarly, PRIs could be involved in special intensive efforts required for migrant children, and ensuring that they are provided educational opportunities through establishment of seasonal hostels.
- IV. For differently-abled children PRIs could render valuable support in identification, determination of the level of their disability through organised camps, ensuring that appropriate aids and appliances are made available to such children, and ensuring that such children are provided adequate support for being mainstreamed in regular schools.

- V. Initiate a campaign to register the birth of all children up to the age of 18 years in order to maintain records of children. As part of this exercise a computerized data base of every child below the age of 18 years may be prepared and their progress tracked. Such a data base could provide the basis for preparing school development plans by School Management Committees, which can be aggregated at the district level.
- VI. Monitor teacher vacancies in schools and send reports to the educational authority concerned. They may also monitor teacher training, and provide infrastructure facilities wherever required. Attendance monitoring could be the responsibility of Gram Panchayat.
- VII. Develop and improve infrastructure, by using their own funds or funds devolved by the State Finance Commissions and the 13th Finance Commission, or funds from schemes like BRGF.
- VIII. Set up Grievance Redressal Committees headed by the Chairperson of the PRI body or the Chair person of the Standing Committee concerned. The Grievance Redressal Committee may set up a small enquiry group consisting of three or four persons representing the PRI, the Education Department and the Civil Society. This group may enquire into petitions and complaints and submit reports to the Grievance Redressal Committee. Thereafter, the Grievance Redressal Committee could hear the persons concerned, take decisions and issue necessary directions for settling the grievance. Detailed procedural guidelines need be issued to ensure that due process is followed and orders are issued.
- IX. Set up an Education Committee in order to oversee the operationalization of the RTE Act. This could be an enlarged version of the Standing Committee dealing with education in a Local Government and may consist of elected representatives, experts, activists, parents, headmasters and officials from the Education Department building. Relating school grants to School Development Plans under RTE adds a new dimension to utilization of school grants. This envisages that current practice of providing predetermined schematic budgets is replaced by and providing support based on plans developed by School Development Committees.

Thus, SMCs have to play most crucial roles and perform multi dimensional in actualizing the goals of RTE. It has almost potential to transform the existing system of elementary education in the country. SMC can change the functioning of school system through its positive attitude and constructive actions.

Present study has attempted to examine the actual implementation of RTE Act, 2009 in the context of formation and functioning of SMCs so that the gaps between existing provisions and actual operationalization can identified deficiencies in policy/provisions and operational modalities can be critically analyzed and the critical issues to be addressed to make the act more effective can properly be pointed out.

## **Objectives of the Study**

The objectives of the study were as under:

- (iv) To assess the status of SMCs in terms of its formation and functioning.
- (v) To analyze the gaps between provisions and actual implementation in formation and functioning of SMCs.
- (vi) To suggest suitable measures for ensuring proper functioning of SMCs.

## **Methodology**

Association for Promotion of Creative Learning (APCL) in view of OXFAM India, planned to conduct the study on such a pertinent subject of contemporary relevance in the state of Bihar.

Purposive sampling technique has been followed to draw the sample of the study. Hence, the schools under OXFAM India project in Danapur block has been chosen for the study. Though out of 16 such schools, 14 have been covered under the study. Rest 2 schools could not be covered due to some technical/operational reasons.

Study tool like interview schedule had been developed taking into account the objectives and indicators of the proposed study.

Requisite data/information were gathered through administering the interview schedule to the respondents (SMC Members/representatives) besides collecting requisite quantitative and qualitative information available with various secondary sources such as school records, reports and other literatures. Observations from field have also supplemented the needful information on the subject.

Qualitative and quantitative data/information have been processed, analyzed and classified in meaningful categories and report has been composed for wider circulation and use.



## CHAPTER - III

### Significant Findings of the Study

Present study has been carried out in 14 schools of project intervention area i.e. Hathiyakand and Jamsaut Panchayats under Danapur block of Patna District of Bihar. Quantitative and qualitative information from those Oxfam-APCL project areas were gathered in order to assess the existing status of formation and functioning of SMCs therein. The following analysis of data and observational findings will indicate the state of affairs of SMCs in sample schools. However, before coming to the primary data, a brief description about the status of the formation and functioning of SMC in the state of Bihar as a whole has been given as under in order to have a holistic view on the situation in this regard.

