

Education Journalists Group, Nepal

B. Community Management of Schools, 2004

This survey study has identified the status of schools that are being run after the government decision to transfer the management responsibility of schools to community.

The Objectives of the study are manifested in terms of the following questions:

- How the schools are being run after the government transferred the management of the school to community since 2059 BS and what local people as well as stakeholders perception is?
- What is the mass concept about the schools not transferred to the community? What was the effect of the government decision to provide the salary of a teacher in lump sum to the community schools which had no governmental appointment of teachers?
- How the lump sum grant is provided by government to the public school after management handover and what effects did that bring? The general survey of the service provided by Basic and Primary Education Programme (BPEP) was the one of the major objectives of the study.
- How community managed schools are being run under the circumstance of increasing conflict?
- How to hold discussion at local and district level and to publish/broadcast news about them through various mass media?

The outcomes of the study are as follows:

- Despite the government policy provisions for community management of schools, this has not happened to a large extent. Whatever has happened, the study has found that it was due to fund motive where community managed schools are provided Rs. 100,000 grant.
- Increasing the quality of education, providing information, and successes of community forestry were identified as factors behind community takeover of school management.
- The study has found that all management transferred schools were established through local participation though the contribution varied in terms of land donation, money donation, and support from community Forest, VDC, DDC, municipality, donor agencies, etc. Support was mostly occasional.
- Regarding the people perception towards transfer of schools management to community, it was not uniform. School Management Center members expected improvement in schools through regular teaching-learning activities. However, they doubted on funding by the government.
- Teachers have believed that direct participation of community was increasing to discuss on school problems. They also have believed that guardians have started taking schools as their own common property. But a few teachers believed that it was an interference of the government in their schools.
- District Education Officers have believed that community management was essential as centralized system failed in many aspects.
- Resource persons have opined that this may not guarantee teachers job.
- Local people have expressed that ownership feeling has been generated despite the transfer of schools management to the community.

- The survey study has identified perceived risks in community management schools. Negative aspects highlighted were biasness in transfer and teacher promotion and positive aspects highlighted were increasing students' number, parent teacher relation, etc.
- The study found that most of the schools whose management has not been transformed to the community were also established on community's initiation. School Management Committee members from such schools had doubts on fund from government which could make difficulty in giving salary to the teachers. Teachers believed that community management was a new trick of the government to put constraints upon them. Some even reported being uninformed on school management and they were afraid of unbalanced relationship between teachers and the community.
- It was found that not all the communities that have taken over the management of public schools have received the promised amount of the grant. Some had received grant long after the management of public schools was transferred./ Schools without government had provisioned construction and other in other different ways. The government decision to provide the school without any governmental aid and appointment, the salary of the teacher in lump sum had brought happiness to these schools.
- Despite the ambitious project Basic and Primary Education Project, community and stakeholders were sidelined and much focus was given for construction.
- Positive responses on community management of schools included inspiration to admit children and guardians, willingness to assist community schools.
- Teachers doubt on job security, government aid, teacher's associations pressure were identified as the hindering factors on community management of schools.
- The study found that some possible ways to deal with the problems arising in transfer of school management to communities. It is recommended that communities should be made aware on why schools received grant and what type of further help is needed. To remove the doubt of the teachers on job security, services and facilities of teachers appointed in community schools should be clearly stated.
- It is also suggested to have a legal, administrative, and technical mechanism to state role of DOE, stakeholders, power of system, etc and to provide regular advice and support to community so that they won't return the management back to the government.
- There are challenges and opportunities that have been cropped with community management of schools. The political parties and teacher's union are not in favor of community management. Teachers are poorly paid. Community members are uneducated in many areas. Community awareness is lacking.
- Conflict is found to affect all schools including the community schools. School inspection, construction, mapping, etc are hampered. These were some challenges identified.
- About 60 investigative and normal news items were published in national and local newspapers. News about discussion at the local level and situation of schools were also broadcasted through FM radios.
- It is concluded that despite community's interest to take the management responsibility, MOES and concerned bodies have not been able to provide adequate information to communities.

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Acknowledgement

It gives me a great pleasure to remember names of few people who helped and assisted me in bringing this report to this form professionally and personally. I was particularly fortunate with the solid support provided by the colleagues at EJM Sudarshan Ghimire, Rajaram Gautam, MD Kulung, Purushottam Subedi, Anup Subedi, and Madhav Dhungel who took no pain to collect all the relevant information from the districts successfully. I would like to acknowledge the assistance provided by the local journalists representing different national dailies and local news media of the five districts Dolakha, Banke, Surkhet, Dadeldhura, and Rolpa. Cooperation of the District Education Officers and other staff of the respective District Education Office is also highly appreciated.

The contribution made by the teachers, members of School Management Committee, students, etc in the schools that were under the study and by people from various walks of life and education experts is praiseworthy.

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This study was largely assisted by educationist Dr. Bidhyanath Koirala as an education expert. Last but not the least, I would like to provide a sincere word of thanks and appreciate the contribution made by the World Bank and Dr. Rajendra Dhoj Joshi, Senior Education Officer at the World Bank, Nepal.

It is hoped that the results presented here are useful for different purposes in planning and decision making and I hope to get suggestions and comments for improving the researches of this kind in the days to come.

Hari Thapa
Team Leader

Executive Summary

It was because of the weakened role of community over the schools by then New Education Policy of 1971, past, there was subsequent failure of the state controlled educational system, and quality education was a distant dream. Communities were bypassed from the stake in education. After 32 years of fruitless experiment, the government has realized that the centralized management of schools was a mistake and that only potential solution to improve state schools was to transfer management to community. While the multitude of factors from teacher's vacancy, their regularity and punctuality to absence of educational resources, desks and chairs for students to sit on, furniture, toilets safe drinking water, supporting equipments and solid waste problems have retarded the quality of education in general and creativity of teachers and students in particular, problems associated with violence and the service delivery of schools are other critical aspects. Given this background, the last hope for imparting quality education at school level is community. With the broader realization of the quality education, communities are interested to invest in education. By this time, many schools have approached to community management.

