School Governance in Nepal
An Analysis of Role of School Management Committee to achieve Quality of Education

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Abstract

Decentralization is a complex phenomenon existing around the world and is found to decentralized educational system through a particular concept ``School-Based Management`` in many countries in the world including Nepal. The success of decentralized education or desired outcomes depend upon the nature of decentralized model and its implementation. The primary purpose of this study is to analyze the role of School Management Committee (SMC) to achieve quality of education after transferring the authority of school management to the community along with the perception of different stakeholders. Further it also examines the nature of decentralized educaion in Nepal as well as reasons to decentralize the schooling education that means reasons to hand over the authority of school management to the community as a secondary purpose of this study in order to make clear concepts about the role of SMC to achieve quality education. Furhermore, it also exmines the perception of different stakeholders regarding the implication of decentralized education (school governance) to the quality of education in brief. For this purpose, Four Community Managed Schools (2 from rural area and 2 from urban area) from two districts i.e. Rupandehi district (1 school from rural area and 1 school from urban area) and Nawalparasi district (1 school from rural area and 1 from urban area) were studied through comparative qualitative case study approach.

Semi-structured interview, general observation and minutes of meeting of SMC were used to collect the primary data. There were 33 participants whose interviews were taken by semi-structured interview method. The study sample consisted of District Education Officers (DEO), school supervisors, resources person, head teachers, teachers, students, members of Parents-Teachers Association (PTA) and member of the SMC. Additionally, official policy documents and reports were used to collect the secondary data. Furthermore, the collected data was analyzed by inductive method.

The findings of the study showed the different form of decentralization specially devolutionary at policy level but implementation of devolution and delegation in practice. The main reasons to decentralized school education or to transfer the authority of school management to the community people were influence of donor agencies in order to increase the sense of ownership to community people and making them accountable towards school in order to meet the goals of Education For All (EFA) compaign. In addition, the SMC at Community Managed Schools (CMS) were found to play the role of a manager and an

administrator, a decision maker, a supervisor, a resources identifier, mobilizer and allocator, a coordinator/mediator, a social auditor as well as a role of leader and motivator in order to provide quality education by improving quality of service delivery in education. All schools were found autonomous after handing them over to the authoroty of school management to the community than centralized education system along with slight improvement in quality of education. The sense of ownership to community and their accountability towards school, participation of community people in decision making process of school management, learning achievement of students, performance of students, number of students and child-friendly classroom were found higher at CMS in rural area than that of urban area. However it was found improvement in all those aforementioned aspects in urban area as well as comparing to centralized education system. There was little problem in implementation of role of SMC as manager and administrator regarding the authority to hire and fire teachers because of external interfere such as unions of teachers at CMSs of both areas. There were little problems regarding the implementation of the medium of mother tongue instruction and designing local curriculum at primary level. The Government of Nepal used its own criteria to maintain quality of education based on the UNESCO framework undestanding quality of education. In short, the quality of education was improving at CMSs of both areas and there was no huge difference in quality of education between the CMSs of both areas.

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Acknowledgement

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Abbreviation

ADB   Asian Development Bank

APM   All Party Mechanism

CA   Constitution Assembly

CBS   Central Burreau of Statistics

CERID   Research Center for Educational Innovation and Development

CMS   Community Managed School

CMSs   Community Manged Schools

COPE   Community – owned Primary Education Program

CPA   Community Peace Accord

CSS   Community Support System

DDC   District Development Committee

DDCs   District Development Committees

DEC   District Education Committee

DEO   District Education Office

DEPs   District Educational Plans

DOE   Department of Education

ECE   Early Childhood Education

EFA   Education for All

FHD   Foundation for Human Development

GDP   Gross Domestic Product

XII

GER   Gross Enrollment Rate

GIR   Gross Intake Rate

GMR   Global Monitoring Report

GON   Government of Neoal

GPI   Gender Parity Index

IIEP   International Institute for Educational Planning

INGOs   International Non-Govermental Organizations

LB   Local Body

LBs   Local Bodies

LDO   Local Development Office

LSGA   Local Self Governance Act

MDC   Municipality Development Committee

MEPs   Municipality Education Plans

MLJPA   Ministry of Law, Justice and Parliament Affairs

MOE   Ministry of Education

MOES   Ministry of Education and Sports

MOF   Ministry of Finance

NEC   National Education Commission

NESP   National Education System Plan

NGOs   Non Governmental Organizations

NER   Net Enrollment Rate

NIR	Net Intake Rate
NORAD	Norwegian Agency for Development Cooperation
PTA	Parents –Teachers Association
RIDA	Research Input and Development Action
SAARC	South Asian Association for Regional Cooperation
SBM	School-Based Management
SMC	School Management Committee
SMCs	School Management Committees
SSR	School Sector Reform
SSRP	School Sector Reform Plan
TSR	Teacher Service Commision
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children`s Fund
UNDP	United Nations Development Program
USAID	U.S. Agency for International Development
USOM	Unired States Overseas Mission
VDC	Village Development Committee
VDCs	Village Development Committees
VEPs	Village Education Plans

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1   Introduction

1.1   Background Introduction

Educational decentralization is a complex phenomenon and is transformed in democratic way around the world nowadays. It gives emphasis on implementation and its impact on quality of education. Implementation of educational decentralization is affected by different factors such as philosophical assumption about education, political context, country setting (Roka, 2014, p.1). However, being one of important factors, lessons learnt equally varies significantly from one nation to another (Winkler, 1993; Kalsen, 2000; as cited in Roka, 2014, p.1). That means nature of decentralization in every country; state or society may be different from other because of their political, socio-economic, cultural situation and philosophical assumption about education. Although, it is difficult to give reason of decentralization, its meaning and types, its implementation and its impact on education; many countries have made decentralized policy based on their philosophical assumption.

One of the reason behind decentralization in education that means to transfer the authority of school management to the comunity is increasing globalization and international pressure (Dye, 2001, as cited in Roka, 2014) such as international campaign like Education for all (EFA) having target to provide universally primary level education to all school going children by 2000. EFA is one of the first huge international educational campaigns held in Jomtien, Thailand in 1990. EFA is the outcome of Universal Declaration of Human Rights through which different nations in the world asserted that ``everyone has right to education`` (World Education Forum 2000). Although, the goal of EFA was not succeeded completely, it was able to create awareness about education among nations in the world. Again in 2000, EFA participants agreed on Dakar Framework for Action for achieving Education for All by 2015. The aim of Dakar Framework for Action to identify six measurable educational goals meeting the learning needs of all children, youth and adult by 2015.

Based on Nepalese need, the Gonernment of Nepal (GON) has framed out EFA National Plan of Action and going to implement it to meet six major EFA goals set by Dakar Framework for Action by 2015. Nepal government has added one more goal other than EFA in its EFA nepal national plan of action. This goal gives emphasis on providing quality basic and primary

education through medium of mother tongue instruction to the children from indigenous and linguistic minority group (MOES, 2003).

Dakar Framework for Action 2000 looks like focus more on quality of education than the EFA 1990. UNESCO Framework for Understanding Educational Quality has framed out different dimension of quality of education which is responsible for learning out comes. School governance such as School Management Committee (SMC), Village Education Committee (VEC), and Parents-Teachers Association (PTA) are among them and playing vital role in providing quality of education. Strategies about School governance are mentioned in recent educational policy document of government. The main purpose of this study is to analyze that what has been stated in policy document about school governance especially about the role of SMC to achieve quality of education at school level in Nepal after 2003 and what is happening in practice. Different research documents of NGOs, INGOs and Government Organizations, reports of Ministry of Education (MOE) and different departments working under it, data from field are used to find practice of government policy in reality.

Nepal has also introduced educational decentralization system in 2003 moving from centralized educational governance to a decentralized system of educational governance like many other nations around the world. Nepal has experienced decentralization in different sectors in different time, education is one of them. The thesis studies `` *School Governance in Nepal: An analysis of role of SMC to achieve quality of education*``.

In this thesis school level means primary level (Class1-5) and basic level (Class 1-8) and secondary level means class (9-10). In this thesis school governance deals about decision making power relationships at school level such as SMC, head teacher, PTA, VEC. The researcher has discussed briefly about the history of formal education system in Nepal, decentralization system in Nepal, present educational scenario of Nepal, school governance/educational governance and decentralized education in Nepal, Reason of education decentralization/transferring the authority of school management to the community, current types of school. The researcher has discussed about quality of education which is an abstract term. To define quality of education, we can judge the factors or dimensions which affect directly or indirectly to the teaching and learning process. For this purpose, UNESCO Framework for understanding quality of education is useful to measure quality dimension. According to this framework, there are five dimensions of educational quality and stated in

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EFA Global Monitoring Report 2005. Moreover, strategy of Nepal EFA Plan of Action (2001-2015) has adopted by the Government of Nepal (GON) based on UNESCO framework understanding quality of education in order to maintain quality of education. Furthermore, other part has discussed about policy and strategy of School Management System that means school governance such as SMC, VEC, PTA at Community Managed School (CMS) at rural and urban area regarding the role of SMC to achieve quality of education. Ultimately, the practice of policy about the role of SMC at CMS of rural area and urban area to achieve quality of education has been analyzed.

1.2   Research problem and statement of the purpose

There are found different number of benefit regarding educational decentralization as highlighted in national educational policies of Nepal but in the case of its implementation it is found serious problems which are unlikely to desirable outcomes of its philosophy. Local educational body at local level such as VEC, PTA and school level educational body such as SMC, PTA plays vital role during implementation of policies. Local body is considered to be closer to local realities, needs, realities, learner`s problems and issues (EFA Global Monitoring report (GMR, 2009). Therefore, it can take the responsibilities of preparing evidence-based with periodic plans to provide all school-age children with basic and secondary education though formal and alternative modalities (MOES, 2008). So in the policy documents, it is clearly mentioned that school management function will remain within the SMC at school level. Whatever the central level makes plan, the LBs and SMCs are ultimate stakeholders through which policy is implemented. In fact, the effective implementation of educational decentralization depends upon the capacity of the functional mechanism of LBs and SMCs.

Community participation in school governance or decision making process is crucial factors to provide quality of education and the devolution of school governance is argued by assuming that it encourage community people to parcipate in school governance (Early & Coleman, 2005; UNESCO, 2009; and Cooper & Florestal, 1997). Along with the assumption, the research has revealed that devolution of School governance and management by reducing the gap between the affluent households and the poor households (UNESCO, 2009; Wallance & Poulson, 2003). In contrast, UNESCO (2009) argues that if some of the community members and parents lack intellectual bargaining power in decision making process of school

governance related to policy development and the content of the curriculum, devolution of school governance may increase the gap the between the rich and the poor people.

"Nepal had adopted centralized education system even at primary level school before 2002 AD and afterwards it is found that Nepal has adopted school decentralization Policy with financial and technical assistance of World Bank. School decentralization policy has been facing controversy and confusion prevalent to its goal, outcomes and sustainability" (Khanal, 2010) that means authority of school management are found to transfer to the community with the support of World Bank with confusion regarding its goals . In addition to that there are many political interfere at local level especially at primary level in teacher recruitment process and almost every activities with school so that school education in Nepal not only is unable to address local issues but also fail to provide quality of education as its expectation. In addition to that there are some positive sides such as maximum utilization of local manpower, resources.. There is lack of transparency, accountability and rampant corruption in education sector at school level in Nepal (Thyness, 2011). Although SMC has given more authority, Nepal is facing different problem in educational sector such as leadership and management, school governance, curriculum to achieve the desired goals of decentralized education. That's why I have chosen this topic for my research problem.

1.3   Research Questions and Objectives of the study

 The main objective of this study to is analyze the role of SMC currently play in quality of education in rural and urban CMSs and what are perception of different stakeholders about the role of SMC to achieve the quality of education at CMS in urban and rural area in Nepal. Secondary objectives are to explore nature and reason of educational decentralization (school governance), to determine what are the implication of decentralized education (school governance) to the quality of education. The foolowing research questions should be answered in order to achieve the objective of this study

1)   How do policy documents conceptualize the role of SMC to achieve quality of education in Nepal?

2)   How does the SMC perceive their role to achieve quality of education?

3)   How do stakeholders perceive about the role of SMC to ahieve quality of education?

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1.4   Limitations and Delimitations of Study

The word school governance is a part of educational decentralization. The decentralization is a broad term with different paradigms. It can be studied under various frameworks. Since, it is a small thesis project and it is trying to limit and delimit some areas of educational decentralization in this study.

There are following limitations and delimitations of this study:

1)   This study investigates policy formulation at central level and implementation at the grass- root level when exploring the nature of educational decentralization.

2)   It is particularly focused only in the area of basic or primary level education in Nepal.

3)   It is focused on the implication of decentralized education (school governance) to the quality of education at school level in Nepal

4)   It is focused on the role of SMC to achieve quality of education and perception of different stakeholders including itself to achieve quality of education at CMS in urban and rural area.

1.5   Rationale of the Study

From many researchs it is found that community participation in school governance improves the quality of education that means learning achievement. Wallance & Poulson (2003) states as follows:

> Devolution of the responsibility and wider participation in decision making would ensure that schools are places where people are prepared for, and participate in making decisions as parts of the democratic process. In addition, School –Based Management (SBM) through greater local control over the use of resources and setting of educational policy, would produce more efficient educational output (p. 66).

This view implies that participation of community people or local stakeholders in school governance and decision making process on the democratic way can be helpful to produce expected achievement of the education.

People have pointed out the issues and problem regarding quality of education after experiencing implementation of educational decentralization that means hand over of authority of school management to the community for more than a decade period. The most important thing is effective implementation of decentralized policy that means policy about role of SMC at CMS and achievement of expected goals or improved quality of education after its implementation. People thought that they had experienced some changes in quality of education after authority of school management was transferred to the community.

1.6 Structure of the Thesis

This thesis is divided into six chapters. Introduction is the first chapter of this study. It includes the background information, research problem and statement of the purpose of the study, research questions and objectives of the study, limitations and delimitations of the study, rationale of the study and structure of the thesis respectively.

Chapter two presents the overview of the Nepalese context in terms of geographic, demographic and administrative aspects. It provides outline of Nepalese historical, political and cultural context under subchapter the economics in brief. The main purpose of this chapter is to discuss different aspects of Nepalese education sector such as history and types of school in Nepal, education system in Nepal.

Chapter three reveals the review literature and theoretical framework for the study. It includes history of formal education system in Nepal, history of decentralized education system in Nepal, decentralization/school governance: meaning and scope, reasons/rationale behind education decentralization in Nepal, types of school in recent context, student enrollment trend at school[1] level in Nepal, teachers, implication of educational decentralization/school governance, SBM as a mechanism, VEC, PTA, SMC, Perception of different stakeholders on the implication of education decentralization/school governance to the quality of education, quality of education and theoretical framework as different subchapters. In this chapter theoretical framework defines the key concepts related to each other within the context of the study design.

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[1] School level means class (1-8) that means basic and primary education in this thesis.

Chapter four describes the research design and methodology applied for the study. This chapter primarily deals the justification of rationale of data collection, data collection procedure and analysis process. Similarly, it provides information about research site, sample and sampling technique used for the study. Moreover, it explains highlighting the data processing, data quality strategy and ethical consideration.

Chapter five depicts the main findings of the study based on the collected data from the fieldwork and analysis of official documents. It is divided into two parts: the data analysis and discussion of findings. When analyzing the data, it compares the four schools including two schools from the rural and two schools the urban area in two different districts under the theme identified in interview guide.

Chapter six deals with the conclusions of the study and recommendations for the future. The recommendations are in twofold: implication for policy and implication for the further research.

2 Historical Background:The Nepalese Context

This chapter presents short overview of the geographic, demographic and administrative including the economic, cultural and political context of Nepal. Being the education in Nepal an important aspect of the study, it further discusses the history and types of school and education system in Nepal.

2.1 Geographic, Demographic and Administrative

Nepal is a landlocked country that is surrounded by two big countries China in the North and India in the East, South and West and it has an area of 147,181sq. Kilometers. It has a unique geographical and social diversities consisting of four layers of distinct zones: "1) the Himalayas, the highest mountain range with snow-covered peaks, 2) the Mahabharat range, which has lush high hills and valleys, 3) Siwalik, low conglomerate hills and shifting valleys, and 4) the Terai, plains and fertile land which is the source of agricultural product" (MOE, 2003, p.1). ``Ecologically, it is divided into three regions: Mountain (covers 17% of the total area with the population of 6.73%), Hill (covers 42% of the total geographic area with 43.01% of the population) and Terai (plain land of the South covers 23% of the total land with 50.27% of the population). All these geographic belts of Nepal run from east to west. The country has a total population of 26.6 million and the growth rate is 1.6% per annum with slightly higher percent of females, i.e. 51.50 percent`` (CBS, 2012).

Nepal is divided into 14 zones,75 districts and 5 development regions. There is a District Development Committee (DDC) in each district and there are Village Development Committees (VDCs) and municipalities under DDC. The VDCs and municipalities are considred as parts of local governing body with the elected political representatives. Ministry of Education (MOE) has its own administrative body. It forms and sets the program and policy at the central level and Department of Education (DOE) works under MOE in order to implement developing the norms and the standards to ensure a working framework for regions, districts and schools. According to 4th amendment (1988) of Education Act 1971, there is a District Education Office (DEO) in each district and the District Education Officer is the head of DEO under MOE whose function is to control overall educational management

in the district (p. 6). According to 7th amendment (2001) of Education Act 1971, there is a District Education Committe (DEC) in each district in order to manage and supervise school within the district (p. 6). Similarly, by insert of 7th amendment (2001) of Education Act 1971, there is an education committee at VDC level and municipality level as local educational governing body in order to supervise and manage the schools running in their area as well as establishing coordination among schools within their area (p. 9).. Furthermore, by 7th amendment (2001) of Education Act 1971, there is SMC at school level in order to supervise manage and operate its fuction smoothly (p. 11).

2.2   The Economic, Cultural and Political Context of Nepal

 Nepal is a underdeveloped country. The human development According to the report of the United Nations Development Program (UNDP, 2013) about human development, Nepal is at 157th position out of 186 countries in the world. Further, (UNDP, 2013) reports that the proportion of the population living in multidimensional poverty in Nepal is 44% and the intensity of deprivation is 49%, which is the lowest of South Asian Association for Regional Cooperation (SAARC)[2]. The average economic growth of the country was 3.35% in 2011 (MOF, 2012). There are 23.8% of the total population is living below the poverty MOF(2013). Further, it shows that ariculture is the main occupation of the 76% of the total Nepalese population; however there is a decreasing trend of the contribution of agriculture and industry and services sector are increasing. Besides these, remittance is another source of national income (CBS, 2011).

Nepal is the multilingual, multicultural and mutireligious country. According to the census of 2011, there are 125 ethnic, caste groupa and subgroups, 126 different languages with 44.6% of native speakers. The majority of the people belongs to Hindu religion (i.e. 81.3% of the population) and other religions like 9% of Buddhist and rest are Christian and Muslim (CBS, 2012).