### Status of SMC in Bihar under SSA and Right to Education Act, 2009

#### **"Bihar State free and compulsory education for Children (Amendment) Rule, 2013" – School Education Committee**

It was felt necessary to amend the "The Bihar State free and compulsory education for children Rules-2011". After Amendment of chapter 5 (Rules 13 to 72) of the said Rules 2011 substituted by School Education Committee, now it is "Bihar State free and compulsory education for children (Amendment) Rules-2013".

**Constitution of the Committee:** - To overall development of School and Universalization of Elementary Education cannot be achieved without active involvement of community. So, a School Education Committee (Vidyalaya Shiksha Samittee) shall be constituted for each Elementary School established and controlled and held by the State Government/Local Authority in which at least 50% members will be the mothers of the children.

#### **School Management Committee (SMC) formation, tenure, responsibilities etc.:-**

There were 71762 SMCs (VSSs) in Bihar in the year 2015-16. The tenure of the SMC is of 3 years and the SMC's were reconstituted in December 2014. Every SMC has fixed 17 members out of which 75% are parents and 50% of the total members are Women as per RTE Act mandate. All SMCs have proper functional bank accounts.

#### **Training Module for SMC members (VSS members) : -**

The State has prepared a training module in Hindi namely 'Lok Sambad'- based on approach of 3 day Non-Residential training - which is used for imparting capacity building training to SMC members at CRC/Panchayat level. State has a pool of Key resource persons known as Utprerak/Volunteers who are trained by the State Project Officers, District officials and reputed teachers as they are the one who

prepare the training module. This pool of resource persons (Utprerak/Volunteers) then trains the Master trainers at State level (4 days residential training). These Master Trainers further give training to Trainers at district level (4 days residential training). Finally these trainers impart training to SMC (VSSs) members at CRC/Panchayat level.

The training module covers following activities:-

- To develop understanding of RTE-SSA.
- Training for developing good schools and school development plan
- To develop a sense of "our children, our school, our responsibilities"
- Detailed strategies for covering out of school children in the feeder area of the school
- Role of community to ensure regular attendance of teachers in schools
- To ensure quality education
- Look after Mid Day Meal
- Orientation of VSS members at school affairs
- To develop ownership toward school
- Training of Account keeping and Store keeping
- Detailed strategies for covering out of school children in the feeder area of the school and ensure regular attendance of teachers and learners in the school
- To Prepare Annual Calendar for implementing physical and financial activities for improvement of school, teachers and learners
- To oversee different civil works undergoing in school premises
- To develop School Development Plan through SMC/Teacher/Student
- Swachh Vidyalaya
- Beti Bachao Beti Padhao
- School Disaster Management

### Community Training (3 days Non-residential)

365324 members of VSS in districts have been provided three days non-residential training against the target of 502334 during financial year 2015-16.

### Status of Constitution of School Management Committee (Vidyalaya Shiksha Samittee) :-

S. no.	District	Total number of Gram Panchayat	Total number of existing Schools	Total number of existing SMC's
1	Araria	218	2063	2063
2	Arwal	68	557	557
3	Aurangabad	203	2204	2204

S. no.	District	Total number of Gram Panchayat	Total number of existing Schools	Total number of existing SMC's
4	Banka	185	2072	2072
5	Begusarai	257	1537	1537
6	Bhagalpur	242	1889	1889
7	Bhojpur	228	2054	2054
8	Buxar	142	1176	1176
9	Darbhanga	330	2421	2421
10	East Champaran	413	3384	3384
11	Gaya	332	3155	3155
12	Gopalganj	234	1810	1810
13	Jamui	153	1707	1707
14	Jehanabad	93	900	900
15	Kaimur	152	1205	1205
16	Katihar	238	1918	1918
17	Khagaria	129	1058	1058
18	Kishanganj	126	1417	1417
19	Lakhisarai	80	777	777
20	Madhepura	170	1581	1581
21	Madhubani	399	2967	2967
22	Munger	101	1123	1123
23	Muzaffarpur	387	3091	3091
24	Nalanda	249	2198	2198
25	Nawada	187	1693	1693
26	Patna (Rural)	331	3325	3325
27	Purnia	251	2240	2240
28	Rohtas	246	2108	2108
29	Saharsa	153	1276	1276
30	Samastipur	381	2645	2645
31	Saran	330	2601	2601
32	Sheikhpura	54	509	509
33	Sheohar	54	419	419
34	Sitamarhi	273	2097	2097
35	Siwan	293	2196	2196
36	Supaul	181	1734	1734
37	Vaishali	290	2099	2099
38	West Champaran	315	2556	2556
<b>Total</b>		<b>8468</b>	<b>71762</b>	<b>71762</b>

From the figures contained in above table, it is apparent that 71,762 schools (Primary & Elementary) exists the in entire state of Bihar. The same numbers of schools have school management committee at present juncture. As envisaged in the provision, every SMC consists of 15 members including office bearers. Thus, the total strength of SMC Representatives in the state comes to 10,76,430. This way a huge number of community people have been associated with the functioning of schools at primary and elementary levels in order to streamline the activities of school development pertaining to quality and inclusive education in the state.