There is no doubt that school management transfer to communities has evoked lots of opportunities and challenges and media has covered many invited problems of community management at different levels. The study was basically founded in this concept. This survey study has identified the status of schools that are being run after the government decision to transfer the management responsibility of schools managed to community. This study also has documented perception of stakeholders and mass concept on school management through community. Provisions for grant to these schools are reviewed with the implications associated. In addition, survey has come up with the impacts of the conflict in community. Finally study has done the justice by raising these issues in media through interactions at local levels. The major aspects of the study are presented below:

- The study was carried out in five districts viz. Dolkha, Dadeldhura, Rolpa, Surkhet and Banke. These districts have been affected by Maoist insurgency which has put increasing challenges in education.
- The study was conducted through a special plan prepared by E.J.G. As the journalists were involved in the study, journalistic approach to research was followed. Questionnaire, observation, survey interview and ground discussions were the main tools used in the field.
- In all districts, discussions at school level were held and news about such discussions was broadcasted through local FM radios and published in newspapers.
- Despite the government policy provisions for community management of schools, this has not happened to a large extent. Whatever has happened, the study has found that it was due to fund motive where community managed schools are provided Rs. 100,000 grant.
- Increasing the quality of education, providing information and successes of community forestry were identified as factors behind community takeover of school management.
- The study has found that all management transferred schools were established through local participation though the contribution varied in terms of land donation, money donation, and support from community Forest, VDC, DDC, municipality, donor agencies, etc. Support was mostly occasional.
- Regarding the people perception towards transfer of schools management to community, it was not uniform. School Management Center members expected improvement in schools through regular teaching-learning activities. However, they doubted on funding by the government.
- Teachers have believed that direct participation of community was increasing to discuss on school problems. They also have believed that guardians have started taking schools as their own common property. But a few teachers believed that it was an interference of the government in their schools.

- District Education Officers have believed that community management was essential as centralized system failed in many aspects.
- Resource persons have opined that this may not guarantee teachers job.
- Local people have expressed that ownership feeling has been generated despite the transfer of schools management to the community.
- The survey study has identified perceived risks in community management schools. Negative aspects highlighted were biasness in transfer and teacher promotion and positive aspects highlighted were increasing students' number, parent teacher relation, etc.
- The study found that most of the schools whose management has not been transformed to the community were also established on community's initiation. School Management Committee members from such schools had doubts on fund from government which could make difficulty in giving salary to the teachers. Teachers believed that community management was a new trick of the government to put constraints upon them. Some even reported being uninformed on school management and they were afraid of unbalanced relationship between teachers and the community.
- It was found that not all the communities that have taken over the management of public schools have received the promised amount of the grant. Some had received grant long after the management of public schools was transferred./ Schools without government had provisioned construction and other in other different ways. The government decision to provide the school without any governmental aid and appointment, the salary of the teacher in lump sum had brought happiness to these schools.
- Despite the ambitious project Basic and Primary Education Project, community and stakeholders were sidelined and much focus was given for construction.
- Positive responses on community management of schools included inspiration to admit children and guardians, willingness to assist community schools.
- Teachers doubt on job security, government aid, teacher's associations pressure were identified as the hindering factors on community management of schools.
- The study found that some possible ways to deal with the problems arising in transfer of school management to communities. It is recommended that communities should be made aware on why schools received grant and what type of further help is needed. To remove the doubt of the teachers on job security, services and facilities of teachers appointed in community schools should be clearly stated.
- It is also suggested to have a legal, administrative, and technical mechanism to state role of DOE, stakeholders, power of system, etc and to provide regular advice and support to community so that they won't return the management back to the government.
- There are challenges and opportunities that have been cropped with community management of schools. The political parties and teacher's union are not in favor of community management. Teachers are poorly paid. Community members are uneducated in many areas. Community awareness is lacking.
- Conflict is found to affect all schools including the community schools. School inspection, construction, mapping, etc are hampered. These were some challenges identified.
- About 60 investigative and normal news items were published in national and local newspapers. News about discussion at the local level and situation of schools were also broadcasted through FM radios.
- It is concluded that despite community's interest to take the management responsibility, MOES and concerned bodies have not been able to provide adequate information to communities.

Introduction

1.1 Historical Development of Schools

Chronologically, there were family schools at first in Nepal. Slowly, the concept of clan schools developed and then came religious schools. Along with the start of modern development, generations schools were founded. Those generation schools when increased turned into public schools. Kathmandu's Durbar School established during Jung Bahadur Rana's regime is considered to be the first public school in Nepal. In 2007 B.S., the number of public schools had reached 31. But after 2008, the number of such schools increased unprecedentedly because of the democratic rule.

Two things contributed to the exceptional increase in the number of schools at the time: first, the political openness and second, popular interest towards education. Various methods were used to cope with the people's interest among which individual's donations; community's regular and occasional support, government donations and labor-donation were the main. The 2012 Nepal National Education Commission report tried to bring the public schools under a systematic management. The reports of various education commissions and committees in 2018, 2022, 2028, 2049, 2055, 2058 and 2060 also attempted to aid to the education system. Because of all these attempts, now there are public schools in 3,913 Village Development Committees and 58 Municipalities.

Private schools were born because of the nation's economy, geo-structure, search for quality education and social hierarchy. According to the statistics of Ministry of Education and Sports, every Village Development Committee (VDC) has an average of six schools and schools mapping has been conducted in such a way that no child has to walk more than 30 minutes to reach the nearest school.

1.2 Survey Introduction

Various actions are being taken for the improvement of schools and their management. The government has tried to address the increasing criticism about education standard and access through the implementation of laws and policy amendment. But there always has been a question mark on the government's implementation. The conflict in the country has created such a situation that government is unable to support and supervise schools outside the district headquarters. Despite all this, the number of schools along with the number of school going children is increasing. The education and management of schools became an issue of criticism because of the direct government support and supervision as they were content expecting government help and control than working for improvement in education and management. As the public schools became unable to provide quality education, rate of dropouts and repetition of cycle increased whereas parents with ability to afford to sent their children to private schools also enhanced.

With the decreasing standard of education in public schools, it was felt that only government could not manage the schools. The government then decided to transfer the management of these schools to the community to improve the standard of education. According to the decision, the government introduced the policy to transfer school management to local community in 2059 BS. The schools whose management is transferred to the community receive government grant, teachers facilities and other facilities. Those schools also receive additional Rs. 100,000 through Quality Education Program of World Bank. Except these facilities, such schools also receive special facilities if they became able to perform well. At present the number of schools whose management has been transferred to the community has reached over 1,300.