Further, CBS (2012) reveals that discrimination and marginalization in terms of caste, ethnicity, religion, gender, geographic location and socio-political aspects of the historical

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[2] SAARC is an organization of South Asian nations was established in 1985 by Nepal, India, Pakistan, Sri Lanka, Bangladesh, Bhutan, Maldives and Afghanistan as a member states.

development of the country is one of the big problems. Furthermore, it makes clear that Dalits[3], indigenous minorities, women, and Madheshi[4] are mostly marginalized in each respect, i.e. they have limited access to public institutions, governance, education and economic opportunities. Out of them, Dalits are still discriminated by so called upper cast treating as so-called lower caste or 'untouchable' in public places like temples and water taps. Similarly, CBS (2012) again states that the domination of Nepali language as a medium of instruction at school has excluded to the indigenous minorities. It has become a barrier to the indigenous minorities because of the difficulties in understanding the Nepali language at the basic level of education. Since Nepalese society is hereditarily dominated by male over females. As a result, females do not have any crucial role in the family.

``Regarding the brief account of the political context, there rose democracy for the first time in Nepal after the demise of almost 104 years Rana[5] Regime in1950. Thereafter, the king Mahendra Bir Bikram Shah again sacked the democracy and introduced a single party system called 'Panchayat.' King Mahendra was the first who centralized education system to maintain the uniformity standard of education system throughout the country and education act was made in his ruling period. Again in 1990, democracy was restored with the constitutional monarchy, but it always lacked political stability. The Communist Party of Nepal (Maoist) started an insurgency against the government in around 1996 and ended up with the Comprehensive Peace Accord (CPA) in 2006. The lives of many people were demised during that rebellion period. Ultimately, CPA became the milestone to form the Constitution Assembly (CA) in 2007 that demised the monarchy system having the history of around 230 years. CA finally declared Nepal a federal democratic republic. Unfortunately, CA was not able to draft a new constitution for the country and dissolved on 26 April, 2012 that had people's mandates. Again in November, 2013, the election of CA held and it is still going on the way to draft a new constitution for the nation. Due to the insurgency of Maoist war and frequent changes in government, there was not held any local election since 2002. Hence, the

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[3] Dalit in Nepal are a historically state victimized disadvantaged community and designation for a group of people traditionally regarded as untouchable who can have been compelled to lag at the bottom of the social structure and excluded from national development mainstream due to the caste system and extreme Hinduism foe centuries. The caste was introduced in Nepal by King Jayasthiti Malla (1360-95) about 700 years ago. The national civil code, 1854, (Muluki Ain) legalized the caste system and established it as the basis of the social mobility.
[4] Madhesi are community people who live especially in the Terai belt (plane area) of Nepal.
[5] Rana regime is an autocratic regime that ruled the country from 1846 to 1949. The role of the king was just like a statue during that period. Rana prime ministers were more powerful than king. The power and management was transferred on the basis of heredity from generation to generation.

local bodies have been run by the bureaucrats without having the locally elected bodies`` (Roka, T:B. 2014, p.33).

2.3 Education in Nepal

This section discusses in brief about the history and types of schools, education system in Nepal.

2.3.1 History and Types of School in Nepal

There is long history of school system conducted by the community in Nepal. There were many people from the community found to actively participate in esctablishing schools before the rise of the National Education Sysyem Plan (NESP) 1971 and government approved those schools. At that period, salary of the teacher was paid by the local community through land, cash, material and labor. According to Foundation for Human Development (FHD) and Research Input and Development Action (RIDA), "All public schools were named as community schools, though the real concept of community schools is yet to be elaborated" (FHD & RIDA, 2009, p. 6).

Currently, in the context of Nepal, schools are broadly categorized into four types by Department of Education (DOE). They are as follows:

> Community-aided (schools, which are fully supported by the government for teachers' salary and other expenses), community-managed (schools, which are fully supported by the government for teachers salary and other funds but their management responsibility lies with the community), community-unaided (schools, which are either getting partial support or no support from the government) and the institutional schools (supported by parents and trustees). In addition to these broad categories, there are some schools running as the religious schools such as Madarasa[6], Gumba/Vihar[7] and Ashram/Gurukul[8] that have received support from the government when they have been mainstreamed into the formal education system by registering with the DEO and following the Education Act and Regulation (DOE, 2009, p. 6).

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[6] Madarasa is an Islamic school.
[7] Gumba/Vihar is a Buddhist school.
[8] Ashram/Gurukul is a Hinduism school.

2.3.2 Education System In Nepal

According to FHD& RIDA (2009), the structure of Nepalese School System consists of four different layers. 1) Primary level starts from class (1-5) expect that children of (5-9) years will attain primary level Schooling. (2) Lower secondary level ranges from class (6-8) with children of (10-12) years. (3) Secondary level denotes class (9-10) and Higher secondary level indicates class (11-12) with students of age group of (13-14) and (15-16) respectively (pp.3). Pre-primary level and Early Childhood Education (ECE) are supported by the community nowadays, However they are not part of formal schooling system. (MOES, 2008) states that structure of schooling system has been changed in order to ensure public have right to education and to respond according as geographical distribution of the country and settlement pattern. According to this report, Basic Education level will be divided into 3 part: Foundation school level (Class 1-3), Primary school level (Class 1-5), Upper primary school level. Similarly, secondary school level will be divided into 2 parts: Secondary school level (Class 1-10) and higher secondary school level (Class 11-12 or 9-12). But the school with class 11-12 or 9-12 will be discouraged whereas class (1-10) will be encouraged with the incentives to conduct vocational stream of education (p.22).

After the implementation of School Sector Reform Program (SSRP, 2009-2015), the GON restructured the school structure effective from 2009. According to this program, different level of schools will be integrated such as basic education (Class 1-8) and secondary level (Class 9-12) in order to increase in retention rate and overall enrollment. In addition to that the GON has introduced one year bridge course after class 9 so that student is able to study tertiary education based on vocational training oriented. Additionally, pre-primary education or ECE has been introduced. This program also states that children of age 4,5and 13 can start pre-primary, primary and secondary level education respectively and expect to complete school education at the age of 16 years.

3 Review of literature and Theoretical Framework

This chapter depicts the brief history of the formal education system and the history of decentralization in Nepal followed by the concept of decentralization in education, quality of education and theoretical framework of this study.

3.1 History of Formal Education System in Nepal

There are many literatures about formal Nepalese education system. About the formal Nepalese education system, (Khanal, 2010) states that Formal Education System has begun in 1854 in Nepal. The first school was established in 1854 in Kathmandu with the name of Durbar (Palace) school in the ruling period of Prime Minister Jung Bahadur Rana. (Caddell, 2007) states that the Durbar school was highly influenced by external models of education system particularly it is called English system of education (p. 4). Ranas ruled Nepal for about 104 years (1846-1949) and Ranas ruling period is known as black night in history of Nepal because of policy adapted by Ranas towards education, politics. (Wood, 1965) states that there was only 2% literacy rate at the end of Rana regime (as cited in Khanal, 2010, p.150) because educational opportunity was limited to the Rana family and only those people who were liable to the Ranas administration and Rana family. The democracy system rose in 1950 after decline of Rana regime and the Nepalese king opened the door of Nepal to the world. Then United States Overseas Mision (USOM later named USAID) entered into Nepal not only to provide financial and technical support (Caddell, 2007, p.10) but also influencing Nepalese education system in Western way. At that period, there was public awareness increasing about education, teacher training, uniform curriculum, supervision, Community School management, infrastructure development. As a result, there were many educational institutions, School were built by community itself, government and joint collaboration of community and government in the period of 1950s and 1960s.

Shah (1993) and Onta (1996) explain that late king again sacked the democratic political system and publicly elected democratic government in 1961 and there began autocratic political party less system so called Panchayat system in which king had supreme power. After 10 years in 1971, there was great day in the history of formal Nepalese educational

sector with introduction of an educational reform known as National Education System Plan (NESP) 1971 whose aims were to make national integration focused on unity around common language Nepali, common religion Hindu and culture Hinduism to be faithful towards crown through media, politics and curriculum (as cited in Khanal, 2010). Those aims were designed under highly centralized and regulated system so as to government can take all authority of school management committee from local community and oppressed local level through every angle including forbid in use of mother tongue instructional medium at school level. The ruler thought that if authority transfers to the local community then people can awake up. As a result people can raise voice against the ruler. They also thought that use of mother tongue at primary level helps poor and indigenous people to uplift their status in the society which can be danger to the concept of one nation, common language, common religion, common culture especially faith of people in crown can be lessen. This Plan had brought reform program for each school and each under this program has an assistance committee. Members of an assistance committee were nominated by the government and function of that committee to work as an ancillary body of the DEO to make sure that whether school were adapting government`s policy and directions. There was formation of many educational plans during 30 years autocratic party less Panchayat system in Nepal.

3.2 Background of Decentralization System in Nepal

If we go back to the history of Nepal, it is found many examples of decentralization system. ``Nepal adopted decentralization as a Nepalese government policy in third plan (1965-1970) for associating and involving in decision making process with reference to planning and development at local level. Nepal followed decentralization as a strategy for development . Currently, Local Bodies (LBs) exercise and local development activities per the Local Self Government Act (LSGA), 1999 and Local Self Governance Regulations (LSGR), 1999, Local Body (Financial Administration) Regulation 2007 as well as other related rules and operational manuals. VDCs are run by a committee headed by respective VDCs Secretaries with two other government employees in the absence of elected bodies after 2002. At district level there is no government –constituted committee but Local Development Officer (LDO) operates and manages the DDC (District Development Committee). All Party Mechanism (APM) was established to advise government employee in the absence of elected representatives at both the VDCs and DDC levels`` (NIBR, 2011, p. 17).

3.3 Decentralization / School governance:Meaning & Scope and School governance in Nepal

Many authors define the term ``decentralization`` in different ways. Welsh& Mc Ginn (199) viewed decentralization is a commonly used ambiguous concept that needs yet to be defined but interpret differently. Gershberg (1998) has stated decentralization as a slippery concept. When analyzing the word ``decentralization`` it is logically seen as a process- isation rather than static situation. It means it is a process and it should be stopped at some point after desirable outcome is achieved. Then what is actually decentralization meant?

Though, the major problem is with both advocacy and implementation of decentralization policies (Chapman, 2002; Bray, 2003a). Hanson (1998) states it is ``the transfer of decision-making authority, responsibility, and tasks from higher to lower organizational level or between organizations`` (p. 112). More particularly, when transferring the power to a lower level, which is supposed to be a powerless level within the organization; Lauglo (1995) claims, ``transferring authority to geographically dispersed public institutions`` When analyzing the definition given by Hanson (1998) what kinds of power, authority, responsibility, and the task are supposed to be transferred from higher level to lower level?

By summing up the definition of the many authors, I would like to define decentralization is process of transfer of authority from national level to subnational. According to Dyer & Rose (2005), decentralization is the process of handover of political authority and power, resources, administrative task and duties from one level of decision making to another level (as cited in Khanal, 2010, p. 146). It can be useful to transfer authority such as different political, managerial and administrative task for example ; teacher recruitment process ,preservation of fixed and capital asset of School to the different subnational so that central unit can reduce not only their burden but also provides local bodies to meaning of their existence. Specific local unit has more knowledge of their own social need, resources in their society than central unit. While talking about educational decentralization within the educational organization because of the power shifting from one level to another, there are four kinds of locational authorities such as central government; provincial , state or regional governing body; municipal, country or district government; and Schools (Weslsh & McGinn, 1999, p. 17).

Figure 1: Images of Decentralization
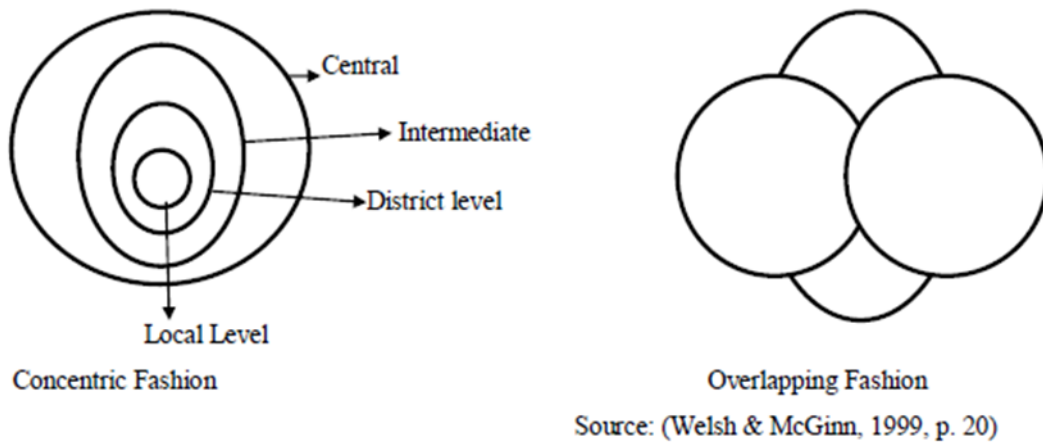
Figure 1: Image of Decentralization

The governance of educational management system has been decentralized in order to make efficient management and governance shifting power from central government to local level (Roka, 2012, p. 5). In this context, Welsh & McGinn (1999) have claimed that whatever may be nature of decentralization, it has two type of image such as concentric fashion and Overlapping fashion while shifting authority from one location to another. According to them, decision are made at Central Level in concentric fashion whereas most of decision are made at Local level in overlapping fashion (Welsh & McGinn, 1999, p.20). Concentric fashion is found in Nepal because Curriculum Development Centre (CDC) designs a national curriculum at central level and every schools either community or institutional school follow the same curriculum (MOES, 2008). In addition to that Local Body (LB9 has right to design some local curriculum along with national curriculum and as a district level educational governing body, there is a DEO which monitors the schools specially community based school at local level in the district (MOES, 2008). Welsh & McGinn (1999) further state about hierarchical structure of both private and public sectors.

> In both sectors, organizations are mostly hierarchical in structure that is led by the leader having multiple layers of authority which applies same in educational organizational as well. The minister is at top level that is attached downward with more directors- general, each of whom is connected downward with more directors, and directors who supervise more education officers (p. 20).

Different authors have different views about the degree of decentralization but in general, (Rondinelli et al.,1984) states that decentralization is divided into four level of transfer of authority (1) de concentration (2) delegation (3) devolution and (4) privatization (as cited in McGinn & Welsh, 1999, p. 18). According to Khanal (2010) De concentration refers to the transfer of authority to implement the rule but not authority to make final decision to lower unit that means control and authority of final decision remains to central authority only workload is shifted at subnational level. Delegation is stronger type of decentralization than De concentration. Although authority of making decision is shifted to lower unit in delegation, authority still remains control under central level. It can be withdrawn at the discretion of delegated unit. Devolution is the strongest type of decentralization in which local unit has full authority to make decision without asking to higher level. About devolution, (Ab-Duhou, 1999) states that local units or subnational levels are autonomous and independent in devolution in which central unit have authority to supervise indirectly over local (as cited in Khanal, 2010, p. 146). Similarly, Privatization is the outcomes of decentralization and it extends such reform in School by extending choice and privatization of educational delivery (UNESCO, 1993, pp. 59-63).   Moreover, Welsh & McGinn (1999) has added about privatization of education that privatization of education is also a form of decentralization. "There are three type of `private` school governance (1) Publicly subsidized, privately funded and managed schools which do not charge fees and follow government guidelines(2) Publicly subsidized, privately funded and managed school which charge fees but enjoy relatively autonomous and (3) Private school that are autonomous from public control (p. 49).

If we go back to history of Nepal, after demise of political party less Panchayat System, there was restoration of democracy in 1990 and it had brought different innovative concept in many sectors, decentralization is one of them (Khanal, 2010). He adds that democracy began to reform in many sectors including education through decentralization and to fulfill that reform promulgated a Decentralization Act 1998 which aimed at devolving authority from central to lower unit such as Village Development Committee, Municipality. Decentralization Act was introduced in education sector in 2002 after parliament amended the Education Act, 1972 (7th amendment). According to this Act, SMC can take responsibility of public school by signing agreement with DEO. Fiske (1996) and Welsh and McGinn (1999) state that after Decentralization Act 1998 ,there were found mixed results and lack of consensus among large political parties specially , Maoist and other political parties regarding concept of World Bank about decentralization, which is first and essential condition   for success of

decentralization (as cited in Khanal, 2010, p. 152). Shields & Rappleye (2008) say that Maoist the largest elected political party by Nepalese public was opposing decentralized education system (as cited in Khanal, 2010, p. 152). During Civil war they had promised with public that they force state   to provide free education up to secondary level so that they stood against decentralized education system. In this context (Carney et al., 2007) reveals that Maoist were afraid that other party wanted national government or nation to withdraw to invest fund in public education in the name of decentralization education system and they wanted state play vital role in education sector"(as cited in Khanal, 2010, p 152). Ultimately, whatever may be written in policy document about nature of educational decentralization in Nepal, the GON looks like to follow mixed type of decentralization policy in education sector. According to policy document GON has devolutionary decentralized education policy but in practice it has implemented educational decentralization with the nature of devolution and delegation because of its local realities.

According to MOES (2008), ``policy of educational decentralization are clearly mentioned in policy document. It states that educational governance will be shared responsibility of the central and local governments. In addition to that the relationship between authority and accountability between the national and subnational, and local levels will be fully aligned with any future changes in overall government structure. school management function will remain within the SMC. The emphasis will be placed on SBM accountable to parents and children. The current scheme for community management of schools will be encouraged (p. 25).``According to decentralization Act, local educational governing body at local level are VEC at VDC, PTA at school level in the community where school is situated and SMC at school level respectively.

3.4   Reasons/Rational behind educational decentralization in Nepal

There are different views about educational decentralization. Fiske(1996) states that decentralization is a useful tools in shifting financial responsibility away from central government to the regional and local bodies followed by an increased total spending(pp. 24-26). Based on the reason of other researchers and purpose stated by policy makers for educational decentralization, Daun (2007) claims that there may be following reasons behind decentralization in education: 1) Inability of government to financing in education due to

increase in educational cost; (2) cultural factors; (3) weakening legitimacy of the state or public sector; (4) state overload; (5) declining performance of the education system; (6) global and international pressure (p. 28). Similarly, Winker (1993) has divided reason behind educational decentralization into four broader categories: educational financing, efficiency, accountability & effectiveness and redistribution of political power (p. 102).

Furthermore, Welsh & McGinn (1999) have argued that inability of government to finance in education based on the political-economic paradigm advocating the role of private sector as well as encouragement of NGOs in education should be included in order to share the responsibility of financing education (p. 27). Further, they have added about efficiency of teachers and central bureaucrats that they are forced to shift decision-making authority from central to local unit because of unexpected increase in student enrollment but not in the number of teachers in the same ratio. Furthermore, they have stated that participation of community could not only encourage government to be more accountable to education but also their local voice could be heard through collective decision making process. In addition to they have claimed that local people would demand efficient and quality service delivery through directly to cost of financing education. It can increase the sense of ownership to the people about education. They have also claimed that redistribution of political power is one reason of educational decentralization because central level units are not able to solve all local level. For this purpose they need to identify the local needs at first so that participation of local people in decision making process directly could be good way to find faster solution of the problem (p. 9).

Many donor agencies like bilateral and multilateral agencies are stronger and more powerful imposer in decision of education policies in underdeveloped countries (Brock_Utne, 2000). In this context, Steiner-Khamsi (2012) states that many donor agencies and World Bank are not only donor agency but also global policy adviser for national government. Those all agencies give emphasis on educational decentralized system. In addition to that many international level educational campaign EFA 2000 and Dakar Framework for Action to achieve EFA goal with quality education by 2015 is also one of the reason of educational decentralization.