### **Training to SMC Representatives**

In course of discussion with BEP personnel at state level, this was revealed that the induction training has been conducted for SMC Members/Representatives. During training sessions, their understanding on RTE/SSA has been developed. The other relevant contents delivered to them were preparing school development plan, the role of SMC in connection with attendance of teachers in the school, ensuring quality education, supervision of mid-day-meal, etc. In addition they were sensitized to gladly own the responsibility of the school and the children.

However, it is observed that all the SMC representatives could not be covered under the training and even those who under took the training generally do not come forward to take up the task of preparing school development plan, supervising the mid-day-meal, regularity of the teachers in the school and other such ongoing activities of the school. Therefore, still the refresher training to the already trained SMC representatives and sensitization of all the SMC members seem to be inevitable in order to make them aware and capable of discharging their functions with the sense of responsibility.

### **Overall impression on functioning of SMC in Bihar**

Though the SMCs have come in to existence, this is expected that their meetings will take place as per prescribed schedule. Accordingly, the decisions as regards the development of the schools will be taken up and the SMC will facilitate for implementing those developmental agenda in the schools besides providing supporting supervision to such implementations.

However, in course of discussion with the education functionaries, it appeared that though the SMC meets from time to time to discuss the school development related issues, but in fact, most of the members being illiterate or having fragile level of education, awareness and commitment, do not find themselves capable to come out with concrete developmental agenda and to redress the deficiencies/grievances of the schools in their respective areas. As development planning is an academic and technical exercise, so the technical expertise and academic quality require in at least some of the office bearers of SMC. At this juncture, SMCs are not adequately supported with finance and other facilities to deliver their roles and responsibilities effectively and efficiently, hence they do not take keen interest in any school developmental matters and to ensure universalization of primary/elementary education in the state.

## a) Analysis of Data

Table No. 1: Formation of SMCs

Type of Schools	No. of Schools	SMC formed with full strength	
		Count	Percentage
Primary School	8	5	62.50%
Middle School	6	4	66.67%
<b>Total</b>	<b>14</b>	<b>9</b>	<b>64.29%</b>

This is apparent from the figures contained in the table no.1 that out of 14 schools, 9 schools constituting for 64.29% have SMCs with full strength in accordance with the RTE norms. Remaining 34.71% schools do not have SMCs with requisite representation of different categories at this juncture. Hence, they do have certain deficiencies in this context.

Thus, intervention is required to remove the deficiencies in SMCs at schools of the operational area.

Table No. 2: Process of formation of SMCs

Type of Schools	No. of Schools	Formation by Election		Formation by Nomination	
		Count	Percentage	Count	Percentage
Primary School	8	7	87.50%	1	12.50%
Middle School	6	5	83.33%	1	16.67%
<b>Total</b>	<b>14</b>	<b>12</b>	<b>85.71%</b>	<b>2</b>	<b>14.29%</b>

Table no.2 provides information about the process of formation of SMCs. Data in above table indicates that barring two exception, rest 12 accounting for 85.71% schools have reported that election process were adopted in course of formation of SMCs therein while in 2 schools SMC members were nominated.

Thus, in most of the cases, democratic process of election was followed to form the School Management Committee.

Table No. 3: Members of SMCs

Types of Schools	No. of Schools	Members below 10	Members between 10 - 15
<b>Primary School</b>	<b>8</b>	<b>4</b>	<b>4</b>
<b>Middle School</b>	<b>6</b>	<b>1</b>	<b>5</b>
<b>Total</b>	<b>14</b>	<b>5</b>	<b>9</b>

This is quite conspicuous from table no.3 that 5 schools do not have adequate representation of members in their SMCs at this moment.