This Survey has been designed to study and understand effects of transfer of school management to the community under the increasing conflict.

1.3 Objectives of the Study

The Objectives of the study are manifested in terms of the following questions:

- How the schools are being run after the government transferred the management of the school to community since 2059 BS and what local people as well as stakeholders perception is?
- What is the mass concept about the schools not transferred to the community? What was the effect of the government decision to provide the salary of a teacher in lump sum to the community schools which had no governmental appointment of teachers?
- How the lump sum grant is provided by government to the public school after management handover and what effects did that bring? The general survey of the service provided by Basic and Primary Education Programme (BPEP) was the one of the major objectives of the study.
- How community managed schools are being run under the circumstance of increasing conflict?
- How to hold discussion at local and district level and to publish/broadcast news about them through various mass media?

1.4 Study Area

Five districts were selected to carry out the study. Selection of these districts was made under various justifications: early handover of the schools, representation of various communities, absence of community school and geographical representation. Based on these Dolakha and Dadel dhura were selected as the mountainous districts, Rolpa as mid-hilly district, Surkhet as inner terai district and Banke as terai district. Number of district was more in west than in east from Kathmandu.

The districts selected were affected by the Maoist insurgency that began nine years ago.

1.5 Methodology

A special plan was made for this study carried out by the Education Journalists Group (EJG). As the journalists were involved in the study, the journalistic approach in question answer as in the reporting for news reports was used. The tools for the study were also finalized by the journalists after discussions. But for that, an expert assistance was taken. For the study, questionnaire, observation, survey, interview and ground discussion were used as tools.

In each selected district, three schools transferred to community; three schools not transferred to community and three those who didn't received the government lump sum equivalent to the salary of a teacher are studied. Exception to this was Dolakha with only two schools transferred to community and Rolpa where no school has been transferred to community. In these two districts, various aspects of the schools were studied.

In all districts, discussions at school level were held and news about such discussions was broadcasted through news and special programs in local FM radio's. In this phase, about 75 news items relating transfer of school management to the community and other aspects were published in national and local newspapers. At district level, special discussion programs were held.

During the study, at least 40 schools, five District Education Offices (DEO) and five Resource Centers were included giving special attention to BPEP's support. The school management under conflict situation was focused subject in the study.

1.6 Schools Included in the Study

Schools for the study were selected after obtaining the lists of schools from DEO and identifying schools with highest and lowest educational progress. From the identified list, schools were selected randomly for the study. Journalists involved in study also collected statistics about the schools not transferred to community to understand why some schools were transferred and some others not. The following table shows the schools selected for study:

Table 1

Schools Included in the Study

District	Transferred schools	Schools not transferred
Dolakha	1) Vishnu Primary School, Vimeshwor Municipality- 5, Bachila 2) Kalikadevi Primary School, Vimeshwor Municipality- 5, Katike	1) Mahankal Primary School, Vimeshwor municipality- 10, Chothang ** 2) Harikirtan Primary School, Vimeshwor municipality- 12, Makaibari ** 3) Vimeshwor Primary School, Vimeshwor municipality- 1, Chisapani * 4) Darfedevi Sthan Primary School, Vimeshwor municipality- 1, Pakhatole. * 5) Mahankal Primary School, Vimeshwor Municipality- 8, Ghoksila ** 6) Setidevi Primary School, Vimeshwor Municipality, Ward no. 11, Kaule ** 7) Kuti Danda Secondary School, Vimeshwor Municipality, Ward No. 12, Makaibari *
Dadeldhura	1) Siddhanath Higher Sec. School, (Primary Section) Jogbudha- 1, Jayapur, Jogbudha 2) Kaipal Primary school, Belapur -9, ukali 3) Samaiji Primary School, Samaiji -9, Baida 4) Bipi Primary School, Jogabuda -1, Aampani 5) Siddhanath Primary School, Jogabuda -7, Lamijala	1) Aadarshamnilek Primary School, Aamargadhi -9, Latasera, Manilek * 2) Saraswati Lower Secondary School, Aasigram -7, Bhatkanda, Dadeldhura * 3) Lailapal Primary School, Aamargadhi -1, Jharta ** 4) Aadarshajyoti Primary School, Shirsha -5, Bhirkot**
Surkhet	1) Hastabir Community Primary School,	1) Haridil Bhumi Primary School, Tatopani,

	<p>Chanaute, Birendra Municipality</p> <p>2) Janjagriti Primary School, Padampur, Birendra Municipality - 11</p> <p>3) Kalika Primary School, Neware Guptipur, Birendra -12</p>	<p>Uttaraganga -8 *</p> <p>2) Shiba Secondary School, Latikoili -8 *</p> <p>3) Aananda Prastabit Secondary School, Krishnaganja, Uttraganga -7 *</p> <p>4) Suryodaya Primary Secondary, Patalaganga, Latikoili **</p> <p>5) Nepal National Primary School, Naya Gaun, Dharapani **</p>
Rolpa		<p>1) Shree Nepal Prastabit Secondary School, Kota Ganu *</p> <p>2) Shree Bal Udaya Secondary School, Jakot, Madichaur *</p> <p>3) Shree Bageshwari Primary School, Tritikotm, Liwang -8 *</p> <p>4) Bageshwari Prasbit Lower Secondary School, Sallibot, Liwang -9 *</p> <p>5) Shree Krishna Secondary School, Charti Gaun *</p>
Banke	<p>1) Gyanjyoti Secondary School, Chapargaudi, Kohalpur</p> <p>2) Laxmi Lower Secondary School, Rajaina -4, Bardawa</p> <p>3) Singh Bhawani Primary School, Banakatuwa, Banke</p> <p>4) Janajagaran Primary School, Chisapani -5, Kareli</p> <p>5) Shree Sundar Primary School, Chhamaniya (Banakatuwa -8)</p> <p>6) Mukti Primary School, Rajhena (Muktinagar)</p>	<p>1) Aadarsha Secondary School, Makawanpur -8, Ranjha*</p> <p>2) Tribhuwan Secondary School, Kohalpur, Banke *</p> <p>3) Shreeram Secondary School, Baijanathpur, Shamasherganj *</p>
Total	16	24

* Schools aided by the government, ** Schools aided only with amount equal to the salary and allowance of 1 teacher for a year

1.7 Data Collection

Journalists' involved in the study visited all schools included in *Table 1* themselves. They took help of the local journalists to visit the schools at the place they were unaware of. It took

three days at average for them to collect data from each school. They noted down and recorded data on cassette recorder at the spot. They also took photographs of the school.