3.5 Types of School in Nepal in recent context

According to (DOE, 2009), there are four types of schools are found in Nepal in recent context:1) Community aided school; (2) Community Managed School(CMS); (3) Community unaided school and (4) Institutional school (p. 6). According to this report, the school which is fully supported by government for salary of teacher including other expenses is called community aided school whereas the school which is fully supported by government for salary of teacher and other expenses but the responsibility of management of school lie in community is known as CMS. Similarly, the school which receives partial support from government or does not receive any support from government is called community unaided school. Likewise, the school which is supported by parents and trustee is called Institutional school. In addition to that there are some other type religious school such as Gurukul, Gumba/Vihar, Madrasa which have receive support from government when they have been mainstreamed into formal education system by registering with DEO and following the Education Act and Regulation(DEO, 2009; as cited in Roka, 2012, p. 6). Flash I report of MOE, DOE (2011) states that there are total numbers of 33,160 community schools found in Nepal but there is only few number of CMSs are found in Nepal. According to this report, although government is interested to handover all schools to community, communities are not interested to take all responsibility and authority. The main reason behind it is that every community is not capable of taking responsibility of authority of community school. And another reason is teachers are against this process because they are feeling insecure about their job.

According to the flash I report[9] recorded by MOE (2011, p.5), there are total 33160 Schools in Nepal, among them, there were 32,684 primary (grade 1-5), 11,939 lower secondary (grade 6-8), 32,685 basic (grade 1-8), 7266 secondary (grade 1-10), 2564 higher secondary (grade 11-12) and secondary (grade 9-12) Schools. This report also states that there are 31,089 number of community-based ECD/PPC and school-based ECD/PPC in Nepal in which 4.316 pre-primary level schools are conducted through institutional schools and remaining (26,773) are conducted through community Schools. Similarly, 766 are religious school such as Gurukul Aashram, Gumba/ Vihar, Madrasha are found in Nepal. Furthermore, this report states about average school-student ratio that 1:152 at primary (grade 1-5), 1:142 at lower

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[9] Flash report is published to provide overall statistics about schools by DOE under MOE. Flash I is the beginning of school year census and Flash II is the end of school year census. Flash reports of all schools are sent to the DOE and it publishes national flash report based on the data provided by schools. Hence, data on equity, quality, efficiency and access the indicators of contemporary sectoral program are obtained from the flash report.

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secondary (grade 6-8), 1:202 at basic (grade 1-8), 1:112 at secondary (grade 1-10), 1:124 at higher secondary (grade 11-12) and 1:150 at secondary (grade 9-12) level are recent school-student ratio in Nepal.

3.6   Student Enrollment trend at School Level in Nepal

MOE (2011, p. 5) states that there are total number of students found at primary level, lower secondary level and basic level this School year are 4,951,956; 1,699,927; 6,651,883 respectively. Those number of student is the result of increase in number of student at respective school level by 3.5% and 2.7% comparing to previous school year, this report adds. Similarly, among total students enrollment, there are 11.9%, 13.6% & 12.3% students are enrolled at primary level, lower secondary level and basic level respectively in institutional school whereas 88.1%, 86.4% and 87.7% students are enrolled at respective school level in community school. Likewise, out of total school level student`s enrollment, girl`s enrolment occupies 50.1% which is almost 50% of total enrolled student at school level. According to this report, there are 50.5% girls are enrolled at primary level while 49.9%, 50.2%, 48.8%, 50.7% and 49.3% at lower secondary level, basic Level, secondary level (grade 1-10), higher secondary level and secondary level(grade 9-12).

MOE (2011, p. 5) further states that the Gross Intake Rate (GIR) and Net Intake Rate (NIR) in Grade one are 142.4% and 89% respectively. Moreover, GIR is decreased by 1.6% and NIR is increased by 2.6% this School year compare to School Sector Reform (SSR) target which was expected to achieve 140% GIR and 86% NIR this school year. Similarly, Gross Enrollment Rate (GER) are 139.9%, 94.5%, 124.4%, 66.3%, 26% and 46.2% at primary level , basic level, lower secondary level, secondary level (grade 1-10), higher secondary level and secondary level (grade 9-12) respectively. GER at primary level is decreased this year compare to last year which was 141.4%. The SSR target for this year is to achieve 128% and 47% GER at basic Level and secondary level respectively. The overall Survival Rate for grade five is 80.6% including 81.2% for girls and 80.4% for boys whereas SSR expected target for this year is 65%.

According to MOE (2011, p.5), there is significant improvement in gender parity at school level. This report indicates that Gender Parity Index (GPI) at primary level, basic level, lower secondary level, secondary level (grade 1-10), higher secondary level and secondary level

(grade 9-12) are 0.98, 0.98, 0.98, 0.98, 1.04 and 0.98 respectively. This report further states that expected survival rate for grade eight for SSR for this year is 49% whereas overall survival rate for grade eight is 66% with 65.2% boys and 67.2% girls.

3.7 Teachers

Teacher plays vital role in providing quality of education. In general, teacher is defined as a person who involves in teaching profession and transfer the knowledge of prescribe curriculum to the students in efficient way. There are different hierarchy levels of teacher at different level. According to MOES (2008, p. 26), In all level, head teacher is the leader of teacher who involves in different academic task such as professional supervision, teacher assignment and administrative tasks, managing teacher schedule, records and other non-teaching staffs. In addition to that he/she has authority to set standard to evaluate performance of teachers, evaluate it and use that result for feedback which ultimately helps to provide quality of education. This report also indicates that the SMC plays vital role in making performance contract with school head teacher.

There are 80.7% teachers at primary level , 63.6% & 85.1% at lower secondary level and secondary level are fully trained respectively in all types of schools in Nepal whereas those are 82.9%, 65.2% and 87.9% at respective level in community school respectively (MOE, 2011, p.5). Similarly, it shows that the student-teacher ratio (approves as a teacher) in community schools are 43:1, 57:1 and 35:1 at primary level, lower secondary level and secondary level respectively. This report also states that there are 17,273 primary level students are found to use their mother tongue as a transitional language to interpret subject matter in better way during teaching-learning process. In addition to that it focuses on average 66.3% of students have received full set of textbook within second week of academic session 2010/011. According to statistical record, the availability of textbooks to the student looks little bit frustrating regarding question of quality of education. It is bitter truth that student of some remote do not receive textbook until last session of school.

3.8 Implication of educational decentralization/ school governance

In general,the success of decentralized educational policy depends on its implementation in practice in order to achieve quality of education. There is no any doubt that decentralized is related transfer of authority of decision making process from central level to lower level but it is better to ask how it is transferred. It is clear from review of literature related with decentralization, idea of SBM is considered as a holistic approach to education decentralization.

3.8.1 School Based Management (SBM)

According to Grauwe`s point of view, ``SBM, school-based governance, schol self management and school site management: different terms with somewhat different meaning, but all referring to a similar and increasingly population trend, which consists of allowing schools more autonomy in decisions about their management; that is, in the use of their human, material and financial resources`` (Grauwe, 2004 as cited in Reda, 2015, p. 82).

SBM is the decentralization of authority of central government to school level (Caldwell, 2005 as cited in Patrinos & Fasih, 2009). It is a mechanism to decentralize education to provide quality education by improving at quality of service delivery of education to the student. For this purpose, it is essential to increase public participation in decision making process. As a result people are satisfied and they may be accountable to education of their children which ultimately can be fruitful in providing quality of education. It is one of successful mechanism to decentralize education.

Haug (2009) and Hanson (1990) state that SBM is an approach which devolves the power from the central government to the school level. When transferring the power to school level, Patrinos & Fasih (2009) have discussed on the basis of two dimensions that means the devolve of the degree of autonomy (what) and authoritative stakeholders (who). In addition, Patrinos & Fasih (2009) have classified four models as dimension of SBM (Patrino & Fasih, 2009). According to them, those model are as follows: 1) Administrative control SBM which devolves the power to school head teacher that means head teacher plays crucial role in decision making process in a such way that students can get quality education. (2) Professional control SBM which devolves power to the teachers that means teachers are at central decision making process. The teacher has authority to use their knowledge for school and to the students. (3) Community control SBM advocates about authority of decision making power to the community people and parents so that they may be accountable to

quality of education for their children. (4) Balance control SBM which devolves decision making power between parents and teacher such as PTA.

By summing up aforementioned views, SBM is a process to improve quality of service delivery of education to students by transfering authority from central level to local level in order to increase their(Parents and community people) participation in decision making process of school management. It causes increase in satisfaction level of people. As a result, they may force force teachers to imrove in their teaching skill for quality of education.

Acoording to LSGA (1999) & MOES (2008), VEC, PTA and SMC are local level and school level educational governing body in Nepal and they work through SBM mechanism in order to provide quality service delivery of education to the students at school level as well as they actively participate in school governance and management to fulfil their aims. Further, they are three parts of effective School Management System.

3.8.2 Village Education Committee (VEC)

In Nepal, the VEC has right to participate in decision making process at local level. In other word, they are found to actively participate in school governance and management activities. According to insert of 7th amendment (2001) of Education Act 1971, VEC has authority to make decision about school management and supervision inside their VDC (p. 10). It also plays important role in quality service delivery of education by forcing school administration. According to this Act, VEC is formed in following way:

1)   President of VDC or person authorized to act in the same post- Chairperson.

2)   One person nominated by DEC from among the chairperson of SMC of the school running within the VDC area- Member.

3) Two persons including one woman, from among the social workers or educationists nominated by VEC- Member.

4)   A School Supervisor from concern area- Member.

5)   The member of DDC of the area in which the School is located – Member.

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6)   A Head Master from the excellent school as evaluated by VEC among the community schools running within the VDC area- Member Secretary.

The tenure period of nominated member of VEC as per Sub-Clause (1) is two years however; it can be dismissed nominated member anytime if they are found improper to the post. But they will have provided an opportunity to absolve them from the charge. Because of lack of elected local governing body from last many years, function of VEC is done by local level government officers under local development office (LDO).

3.8.3 Parents-Teacher Association (PTA)

According to 7th amendment (2001) of Education Act 1971, PTA is a school level governing body which is collaboration between respective school teachers and parents in that community. It is not mandatory that children of that parents to study at the same school. The primary aim of their collaboration is regulate and asses the student achievement and attendance in school and classroom in order to maintain academic standard. The SMC is responsible to form PTA.

3.8.4 School Management Committee (SMC)

The School Management Committee (SMC) is the heart of school governance and management. In addition to that it is local level or school level governing body. It involves in different administrative and managerial task with the authority. The nature of its formation of structure may be different in community school and institutional school.

A. Formation of SMC at community School is like follows

According to 7th ammendment of Education Act 1971(p. 11), SMC at community school is formed for its operation, management, supervision in the following way:

1) A person selected by the parents from among themselves- Chairperson.

2) Three person including one female, selected by the parents among themselves- Members.

3) The ward president of the concerned ward of the VDC or municipality where the school is situated- Member.

4) One person nominated by SMC from among local intellectual or educationists – Member.

5) One person nominated by SMC from among founders of the school or donors to the school- Member.

6) One person selected by the concerned school teachers from among themselves- Member.

7) Head master of the school- Member-Secretary.

B. Formation of SMC an institutional school is like follows

According to 7th amendment (2001) of Education Act 1971 (p. 11-12), the SMC at institutional school is formed as follows:

1)   One person nominated by District Education Officer on the recommendation of the concerned school from the founder or the investor of the school- Chairperson.

2)   One person nominated by the SMC from among the parents- Member.

3)   The Ward president of the concerned ward of VDC or municipality where school is situated- Member.

4)   One person from among the local intellectual or educationists nominated by VDC or municipality- Member.

5)   One person selected by the concerned school teachers from among themselves- Member.

 6)   School Supervisor of the concerned area- Member.

7)   The Head master of the school- Member-Secretary.

The tenure of the office of president or selected or nominated members of afore-mentioned School according to sub clause (1) and (4) is two years. The president or nominated member of SMC in both schools can be dismissed by nominating parent, authority or units if they are found to guilty of misconduct and improper to the post. But, they will have provided an opportunity to absolve them from the charge.

3.9 Perception of the stakeholders on Implication of Education decentralization/ School governance to the Quality of education

Different authors have different views regarding implication of decentralized education/school governance[10] to the quality of education. There are three different ways to interpret decentralization in most developing countries as follows : ``asking the elected local authorities to take charge of education in their area, strengthening the role of regional and district education offices and increasing school autonomy in resources management`` (IIEP, 2004, p. 1). According to Winkler & Boon-Ling (2007), ``Whether elected school management committees reflect their communities or are dominated by political elites; whether newly empowered decentralized units have ability to carry out their new functions; and whether central education ministers provide the technical and information support necessary for good governance and accountability``(p. 2).

Winker & Boon-Ling (2007) states implication of any form of decentralization depends on its capacity to improve quality of education based on need of learners with reflection of desire of community of respective learner with increase in access to education.

Hannaway & Carnoy (1993, as cited in Carnoy, 1999) has argued that if local educational authorities take the responsibilities for educational service delivery, the reason given by reformers is that educational quality will improve. Similarly, CERID (2004) claimed that ``the transfer of school management was to empower the local community by enabling them to participate in local school. The participation of local people would create the feeling of ownership creating accountability that would improve quality in education by improving access and achieve the goal of EFA. In addition, transfer of school management was to create government – community partnership in the matter of local education ``(pp. 4-5).

This claim is based on the fact that sense of ownership of local people in school management could improve the quality of education as well as local authority have more knowledge about resouces available in their community and they are able to identify and mobilize those resources effectively based on the local needs.. Further, decentralized education is responsible

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[10] School governance regarding school management to the quality of education..

for improving quality of education and relevancy of local education. On the question of how this reform has impact in education. Carnoy (1999) has explained it in the more practical way:

> this reform increases the control over curriculum and teaching methods of local communities and the teacher and principals of the schools themselves- this on the assumption that it increases flexibility and control allows for a better fit between educational methods and clientele served, as well as greater accountability for educational results (p. 38).

That means education decentralization reform increases the possibilities to design local curriculum, program and activities based on local needs. Furthermore, it may be causative factor to increase local variation regarding economy and funding of as well as quality of education (Opheim, 2004).

Along with the same statement, Dakar Forum (EFA, 2000) identified several elements as necessary for quality in education as stated in UNESCO (2009) that among them well nourished, motivated students; well trained teachers using active learning techniques; adequate facilities and materials; a relevant, local language curriculum that builds on teacher`s and learner`s knowledge and experience; a welcoming, gender sensitive, healthy, safe environment that encourages learning; and clear definition and accurate assessment of learning outcomes (p. 108).

Furthermore, ``communities themselves take over running of schools and recruitment of teachers, and they initiate a curriculum for indigenous language teaching`` (UNESCO, 2009, p. 154). The reason behind is that locally hired teachers are more likely to `` be familiar with the cultural context in which they are working, with potential benefit for quality and relevance of their teaching`` (UNESCO, 2009; p. 189). Similarly, Patrinos & Fasih (2009) has supported with the same line as `` most countries whose students perform well in international student achievement test give their local authorities and Schools substantial autonomy over adapting and implementing educational content, allocating and managing resources, or both`` (p. 6).

3.10 Quality of Education

It is really difficult to define quality of education in a single way. Many Scholars have many views about quality of education. Based on the situation of different nation, its definition may be varying from developed nations to developing nations.

According to C.E. Beeby (1996), quality of education in developing country is conceptualized in 3 different levels. 1) The first level is about Classroom quality which is related to the acquisition of measurable knowledge and learning skills as well as harder to measure behavior and attitudes, including ``habit of industry…attitudes of respect for authority and love for the country``(Beeby, 1966, p. 11, as cited in Roka, 2012, p. 14). 2) The second level deals that quality education must be able to fulfil the economic goal of the learner`s community where he lives. 3) The third level states that quality is judged by broader social criteria (Barrett et al. 2006, p. 3) which is similar concept with understanding approach to ``external quality`` (UNESCO, 2005). EFA Global Monitoring report (2005) states that education should enable student to achieve full cognitive, emotional and creative capacities (p. 30).

In the Nepalese context, quality of education gives emphasis on overall holistic development and high learning achievement of the children with five indispensable basic components such as teachers, textbooks/instructional materials, learning environment, School improvement, management and capacity building (Nepal Education for all, core document 2004-2009, p. 30). There are many international campaigns about quality of education. EFA, Dakar framework of Action 2000 is one of the most influential. It focused on access to available quality of education is right to every child. EFA Global Monitoring Report (2005) states that achievement of universal participation in education will be fundamentally dependent upon the quality of education available (p. 29). It further states that quality as prerequisite to achieve fundamental goal of equity and has declared that quality of education is responsible for determining enrollment, retention and achievement. Similarly, it has defined quality in broad way by covering ``the desirable characteristics of learner (healthy, motivated student), process (competent teachers using active pedagogies), content (relevant curricula) and systems (good governance and equitable resource allocation) `` (EFA Global Monitoring Report, 2005, p. 29). Likewise, in the second of six goals set by Dakar Framework for Action is clearly stated to all nations to make promises to provide good quality primary education. Moreover, it's all commitment have focused on improving all aspects of education so as to nobody will be

deprived from getting better learner outcomes, especially in literacy, numeracy and essential life skills (EFA Global Monitoring Report, 2005, P. 29).

Many researchers have found that there is progress in access and equity of education in Nepal than that of quality in compare before EFA 1990 campaign. According to (Engle et al.,2007) that disadvantaged children are attending pre-school education with significant gain in cognitive development which leads to subsequent increase in enrollment and progression through primary school.

3.10.1 UNESCO Framework for understanding Educational Quality

It is difficult to measure quality of education. UNESCO has made a framework called UNESCO framework for understanding educational quality in order to measure the quality of education. The dimension of education refers to the framework for understanding educational quality. There are many elements within this framework and it is difficult to find their direct relationship. But these elements affect core teaching and learning process. The core dimensions are major dimensions that directly influence the achievement of learners.

The Chart given in the next page reveals the Framework for understanding education quality. In the Chart, core dimension of education system has been shown. These dimensions are related to each other in the teaching-learning process. This Chart is focused on five dimensions of education quality which are as follows:

1)   Learning characteristics dimension.

2)   Contextual dimension.

3)   Enabling input dimension

4)   Teaching and learning dimension

5)   Outcomes dimension

 These dimensions are playing crucial role in service delivery of quality education. Each dimension will be discussed below in brief.