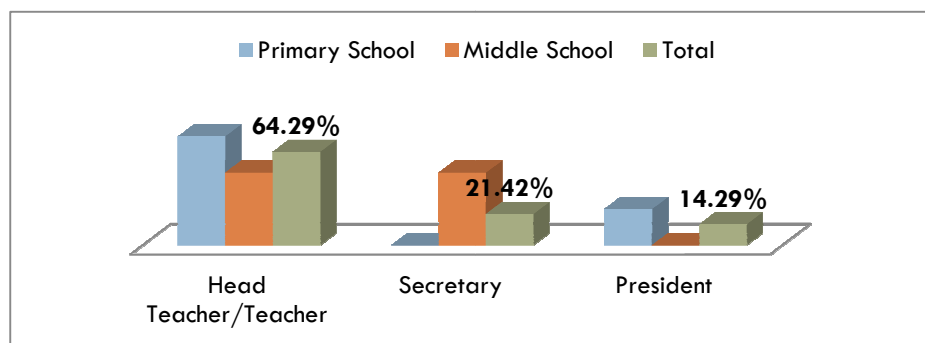
**Table No. 4: Complain raised in formation of SMCs**

Type of Schools	No. of Schools	No. of schools who raised complain		No. of schools who doesn't raised complain	
		Count	Percentage	Count	Percentage
Primary School	8	2	25.00%	6	75.00%
Middle School	6	0	0.00%	6	100.00%
<b>Total</b>	<b>14</b>	<b>2</b>	<b>14.29%</b>	<b>12</b>	<b>85.71%</b>

Table no.4 clearly shows that only 2 schools reported some grievances in the process adopted to form the SMCs whereas in most of the cases (85.71%) no such grievance was raised in connection with constituting SMCs.

**Table No. 5: Responsibility to record the proceedings of SMCs**

Type of Schools	No. of Schools	Head Teacher/Teacher		Secretary		President	
		Count	Percentage	Count	Percentage	Count	Percentage
Primary School	8	6	75.00%	0	0.00%	2	25.00%
Middle School	6	3	50.00%	3	50.00%	0	0.00%
<b>Total</b>	<b>14</b>	<b>9</b>	<b>64.29%</b>	<b>3</b>	<b>21.42%</b>	<b>2</b>	<b>14.29%</b>

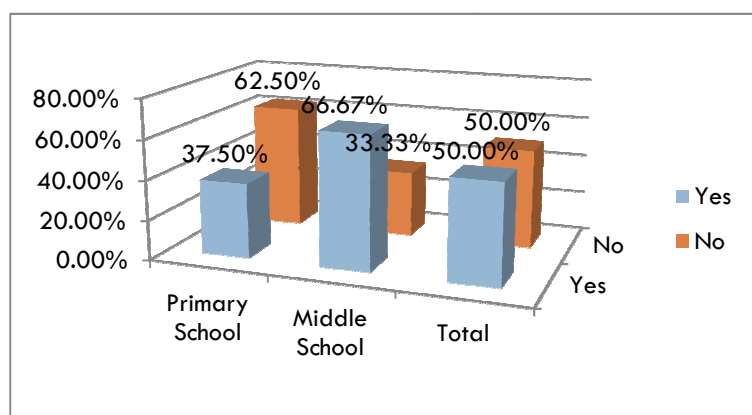


As shown in table no. 5, in majority of the cases (64.29%) either head teacher or teacher of the schools use to write the proceedings of the meetings of SMCs. However, in some cases (around 36%) secretary and president of SMCs also write the proceedings.

Hence, this role is being performed by both the teachers and other prominent representatives of the SMCs.

**Table No. 6: Supervision of classroom teaching by SMCs**

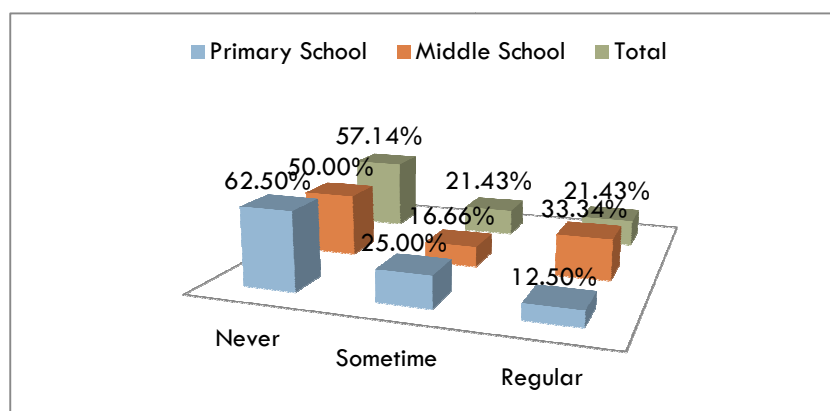
Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	3	37.50%	5	62.50%
Middle School	6	4	66.67%	2	33.33%
<b>Total</b>	<b>14</b>	<b>7</b>	<b>50.00%</b>	<b>7</b>	<b>50.00%</b>