The surveyors used three methods to test the reliability and validity of the collected data. At first, the collected data were compared with the data collected from other sources. Secondly, the information and data put forward for discussion at the one-day discussion session, participated by 30 to 60 people, at the district headquarters. Thirdly the data were compared with the data of the schools with similar condition and situation. If found doubtful or invalid, the data were recollected.

1.8 Data Analysis and Interpretation

The data collected from the different sources were analyzed in the thematic (qualitative) method, which were interpreted on the basis of respondents perspective, and reflection and observation of the surveyors.

1.9 Summary of the Activities performed

The summary of the activities are provided in the following table.

Table 2

Summary of the activities performed

S.N.	Activities/Information	Remarks
1	Districts Covered in study	Rolpa, Dadeldhura, Surkhet, Banke, Dolakha
2	Schools studied Transferred Not transferred	16 24
3	One day discussion activity	5
4	Number of journalists involved a. From EJM b. From districts	7 35
5	Identification of the perception of the people on community management of the schools	Education experts SMC members General public Teachers DEOs Resource persons Local people
6	Identification of the perception of the people on the schools not transferred over to community	Education Experts SMC members General public Teachers DEOs Resource persons Local people
7	Media coverage a. Number of investigative reports and news items in newspapers b. Broadcasting of the specially prepared program	Over 60 10 FM radios plus Radio Sagarmatha FM
8	Central Level Interaction*	3

*** This activity will be continued as a regular activity**

1.10 Limitations

The study was conducted in schools of five districts. The schools in headquarters were less influenced by the conflict situation whereas schools far from district headquarters were more influenced. The schools inside headquarters and outside were incomparable from the physical infrastructure and the standard of education. The study therefore may not have represented the overall situation of the studied districts because of the difference of communities involved, and situation of schools, resource centers and district education office. E.J.G. however is confident that the study clearly reflects the education situation of the studied schools and communities.

Findings

2.1 Schools Transferred to Community

2.1.1 Transfer of School Management Approaches

At the end of Mangsir, 2061 BS, communities have taken over the management of 1300 schools in the whole country. The government has implied the policy of increasing standard of education with the school management handover to the concerned communities. But not all communities have taken the management according to the government's aim. The concept of community for taking over the school management was found different according to districts and communities. In Dolakha, community took over the management for regular teaching while in Banke, the community accepted to run school management for the lump sum money.

Table 3

Factors Behind Community Takeover of School Management

Dolakha	<ul style="list-style-type: none"> • to regularize the teachers • hope to increase people's interest in schools • Rs. 100,000 grant
Dadeldhura	<ul style="list-style-type: none"> • Rs. 100,000 grant • hope for quality education
Surkhet	<ul style="list-style-type: none"> • for the chance to appoint, promote and dismiss teachers • due to the success of community forests • hope of spending the grant amount at their will
Banke	<ul style="list-style-type: none"> • earlier experience of managing school • hope for better education • annual grant of Rs. 100,000
Rolpa	<ul style="list-style-type: none"> • lack of information about the transfer policy • application submitted

When the factors were analyzed, role of headmaster was found important. Their opinion played an important role in the transfer of school management to the community. The

communities also took the management with the hope of regularizing teachers for the quality education. The guardians also liked the idea because of the authority to appoint, promote and dismiss teachers themselves.

2.1.2 Situation of Schools: The Structure of Local Participation

All management-transferred schools were established with the local participation. Normally, someone in the community had the incomparable contribution for the establishment. Those who contributed intellectually, financially and physically were normally men. With the time, the schools established with someone's contribution received other types of local participation - be it single, group, institutional or private. But the study showed that these types of support were not regular and helped to somehow manage the schools until the government grant received. The table below shows the historical and current situation of local participation in school management:

Table 4
Historical and Present Situation of Local Participation

Districts				
Dolakha	Dadeldhura	Surkhet	Banke	Rolpa
individual provided land	teachers appointed at less salary	Individual provided land	Money received from district fund	Local people donated
Money received from MP Fund	Members of management committee donated	municipality provide fund	Teachers agreed to work at low salary	District Development Committee (DDC) helped
villagers donated for teacher's salary	individual donated land	people agreed to pay monthly levy	Villagers provided furniture	Maoists have banned donation
Municipality supported	DDC provided equipments	Building constructed under BPEP	Plan International helped	
Forest Consumer Group (FCG) helped	UNICEF helped	Scholarship fund established by individual	Money raised from paddy field	
VDC helped	FCG helped	World Food Organization provided food and oil	Donation raised from institutions	
DDC helped		DANIDA helped	Teachers donated	
Pensioners helped		Community helped	Individual donated land	
Teachers donated		INSEC helped	Minister donated	
Drinking water Corporation donated land			Villagers helped with grains	
Deputy Mayor raised fund			Community forest helped	

The above table showed that public schools received support from individuals and institutions but the community didn't help the schools regularly. In Surkhet, a school raised levy but it was only occasional. International non-governmental organizations also supported school like UNICEF in Dadeldhura, DANIDA and World Food Organization in Surkhet and Plan International in Banke. But the nature of the support was not different - they were only occasional. At local level, community forests and Forest Consumer Group also extended helping hands. In Rolpa, Maoists insurgents banned any local support saying that 'its governmental responsibility.'

The above table also indicates towards seven things.

First, cash and labor can be received as donation.

Second, from local to international resources can be used.

Third, normally the nature of local support is occasional.

Fourth, people only tend to help until there is no governmental support.

Fifth, there is possibility of community deciding of decrement of teachers' salary.

Sixth, a fund could be established.

And the last one, locals could pay regular levy.

Analyzing all these, it was understood that to rise support from local level, a fund should be established and levy should be collected. Otherwise, people help only in difficult condition.