Figure 1.1: A framework for understanding education quality
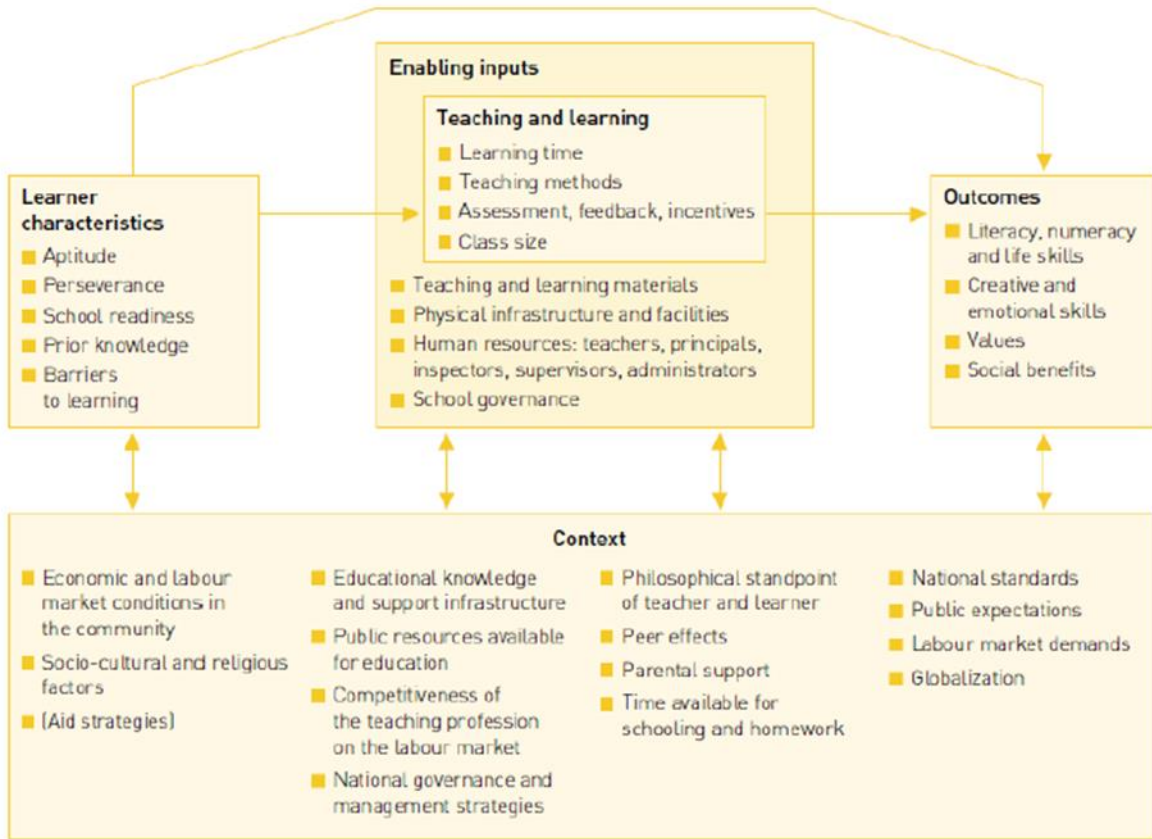
Source: EFA Global Monitoring Report 2005

Figure 2: A framework for understanding education quality

Learner characteristics dimension refers to the pace of learning, diverse background of each individual learner in the process of learning and teaching. ``Important determining characteristics can include socio-economic background, health, and place of residence, cultural and religious background and the amount and nature of prior learning. It is therefore important potential inequalities among students, deriving from gender, disability, race and ethnicity, HIV/ AIDS status and situation of emergency are recognized. These differences in learner characteristics often require special responses if quality is to be improved`` (EFA Global Monitoring Report 2005, p. 35). School system works with children who came with them. Physically and psychologically healthy children learn well. Beginning first three years of life is determinant to provide basis for healthy schooling experience (Mc Cain & Mustard 1999). Adequate nutrition is critical for normal brain development in the early years, detection and intervention for disabilities can give children the best chance for healthy development. Prevention of infection, disease and injury prior to school enrollment are critical

to the early development of learner which ultimately helps to provide good quality of education because healthy mind in healthy body. In addition to that higher parental involvement helps to higher learning achievement and grade improvement. Regular attendance is mandatory to consistent and quality education. A child`s exposure to curriculum – his/her opportunity to learn – significantly influences the achievement and exposure to curriculum from being in School (Fuller et al., 1999).

Similarly, Contextual dimension is another important dimension refereeing to in what context the learning and teaching process takes place. There is mutual relationship between society and education. ``links between education and society are strong, and each influences the other`` (EFA Global Monitoring Report 2005, p. 35). Education can help to change society by improving and strengthening skills, values and communications, mobility (link with personal opportunity and prosperity, personal prosperity and freedom. In short term, however, education usually reflects society rather strongly: the values and attitudes that inform it are those of society at large. Equally important is whether education takes place in the context of an affluent society or one where poverty is widespread. In the latter case, opportunities to increase resources for education are likely to be constrained. More directly, national policies for education also provide an influential context. For example, goals and standards, curricula and teacher policies set the enabling condition within which educational quality; international aid strategies are influential in most developing countries.

Furthermore, Enabling input dimension deals about different aspect such as materials, human resources management and school governance which are responsible to determine the successful of teaching-learning process. In the other word, other things being equal, the success of teaching and learning is likely to be strongly influenced by the resources made available to support the process and the direct ways in which these resources are managed. It is obvious that school without teachers, textbooks or learning material will not be able to do an effective job. In that sense, resources are important for education quality- although how and to what extent this is so has not yet been fully determined. Inputs are enabling in that they underpin and are intrinsically interrelated to teaching and learning processes, which in turn affects the range and type of inputs used and how effectively they are employed.

The term ``material`` includes daily teaching –learning materials, textbooks, teaching method, different physical infrastructures like library, classroom size with essential facilities and other infrastructures. The term ``human resources`` includes teaching staff (teachers) and

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non-teaching staff such as manager, administrator, supervisor and support staff. Teachers are vital to the education process. They are both affected by macro context in which it takes place and central to its successful outcomes. Useful proxies here are pupils/teacher ratio, average teacher salaries and the proportion of education spending allocated to various items. Material and human resources together are often measured by expenditure indicators, including public current expenditure per pupil and the proportion of GDP spent on education.

In addition to that the term school governance is related with School organization, management and leadership such as VEC, PTA, SMC which can provide favorable environment for effective teaching –learning process (as cited in Roka, 2012, p. 17). In the other word, enabling school –level governance concerns the way in which the school is organized and managed. Examples of potentially important factors having an indirect impact on teaching and learning are strong leadership, a safe and welcoming school environment, good community involvements and incentives for achieving good results.

Moreover, teaching and learning process dimension is closely nested within the support system of inputs and other contextual factors. It deals about ``actual teaching and learning process in the classroom including student time spending in learning, assessment methods for monitoring student progress, style of teaching, the language of instruction and classroom organization strategies`` (EFA Global Monitoring Report 2005, p. 37). In general, this dimension deals about actual classroom teaching-learning process.

Ultimately, Outcomes refers to overall result after teaching-learning process which can be evaluated comparing with pre-determined objectives. They are most easily expressed in terms of academic achievement (sometimes as test grades, but usually and popularly in terms of examination performance), though the ways of assessing creative and emotional development as well as changes in values, attitudes and behavior also have been devised that means emotional development of children, change in value, attitude and their behavior. Other proxies for learner achievement and for broader social or economic gains can be used; an example is labor market success. It is useful to distinguish between achievement, attainment and other outcome measures- which can include broader benefit to society. There are different tools to measure the behavioral changes.

3.10.2 The strategy of EFA Nepal National Plan of Action: Quality of Basic and Primary Education

EFA Nepal National plan of Action has adopted the UNESCO Framework for understanding Educational Quality in order to maintain educational quality. For this purpose it has prepared comprehensive lists of indicators under four areas and four phases of the framework: 1) System support, 2) Input, 3) Process and 4) Output/ Outcomes. They are shown in a table given below. The table shown below is taken from report of Minisrty of Education 2003b as cited in Roka, 2014, p.59.

Table 1: Quality Framework in Nepalese Context

System Support Indicators	Areas of Input Indicators	Areas of Process Indicators	Output ad Outcome Indicators
National Policy Support	The school management system	The teaching and learning system	Higher national norm of student achievement.
Political Commitment	Teacher management system	Curriculum transaction and instruction system	Positive impact on social community life
Support of Civil Society	Physical facilities management system	The student achievement assessment system	Increase quality of social and economic life
Legal Provisions Change in Role			Higher rate of ability

Source: (MOE, 2003b, p. 68)

Table -1 Quality Framework in Nepalese context

3.11 Theoretical Framework: Decentralization Theory

When establishing the conclusion deriving from review of literature then it can be formed theoretical basis in the following way. There are four form of decentralization (1) deconcentration (2) delegation (3) devolution (4) privatization. There are many reasons of applying decentralization model in many sector including education. The reasons of decentralization may vary according to nations, context. The efficiency, accountability & effectiveness, globalization & international pressure and redistribution of political power

(democratization) are some crucial reasons that propels to devolve power and authority to the community people. Notably, educational decentralization seems to work through SBM. The role of SMC could be strong through practical implementation of decentralized education at school level or local level. Eventually, SMC and LB can enjoy greater autonomy throgh supervision of teachers, head teachers, making decision about designing of local curruculum and usage of medium of mother tongue instruction at primary level, resource identification, mobilization and allocation, making coordination among school, teachers, head teachers, community, increasing sense of ownerskip to the community and make them accoutable towards school in order to provide quality service delivery of education to achieve quality of education.

Figure-1.2 Theoretical Framework   Source: Author
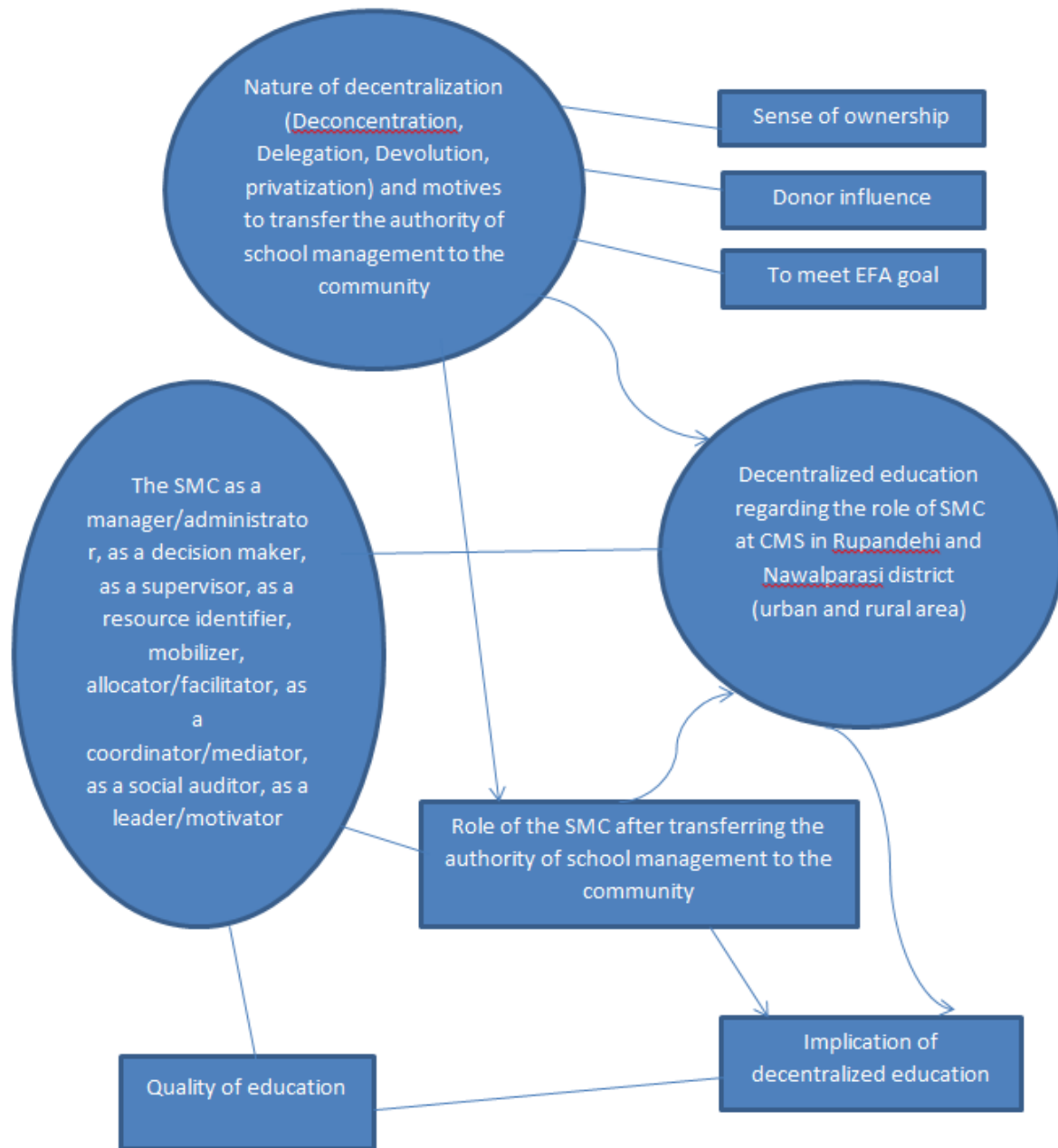
The figure shown above is an outline of the theoretical framework for this study. From the review of literature, it is clear that there are four types of models of decentralization around the world, however the implementation of types of decentraization are determined the context of concerned nations, their needs. There are certain motivation to decentralize education system via SBM i.e. means SMC , for example, to increase the sense of ownership to the community people, influence of the donor agencies and to meet the goals of EFA. CMSs are enjoying greater degree of educational decentralization through the SMC. In addition,

decentralization increases the participation of the local people involving them in the decision making process of school management. When the community people that means SMC are autonomous on hiring and firing of teachers and supervision of performanc of teachers and head teachers, resources identification, mobilization and allocation, participation in decision making regarding usage of mother tongue instruction or local curriculum, it increases the sense of ownership to the local people and make them accountable towards school by creating emotional attachment between the school and community. As a result, desired outcomes that means desired quality of education will be achieved through successful implementation of decentralized education system via effective role pf SMC.

4 Research Design and Methodology

4.1 Introduction

This chapter reveals the overview of the research design and the research methods appllied for this study. This chapter mainly discusses the particular use of research methods, techniques to select sample research participants, research site, methods of data collection and analysis including all applied procedures for this study.

4.2 Qualitative Research Strategy

Some questions lend themselves to numerical answers; some don't. If you want to know how much people weigh, use scale. If you want to know if they are obese, measure body fat in relation to height and weight and compare the results to population norms. If you want to know what their weight means to them, how it affects them, how do they think about it and what they do about it, you need to ask them questions, find out about their experiences, and hear their stories (Patton, 2005, p. 13 as cited in Yeshalem, 2013).

Primary goal of this study is to analyze the role of SMC to achieve quality of education at CMS and perception of different stakeholders regarding role of SMC to achieve quality of educations. Trying to understand how and what kinds of roles are played by SMC to achieve of quality education at CMS in urban and rural area.

There are philosophical debate between social scientist about knowledge and methodology which generates facts. Kvale & Brinnkmann (2008) have mentioned that methods can be more effective to know and understand reality better than application of scientific methods. Similarly, Nelson, Treicher & Grossberg (1992) has stated that selection of method is determined by the assumption that in which context questions are asked (p. 2).

``Qualitative research tends to be concerned with words rather than numbers: as an inductive view of relationship between theory and interpretivist that stress on the understanding of social world through an examination of interpretation of that world by its participation`` Bryman (2008, p. 365). Furthermore, he adds that qualitative research strategy is an appropriate research method to study research having diverse backgrounds and diverse people

(Bryman, 2008). Based on analysis of this view, this study follows the qualitative epistemological position indicating the significance of locating qualitative research within a particular social, cultural and historical context. Semi-structured interviews (SSI) and analysis of different official documents such as report of ministry of education, district education office report, minute of SMC meeting, flash report, report of different organizations like NGOs, INGOs etc. are employed as tools of data collection methods and procedures of this qualitative study.

4.2.1 Research Design: A comparative case study design

Research design is a kind of plan of action that is designed to systematically answer the research question(s) of a study. According to Blanche, M., Durrheim, K. &Painter, D. (2006, p. 34) research design as "a strategic framework for action that serves as a bridge between research questions and the execution or implementation of the research." Research design determines the every step of whole research process such as nature of data needed to be collected, category of respondent and participant from whom data can be collected, time and methods to collect data, methods of organizing and analyzing data according to purpose of study (Yalew, 2006; Blanche, M., Durrheim, K. & Painter, D., 2006). The goal of the study, to which the research design targets to achieve, is one of the major issue that determine how the research is designed in a manner that adequately address the research question(s). The paradigm choices, the overall context of the research site are also some of the factors that help to decide the type of research design.

A case study of this research only describes about comparative dimension of urban and rural area of two districts with four CMSs. Case study is an important approach in forming fundamental study of the research work in qualitative research. Bryman (2008) states that the fundamental of case study portrays the detailed and intensive analysis of a single case. Yin (2009, p.18) also describes that case study is an empirical inquiry investigating a contemporary phenomenon in depth and within its real –life context, especially when the boundaries between phenomenon and context are not clearly evident.

Moreover, findings from four Schools based on two comparable cases (urban and rural setting) were compared with same research questions. According to Bray (2007, p. 88), ``A prerequisite for any comparative study is to establish the parameters of the chosen units of analysis. `` In this study, quality of education is the unit of analysis whereas CMSs at rural

area and urban are level of analysis. SMC became powerful after schools were transferred to community and because of it there were some changes in quality of education at community schools. Besides this, this study compares the cases of four schools of two different districts: one school from urban area and another school from rural area in both districts. At the same time, four cases (two from urban and two from rural area) were taken into consideration to compare role of SMC at CMS of rural to that of urban area in order to achieve quality of education after authorities of school management were transferred to community that means after 2003.

4.3 Location and rationale of selecting research sites

In qualitative research, selection of research site is an important factor. Generally, in qualitative research, ``Purposeful sampling strategy is used in which particular stings, persons, or events are deliberately selected for the relevant information they can provide that cannot gotten as well from other choices``(Maxwell, 2005, p. 235).

Nepal is divided into 14 zones and 75 districts, out of them Rupandehi and Nawalparasi district were selected as research site. In both district, one CMS from urban area and another from rural area were selected. School level means Basic and Primary level (from class 1-8) in this study.

Rupandehi district is situated in western part of Nepal. It is one of the most developed districts with area 1360 square kilometer and population 8, 80, 196. Similarly, Nawalparasi is situated in western part of Nepal. Nawalparasi is the industrial district and largest district in area. Its area is 2162 square kilometers and population is 6, 43,508 (CBS, 2012).

There were many reasons to select these two districts as research site. Firstly, both districts were adjacent to each other that means they were neighboring district, situated in same zone and development region so that it was easy to travel, to make time schedule and collect data. In addition to that it suits the budget. In both district, CMSs were selected from urban and rural area. Even though schools were managed by community, they were monitored by central government. As an international student from Nepal, it was important to fulfill the requirement that any international students had to conduct research in their home country.