This is obvious from the above table no. 6 that in case of 50% schools, supervision of classroom teachings have reported by SMCs. In rest of the schools, this process is lacking. SMCs at middle schools level perform far better in this context as compared to the primary schools because supervision at primary school level was reported in only around one-third (37.50%) schools whereas it's percentage at elementary level is 66.67%.

**Table No. 7: Supervision of Mid-day-Meal by SMCs**

Type of Schools	No. of Schools	Never		Sometime		Regular	
		Count	Percentage	Count	Percentage	Count	Percentage
Primary School	8	5	62.50%	2	25.00%	1	12.50%
Middle School	6	3	50.00%	1	16.66%	2	33.34%
<b>Total</b>	<b>14</b>	<b>8</b>	<b>57.14%</b>	<b>3</b>	<b>21.43%</b>	<b>3</b>	<b>21.43%</b>



This is quite obvious from table no. 7 that regular monitoring of Mid-day-Meal is being done by SMCs in case of one-third (33.34%) middle schools and one-tenth (12.50%) schools at primary level. Thus, situation in this regard is relatively better at elementary schools than that of primary schools. In a few cases, SMCs use to supervise Mid-day-Meal whereas in majority of the cases, they

do not supervise the Mid-day-Meal.

Thus, Mid-day-Meal is either not supervised or in formally supervised in most of the schools.

**Table No. 8: Role of SMCs in enrollment of children in the schools**

Type of Schools	No. of Schools	Admission of own child only		Admission of Other child of school influence area		None	
		Count	Percentage	Count	Percentage	Count	Percentage
Primary School	8	1	12.50%	4	50.00%	3	37.50%
Middle School	6	0	0.00%	2	33.33%	4	66.67%
<b>Total</b>	<b>14</b>	<b>1</b>	<b>7.14%</b>	<b>6</b>	<b>42.86%</b>	<b>7</b>	<b>50.00%</b>

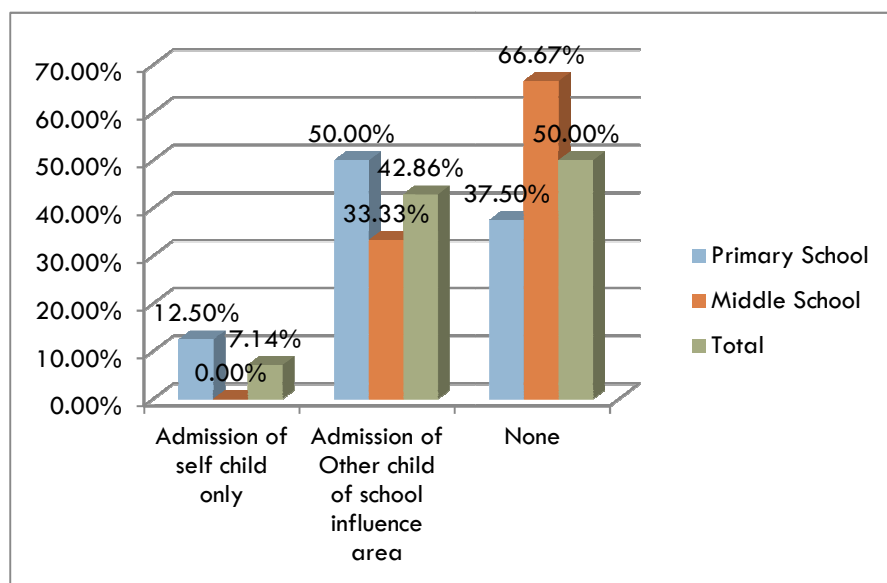


Table no. 8 shows that in case of 50% schools, SMCs do not play any role in enrollment of children in their concerned schools. However, a sizable number of SMCs (around 43%) make effort in this regard and help in enrolling the children of their school influence areas. Contrary picture emerges in case of one SMC where it takes initiative in enrolling their own children only rather than enrolling other children of the school influence area.