2.1.3 Perception of Public/Stakeholder about transfer of school management

There is no single perception of the stakeholders about taking or not taking the management responsibility of the schools. There has been different perception of the community members, teachers and education-related officials about taking on the management. There is also different understanding of the people who protest community handover or people who show no interest in it. But the perception and expectation of the various people can be summarized as:

2.1.3.1 Members of School Management Committee

- hope of improvement in schools
- hope of regular teaching-learning at schools
- improvement of physical infrastructure with the lump sum grant from the government
- hope of increasing community's interest in schools
- possibility of better management, direct supervision and interaction
- confidence to regularize teachers

In some areas, community took over the management responsibility of school without discussing it with the teachers. Mohan Bahadur Basnet, the president of Dolakha's Bishnu Primary School's Bhimeshwor School Management Committee said: "We took over the management without discussing it with teachers. After all the guardians agreed to appoint an English subject teacher and making it compulsory to wear school dress."

Guardians are still not convinced that the government wouldn't decrease the number of teacher appointment for school. They said: we suspect the government would decrease it.

2.1.3.2 Teachers

- Direct participation of community is increasing
- Discussion about school's problem has increased. Community interest on school has increased after handover of the management
- Teachers have been more responsible
- Guardians have started feeling concerned about the schools; the feeling of our-ness has increased on them
- If teachers are guaranteed of professional approach, the community takeover would do good for school
- The government should also let community to decide number of teachers
- There has been improvement going on in consent of teachers and management committee

Some teachers are still doubtful about the government intervention in management. Dandi Prasad Sharma, the Surkhet district president of Nepal National Teacher Association said: The government charged 40 percent tax on community forest after initially encouraging community for community forests. The transfer of school management could also have same type of intervention.

2.1.3.3 District Education Officers

- The government wants to awake community about transfer of school management. Once the community take over school management, there would be better utilization of local resources
- The government approach of running schools without community involvement was not enough
- To understand the advantages of community managing schools and to convince community that they would better run school take some time

2.1.3.4 Resource Persons

Community is on 'wait and see' policy. Teachers wants job guarantee.

2.1.3.5 Local People

- The feeling of 'our school' has increased.
- There is still confusion about transfer of school management. It should be clarified.
- Although the government is talking about giving all rights to community after handover, the law is not clear about fee, work and responsibility.
- Poor parents can not send children to school with fees and all education material. If community failed to address them, the education wouldn't improve but fall behind. *(District President, Nepal Peasants and Farmer Party, Surkhet)*

2.1.4 Impact

Study revealed optimistic views and also perceived some negative opinions and feared of some risks in the community managed schools. Increasing interest of guardians in the schools and teachers regularity were good aspects. Other impacts/risks tabulated below.

Table 5

Impacts of the community managed schools

Districts	Positive	Negative /Perceived risks
Dolakha	Flow of students from private schools back to	--

	community schools.	
Dadeldhura	Increased number of students	Dilemma about the future of school and management
Surkhet	Increased interest of guardians Regularity of the teachers	Biasness in transfer and promotion of teachers
Banke	Regularity of the teachers and the students	--
Rolpa*	--	--

**Because no school was transferred to the community.*

In Kalika Primary School of Dolakha, the number of students increased to 60 after the transfer of school management. The school had only 47 students in the earlier year.

It is still difficult to find out the advantages of transfer of management in facts and figures. However, there are positive signs indicating for positive change:

- Community are increasingly understanding their role for school management
- As in Hastabir Primary School in Surkhet, guardians are regularly visiting schools to talk about progress of their children
- The relationship between community and teachers has become closer.
- Communities are complaining about lack of government monitoring after taking over management of the schools. Some communities have found it difficult to reach understanding with DEO about spending the grant.

2.2 Schools Not Transferred to the Community

2.2.1 Situation

Most of the schools whose management hasn't been transferred to the community were also established on community's initiation. Later after government started providing grants and managing, community slowly make distance itself from the management. Now, these communities are not stepping forward owing to the different reasons. The foremost reason is because they haven't understood why government is asking them to take responsibility and how that improves education standard. Jeet Bikram Malla of Libang, Rolpa asked: the government hasn't informed us about the transfer of management of schools, how can we take the responsibility?

The people related with the public schools whose management hasn't been transferred told the surveyors many more such reasons. They can be summarized as follows:

2.2.1.1 Members of School Management Committees

- It's clear that community's involvement in school management brings positive results but there is no guarantee that after management transfer the government will not step back.
- Community hasn't been informed adequately after transfer of school management.
- We haven't understood the policy clearly.
- We suspect that we have to bear all the costs including teachers' salary.
- School Management Committee (SMC) hasn't been able to regularize teachers.

- We have not understood why professional teachers' associations are protesting the policy.
- People are confused because of inadequate information from the government.

2.2.1.2 Teachers

- There is confusion about the government's role and community's responsibility.
- This is the government's trick to restrict teachers.
- The government will cut down grant after the transfer of school management responsibility to the community.
- The government is trying to tempt guardians showing a chocolate of Rs. 100,000. Later the government will bear no financial responsibility.
- The schools have failed to provide enough for locally appointed teachers. After handover the situation will dither more for them.
- We are ready to advocate for community management of schools if the government takes guarantee of teachers' facilities.
- Community is not able to manage schools because the parents who even don't attend the guardians' meeting wouldn't care about the school.
- There are many teachers who have been appointed locally by schools as the appointment by the government is not sufficient. If community takes over the school management there will remain no chance whatsoever for the increment of the government's appointment.
- We have not been informed about school management.
- There should an act for the handover. Community should not be given the management according to directions.
- The relationship between teachers and community could turn cold.
- Community can transfer teachers at its will.
- There will remain chance of teachers' labor discrimination with decrement in salary.

2.3 Use of Government Grants

Not all the communities that have taken over the management of public schools have received the promised grant. Some have received the money long after the management takeover. But most of them haven't used the money. And after the announcement that the DEO would provide the money needing adjustment, many have started suspecting government's motives.

Kailapat Primary School of Dadeldhura has not spent the grant amount. It is using other resources for management.

Hastabir Primary School of Surkhet has deposited the amount in bank. It said it hasn't spent it because it has to adjust it to DEO. The school has planned to add more classrooms, educational materials and furniture.

Janajagriti Primary School of Surkhet too has deposited the amount in the account and hasn't spent. Members of the SMC said: we are confused because of the process to justify the expenditure with DEO.

Kalika Primary School of Surkhet has its incentive in its account and also has plans to add classrooms and buy furniture. But it is confused about spending the money.

Bishnu Primary School of Dolakha has given loan to the people on 10 percent interest. It plans to spend interest received for improvement of school's physical infrastructure and educational system.