Figure 1.3: Map of Nepal showing research site of the study
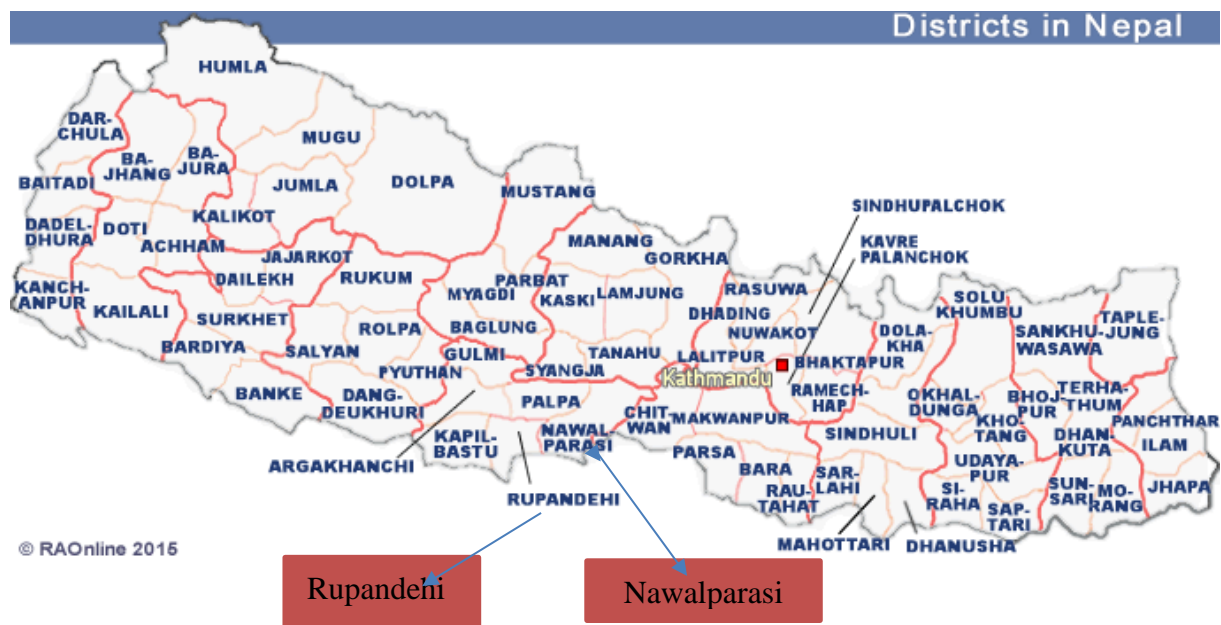
Source: www.googlescholar.com

4.3.1 Access and process of the fieldwork

``Qualitative research aims to produce factual description based on face to face knowledge of individuals and social groups in their natural settings. Qualitative research is useful for obtaining insight into situations and problems concerning which one may have little knowledge`` (Mulenga, 2012, p. 196). This knowledge and insights can be achieved by the actual interaction and observation at research site. Getting access to the field and to informants is critical, complex and challenge that most of the researchers have been experienced and I am not exception in collecting the data looms large to the qualitative

researcher, with its challenges of obtaining permission (Hammerrsley & Atkinson, 2007). As a researcher, I also faced many difficulties in the beginning during data collection at research site but I was able to find one helpful person in each district (research site) and I was able to contact with key persons (my respondants) with their help and received information from my respondant.

4.3.2 Sampling procedure

Sampling is a process of selecting a segment, for example, of people and of organizations from a population which is the group of interest to the researcher, to whom researcher may like to, generalize the result of the study (Fink, 2000; Franekel & Wallen, 2008). Purposeful sampling method was selected because this study was based on qualitative research and number of participants were determined by research questions. The participants for this study were selected from district level and School level

Table No. 2. The number of participants selected and interviewed for each category

S.N.	Participants	Male	Female	Total
1	District Education officers	2		2
2	School Supervisors	2		2
3	Resource Person	1		1
4	Head Teachers (1 from each School)	4		4
5	Teachers (2 from each School)	5	3	8
6	SMC members (2 from each School)	6	2	8
7	Students (1 from each School)	2	2	4
8	PTA members (from each School)	2	2	4
	Total	24	9	33

Source: Field visit report, 2015.

4.3.3 Selection of Schools

Sampled Schools were selected by purposive sampling methods. It was categorized into urban area and rural area CMSs. Urban area school is denoted by U and rural area school is denoted by R. school U1 and school R1 were located in Rupandehi district and school U2 and R2 were

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located in Nawalparasi district. I selected those schools because they were CMS. Another reason was those schools were managed by community people for almost one decade.

4.3.4 District level participants

DEO of every distrct is situated at head quarter of respective district and it is a district level authoritative body to implement educational policy made by MOE at all schools in the district. District Education officers are not only closer and familiar with the local people or schools but also expected to address different educational issues related with school education specially issues related to decentralized education with their effective solution as well. That means DEO can be the prime implementers of the policy at district level. This group consists of District Education Officers , School Supervisors and Resources Persons. Hence I had selected five participants for interview from this category and all of them were male (as presented in table-2). District Education Officers and School Supervisors were working before 2000 that means before introduction of decentralized education policy. Therefore, they could have knowledge that whether there was significant different in quality of education before or after schools were transferred to the community in both urban and rural area. In short they could have idea whether SMC played vital role to achieve quality education.

4.3.5 School level participants

School is the lowest level authoritative place where educational policy is implemented through SMC. I had made certain criteria to select participants of this category based on the fact that that head teacher and teachers were (a) certified teachers, (b) they were experienced teachers with more than 13 years that means they were teaching in the School since centralized education system and not retired. So that they could have comparative knowledge about before and after the school was transferred to community that means before and after 2003. Additionally, chairman of SMC who were performing their duty and had also experience as member of SMC before the authority of school management of were tranferred to the community so that they could have also comparative knowledge about before and after 2003. Similar phenomenon was used to select ther participants as well.In this context, Patton (2002) argues that it is important to get people with experience, knowledge and who know the social context of the phenomenon in the study.I had taken interview with 28 participants for

this category. Among them, there 19 male and 9 female participants (as presented in table-2) for this study.

4.4 My role as a researcher

 Hammersley & Atkinson (2007) described role of researcher in the field in the following way:

> as an insider or an outsider: an insider is someone who comes from the locality and is familiar with the social context and on the other hand, an outsider is someone who is unfamiliar and is new to the social setting.

While analyzing the view of Hammersley & Atkinson, I was playing both role in the research site. One hand, I was outsider in the field because my home town is somewhere else. On ther hand, I had feeling of being Nepali and I was doing research in my home coutry compelled me to think as an insider. I was partially familiar with both district of my research site but I was completely unfamiliar with my participants. So that I think my role as a reaearcher as a partial insider and outsider for this study.

During interview period, I had asked question based on interview guide mostly but I had asked many cross question regarding topics of research as well. I used to listen all recorded interview once after completion of it at home. Additionally, I had done a lot of interaction with them in order to create good environment. All of the respondant particularly from school level were from four CMSs in urban and rural area of two districts. Further, I had made observation of daily events such as class observation, presence and regularity of students and teachers at school, way of teaching method teacher, educational environment of the school, activitied of SMC and head teacher.

4.5   Data collection methods

I had used more than one methods during field because it was not enough to collect all data needed for my study from single method. In this context, Silverman (2000) argues that it is important to use more methods in the collection of data for the purpose of triangulation. "The main techniques used in case study methodology are observations (both participants and non-participants, depending on the case), semi-structured interviews, and document analysis"

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(Burns, 1994, p. 313). So that I had used following methods of data collection: (a) a face- to-face interviews with participants, (b) general observation, (c) the review of policy documents, and relevant documents like minutes of school management committee's meetings. Below is a detailed account of how each method was applied.

4.5.1 Semi-Structured Interviews (SSI)

The in-depth semi-structured interview is more relevant to collect primary data for personal interviews because it is flexible in nature.As a result, it is allowed both researcher and the interviewees to explore themes when they come up by providing some space for the researcher to accommodate new issues and concerns regarding the research topic. So that the interview process is flexible where interviewee can also raise the questions or issues to be discussed in interview session as well. Along with the flexibility to ask questions by the participants, questions were adjusted depending on the knowledge and experience of participants with role of SMC at CMS to achieve quality of education in Nepal. In the study, flexibility worked well in accommodating a significant theme that appeared during the fieldwork.

I had taken face to face individual interviews with my participants on the field about 30-65 minutes per participant. I had one set of question for Districl Education Officer, Supervisors and Resources Person only. I had another set questions for teachers only. Likewise,I had one set of questions for SMC and head teacher (same questions for both) only. I had one set of question for PTA members only. Further I had one set question for students only. I took interview with all my participants based on those set of questions which I had made to ask with them. Additionally, I had used their gesture, expression and feeling to link them with interpretation of my research as non-observable meaning whenever necessary.

I had conducted most of interview at office of participants, school and in I also went to home of participants specially some members of SMC and PTA. I had recorded interview with voice recorder instruments and had made some written note at that time as well as had listen at home immediately after completing interview. So that, it would result in the reconstruction of what was going on during the fieldwork in the form of a descriptive narrative.

4.5.2 Observation

Observation, particularly the participant observation, which uses various subject areas as a tool for accumulating data about people, processes, and cultures in qualitative inquiry. Marshall & Rossman (1989) define observation as "the systematic description of events, behaviors and artifacts in the social setting chosen for study" (p. 79). Similarly, in order to understand and interpret cultural behavior, the unstructured observation is useful (Booth et al, 2001).

In the research, observation is employed as a research method in two distinct ways – structured and unstructured (Pretzlik, 1994). I had used unstructured observation because my research questions had guide me to select qualitative reaserch approach based interpretivism/constructivism paradigm. I had observed six CMSs while conducting unstructured observation. Furthermore, I had observed the minutes of meetings of SMC, students' and teacher`s attendance registers, classroom observation, settings of the classes in orde to find presence of SMC at school and their role in depth, presence of students, educational evironment of school so those data could be used to answer of my research questions.

4.5.3   Analysis of official documents

Theere were many relevent sources of data such as personal documents, official documents from both the government and private sources, and the mass media comes under document.

Document analysis is a systematic routine for reviewing or evaluating materials, both printed and electronic (computer-based and internet-transmitted) material that requires the examination and interpretation of data in order to develop empirical knowledge (Corbin & Strauss, 2008 as cited in Bowen, 2009).

When I was going to examine the nature of decentralized education according to policy and its implementation in practice and while comparing role of SMC at CMS of both urban and rural area both from policy point of view and its implementation, I had reviewed the different documents related my study. Additionally, I had to study and analyze other documents such as policy and strategies documents of MOES 2008, Education Act from 1971 to 2004, LSGA 1999 , School Governance by Ministry of Education, Flash reports, minutes of meeting of SMC so as find out what is happening in reality and what has been written in policy

documents about role of SMC at CMS in order to achieve quality of education both at rural and urban area.

4.6 Transcribing, Coding, Categorizing and Analysis

After completion of all required data for qualitative research, process the collected data into into 'thematic narratives' for comprehensive analysis and discussion to make the findings and conclusion.

Transcription entails a translation (Slembrouck, 2007; Ten Have, 2007) or transformation of sound/image from recordings to text (Duranti, 2007). I had taken interview of 33 participants and each interview was about 60 minutes. Since I had used recorder to take interview so that every record was around one hour (60 minutes) long. It means, I had the total of 33 hours long recorded interview. In this context, Bernard & Ryan (2010) stated "If you have 40 hours of recorded interviews, plan on working 8 hours a day, and every day for 30 days to convert them into text files. But the real time may be several months [.....] And if you have 100 hours of recorded interviews…… you can imagine the problem" (p. 49). Another challenge that I faced during transcription was that all interview including miutes of meeting of SMC were in Nepali language. I felt difficult to find English words of those Nepali words sometimes. In addition to that I had to listen recorder many times to make correct note without missing any information provided by my participants at field. It took almost four and half months to transcribe them with minutes of meeting of SMC word by word as well.

Labelling and coding took place after completion of transcription. In this process, I underlined the sentences or paragraph giving particular meanings. Bryman (2008) defines the concept as a process of labeling and coding. After completion of coding, I manipulated the identical concepts, leaving the repeated ideas called selection and gradation of concepts to make a related concept. Then, I categorized the concepts based on two themes in accordance to three main research questions. I transcribed each interview separately.Each interview transcript was done one by one separately. It was difficult to categorize the concept based on single theme. Main theme, secondary theme and sub themes were created inorder to categorize the concepts. Ultimately, findings were presented and analyzed based on main theme, secondary theme and subtheme.

4.7 Data Quality Strategy

The researcher uses multiple and different sources, methods, and evidences to form the themes or categories and to corroborate findings while conducting research. In order to build up the confident about data which leads to the construction of framework to act as checks of their quality, two terms which are synonymous (synonymous in the sense that both of them judge the quality of data) with making judgments about the quality of data are reliability and validity. The reason behind it is to produce a research of a good quality which is always "sound, well-grounded, justifiable, strong and convincing" (Kvale & Brinkmann, 2009, p 246). Therefore, this chapter is going to discuss the constructing validity and reliability of the data.

4.7.1 Validity

In common sense,Validity refers to an item whether an it measures or describes what it is supposed to measure or describe. According to Bryman (2008), "validity is concerned more with the integrity of the conclusions that are generated from a piece of research" (p. 32). Therefore, validity is an overarching key to effective research (Cohen et al., 2007). In qualitative data validity might be addressed through the honesty, depth, richness and scope of the data achieved (Winter, 2000 cited in Cohen et.al, 2007). In other word, validity should be seen as a matter of degree rather than a dogmatic state, rather researchers should strive to minimize invalidity and maximize validity (Grondlund, 1981 cited in Cohen et al., 2007).

It is the responsibility of researcher to answer of reaserch question in trustworthy way with convincing findings, although whatever said by whomever. The important thing is that whether the findings of research can be generalize in other region or other context.That`s why I had used more than one instrument of data collection at field work in order to triangulate different pieces of information such as interview recording, observations, analysis of policy documents, minutes of SMC, flash report of School in order to make their opinion more clear and valid. Additionally, I had notice their gesture, expression and feelings of participants to validate their opinions while taking interview with them and I gave words for their gesture, feeling and expression in order to transcribe them. I had completed my field work alone.

4.7.2 Reliability

In general, reliability is the process of providing consistent results of a test even if it applied to same person more than once in standard condition. In short, it is process of consistency in result of a test after applying it to same person more than once in same standard condition.

In qualitative research, the role of different data collection techniques such as interviews, direct observation, study notes and documents are proposed to improve the reliability of research findings (Holmarsdottir, 2005). Similarly, there are many techniques for increasing reliability, but a common practice among qualitative researchers is the compilation of materials used such as field notes, official documents and other narratives of the data collection and analysis process (Kirk & Miller, 1986). That`s why I had transcribed interview of every participant word by word without missing any information so that it would increase the reliability. Additionally, I did not use any halo effect or biasedness during and after field work, transcription with my views. I presented the view of my participants without any biasedness. I had analyzed many documents and literatures and compared them with results found at field in order to increase the realiability. I used many data collection methods such as Semi-Structure interview, participatory unstructured observationused, analysis of official documents which was supportive to make research more trustworthy and consistent.

4.8   Ethical Considerations and challenges

Ethical consideration is important part of the research and it is the responsibility of every researcher to be aware about it. In short, behaviors and activities of the researchers towards their participants that means interviewees and those people whose were observed by researchers during field work for the purpose of research is known as ethical consideration. Ethical considerations can be more than one. For example, every method, procedure, perspective applied by researcher in order to make decision about how to act and analyze the complex issues and problem at field.

Privacy: Before the interview was started, I requested for the permission from the participants to record electronically as the interview was in oral form because most of the participants were professional and working under the organization. Thus, the identities of the interviewees and the recordings should be maintained confidential (Bryman, 2008). I had convinced and

promised them not to disclose their name. I also assured them about using their working postion and age instead of their names during coding process.

Informed consent: I had told my participants that they could call me any time, anywhere for interview in order to provide their view on questions made for this study and I also mentioned them that they were free to withdraw their participation before or during interview session. Additionally, I informed them about the purpose of this research and what was it about orally instead written consent form.

Furthermore, Political tension was increasing around the implementation of decentralized education that means the role of SMC after transfer of the authority of school management to the community in Nepal so that I tried to maintain confidentiality and anonymity at all levels by not recording introductory remarks such as names and leaving out those comments that were off the record or strictly personal. It was my responsibility to not to disclose their identity and maintain the degree of anonymity and confidentiality from the field work to the completion of the study according to the ethical consideration and guidelines as a role of a reasearcher..

It was really tough job to go to the field because of blockade by India. The life was so difficult especially there were less number of vehicles found to run in the road and highway because there was not enough supply of petroleum substances in Nepal at that moment. It was really difficult to get means of transportation for short distance. In addition to that schools were close for fifteen days because of greatest festival of Nepal called Dashain so that I had to go to the house of interviewee at that period. I had to be ready to take their interview any time. I had experience going from 8 am to 8 pm for interview at that period. I had to go to restaurant, café to take interview. After that period when school and office were reopen then I went to schools to take interview. I experienced challenge to make question clearer and simpler for some interviewee from rural area. I mean I had to make my question simpler so that they can understand it in easier way. Ultimately it helped me to get required answers for this study. I faced challenges to go from one school to another school, school to DEO at district headquarter. Although it was difficult time, it was really exciting. I called them via telephone before taking interview. Most of people were cooperative. I found two interesting teachers in both districts who helped me a lot to contact with my interviewee during off school period. I thought how to collect data and find interviewee during festival time at the beginning but it was possible because of those two interesting and cooperative teachers.

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5. Data analysis and findings

This chapter presents the main finding of this study which is guided by two themes: the role of the SMC as a main theme and quality of education as a secondary theme. Different subthemes like the nature of decentralized education, motive to decentralized education that means to transfer the authority of school management to the community perception of different stakeholders such as the District Education Officer, teachers, SMC itself, PTA and students are used to make clear concept of these two themes. This chapter examines the result in depth under different sub themes in relation to research question mentioned in chapter one and ends with discussion of results.

This chapter is divided into different sections based on different subthemes which eventually help to elaborate two themes the role of the SMC and quality of education. But it focuses more on the role of the SMC to achieve quality education than these two themes separately. It also reveals perception of different stakeholders about the role of the SMC to achieve quality of education. Those themes and subthemes are discussed below

5.1 The nature of Decentralized Education in Nepal and motivation behind it

This section deals about the nature of educational decentralization and its motive as discussed from the national level to the school level as described below.

5.1.1 History of Decentralized Education system in Nepal

There is long history of decentralized education system in Nepal if we go back to its history. Nepal has experienced both centralized and decentralized education system. According to Khanal(2013, p. 57), schools were conducted and managed by the community at higher degree with greater autonomy in period between 1951-1971. He also added that there was quantitatively growth in number of the schools rather than qualitatively during that period and the involvement of government was very limited to education sector. Finally, the GON introduced centralized education system called Nepal Education Sector Plan (NESP) 1971 in order to maintain the uniformity in education in whole nation with national language Nepali as a medium of instruction at school level education (Carnoy & Bista, 2009, p. 195). This

education system was based on the ideology to strengthen the national integration by focusing on unity around the common language Nepali and the common religion culture Hinduism with faith in crown through politics, media and curriculum (Shah, 1993; Onta, 1996 as cited in Khanal, 2010). But this centralized education could not work effectively then the GON introduced the act of decentralization in 1982 and from 1984 tried to implement it in 1984 in the deconcentration form of decentralization without providing any authority and autonomy to the community people in the decision making at local level (Poudyal, 1994).

After restoration of the democracy in 1990, the GON approached new policy such as decentralization, community empowerment and inclusive democracy (Khanal, 2011, p.771). That led to the GON to form National Education Commission (NEC) in 1992 based on democratic norms and ideology. The GON introduced the LSGA (1999) in order to devolve the authority and power from central level to local level. Hence, the decentralized education system in Nepal was started to realize from 1990.

5.1.2 Implementation of Decentralized Education in Nepal

The Parliament amended the Education Act (Seven amendments, 2001) under the spirit of (LSGA, 1999) in 2001 in order to bring greater reform in school education. Khanal (2011, p. 771) stated about the 7th amendment of education act regarding decentralized act in the same way as mentioned in the policy document as follows:

> It explicitly introduced the education decentralization by including the provision entitled `School management responsibility can be taken` with the clarification that School Management Committees (SMCs) can take on management responsibility of state school by signing a formal agreement with the district education officers.