**Table No. 9: Receipt of contribution for school development**

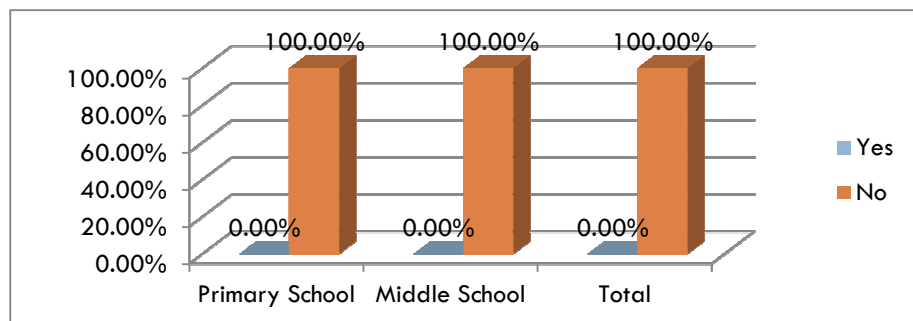
Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	0	00.00%	8	100.00%
Middle School	6	0	00.00%	6	100.00%
<b>Total</b>	<b>14</b>	<b>0</b>	<b>00.00%</b>	<b>14</b>	<b>100.00%</b>

Table no. 9 indicates that in no case SMC received any contribution for school development.



**Table No. 10: SMCs intervention disciplinary action against teachers**

Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	0	00.00%	8	100.00%
Middle School	6	0	00.00%	6	100.00%
<b>Total</b>	<b>14</b>	<b>0</b>	<b>00.00%</b>	<b>14</b>	<b>100.00%</b>



This is amply clear from table no. 10 that SMCs do not intervene in to the matter of disciplinary action for any fault on the part of teachers. Hence, they do nothing in administrative affairs of the schools.

**Table No. 11: Role of SMCs Members in preparing School Development Plan**

Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	6	75.00%	2	25.00%
Middle School	6	5	83.33%	1	16.67%
<b>Total</b>	<b>14</b>	<b>11</b>	<b>78.57%</b>	<b>3</b>	<b>21.43%</b>

Quantitative analysis as per table no. 11 suggests that more than three-fourth SMCs appeared to be proactive in preparing School Development Plan (SDP). Still, this is apparent that more than one-fifth (21.43%) SMCs do not take part in this endeavour.

**Table No. 12: SMCs having Bank accounts**

Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	8	100.00%	0	00.00%
Middle School	6	6	100.00%	0	00.00%
<b>Total</b>	<b>14</b>	<b>14</b>	<b>100.00%</b>	<b>0</b>	<b>00.00%</b>

This is amply clear from above table (table no. 12) that each SMC has it's bank account.

**Table No. 13: Training to SMC members**

Type of Schools	No. of Schools	Yes		No	
		Count	Percentage	Count	Percentage
Primary School	8	5	62.50%	3	37.50%
Middle School	6	4	66.67%	2	33.33%
<b>Total</b>	<b>14</b>	<b>9</b>	<b>64.29%</b>	<b>5</b>	<b>35.71%</b>

Table no. 13 clearly manifests that while less than two-third of the SMCs have undergone through the training. Around one-third of them reported no such training to their capacity building.

Above analytical descriptions of the quantitative data explicitly by reflects the following facts:

- ✓ Though, the SMCs have been constituted everywhere but in case of one-third sample schools of the study area representation is still inadequate.
- ✓ As much as 50% SMCs do not bother to supervise the classroom teaching process.
- ✓ Most of the SMCs (around 80% of them) either do not supervise the arrangement and quality of Mid-day-Meal in their concerned schools. However, exceptionally a few among them rarely supervise this.
- ✓ Half (50%) of SMCs do not make effort in enrollment of children belonging to their concerned school influence area.
- ✓ Not any SMC intervene into the administrative matter like disciplinary action against teachers.
- ✓ Around one-fourth (22%) schools still do not take part in preparing School Development Plan (SDP).
- ✓ More than one-third (36%) SMCs have not been provided any training to their capacity building.

Thus, though the SMCs have come into place. But they have not been adequately capacitated, facilitated and empowered to take up the challenging task of inclusive and quality education at elementary level in the study area taking into account the normative and felt needs of the children.