Kalika Primary School of Dolakha has also lent the money to local farmers on 12 percent interest rate. Local farmers tend buffalo and sell milk.

Sinhna Bhawani Primary School of Banke has not been able to spend the money. The teachers said that the money is lying on bank account after the school was told only to spend money with consent from the DEO.

Laxmi Lower Secondary School of Banke constructed a two-room building. It is happy.

2.3.1 Community Schools Without Government Aid

There are more than 3,200 community schools licensed by government but without any government aid and teachers quota. These types of schools were established by community and are being run by community. The local people have also managed supports from District Development Committee (DDC), Village Development Committee (VDC) and other sources. But owing to the conflict and decrement in VDC support, many such schools are facing tough times. Many reached the stage where there was no other way than to close down after failing to pay the teachers. But the government decision to avail such schools a lump sum equivalent to the annual salary of a teacher breathed life in them again.

2.3.1.1 Situation of the School without Government Grant

Adarsha Jyoti School in Dadeldhura has its own building constructed from the donation and labor-donation. All the expenditure of the school is being bore by the community. Due to financial constraints, only one teacher is appointed. Sometime, even the peon took the class. The community is more concerned about the continuity of the school than for the quality education. Their enthusiasms in adverse conditions prove that if community is active, schools can be run. The school felt ease after the government's later announcement and is planning further development.

Suryodaya Primary School of Surkhet is another school without government's financial and teacher support. Initially, two-room building was constructed with Rs. 50,000 aid from VDC and labor-donation from people in 2053 BS. One more room was added after receiving Rs. 25,000 from DDC. For the roof, non-governmental organization working for human rights INSEC donated Rs. 20,000. Local Bhim Bahadur Wali's contribution was also vital for the school. He taught voluntarily initially. Local complained for not receiving government aid and teacher quota. Earlier, Wali and one other female teacher received a monthly salary of Rs 1,400 each from VDC but VDC stopped the support after they were told the DEO is ready to help. As the school received Rs. 53,300, the school increased principal's salary to Rs. 2,000 and the teacher's Rs. 1,700 a month. They hope to use remaining money for miscellaneous expenditure.

Another similar school in Surkhet is Nepal Rastriya Primary School. Three-room building was constructed in active participation of community and help from local authorities and non-governmental organizations. Two teachers are appointed with municipality bearing Rs. 2,000 each for a month. There has been no decision made about the government lump sum amount to be granted. The management committee agreed to divide the lump sum for two if municipality cut their incentive. The physical infrastructure of the school is weak and one room even accommodates office and class. The community believes they could no longer run school in absence of government aid and appointment of teachers.

Dolakha's Harikirtan Primary School's situation is also discouraging. The school was closed down in 2059 - three years after its establishment. Now it has a four-room building

constructed from donation of locals and bought furniture with Rs. 20,000 provided by community forest. After the government's decision of granting lump sum equivalent to the salary of a teacher, the school management has decided to pay teacher with the money.

Banke's Janajagaran Primary School is being run by community with own resources and management. The school, established in 2056 BS, runs classes up to standard three. It has three-room building constructed from the aid received from DDC and Constituent Development Fund and four teachers including a female. For the establishment of the school, teachers played equally important role as of the community. Teachers have been paid with the money collected from Deusi Bhailo. Rs. 53,000 received from DEO has been deposited in bank.

Banke's another Sundar Primary School was established in 2055 BS and has a 3-room building constructed with the help from Plan International. Before that, the students studied at the temporary huts constructed by the community. The school found it difficult to pay to the teachers. They were paid with the admission fees, support from VDC and even donations from locals. Plan Nepal has been providing salary for a teacher and the school has planned to pay the other two teachers with the government's grant.

Mukti Primary School in Rajhena of Banke was opened for the freed bonded laborers - Kamaiyas. During early days, the classes were conducted under the shade of trees, now the school has a building constructed by GTZ. The school is being run with the help from various organizations and local Tharu community. The school is about to receive only Rs. 25,000 from DEO who said they have to divide the money to two schools.

Dolakha's Mahankal Primary School has its own story. For a long time after its establishment in 2056 BS, Yasoda Kunwar taught voluntarily. Later, the school received Rs 200 each from 20 pensioners to pay her. The school constructed a four-room building and bought furniture from the Rs. 168,000 donation received from a Belgian volunteer. Rs. 10,000 received from DDC and Constituent Development Fund was also used to pay the teacher. The management committee is planning to spend the government's aid of Rs. 53,300 for salary and miscellaneous expenditure.

2.3.2 Impact

The government decision to provide the school without any governmental aid and appointment the salary of the teacher in lump sum has brought happiness to these schools. The schools on the verge of close-down are now hopeful about the continuity in the future. Some closed schools have restarted. The members of management committee who were feeling it difficult to manage the school since years are planning to spend the money on various fields.

2.4 General Overview of the BPEP Supported Schools

Basic and Primary Education Project (BPEP) is the most ambitious project after reinstatement of democracy with the biggest investment. The project aimed at widening reach of people to the primary education, upgrade in the education standard, continuity of students and educational awareness. But as the project sidelined community and stakeholders, the results have not been effective and sustainable. Local parents believed that the project also increased corruption in education and played a role to sideline community from education activities. The project's benefits also seemed weak because of the unorganized activities. During the study, the surveyors discussed with schools, stakeholders and others about the project's benefits and activities.

BPEP has invested in the public schools in different ways. Respondents pointed out the investment mainly focused to increase education's reach, ensure quality education and

sustain the enrolled students by providing scholarships and developing infrastructure. The responses are summarized below:

Table 6
BPEP Activities

District	Activities
Dolakha	Scholarships and constructing new school building
Dadeldhura	Construction/Re-construction of school buildings Scholarship and female teacher quota Encouragement to ethnic students to get admitted Furniture distribution
Surkhet	Reconstruction of the school building and toilets set up
Banke	Reconstruction of school building Furniture distribution School monitoring
Rolpa	Scholarship and reconstruction of the school buildings

BPEP supported with the ready-made models. Respondents commented on the works performed directly. It means that the investment of BPEP was centered in direct works. Respondents of Dadeldhura and Surkhet districts said that the budget was spent on three areas - for construction; teachers' appointment and salary and school funds.