Khanal (2011) also added that the GON introduced Community School Support (CSS) program in order to encourage the SMCs to take over the school management on voluntary basis which led to act the GON faster because of increase in number of transferring school management to local communities. In addition the GON had provided incentives to motivate local people to take the responsibility of school management and continued that project with the financial and technical assistance of the World Bank and other aid donor agencies until there had been significant improvement by 2008. Similarly, the GON introduced ``School Sector Reform Program`` (SSRP, 2009-2015) in which the management of school was

transferred to the local community in order to meet the goal set by Education for All and Millennium Development Goals in Education.

5.1.3 School Governance and Management

The Local bodies (LBs) were given more responsibilities and authorities regarding the school governance and management after the public schools were transferred to the community and known as CMS. Local governing bodies were VDCs and municipality. The VEC is the local educational governing body at the VDC and the MEC at the municipality level whereas the SMC helps to the VEC to form the local educational plan. In addition, SMC is the heart of school management with the responsibility of school managerial activities. ``Governing bodies set policy directions and clarify the strategic intentions where managing bodies interpret strategic intentions by setting program objectives and targets, and by developing and executing implementation plans`` (MOES, 2008, p. 21). However, the MOES at central level sets the national policy goals and strategic objectives, LBs are considered as focal point for program implementation as MOES (2008) stated below:

> The local government will prepare evidence-based, periodic plans for providing all school age children with basic and secondary education through formal and alternative modalities. The local government will also identify potential barriers that may inhibit children from attending school. Strategies for formulating such plans include school mapping, situational analysis, and information from other sources. School establishment, upgrading, merging and relocation will be planned based on the evidence, and the plan will be implemented in a phased manner. One strategy for providing support to local governments is to use the existing technical structures at the district level (such as Technical Schools, and Education Training Centers, and other professional forums) for the planning and delivery of educational services.
>
> The local government will take the initiative for the establishment of new schools. In view of the fundamental differences in objectives between basic and secondary education, schools will be encouraged to operate as separate entities for basic and secondary education. To maintain focus and direction at the institutional level, the tertiary education programs will not be encouraged or sharing school's facilities and resources.

> The local government will be responsible for both alternative and vocational education and training. Alternative education programs could be based on: (i) settlement patterns (seasonal migration, small hamlets, etc.); (ii) language and religion of the community; and (iii) demand for alternative forms of schooling.
>
> Short-term vocational training could be offered by either public or private providers. Local governments could encourage private providers to deliver such services through subsidies, scholarships, or any other appropriate measures.
>
> Options for decentralized governance and management of the schools include: (i) entrusting the VDC/municipality with the responsibility for basic education (ii) entrusting only those VDCs that have adequate capacity and readiness to manage basic education. In the second case, the government will work towards developing VDC capacity, meanwhile entrusting the DDC with these tasks.

(As cited in CERID, 2009, p. 17)

5.1.4 Perception of the participants on the Nature of Decentralization and its implementation in Nepal

Most of the respondents had common view about the nature of decentralization in Nepal and its implementation. They opined that decentralization is a good concept to mobilize the community in the effective way but it lacks its effective implementation in practice. Some participants had common view that they were not experiencing significant difference at grass root level after devolving power to the community whereas rest of the participants had common view that they were experiencing some significant positive changes after implementation of the decentralized education system. They also claimed that educational decentralized system had been implemented successfully at some extent at grass root level. Their (all respondents) claims were based on the fact that the GON adopted decentralized education management system in the form of ``transfer`` of the schools to the local stakeholders or community after introduction of decentralized education system in 2003. Although many plans were made by MOE based on devolutionary decentralized model to implement it, there was gap in its implementation at grass root level.

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Some respondents found some significant changes after management of school was transferred to the community people whereas rest of them could not find any significant changes. But no one found any specific model of decentralization. A Head Teacher from the urban area, UHT (55)[11] stated more his view on explaining the confusion created by the poor implementation of policy documents at grass root level in the following way:

Because of the poor implementation of policy documents in practice, teachers have become more not obedient, irresponsible and not sincere to their job as well as are doing negligence to the school and SMC. Teachers have different sister organizations protected by different political parties, which are defending the mistakes of teachers nowadays. In this case neither DEO nor SMC can do anything. If they try to take action against those kinds of teachers, they will be protected by such organizations. Therefore teachers have become more irresponsible, undutiful and uncontrolled. In my opinion, everything is limited only on policy documents; it is not implemented in practice.

A teacher from the rural area RT (51)[12] opined his view in the following ways*:*

We do not have experienced any significant differences or difficulties after school was transferred to the community. We are conducting our school as we conduct it before introduction of decentralized education system. Although SMC has authority to hire and fire the teachers appointed by the SMC, they are not able to take any action against teachers. The main reason of this is teachers are protected by its sister organization. In addition to that SMC cannot do anything to permanent teachers and teachers appointed by the DEO because SMC has no authority to do so. But SMC has no authority to complain against them to the DEO. I do not have found that SMC has fired any teachers yet, I wonder about the decentralized educational management system in Nepal.

Some of the respondents opined that there was confusion at school level management system because of the poor implementation of decentralized education policy. They also added that there were not any significant changes in the way of administering school despite of adoption of decentralized education system which was limited to policy document only. School Sector Reform Plan (SSRP, 2009-2015) has explicitly stated that in according to the spirit of decentralization and specified in the LSGA, SSR intends to delegate education planning and

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[11] UHT (55) – A 55 years old head teacher from urban area in this study.
[12] RT (51) – A 51 years old teacher from rural area in this study.

management responsibility to the local body and communities (MOE, 2009). Further, SSRP had made explanation on the following ways:

> Plan has also explicitly stated that the Governance and Management are delineated as having two separate functions and such two different institutions are usually responsible. According to it, governance functions are described as having to do with planning and allocation of resources, and making decision such as the location of the schools, providing choice over formal and alternative schooling, setting up quality standards and ensuring access to quality basic education to all school going age children. Management function, on other hand, tends to be more at operational level that translates policy decisions into program and implementation strategies (MOES, 2008, p. 89).

Hence, it is the responsibility of LBs to make education plan, to allocate financial resources or fund for the development of the school at the community as well as provision for decentralization and head teacher comes under their responsibility. But respondents were not agree about this responsibility of LBs but policy makers at district level in research site that means the District Education Officers had positive view about implementation of decentralized education policy. Policy makers were also supported the fact that spirit of objectives had been partially derailed in its implementation. Their views were contradicts each other. One District Education Officer from the district X, DEO (62)[13] and School Supervisor SS (48)[14] from the same district opined their view as follows:

Delegation and Devolutionary decentralization model are implementing all over the nation including this district. Delegation form of decentralization is followed by educational administrative body whereas devolutionary decentralized model is followed at local level. They also added that local government is responsible for educational governance at local level and the SMC is responsible for the school management.

In contrast, other District Education Officer from the district Y, DEO (59)[15] from other district had his view as follows:

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[13] DEO (62)- A 62 years old District Education Officer in this study.
[14] SS (48) – A 48 years old School Supervisor in this study.
[15] DEO (59) – A 59 years old District Education Officer in this study.

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As I have experienced, the GON have introduced devolutionary decentralized model in policy documents but in practice we are implementing delegation type of decentralized model. Both type of decentralized model are implemented in different places depending on the capacity of the community people to take responsibility of school management. For example, in some places devolutionary decentralized model are implemented if the community people are capable of taking the responsibility of school management. In another hand, delegation decentralized model are implemented if the community are not able to take the responsibility of school management.

Based on the analysis of these views, it seems that MOE is focused on delegation-decentralized model for educational administrative structure in practice; however the GON has introduced devolutionary decentralization model in policy document. It makes clear that although the authority of decision-making is shifted to the lower unit, power and authority still remain in the central government. At the same time implementation of delegation and devolutionary decentralized model are creating more confusion at practice level. The District Education Officer, DEO (59) further added that educational policy is looking for more decentralized comparing to Local Self -governance Act (LSGA, 1999).

``LSGA (1999) has provided the LBs with a legal framework for sectorial devolution, financial responsibilities and resources mobilization whereas the legal framework for devolving central decision-making powers and implementation authority of local level development issues to the LBs has been set. Unfortunately, the election of local bodies has not been held in the last 16 years and now without chairman[16] (MOE, 2003b) ``. It also emphasizes that LSGA (1999) and decentralized education is seeking for the prominent role of LBs for policy implementation. In one hand, MOE (2003b) further states about role of local stakeholders as follows:

> Municipalities and VDCs will be made responsible for the field-based execution of COPE policy. Each Village Education Committee (VEC) will prepare a comprehensive Village Education Plan (VEP), for its VDC and municipalities will

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[16] After the reinstatement of democracy and formation of LSGA in early 1990, only two periodic fair and free local elections have been held for only two times so far in Nepal, the first time was in 1993 and second in 1997. The five years term of elected representatives through second local election ended the mid-2002. Due to the internal political instability especially Maost war against the state that most of rural and remote parts of country was held by agitating group. Furthermore, with dissolved house in May 2002 and state of emergency made the situation more unfavorable to conduct local elections. Although, the direct rule of the kind attempted to organize the local election for municipalities, it went utmost failure because of no support of people and political parties.

prepare municipality level education plan to address the issues of non-enrolment, non-attendance and non-completion of basic education (p. 26).

On the other side, all of respondents had same view that there were no any VEP and Municipality Education Plan (MEP) made by LBs as well as LBs were misusing their power for different purpose other than school development.

5.1.5 Motivation behind decentralized education in Nepal/Motives to hand over the authority of school management to the community that means SMC

The main motivation behind decentralized education in Nepal is to provide quality of education by improving service delivery of education and for this purpose, encouraging community people to participate in decision-making process of school management. In this context, MOE (2003b) states as follows:

> The main objective of decentralization is to create an environment where the local people would be able to participate and take decisions in the educational process in order to make it more meaningful for them. It relates to the requirement of developing a process whereby the parents would be able to create demand for quality educational services. The government is committed to responding positively to the needs of local people through VEPs, MEPs, DEPs prepared in consultation with stakeholders (p. 34).

To answer the subtheme motivation behind decentralized education in Nepal or handing over the authority of school management to the community that means SMC, following points are included:

A. **To increase the sense of ownership to the community people and make them accountable towards school**

All the participants had common view that one of motive behind transfer the authority of school management to the community that means SMC was to increase the sense of ownership to the community people as well as making them accountable to the school for

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betterment of school development in their community and for bright future of their children. In this context, one of teacher from the rural area RT (46)[17] opined in this way:

It is appreciable step of the GON that they have given the authority of school management to the community people or SMC. It helps them to identify their available resources useful for school management so that they could utilize those resources for betterment of school development. It is an opportunity to take ownership of school to the local people.

A teacher from the urban area UT (52)[18] stated as follows:

The main motivation of decentralized management system of school is to improve quality of education by improving service delivery of education. It also focuses on increase in number of school going children in such a way that everyone access to education. Moreover, it is helping in increasing sense of ownership to the community people by providing an opportunity to actively participate in decision-making process of school management.

A head teacher from the rural area RHT (56)[19] stated his view as follows:

People were not found to participate in decision-making process of school management actively before decentralized educational system now they can do through SMC because most of the members of SMC belong to the community where school is situated. They have feeling to do something to improve quality of education for bright future of their children as well as make their school as an example of better school. As a result, school may be able to find more donors for development of infrastructure of the school. For this purpose, they can force teachers through complaining against them to the head teacher or SMC informally or formally. There is increase in people`s participation in meeting announced by SMC in which members of PTA and general parents are also allowed sometimes in a year. It is able to create sense ownership and accountability to the community people towards school nowadays.

Similar view opined by head teacher from the urban area UHT (52)[20] in the following way:

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[17] RT (46) – A 46 years old teacher from rural area in this study.
[18] UT (52 - A 52 years old teachers from urban area in this study.
[19] RHT (56)- A 56 years old head teacher from rural area in this study.
[20] UHT (52) – A 52 years old head teacher from urban area in this study.

As I have experience in 28 years of teaching period and 15 years of head teacher period, there is less number of people are found to participate in urban area in compare to rural area. But, it is found to increase in urban area as well after decentralized educational system. They are interested to school management nowadays. It helps to create sense of ownership to community people. Parents from urban area also have started to pay attention towards learning achievement of their child in every test (exam), daily homework. It is making them more accountable towards school.

A SMC member from the rural area RSMC (52)[21] viewed as follows:

Now our community is capable of making decision in response to improve school management, allocating essential physical infrastructure by oneself, it was not possible before school management was hand over to the community. They are conscious about quality of education nowadays. They think that they have to do something for the development of school and future of their children. They also think that their children do not need to go to school of far area if they have school in their own community.

According to them, the motive behind transfer of school management to the community was to make local people more accountable towards school and creating sense of ownership to them about school by increasing participation of people in decision-making process of school management activities.

A SMC member from the urban area USMC (44)[22] gave very impressive view in this way:

The school was not able to make emotional attachment with community and teachers were not so responsible towards the community as well as community did not take care of school before schools were transferred to the community. But the GON realized later that it is not only difficult to provide quality education but also difficulty in running school effectively without the community participation. Then the GON introduced decentralized system in 2000 and MOE also introduced it into the educational sector in 2003. Now many community schools are running successfully because of increasing participation of local people in decision-making process of school management.

A District Education Officer from the district X, DEO (62) viewed as follows:

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[21] RSMC (52) – A 52 years old SMC member from rural area in this study.
[22] USMC (44) – A 44 years old SMC member from urban area in this study.

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Because of increasing sense of ownership and accountability to the community towards school, schools from the rural area are also giving good result nowadays. They have also good physical infrastructure such as good buildings, clean and safe drinking water, toilet, playground, and science and computer lab like many schools in urban area. There are found that community people at rural area actively participate in decision-making process of school management than that of urban area. I think, the main reason of increasing sense of ownership and accountability to the community people towards school that more power were given to the community people based on the spirit of democratic ideology. Furthermore, educational management was decentralized in order to promote the sense of ownership and accountability to the community people towards school.

By summing up views of aforementioned respondents, increasing sense of ownership and accountability to the community towards school by promoting them to involve in decision-making process of the school management was one of motivation behind transfer the authority of school management to the community. Similarly, their active participation led school emotionally attached to the community people was another motivation behind transfer of school management to the community people or SMC. Furthermore, the base of increasing participation of people in school managements was spirit of democratic ideology.

According to the Amendment of Education act and regulation 2002 (7th Amendment), the parents and the communities are accountable for school level education by ensuring their ownership and active participation in decision making process of school management. As a result, access and quality of primary education would have been improved by collective efforts of teachers, head teachers, parents and communities. Hence, it may increase the responsibility of teachers towards the community and supportive to make teaching- learning environment more effective. Ultimately, it may increase the quality of education.

B. Donor influence

Most of the participants agreed on the fact that influence of donor agencies was one of the prime reasons to hand over the authority of school management to the community people. In the context, A District Education officer from the district X, DEO (62)[23] opined as mentioned below:

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[23] DEO (62) – A 62 years old District Education Officer in this study.

Since Nepalese education system is depends heavily on the foreign investment, donor agency starts to impose their view on policy level at central level. International donor wants to make local people happy, make them empowered so that they did not see future of their investment in the centralized education system and forced GON to implement decentralized education policy. That means many donor agencies would like to invest in the decentralized education instead of centralized one. In other hand, the GON has no capacity to invest 100% budget required for development of education sector. Only primary education occupies about 30% of total budget of education sector. So that donor influence is one reason to transfer of school management to the community people.

According to MOE (2011), about 22.49% of total foreign grants and loan have contributed to fulfill the economic gap. Many donor agencies like bilateral and multilateral agencies are stronger and more powerful imposer in decision-making process of educational policies in underdeveloped countries (Brock_Utne, 2000). Many donor agencies feel secure to invest in decentralized education system than centralized education system. As a result, the GON was forced to introduce decentralized education system by transferring the authority of school management to the community.

C. To meet goal of Education For All (EFA) in Nepal

Some of participants agreed on fact that EFA is one of motive to transfer of school management to the community people as well as found mixed response such as to achieve quality education, to ensure right to education for all, to make school more resourceful etc. about it. In this context, one of head teacher from the rural area RHT (49)[24] stated as follows:

In order to meet EFA goal by 2015, MOE has implemented decentralized education system. As a result, school was transferred to the community. Meeting EFA goal is not prime motive to transfer school management to the community but it is auxiliary factor in the transfer of the authority of school management to the community. I think one of goal of EFA is decentralization including ensuring the right of all children in the remote area in school education.

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[24] RHT (49)- A 49 years old head teacher from rural area.

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5.2 Role of the SMC after transfer of the authority of school management to the community people to achieve quality of education

It is very difficult to measure to what degrees of extent community schools are enjoying the decentralized educational management system after transfer of school management to the community people. As we have discussed in chapter three, decentralized education indicates the transfer of authority from higher level to lower level. According to the policy document, school at grass root level is enjoying educational decentralization through SBM. Furthermore, policy document states, `` within the nationally defined framework, schools will enjoy greater autonomy in pedagogic, personnel and financial management and decisions regarding local curriculum, performance targets, school calendar, classroom organization, and instructional methods will be made at the school level`` (MOES, 2008, p. 26). However, ``Overall SBM is continued through an SMC that reports to parents about the school performance and to the local government for compliance with regulatory requirements including social inclusion`` (CERID, 2008, p. 17). Both LSGA (1999) and Education Act (1971, amended) have emphasized more on participation of local people in decision-making process of school management regarding ownership, accountability, utilization and mobilization of local resources.

Hence, this chapter reveals how participants respond to the role SMC after decentralized education management system. In other word how schools are managed or adopted after school management is transferred to the community under theme role of SMC followed by different sub theme: role of the SMC as a manager/administrator, SMC as a decision maker, SMC as supervisor, SMC as a resources identifier, allocator and mobilizer, SMC as a coordinator/mediator, SMC as a social auditor as well as SMC as a motivator and a leader.

5.2.1 Role of the SMC as a manger as well as an administrator and perception of different stakeholders on it

The SMC plays vital role in school management. It has different managerial function such as hiring and firing of teachers (MOES, 2008). This chapter will discuss all these function of SMC.

Hiring and firing of teachers is one of the main functions of SMC at local level. But this function of SMC was questioned by most of respondents. Although it seems SMC has autonomous in hiring and firing of teachers and monitoring their performance target, SMC has to consult with head teacher and teachers to monitor all aspects of teaching learning including learning outcomes, regularity, and time on task. As a result ``teachers achieving those targets will be provided with incentives such as appreciation certificates with additional grade raise`` (MOES, 2008, p. 34). Furthermore, policy document has clearly mentioned about the deployment of teachers at local level as follows:

> Teacher selection and recruit process will be devolved to the local government as per the guidelines provided by the central level. SMC will have a crucial role in teacher recruitment and management. Priority will be given to recruiting females, Dalit and other disadvantaged group when filling teacher positions (MOES, 2008, P.34).

There were found similar kind of view from the most of respondents except the District Education Officer from the district X, DEO (62)[25] and the District Education Officer from the district Y, DEO (59)[26] who had slightly different view about managerial role of SMC.