**b) Gist of Field Observation**

In course of survey in the field in connection with assessing the status of formation and functioning of the SMCs, besides collecting quantitative data, field researchers also observed the existing situation in this regard and shared their view points. The gist of their view points are as under:

**People's awareness level about SMC**

Community people in general do not recognize the members and representatives of the SMCs. Only a few people know and recognize them. Similarly general awareness about the provisions process of formation power and functions of the SMC is very low. Especially weaker/deprived sections of the community are least aware as compared to others. They have not observed/witnessed any significant intervention of the SMC in terms of creating conducive environment to promote education by way of encouraging parents and children for enrollment and retention of the eligible boys and girls in the schools of those particular vicinities. They do not find them supervising/monitoring the academic financial and administrative activities of the schools as well. Most of the people even don't know about their role in school development.

**Formation of SMCs**

In view of RTE act norms, formation of School Management Committee has really been considered in evitable, hence for the sake of having SMCs, SMCs have been formed in every school. Representation to the parents and other stakeholders has been given according to the norm. But, the fact remains that in many cases, no serious attention has been paid for accommodating sincere, willing active and committed members having genuine interest in educational reconstruction especially school development and community development. In some cases, some members were even unaware about their selection/nomination.

Thus, through field observation, it revealed that rigorous efforts were not made and proper processes were not followed to form SMC in schools.

**Participation of SMC members in the Meetings**

It was observed that though on paper it appeared that meetings of SMCs take place as per prescribed schedule, however, practically very rarely meetings takes place and the requisite number of SMC members do not attend, participate and present their view points. Thus, as per people's perceptions as witnessed and observed in the field it appeared that generally SMC members are reluctant/indifferent towards, such meetings. This was also felt that all the members are not being cordially consulted before convening the meetings.

**Training to SMC Representatives**

It was observed that some of the members of some SMCs have undergone through the training so as to acquire the knowledge about their roles and responsibilities along with developing their understanding on RTE, significance of community participation and the relevance of education. Some of the SMCs representatives despite attending the training programme were not conversant with the contents delivered to them. Hence, for all the SMC representatives recurrent training, orientations are required. For fresher, induction training and those who have already been

oriented/trained, refresher training needed to be planned and conducted meticulously in order to motivate orient and build their capacity to take up the task of school development.

### **Functioning of SMCs**

Improper selections of the SMC members and their inadequate orientation and training, functioning of SMCs have adversely been affected. Most of the SMC members do not take keen interest in attending the meetings, motivating the children and their parents for enrollment and retention of eligible students, preparing School Development Plan/Micro Planning/ Resource Mapping, Supervising and Monitoring the teaching learning process in the schools, managing the finance, safety of the school assets and amenities as well as maintaining the discipline and administrative affairs in the school.

However, exceptionally a few SMCs were found active at least in terms of their frequent visits to the concerned schools and assessing the status of the implementation of RTE norms therein.

Finally, it can be concluded that the both the formation and functioning of SMCs are not up to the mark.

## CHAPTER IV

### Conclusion and Recommendations

#### Conclusion

##### Formation of SMC

As the right to free and compulsory education Act, 2009 (RTE Act) has mandated the formation of SMC in all the government funded school, therefore in order to meet this normative need, the committee has been constituted. But, the process of formation of those committees was not absolutely democratic. SMC in many cases has not been constituted by properly conducting the general meeting prescribed in the rules. The advertisement among local people was not properly done and the prescribed election process was not adopted.

It has also been seen that the elected members were not even aware about the process. At times they were not even consulted before the election/nomination/selection process.

Because of faulty process of selection of the members, committed and motivated persons having genuine interest in promoting elementary education in view of RTE Act, could not be chosen in the committee.

##### Understanding of SMC

The concept, process of formation and roles and functions of SMCs was either vaguely known or not known among the community people in general and the parents in particular. Even a few teachers did not know about its proper role correctly.

##### Training to the SMCs

Adequate training dovetailing the components of knowledge, attitudinal change and skills to efficiently perform the functions as envisaged in RTE Act, 2009 has been provided for a sizeable number of SMC members for their capacity building in terms of mobilizing the community and involving the parents for the cause of the all round development of schools intending to promote elementary education.

Some of the SMC members already undergone through induction training were not well conversant with the contents delivered to them in the training sessions. Hence, the efficacy of the training did not appear to be up to the mark.

##### Functioning of SMCs

SMCs are not clear about the concept of school development plan and monitoring of the schools. The details of the fund received and sanctioned schemes by the school are not shared with the SMCs. Hence, they are unable to effectively interfere into the matter. They lack interest also to perform such tasks besides lacking the proper knowledge and skill on this subject only.

However a few SMCs have interest in supervising the mid- day-meal and the teaching learning processes and qualities.