BPEP has more contribution in Dadeldhura, not only to add physical infrastructure of the primary education centers but also to promote education encouraging girls and suppressed to go to schools. In this district alone, BPEP has constructed 80 rooms overall in 40 blocks in the second phase and has also avail trainings and educational materials to the teachers.

Under the project, two Educational Programs focusing on girls are being run along with women education and literacy program. However, all the proposed programs under the project have not been fulfilled. The project aimed at appointing a female teacher in a primary school, but there are only 54 female teachers in the district. In the latest phase, 10 schools received a teacher's salary. As the program hasn't reach everywhere in the district, there is still confusion.

2.4.1 Schools under BPEP Support

Siddanath Primary School appointed a female teacher under BPEP. Two four-room buildings have been constructed. But, Kailapat Primary School is yet to get the female teacher appointment under BPEP. The school has appointed a female teacher with its own resource.

The project constructed a two-room building for BP Primary School. The office is stationed in a room while the other serves as the classroom. Although there is not lack of furniture, there are not enough classrooms. A female teacher is working under BPEP.

Surkhet's Janajagriti Primary School has also received BPEP support. The school received Rs. 70,000 for building construction and Rs 5,000 for buying furniture. The project also constructed a toilet and issued Rs. 20,000 for fencing.

Surkhet's Kalika Primary School received support for two-room building construction. But it hasn't received any other support. Surkhet's another Haridil Primary School is also supported by BPEP. The project helped the school to construct two-room building and to buy furniture.

2.4.2 Impact

BPEP has constructed buildings for many schools but there are issues about their impractical and expensive construction. BPEP also didn't give importance to local participation.

2.5 Resource Centers

In Rolpa, resources centers have not been functioning well. Among 20 resource centers, only those in the district headquarters could function well. There is only one building at Libang for resource center whereas in conflict-hit Holari and Jungar, the construction halted due to Maoist pressure. The furniture bought for these centers are stranded in Bhalubang.

The resource persons are also under threat from the Maoists. They haven't been able to leave the district headquarters for the regular supervision of the schools. The resource persons claimed Maoists have even stopped them from meeting whereas teachers complained about lack of support from the resource persons.

Maoists have not let construction of school building and establishment of new resource centers outside the headquarters. Badachaur, Sulichaur and Ghoda Gaun are facing problems due to this. The Maoists only permit new construction after being formally requested.

2.6 Media Coverage

About 60 investigative and normal news items were published in national and local newspapers (see Appendix). News about discussion at local level and situation of schools were also broadcasted from FM Radio stations. Similarly, 10 Community FM radios broadcasted specially prepared program. (Program CD included.)

2.7 Key Issues about Transfer of school Management Handover

The surveyors asked various questions to find out the respondents' reaction about the community management of the public schools. The responses pointed out three key issues: first, there would be pressure to admit children; second, there is a doubt about the government's consistency with the policy; and in conflict-hit district such as Rolpa, teachers are worried about their job security and wouldn't advocate for it until guaranteed professional security; and third, there are elements that discourage the guardians to involve themselves with schools such as NGOs giving allowance, contradictory opinions of the different political parties and opinion leaders, poor economic and academic condition and teachers feelings about job insecurity. The reactions of various districts have been summarized in the following table:

Table 7

People's reaction on community management of the schools

District	Positive Reactions	Negative Reactions
Dolakha	<ul style="list-style-type: none"> ◆ Inspiration to admit children in community school. ◆ Guardians willing to assist community schools 	<ul style="list-style-type: none"> ◆ Teachers worried about job security. ◆ Uneducated managers can spoil the education system.
Dadeldhura	<ul style="list-style-type: none"> ◆ Locals enthusiastic about running the school 	<ul style="list-style-type: none"> ◆ Management tempted only by annual grant ◆ Fear that government may

		pulled out responsibility from schools
Surkhet	◆ Good to transfer school management to the community	◆ If the support is stopped, the schools will be closed. ◆ How can people accept the management only seeing the annual grant?
Banke	◆ Increased interest of the guardians towards education	◆ Teachers associations campaigning to return management to the government. ◆ Unaware guardians could not contribute.
Rolpa	-	◆ Teachers are not getting paid now, what will happen after transfer?

The table clarifies that stakeholders are either not confident or want to experiment with the community management of the schools. These schools that don't want their management transferred to the community either doubt government's consistency with the policy or concerned about teachers' job security.

2.8 Possible Ways of Management Handover

The study also found some possible solutions with the analysis of the versions of different stakeholders during discussions as well as answers to the questionnaire of the surveyors' respondents' answers to deal with problems arising in transfer of management of the schools:

- a. The communities are only working with whatsoever they receive from government as grants. To improve the situation, the communities should be made aware of why schools received the grants and what types of further help needed could be achieved.
- b. Teachers are concerned about job security and are expecting cut in salary and other facilities. To improve this fearful situation for the teachers, the service and facilities of the teachers appointed by community should also be stated clearly.
- c. What orientation the Department of Education (DOE) did? What stakeholders understood? Where doubts remained? What system was presented for the remedy the doubts? How powerful the system is? What would be the relation between the responsibility of Municipality or VDC and stakeholders managing schools? What happens if the conflict arises between these two? There should be legal, administrative and technical system for such situations.
- d. Communities are experimenting the management of the schools in temptation of the annual grants. In this situation, there should be a system to provide regular advice and support to the community so that they won't return the management back to the government. The study also showed that there should be policy to deal with the situation where the schools wishing to return to government management (Khaniya, 2004).
- e. In most cases, teachers are more educated than the members of the SMC and in this situation the teachers are complaining about less-educated people directing them. There should be a system to rectify such situations.
- f. The situation demands the guarantee of admission to all children in the catchment of the schools and quality education after the community management. That will be only

possible after establishment of an active local body to manage the education as the plans of the schools transferred the community do not look like as being able to greatly improve education environment, mostly because these plans do not mention anything about increasing reach of the school. These plans do not also talk about the children leaving schools in mid-session.