A District Education Officer from the district X, DEO (62) opined his view about the managerial role of the SMC in the following way:

Although management of school was transferred to the community, many SMC members including president of some CMS do not have good knowledge of criteria about teacher recruitment process. In this situation, it is the responsibility of the DEO to equip them with good training as well as theory about teacher recruitment process and we are doing this in different period whenever necessary. But it does not mean that many SMC members of all CMSs have no knowledge of criteria of teacher recruiting process. People have started to be conscious so that they are trying to elect person who has minimum educational qualification required for the president of SMC. For example, a person must have at least School Leaving Certificate (SLC) pass for eligible to be candidate of president of SMC of secondary school, 12- grade pass in case of higher secondary school. Furthermore, SMC can hire and fire those teachers who are appointed by them. In this case the GON and DEO are not responsible to pay salary of the SMC appointed teachers. The SMC are responsible for payment of those

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[25] DEO (62) – A 62 years old District Education Officer in this study.
[26] DEO (59) – A 59 years old District Education Officer in this study.

kinds of teachers from internal sources of school. The SMC cannot hire and fire teachers appointed by the GON and DEO. But the SMC can complain against them to the DEO. The SMC also can recommend to the DEO for not to promote post, grade of those teachers based on their performance, punctuality, dutifulness and the DEO will considers once in this matter. It is implementing in many places.

Almost similar view opined by another District Education Officer from the district Y, DEO (59) regarding the managerial role of SMC at CMS and his view as follows:

The DEO receives many complaint and grievance about the managerial role of SMC. We are accused of not to listen and not to respect decision of the SMC regarding hiring and firing of teachers .It is baseless matter and rumor only. Sometime SMC dare to impose their decision crossing their authority in some CMSs, at that time only the DEO takes action against decision made by the SMC. The SMC has only authority to hire and fire those teachers who are appointed by the SMC. They have authority to complain against teachers appointed by the GON and DEO to the DEO if they repeated the same mistakes or found to involve in criminal task. But they have no authority to hire and fire those teachers anyway. Sometime if SMC is working under authority provided by rule and regulation, law, Education Act then the DEO promotes the works of the SMC. Some members of SMC belonging to different political parties and are bounded by certain political ideology and they force DEO to hire the candidate of teacher of their choice and sometime force DEO to fire the teacher if any member of SMC has not good relation with that teacher. This is illegal, unethical, illogical, unprofessional action of SMC against teachers based on halo effect and different political ideology. In that case there is no point to support the decision of SMC. I can accept that in some place the DEO may try to impose its decision to the SMC. As I have knowledge of Education Act it is result of intention of District Education Officer not because of any rule and regulation.

A SMC member from the urban area USMC (57)[27] opined his view partially reverse of view presented by the District Education Officers DEO (62) and DEO (59) as mentioned below:

I can accept that SMCs of some CMSs are trying to impose their decision on teachers and force DEO to support their decision. It is very rare case so that it cannot be generalized in all cases. Every individual has right to keep political faith but it does not mean that SMC is doing

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[27] USMC (57) – A 57 years old SMC member from urban area in this study.

politics in the name of school management. In most of urban area people are sending their children to the private school because they have believe that private school has better study environment, more strict disciplinary environment and better quality education than that of CMS. It is partially right but not totally. Many urban parents are busy and they do not have more time to spend for social work. In that sense some urban parents like us to manage some time for CMS and its development. In my experience, I have found that many teachers have been appointed by the SMC because of increasing number of students but I have no knowledge about firing of those teachers at CMS at least in our school. It is different story that SMC appointed teachers resign themselves after getting better opportunity because SMC appointed teachers receive very low amount of salary than that of the DEO or GON appointed teachers. But both types of teachers have same workload and salary is provided in every 3-4 months. As a result, SMC appointed teachers may be victim of depression and they quit their job after getting better opportunity. So, I think the SMC of CMS is trying to perform their duty well under education act with limited resources in urban area. I hope it may be same in rural area as well.

A SMC member from the rural area RSMC (52)[28] had almost similar view and opined his view as follows*:*

The SMC is made for development of the community, community people and their children so that our first priority is to provide quality service delivery of education from available resources and manpower. If we need additional resources and manpower we have to manage it. The SMC is found to involve in debate sometimes specially issue related to hiring and firing of teachers. In most cases we have debate with teachers and very rare with the DEO. Some teachers who are not punctual undutiful and generally most of them are appointed by the GON and DEO. They are not performing well and try to make school as a political platform. In that case SMC cannot be silence and the SMC has no option other than complaining against those teachers to the DEO. Since the SMC has no authority to fire the GON and DEO appointed teachers this is only one option to correct them. Some District Education Officers are corrupted and if SMC complain about those teachers to this kind of District Education Officer, he/she does not like to listen to SMC. It is very rare case. Many permanent teachers (appointed by the GON) or DEO appointed teachers are bounded by certain political ideology. It is their individual right and the SMC has no relation with this.

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[28] RSMC (52) – A 52 years old SMC member from rural area in this study.

But many teachers from this background are not found to responsible towards their duty. If the SMC try to take action against them, union of teachers will protect them. Teacher has many sister organizations based on different political ideology. Many of teachers involved in political party are found to focus make political carrier rather than making professional development. Sometimes, these kinds of teachers are found to dominate the teachers appointed by SMC. I do not say SMC is perfect. The SMC has also some shortcomings. The member of SMC is also a human and he/she has political faith. As I know, SMC has authority to hire and fire teachers based on need of school and salary of those teachers is provided by internal source of school. But SMC has no authority to hire and fire teachers appointed by the GON and DEO. I believe that SMC is working well under authority provided by Education Act at least in rural area.

Many teachers, SMC members from both rural and urban had similar view that unions of teachers are playing dominant role in hiring and firing of teachers. In this context one of head teacher from the rural area RHT (56)[29] and urban area UHT (50)[30] had echoed as follows:

The SMC has authority in hiring and firing of teachers based on the need of school. It is limited only in policy document. Documents say the SMC has no authority to hire and fire teachers appointed by the GON and DEO but the SMC has authority to fire those teachers who are appointed by the SMC. In reality, the SMC cannot fire even those teachers who are appointed by SMC itself because unions of teachers do not let SMC to fire those teachers. Union of teachers is protected by political party and they have ability to make SMC disable. In that situation neither SMC nor head teacher can work freely. In short, the SMC may have hired teachers but the SMC may have not fired any teachers yet.

A teacher from the rural area RT (51)[31] stated his view about the managerial role of the SMC in the following way:

In spite of increased pressure from union of teachers, performance of the SMC at our school is satisfactory. Because of good school management, our school is doing better nowadays. We have better learning achievement, better physical infrastructures, and better working environment after transfer of management of this school to the community. SMC of our school hire energetic teachers to be paid by internal income source of school whenever necessary.

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[29] RHT (56) – A 56 years old head teacher from rural area in this study.
[30] UHT (50) – A 50 years old head teacher from urban area in this study.
[31] RT (51) – A 51 years old teacher from rural area in this study.

For this purpose, the SMC follows every rule and regulation regarding teacher recruitment process. SMC of this school does not have any record to fire teachers. But the SMC has complained against undutiful teachers to the DEO many times after decentralized education system.

Similar view opined by a teacher from the urban area UT (47)[32] as follows*:*

There is improvement in learning achievement of students after transfer of school management to the community. There should be good quality of service delivery of education in order to improvement learning achievement of students. Teachers are afraid of SMC and are working hard in order to save their job. The SMC appointed teachers have to work hard in order to save their job. It is different story that if SMC appointed teachers get better opportunity, they will resign themselves. The SMC does not need to fire them. In the case of teachers appointed by the GON and DOE have to work hard in order to avoid complain against them so that SMC may be happy with them and may recommend for their grade promotion. I think the SMC is working well at minimum resources.

When analyzing the minutes (records) of both schools of the urban area of last year, there were found some approved application of teachers by the GON and DOE. Similarly when analyzing minutes of meeting of the SMC of these two schools of the urban area, there were found some approved application of temporary teachers and non-teaching staff who were appointed by the SMC. But there was no record of firing of teachers instead there were record of approved resignation of teachers appointed by the SMC.

After analyzing view of participants of CMSs of the urban area and minutes of SMCs of CMSs of the urban area, the SMC was playing its role as a manager in better way than that of centralized education system. But it was in slow pace.

When analyzing the minutes (records) of both schools of the rural area, there were found some approved application of teachers by the GON and DOE. Similarly when analyzing minutes of meeting of SMC of both schools of rural area, there were found some approved application of temporary teachers appointed by the SMC. But there was no records of firing instead there were found record of approved resignation of teachers appointed by the SMC. In addition to that there were two letters. In one letter SMC recommended a permanent teacher

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[32] UT (47) – A 47 years old teacher from urban area in this study.

of primary level for promotion at head teacher at primary level to the DEO on one hand and on the another hand in another letter SMC recommended for transfer of a permanent teacher to the DEO because he had violated norms and conduct of teacher provided by education act many times.

When analyzing the views of participants from the rural area of both schools and minutes of SMCs of CMSs of the rural area, the SMC was playing role as a manager better than centralized education system. It was more satisfactory than that of urban area.

Each school has certain quota of teachers provided by the GON. According to the educational rule and regulation mentioned in the education act, SMC have authority to hire qualified and trained teachers. Further, the GON is responsible for all expenses needed for teachers. ``Education Act Eighth Amendment (EAEA, 2004) providing teacher management authority to SMCs with some responsibilities, for example, monitoring and supervision of the teaching-learning activities including administration task related the recruitment and firing of teachers and to build their career`` (FHD & RIDA, 2009, p.2). When analyzing the views of respondents from the rural area as well as urban area, it was found that SMC had authority to hire and fire teachers, however these task of SMC were interfered by the unions of teachers protected by different political parties. It affected not only development of teaching profession but also learning achievement of students. It was a kind of confusion about power sharing between the SMC and DEO regarding managerial and administrative authority. According to CERID (2007), SMC is playing supporting role while bureaucrats (DEO) have retained their power within themselves. The SMC has no authority to fire the teachers appointed by the DEO and GON (permanent teachers), even though SMC has authority to hire and fire teacher based on the need of school. It means SMC can fire those teachers who are appointed by SMC itself and temporary. In addition, the SMC has no authority to appoint permanent teachers and quota teachers as well. As a result, ``a parallel system of teacher management system exists at present time in Nepal; centralized policy for the teachers appointed by the government in `permanent` teaching positions, and decentralized policy for locally selected teachers by SMC`` (Khanal, 2011, p. 770). The GON provides appointment letter and make decisions regarding their job in the case of permanent teachers selected by `` Teacher Service Commission`` (TSC). But in the case of temporarily teachers selected by the SMC, it is obligation of SMC to inform the DEO while giving appointment letter to those selected teachers because it is mandatory process. There is a place to raise question about the

managerial and administrative authority of SMC concerning hiring and firing of teachers because of no authority to hire and fire permanent (GON appointed) or DEO appointed teachers to SMC. From 2003, SMC had authority to hire and fire teachers at local level based on the needs of school because the GON stopped to provide teachers to schools. But the GON introduced salary grant to the schools according as number of teacher needed. As a result, permanent teachers and temporary teachers are still working at CMS. Anyway SMC is playing good role as a manager and administrator despite of limited authority, limited resources, different external interferences, and different question about their role. The CMSs are doing progress in terms of management, learning achievement because of appreciable role played by the SMC after transfer of authority of school management to the community both at rural and urban area. So it is no doubt that it is one of the major role of SMC to achieve quality of education at school level in Nepal through giving force to teachers to provide quality service delivery of education.

5.2.2 Role of the SMC as a decision maker and perception of different stakeholders on it

The SMC has authority to make decision about design of local curriculum, text book in local language or mother tongue language, English or one local subject in mother tongue as an elective subject, choice of instructional process at primary level education after consulting with local government (MOES, 2008, p. 32). There were found mixed view about decision maker role of SMC. In this context, one of District Education Officer from the district X, DEO (62)[33] stated in the following way:

The SMC is capable of identifying needs of their community because members of SMC are local people of that community. The SMC may help curriculum designer to design curriculum based on the local need in mother tongue. Designing a local curriculum in mother tongue is challenging task. When local curriculum is ready then prescribing local course based on local content is another challenging task. Similarly, another challenging task is to identify trained teacher who can teach in mother tongue or give training to teach in mother tongue. Designing local curriculum, medium of instruction in mother tongue at primary level is very costly, time consuming and may not be relevant to all students in the class. Further, role of the DEO in this case is to approve curriculum and medium of instruction selected by the SMC

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[33] DEO (62) – A 62 years old District Education Officer in this study.

of CMS after consultation with local government only. Furthermore, study English an optional subject for subject of local curriculum. In this case many SMCs of CMSs opt to keep English as an elective subject instead of the local need based subject because it is easier to find instructional material and text book in English, cheaper, more practical, work as bridge course for further study, more useful, more relevant to the all student than local based subject. Although it is easier to teach student of basic and primary level in order to provide basic concept in their mother tongue, it is too expensive and not relevant to all students. Nepal has multicultural and multilingual society and all students cannot understand the mother tongue. Mother tongue is determined by the majority of people living in a certain place. In that situation it is almost impossible to provide quality service delivery of education to all students because minority of students may not be able to understand teaching in mother tongue. Nepali is medium of instruction after primary level.

Almost all respondents except one had similar opinion to afore mentioned view about the decision making role of SMC. One PTA member from the rural area RPTA (59)[34] opined as follows:

Every society has its own identity and child born in that society. He /she are adapted to the social environment from the beginning of his/her life. Therefore it is easier and relevant to teach them in mother tongue with local curriculum at primary level. As a result, child can understand subject matter in easier way and it helps to recognize the identity of that society to other part of nation. I know it is expensive but for the betterment of society and child, it is essential to do so.

After analyzing the view of all participants, medium of instruction in mother tongue and local curriculum has come into boundary of question on whether relevant/irrelevant, practical/not practical and more effective/less effective to all students. By education act, these matters are optional as quoted ``SMC and local government will provide schools with technical and financial resources for mother tongue instruction. Central government will provide necessary support to the local government for development of instructional materials`` (MOES, 2008, p. 33). The SMC is fully responsible for selection of medium of instruction either in mother tongue at primary level and multi-grade teaching after consultation with local government as well as selecting to prescribe either local curriculum or English as a subject from class one

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[34] RPTA (59) – A 59 years old PTA member from rural area in this study.

onwards (MOES, 2008, P. 32). Neither GON nor DEO decides anything about it. The role of both GON and DEO is to support the decision of SMC and local government. There are found 17,273 primary level students using mother tongue as a transitional language to interpret subject matter in better way during teaching-learning process (MOE, 2011, p. 5). Its main objective is to make student enabled to understand subject matter clearly through simplest service delivery of education to make good foundation of education as well as to provide quality of education. It can be concluded that this role of SMC is supportive to achieve quality of education at school level in Nepal.

5.2.3 Role of the SMC as a supervisor and perception of different stakeholders on it

The SMC has authority to supervise and assess the performance of head teacher as well as teachers (MOES, 2008). Further, the SMC and local government is responsible to raise the level of school`s performance based on standard set by Review Office (MOES, 2008, p. 33) and reports to the parents about the performance of school . The SMC also plays an important role in making performance contract with the school head teacher (MOES, 2008, p. 26). There were mixed view about this role of SMC. A District Education Officer from the district Y, DEO (59)[35] opined his view as follows:

It is very good step of the GON which provided the authority to supervise the performance of schools, head teacher and teachers to SMC. As a result, there were found signal of improvement in school education such as increase in number of students, improvement in learning achievement of students, improvement and sufficient physical infrastructure. The head teacher and teachers have started to be careful about their profession in order to avoid complains against them to the DEO. The SMC supervise and assess the performance of the head teacher along with the school supervisor based on proposal set by head teacher for the development of school, progress report or annual report whether there are positive indications for the development of school during the period of head teacher such as increase in number of students, improvement in physical infrastructure of school, improvement in learning achievement of students, training for teachers, relation with community people, punctuality, dutifulness, amount of time spending at school and out of school for the development of school, relation with different donor agencies, NGOs, INGOs for extra fund to

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[35] DEO (59) – A 59 years old District Education Officer in this study.

the development of school. Sometime, SMC observe the performance of head teacher indirectly and have authority to inform school supervisor from the DEO. In addition to that, SMC is helping head teacher to make the performance contract of teacher in order to assess the performance of teacher based on the learning achievement of students in the respective subject of respective teacher, number of students in the case of elective subject, punctuality, honesty, time spending at school to the improvement of teaching skill and learning achievement, relation with head teacher, teachers, students, SMC, community.

Similar view was given by almost rest of the participants. In this context, resource person for both rural and urban area of district X, RP (53)[36] and school supervisor SS (48)[37] of same district had same voice as follows:

There are improvement in development of schools, learning achievement of students, increase in number of students, increase in number of teacher training and trained teachers after SMS has authority to supervise and assess the performance of head teacher and teachers. SMC can supervise and assess the performance of head teacher along with school supervisor and performance of teachers by consulting with head teacher.

One head teacher from the rural area, RHT (56)[38] opined his view more interestingly in the following way:

It has made easier for head teacher to run School smoothly nowadays because of the SMC. Even head teacher thinks twice and consult with SMC once before making any decision otherwise nobody knows when SMC complains against us to school supervisor from the DEO. Teachers are very careful now because they have feared that when SMC comes at school. They think that if SMC members found their mistake repeatedly then there may be problem for them. They also think they may have to face the door of DEO in that case. As a result, it may have serious consequences for them. So that teachers are working good nowadays this helps me to run teaching learning activities of school smoothly. There is improvement in learning achievement of students because of increase in number of trained teachers and efforts made by teachers towards their profession nowadays. I have experience that our many students are working at good post. Some are studying at abroad. I think they have reached at that position because of hard work of our teacher to provide them good foundation of education, which is

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[36] RP (53) – A 53 years old resource person in this study.
[37] SS (48) – A 48 years old School Supervisor in this study.
[38] RHT (56)- A 56 years old head teacher from rural area in this study.

one of indicator of quality of education. This is all because of the authority provided by the GON to the SMC to supervise and assess the performance of head teachers and teachers.

According to MOES (2008), SMC has vital role in making performance contract with the school head teacher. Further, it says that SMC has authority to supervise, monitor and assess the performance of head teacher along with school supervisor of DEO and that of teacher consulting with head teacher. Further, it makes clear that Performance of teachers indicates learning outcomes, regularity and time on task. SMC may recommend them for training to the DEO after supervision and evaluation of their performance and DEO can recommend to the Regional Educational Office or MOE. There are improvements in learning achievement of student along with increase in number of trained teachers nowadays. It indicates towards one of factor of achievement of quality education. ``There are 80.7% teachers at primary level, 63.6% and 85.1% teachers at lower secondary level and secondary level respectively are fully trained at all types of schools in Nepal whereas those are 82.9%, 65.2% and 87.9% at respective level in community schools`` (MOE, 2011, P. 5). Similarly, it has shown that student – teacher (approves as a teacher) ratio in community schools are 43:1, 57:1 and 35:1 at primary, lower secondary and secondary level respectively`` (MOE, 2011, p.5). This leads to improve in learning achievement of students. It is one of the major roles played by SMC in order to achieve quality of education at school level in Nepal.