Some of the SMC members are not at all interested in motivating and mobilizing children and parents of the area for enrollment of eligible children in the school. However, a few SMCs do have interest in these matters. Thus mixed scenario emerged in this context.

SMCs least bother to intervene into the administrative issues like attendance and functions of teachers.

Because of certain deficiencies of RTE Act 2009 also, SMCs fail to function more effectively for instance

- The act seems really vague in terms of monitoring of schools by SMCs. it does not define the explicit meaning of monitor. It is not classified that what kind of working of the school need to be monitored.
- Similarly though the defined rules are somewhat clear, but about the attendance of teachers in the school lacks the clarity.

The Act also does not provide punitive power to SMCs. Thus SMCs are not fairly functional at this juncture. It has become more of a formality rather than practicality. It exist on paper, but on the ground it has not succeeded to make its presence felt through its participation like meetings and performing their defined roles and responsibilities to give a big push to elementary education according to the felt needs and the normative needs of the RTE Act 2009 with special reference to formation and functioning of SMCs.

On the whole, after appraising the existing situation of SMCs, the fact reveals that at present juncture, it performs its roles and functions in a ritualistic manner where on behalf of a SMC, the teacher representative alone do the mandated functions and responsibilities and other representatives hardly take part.

### Recommendations

The following recommendations are given for proper formation and functioning of SMCs:

- ✓ In order to create conducive environment for constituting SMCs, general awareness needs to be created among the common mass regarding key issues of RTE, provisions of SMC therein and significance of SMC in school development and management. A massive campaign through TV, Radio and newspaper advertisement, talks and programmes should be carried out in the state in this connection. Role plays, folk songs, folk tales, street shows, puppetry etc may be quite useful in this endeavour.
- ✓ General body meeting of SMC should essentially be scheduled in such a way to form SMCs in which all sections of the community can take part. In this context, in a state like Bihar where seasonal migration is quite high, but the migrants come back to their native place mostly in the month of May-June and September-October so such period should be considered appropriate for the meeting.
- ✓ Community people should be informed well in advance and their consent for suitable date, time and venue should also be taken to hold the meeting. Especially participation of young, adults, parents, and mothers should be encouraged, facilitated and ensured.
- ✓ SMC members should be oriented on recurrent basis and they should be facilitated, enabled through providing some financial and punitive power to on the spot disposal of certain immediate financial and administrative issues of school.
- ✓ While constituting sub committees of the SMC, three things should necessarily be taken into account that there should not be many sub committees, its size should be limited to 3-5 and women representation should be given therein.
- ✓ It should be acknowledged that the tasks of planning are quite technical, therefore the different sub-committees should have required skills to work. NGO representatives, retired persons, educated youth and adolescents have generally abundant energy and willingness to do something and they may easily and quickly acquire the statistical/planning/analysis skills, hence such potential manpower can be associated with sub committees.
- ✓ Village youth and women particularly SHG's members and representatives need to be organized, motivated and oriented/trained in order to play an effective role in ensuring proper functioning of SMC.
- ✓ Provision of effective training, sensitization and orientation to the SMC members apart from mobilization of parents particularly mothers can pave the way for democratic and effective functioning of the SMC.
- ✓ If SMC is to work according to what government has visualized and mandated, it should be provided with needful support and facilitation as and when required.
- ✓ Like BRC/CRC level meeting of teachers, the meetings of SMC representatives should also be convened at BRC/CRC levels so that inter SMC interactions can have to share the best ideas and practices.

- ✓ Some selected SMC office bearers should be provided with the opportunity to have interstate tour to learn from the best experiments of the SMCs in outside the state so that they can get motivated and able to replicate it in their respective places.
- ✓ Someone from among SMC should be given specific responsibility to prepare the proceedings of the meeting and to keep it for ready reference. For this purpose, they may be given training by the subject experts.
- ✓ Formats can be developed to systematically capture the SMC related events including the outcome of scheduled meetings, visits/supervisions/monitoring.
- ✓ SMC should be given liberty for raising self sustaining fund specifically through optimum use of school building and the premises. For example, during holidays and Sundays, short duration skill development training courses, celebration of auspicious occasions can be organized by way of renting out the building and space available with the school. The fund born in such a way can be used by SMC according to the felt need from time to time.

Thus by way of taking proper caution towards forming SMCs and enabling them through providing needful support, power and finance they may be made functional and effective in actualizing the goals of RTE.



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