The above points can also be summarized according to the district as in the following table:

Table 7

Districtwise Possibility of School Management

Districts				
Dolakha	Dadeldhura	Surkhet	Banke	Rolpa
Schools should be made resourceful before transfer of management (SMC)	Annual grants must continue	Nutritious food should be made available for schoolchildren	Annual grant should be continued	Orientations should be held regularly
Schools should be given grant equivalent to appointment (DEO)	Support should be given for infrastructure	Code of conduct should be formulated to end biasness in teachers' appointment	Minimum appointment should be given by the government	VDC should be given the responsibility of school management
Extensive publicity needed about community management	Competition / awards among community schools required	only educated people should be included in management committee	Government should guarantee facilities of teachers appointed by community	The policy should be flexible according to the situation of the schools
Locals should be first given loans Annual grant should continue (Teacher)		Teachers' job security should be guaranteed	Government should deposit money needed to run schools (Teachers' Association)	

The table shows community schools need various support and to fulfill the needs, various concerned bodies should regularly provide help. The competition in and out of the district can also be used to find out the community's ability to manage the schools.

2.9 Challenges and Problems

There are challenges and problems in either situation: the transferred management or not. There were many challenges and problems found through an analysis of the reactions given by the respondents:

- ◆ There is gradual increment in collection of donations and levies by the schools whose management has been transferred to the community.
- ◆ The political parties and teachers unions have not been advocating for the transfer of school management. There are even differences between a party worker and the teachers related to the sister organization of the same political party.
- ◆ The teachers appointed by the community are lowly paid.
- ◆ The government has only transferred the management but is quiet about the ownership. Many believe that the government will control all the schools.
- ◆ Most of the communities have poor economic and academic background. Whereas the DEO is asking for a deposit of Rs. 100,000 for withdrawing the government grants.
- ◆ Community hasn't been informed adequately about the management handover.
- ◆ Teachers and community are concerned that the government may not look after the schools not supervised by the DEO.
- ◆ The DEO has sidelined the management transferred schools.
- ◆ Teachers are complaining about inadequate support from resource centers.
- ◆ Management transferred schools should be established as models.
- ◆ Teachers are concerned about the job security after the transfer of management and thus are not enthusiastic about the policy.
- ◆ There has been no works done to aware the community.

2.10 Feedback

- ◆ Teachers' appointment should be completed by the government. The community is not able to do the appointments.
- ◆ There should be increment in facilities of the teachers.
- ◆ Guardians should be made aware and active.
- ◆ There should be training and orientations about the school management before transferring the management to the community.

2.11 Impact of Maoist Insurgency

Education sector is suffering from the Maoist insurgency. Teachers and students are living in an environment of fear and psychological tension as both state and insurgent seek their support and conduct programs in school premises. The number of students is decreasing due to the fear that the insurgents would abduct them to admit in their camps. In many cases, teachers have been forced to throw away chalk and pen for guns and bombs.

The everyday classes have also been disturbed because of closedowns and strikes as called by the student union of the Maoists. Completing the prescribed curriculum has become a difficult job for teachers. In Dadeldhura only, Maoists and state have killed four teachers.

The slogans Maoists paint on school buildings also cost schools much. Dadeldhura's Siddanath Higher Secondary School has already used five quintals of white cement to over-paint the slogans. Dadeldhura's Adarsha Madilekh's pricipal said: 'Guardians do not send their children to the school due to fear.'

In Surkhet's Hastabir Primary School, 25 children from displaced family from Jumla and Dailekh took admission. In Haridil Primary School, children affected by the insurgency study. According to school, the children of the two policemen killed by Maoists and nine of the displaced family took admission. The school is also affected by strikes and closedowns.

In Rolpa, Maoists have made it mandatory to donate them five percent of salary from teachers and resource persons. Four teachers have been killed by security forces while three by the insurgents.

Schools are also affected by double educational calendars. The Maoists in Rolpa have forced schools to follow their own calendar which states there are no holidays on government holidays (Democracy Day, Education Day, Constitution Day, Teej, Shivaratri, Fagu Purnima, Krishna Janmastami, Children's Day, and Royal birthdays). The calendar has holidays on Maoists related occasions (People Movement Day, Marx Day, Mao Day, Establishment Day, Students Day and Martyr's Days). The Maoists have also made it mandatory for physical training after and before school and have their own curriculum.

The Maoists' Regional Education Department also conducts trainings for their People's Curriculum and has selected a few modal schools. They even pay the teachers' salary in those schools.

In Dolakha, three teachers have been killed by the insurgents. The insurgents have also banned schools from taking fees from the students. Banke's Sinha Bhawani Primary School was forced to return the annual fee for the development fund.

To summarize, the Maoists insurgency in the study area has caused the following problems:

- ◆ Disruption in school inspection and follow-up
- ◆ Disruption in construction of school building and resource centers
- ◆ Disruption in school mapping
- ◆ Teachers being tortured for 'spying'
- ◆ Pressure for students to join insurgents
- ◆ Forceful participation of students in the insurgents' programs
- ◆ Regular abduction of teachers and students
- ◆ Forceful payment of levy by the teachers and resource persons
- ◆ Disruption in teachers' training programs

Conclusion and Recommendations

3.1 Conclusion

There are various confusions as the government has not clearly and adequately informed about the policy and its opinion about the situation of the government schools, government's responsibility and ability and community's role. Despite that, communities are ready to step forward and take the responsibility of managing the schools. The MoES and its bodies have not been able to provide adequate information to the community whereas at the district levels DEO and resource persons are reluctant to flow the information. Due to the confusion in the government policy and stance and divided communities, those who want minimized role of community in school management have been encouraged.

The government decision to avail all licensed schools the grant equivalent to the annual salary of a teachers has some positive effects.

3.2 Recommendations

- ◆ Teachers appointed by the community should be paid according to the government rules.
- ◆ To eliminate the confusion among teachers, there needs a regular interaction between the government, the teachers' associations and other stakeholders.
- ◆ A system should be developed to settle the complaints of the teachers.
- ◆ The condition of inferiority and superiority feeling among teachers and members of SMC should be managed.
- ◆ Programs should be organized at the district level to help identify the capabilities of the community schools.
- ◆ Teachers' due protest should be addressed.
- ◆ Political parties have various opinions about the community management of schools. To improve the situations, discussion programs at various levels should be organized and their opinions should be given priority.
- ◆ The members of the SMC of the management transferred schools to the community should be made aware of their social responsibility so that poor, suppressed, talent and girls get more encouragement and facilities. The government should also keep an eye on the fees.
- ◆ There should be publicity about the government policy and actions for the implementations in the national, local media and other mass media.