5.2.4 Role of the SMC as resource allocator (with identification and mobilization of resources)/facilitator and perception of different stakeholders on it

The SMC has authority to identify the resources available in the community, allocate and mobilize them whenever necessary (MOES, 2008). Resources may be human, material, financial, tangible and intangible materials available in the community. It may be supportive to make broader concept about subject matter. Sometime community people may provide land, cash, labor and materials as their support to the school. There were found mixed view about this role of the SMC. A District Education Officer from the district X, DEO (62)[39] opined as follows:

The GON is providing salary to permanent and some quota (relief quota) teachers of CMS. Similarly, SMC has to pay salary of temporary teachers appointed by SMC. For this purpose,

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[39] DEO (62) – A 62 years old District Education Officer in this study.

SMC has to find the different income of sources, resources and donor agencies. As I know, many SMCs of CMSs are getting success on it. Further, many SMCs of CMSs almost all over nation including this district have started to identify income source, resources available in their community as well as has knowledge to how to allocate extra fund, resources required for the development of school nowadays.

A SMC member from the urban area USMC (44)[40] claimed that SMC was able to identify and mobilize the available effectively. According to him, school had three new room made by INGO called Room to read (RTR) last year. Similarly, school had good toilet for students and all staff, cleaning drinking water, sufficient furniture, library and science and computer lab. All of these things were built by extra fund allocated by the SMC through income of school, financial support from NGOs, INGOs. Further, school had two big hall rooms for rent if somebody wanted to book a party hall at cheaper price. Furthermore, school had one moderate size room at rent from where some funds were collected and there was cafeteria at this room Moreover, school had its own playground, which was also source of income of school. In addition, he added that SMC had good collaboration with different donor agencies, NGOs, INGOs, donor person in the community. He strongly believed that SMC at his school including other CMS in this area were able to identify, mobilize and allocate resources. That was clear from physical infrastructure, income source of school. It was result of hard work of SMC and the situation of this school was just its reverse before hand over to the community.

Another SMC member from the rural area RSMC (61)[41] stated that he was previous teacher of that school as well as local people of that community. He told that this school was under control of government and transferred to the community just before 7 years. He added that school had no good physical infrastructure, not good learning achievement in period of governmental control in school but school had 2 big block, 1 party hall, 1 canteen, clean drinking water, good toilet for students and all staff, library, science and computer lab, huge amount of land for lease, its own playground for rent and community forest as a another source of income, free labor and donation from local people after school transferred to the community. Its main reason is the hard work of SMC and its capacity to convince people and organization from different background inside and outside of the community. As a result, school had done excellent progress in physical infrastructure in short period of time. He

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[40] USMC (44) – A 44 years old SMC member from urban area in this study.
[41] RSMC (61) – A 61 years old SMC member from rural area in this study.

claimed that SMC was able to pay salary of teachers appointed by SMC. Further, he added that SMC had some plans to do some new progress every year. Ultimately, he told that there was good impact of all of this to learning achievement of students.

A head teacher from the rural area RHT (49)[42] opined the similar view as follows:

Our school had nothing good before 10 years when it was government school. The scenario has been changed now and it is a CMS. The school is getting many supports from the community people in the form of donation, human resource, free labor, free land, handover of community forest to the school. In addition to that SMC has good relation with different organizations, NGOs, INGOs that are our donor. The science and computer lab, library, building of canteen, toilets are built by the fund of different NGOs and INGOs. Our students can get practical knowledge of science and computer through science and computer lab. It was not possible when it was government school. Further, our student can use library in order to enhance the level of knowledge by using library at school now. It affects directly or indirectly to the learning achievement of students. It is clear from improved learning achievement of students. Furthermore, we have many manpower at local level and we can use them whenever necessary. So, I strongly believe that our SMC is able to identify and mobilize available resources effectively.

Almost most of the teachers from both urban and rural area had similar view about role of the SMC regarding identification and mobilization and allocation of resources. *They echoed that it depends on the capacity of the SMC whether they can identify and mobilize the resource available as well as to allocate the extra resource from outside of the community by making collaboration with different organizations, NGOs, INGOs nowadays. The SMCs of many CMSs have started to know the idea how to allocate resources, how to identify and mobilize them. So that it is found that some of CMSs are enjoying greater autonomy regarding resource identification, mobilization and allocation under SMC and some are trying to identify and mobilize available resources gradually. But it is in the direction of progression not regression. Further, these funds are supposed to spend on the development of school.*

By analyzing the perception of participants that effectiveness of identification and mobilization of available resources including allocation of resources depends on the capacity of SMC. There is no doubt that role played by the SMC to identify and mobilize resources

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[42] RHT (49)- A 49 years old head teacher from rural area in this study.

including allocation of resources is supportive to improve learning achievement of students. According to MOES (2008), identification and mobilization of resources along with their allocation is a crucial authority of the SMC at CMS provided by education act so that this role of the SMC at CMS is known as role of the SMC as a resources allocator (identification and mobilization) or facilitator in order to improve the quality of education.

5.2.5 Role of the SMC as a coordinator/mediator and perception of different stakeholders on it

It is the responsibility of the SMC of CMS to make coordination between school and community, school and teachers, community and teachers, school and head teacher, head teacher and teachers, student and teachers, head teacher and community, school and DEO, school and different donor agencies, NGOs, INGOs and other organizations to the development of school (MOES, 2008). There were found different view about this role of SMC of CMS. One school supervisor from the district X, SS (48)[43] opined his view in the following way:

The SMC of CMS in this district is playing role of coordinator or mediator between school and DEO. The SMC is informing DEO about the activities of school such as vacancy announcement of extra temporary teachers being paid by private fund of school and report of almost every activity. I found same experience when I had posting in another district. I can claim that SMCs of many CMSs in this district are able to play the role of good mediator. It is clear from the past record (during government school) and present record (after handover to the community) of CMS. They (CMSs) do not need to rely on certain fund allocated by the DEO; however DOE allocates salary of permanent and different quota (relief) via GON in every 3-4 months once. I want to make clear that they will receive salary of all those 3-4 months at a time. Almost every expense, rest of salary of teachers, SMC has to manage. For this, SMC has to identify donors in addition their own internal resources. It is possible only when if SMC will be able to maintain good relation with their donors and make them happy through their work such as utilization of those fund in meaningful task of school. In addition to that SMC must be able to maintain good relation with the people of community otherwise CMS will be collapsed. So that I think the SMCs of many CMSs have been succeed to play the role of good coordinator/mediator nowadays.

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[43] SS (48) – A 48 years old School Supervisor in this study.

A SMC member from the rural area RSMC (38)[44] claimed that SMC at their school had done very good job in this context. Participation of the local people at school were increasing after handover of authority of school management to the community and many people were ready to provide their contribution to the development of school in form of free land, free labor, resources, donation. Further, he added that if they did not have support of local people, it would had have been difficult to run this school as a CMS. In addition he added they had very good relation with donors outside the community, which helped them to build many physical infrastructures at their school. So, he strongly believed that this was the result of role of the SMC as good coordinator.

Similar view opined by a SMC member from the urban area USMC (40)[45] as follows:

We faced a lot of problem to run this school after transfer of the authority of school management to the community in the beginning because SMC had lack of knowledge about identifying, mobilizing and allocating resources along with lacking capacity to maintain good relation with community and donors as well. After completion of tenure of that SMC, there were other people elected as SMC members. They had understood that no option of active participation of people at school, their support, support of donor agencies to run a CMS smoothly and they had also understood that SMC must play best role as a coordinator/mediator between school and community, school and donor agencies. Afterwards, new SMC started to work hard in this direction and it started to run school easier way. Now, participation of community people at school is increasing every day. I think participation of people at the urban area is less than that of rural area in school management but it is satisfactory now and I hope it will be increasing in the future. The SMC is able to identify, mobilize and allocate resources nowadays and it is the result of good relation between SMC and community, SMC and donor agencies. The Donors and community people are happy with SMC because SMC is able to achieve predetermined goals and there has been improvement in physical infrastructure, student enrollment rate, reduction in dropout rate, improvement in learning achievement of students. So, I think role of the SMC as a coordinator/mediator keeps meaning to run a school smoothly specially in the case of CMS.

A teacher from the rural area RT (51)[46] strongly believed that there was good relation among school, SMC, community, head teachers, teachers and students with each other at his school

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[44] RSMC (38) – A 38 years old SMC member from rural area in this study.
[45] USMC (40) – A 40 years old SMC member from urban area in this study.

after handover of management of school to the community. According to him, their school had almost many physical infrastructure, facilities, sources of resources and income as like school from the urban area. Further, he added that teachers were appointed by the SMC seemed to satisfy with their profession because they were paid more than that of teacher from private school, friendly working environment at school and good relation among SMC, head teacher, students, teachers and community. Furthermore, he said that school had good learning achievement than when school was not belonging to community. He told more that, learning achievement of students at their school is at top level among the school of that district. He emphasized that it was the result of hard work of the SMC, head teacher, teachers and well role played by the SMC as a coordinator/mediator.

PTA members from the urban area UPTA (62)[47] and from the rural area RPTA (59)[48] had same view that no possibility of success of school management without the capacity of SMC to play the role of good coordinator/mediator. They claimed that SMC of their schools were working well in that direction.

By summing up the perception of different stakeholders and authority provided by MOES (2008) to the SMC of CMS regarding coordinator/ mediator is one of the major roles that a successful SMC of CMS has to play for the development of school and achievement of good quality of education.

5.2.6 Role of the SMC as a social auditor and perception of different stakeholders on it

One of the responsibilities of the SMC is undertake or audit all financial transaction in efficient and transparent manner within the framework of the education and financial administration, regulation and guidelines (MOES, 2008, p. 46). That means it is the responsibility of the SMC at CMS is to audit the annual budget of school and inform to the community people once a year. This role of SMC is known as role of the SMC as a social auditor. In addition, SMC and head teacher have to keep record of every income and expenses so that it can give clarification to the community people, DEO whenever necessary. For this

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[46] RT (51)- A 51 years old teacher from rural area in this study.
[47] UPTA (62) – A 62 years old PTA member from urban area in this study.
[48] RPA (59) – A 59 years old PTA member from rural area in this study.

purpose, an accountant is employed at school. Many stakeholders had different perception about the role of the SMC as social auditor.

In the context of this role of SMC, almost all of participants from the rural area had same view. Along with this view, a SMC member from the rural area RSMC (38)[49] and teacher from the rural area RT (46)[50] claimed that SMC had record of every income and expenses which were presented during declare of annual budget to the community people. They also stated that people were interested about student–teacher ratio, student-classroom ratio, sufficiency of different physical infrastructure such as toilet, clean drinking water, first aid treatment at school, scholarship and incentives available for poor and intelligent students than the amount of income and expenditure. Further, they told that people were interested to see whether budgets were spending on right need or not. Furthermore, they revealed that it was the good role of SMC to try to make transparency of financing sector but people believed more on result than financial report made by SMC an head teacher themselves.

Similar view opined by the participants from the urban area as well. In this context, a head teacher from the urban area UHT (50)[51] claimed that people were interested more on result than financial report, however, they appreciated this role of SMC that SMC was trying to make transparency in financing sector of CMS.

By summing up view of participants, although role of the SMC at CMS as a social auditor was appreciable, people were interested in result more than financial report made by SMC and head teacher themselves. But its main motto was to inform people how, from where and when source of income were generated and how, where and when they will be spent. It is one of the major roles of SMC at CMS provided by MOES (2008) in order to achieve quality of education.

5.2.7 Role of the SMC as a motivator/leader and perception of different stakeholders on it

It is the responsibility of the SMC at CMS to motivate community people to send their children to school as well as convince them in order to create sense of ownership and be accountable towards school (MOES, 2008). Additionally, it has made clear that it is the

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[49] RSMC (38) – A 38 years old SMC member from rural area in this study.
[50] RT (46) – A 46 years old teacher from rural area in this study.
[51] UHT (50) – A 50 years old head teacher from urban area in this study.

responsibility of the SMC to form PTA in order to develop a system about regularity of attendance of children at school as well as risk of dropping out and give this information to the parents of children (MOES, 2008, p. 27).

In the context of this role of SMC at CMS, most of participants had same opinion except one participant who was PTA member from the urban area UPTA (51) claimed that SMC of their school did not motivate community people to send their children. He also claimed that the members of the SMC of their school did not do anything which could create sense of ownership to the community people and .made them accountable towards school because children of SMC members were studying at private school. But the one teacher from the same school UT (47) countered the view of UPTA (51) in the following way:

Our school was transferred to the community before one year. I would like to say that we are at primitive stage now. Our SMC are working hard to convince the local people to send their children at our school instead of private school and tell people to they do not need to pay fee for education of their children except very small amount of money in the form of admission and exam fee. In addition to that SMC members are making promise with the community people that we will provide quality education at free cost. Further, one of the SMC members is going to admit his son to our school this year. Furthermore, Our SMC members are convincing community people that this school is not only our School, it is the school of whole this community and community people. Moreover, SMC members are telling community people that they do not need to send their children to school at other area if they had a school at their own community. They are making clear that it is not possible without support of the community.

A SMC member from the rural SMC RSMC (61)[52] claimed that SMC of his school was able to create sense of ownership to the community people towards school as well as made them accountable to the school because we had large scale of people participation in school management. He added that people were sending their children at school regular and the numbers of students were increasing including girls and children from disadvantaged group. He further stated that there was improvement in physical infrastructure of school because of all types of support from the community. He had have believe that people started to think that

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[52] RSMC (61) – A 61 years old SMC member from rural area in this study.

school was their property and they had to preserve it for the bright future of their children and new generation.

Another SMC member of the urban area USMC (54)[53] opined his view as follows:

We had less number of children at school during the period when school was just transferred to the community because many parents from the community used to send their children at private School. After 7 years, we were able to convince community people about their role to the development of community and CMS, advantage of sending their children to the school at community. For this purpose, we did a campaign at the beginning in order to get students for our school. Now people from every background are sending their children including girls and children from disadvantaged group at school in regular class. Additionally, people are helping school by any means. We have sufficient infrastructure now. People have started to participate in decision-making process of school nowadays. They are conscious about learning achievement of their children nowadays. As a result, teachers are forced to provide quality service delivery of education in order to provide good quality of education. I think, it is the evidence that our SMC has been able to increase sense of ownership to the community people and make them accountable towards School.

The rest of participants opined similar kinds of view.

By analyzing the views of aforementioned participants, it can be concluded that SMC had played vital role to increase the sense of ownership to the community people and make them accountable towards School at CMSs of both areas; however SMCs of the rural areas had achieved more success than that of urban area in that case. That means more rural people were found to take part in decision-making process of school management than urban people as well as number of parents sending their children to CMS from the rural area were more than that of urban area. According to the 7th amendment of education act and regulation 2002, it is the responsibility of the parents and community to be accountable for education by ensuring their ownership and participation in school management and SMC is responsible to make the community people to do so. The main reason behind it is to make emotional attachment between the school and community in order to achieve easier access and quality of education at primary and basic level by collective efforts of teachers, head teachers, parents, community including SMC. In this regard SMC can force teachers to be responsible to the community

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[53] USMC (54) – A 54 years old SMC member from urban area in this study.

and make teaching learning more effective. As a result, there may be improvement in learning achievement of students. There has been some positive sign in school enrollment rate at CMS and learning achievement of students after schools were transferred to the community. In the context, according to MOE (2011, p.5), there is increase in number of students by 3.5% and 2.7% at primary level and lower secondary level compare to previous school year. It is the result of increase in sense of ownership to the community people towards education. Similarly, out of total student enrollment, there are 11.9%, 13.6% and 12.3% students at primary level, lower secondary level and secondary level in institutional school whereas 88.1%, 86.4% and 87.7% student are enrolled at primary level, lower secondary level and secondary level in community school (MOE, 2011, p. 5). Further, there is significant improvement in gender parity at school level (MOE, 2011, p. 5). In addition, there is increase in number of students from disadvantaged group as well as girl at school with their regular presence at school. At the same time many CMSs have started to provide quality service delivery of education in order to maintain quality of education nowadays. This is the result of increase in sense of ownership to the community people and their accountability towards education. SMC has played great role to do so. Hence, it is one of the major roles played by the SMC to achieve quality of education.

5.3 Quality of education at CMS and perception of different stakeholders about its achievement after management of schools were transferred to the community

According to the decentralization theory, there is increase in quality of education after transfer of the authority of school management to the community. It is difficult to measure quality of education directly because quality is an abstract thing. So that in order to understand quality of education in Nepalese context, EFA Nepal National Plan of Action (2001-2015) has made a strategy. According to it, EFA Nepal National Plan of Action (2001-2015) is found to adopt the UNESCO framework for understanding educational quality in order to maintain educational quality. In this regard, EFA Nepal National Plan of Action (2001-2015) has prepared comprehensive lists of indicators under four phases and four area of the framework- System Support, input, process and output/outcome as mentioned in chapter 3 (Review of literature and theoretical framework). There were found mixed views about quality of

education at CMS and their views were based on quality framework of EFA Nepal National Plan of Action (2001-2015).

Almost all of teachers from the rural area had same view regarding achievement of quality of education after handover of school management to the community. They claimed that the learning achievement and performance of students were higher now than centralized education system because of increase in number of child-friendly classes. For them, quality of education means education which helps in overall holistic development of a student as well as higher learning achievement. In this sense, one teacher from rural area, RT (51) opined as follows:

We have five child- friendly classes at primary level and I have seen numbers of these kinds of classes at many CMS of this district including many CMS all over nation are increasing every day. In addition, the SMC and head teacher informs about teacher training to teacher if DEO informs them about it. The SMC does not hesitate to send untrained teacher in teacher training so that it helps to provide quality service delivery of education to the students. It means many teachers are getting training nowadays than that of school was controlled by government. As a result, many teachers have received idea to how to teach easier and innovative way. It helps them to change and enhance their teaching and pedagogical skills. During government controlled period very few number of were able to read and write Nepali alphabets but the situation is just its reverse now which is result of child-friendly classes and teacher training. He further added that reason of higher learning achievement and students performance that means improving quality of education at CMS as follows:

Even though we are still using same curriculum, we are teaching in different and innovative way. As a result, it has made easier for students to understand what teacher has taught them in clear way. We have seen all this through better result of class test, other test and assessment system. For this purpose, we make lesson plan everyday with specific objectives. In addition, we have made some specific objectives about capacity of students that students are supposed to learn at particular level. If we find the weakness of students after teaching with specific objectives then we conduct remedial class for them. In addition to that we request parents to create better learning environment at home so that their children can learn at home as well.

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One teacher from the urban area UT (52)[54] and teacher from the rural area RT (46)[55] both had same view about child-friendly class. They claimed child-friendly classroom were managed according as interest of children where students were learning in child-friendly environment. They added that children made their own timetable and elect a team leader by themselves via voting system. For this purpose, teacher put voting boxes in the classroom so that they can drop the paper in which there is name of candidate of their choice in the voting box. As a result they got concrete concept of election and voting system. Furthermore, children closed the gate of school before the beginning of their school so that they were made punctual about time.

A teacher from the urban area UT (47) gave his view as follows:

We did not have single child-friendly classroom before school was transferred to the community. Now we have child-friendly class from grade1 to grade 5 built by a INGOs named Room to Read (RTR). I have been seen there is trend of increasing number of child-friendly class at primary level of CMS at both urban and rural area in Nepal. Many NGOs, INGOs have built child-friendly classroom at CMS. Additionally, more teachers are getting teacher training nowadays. It helps to enhance their teaching skills and it may be easier for students to understand the subject matter taught at class. As a result, there is improvement in learning achievement of students. I think there have been slight changes in quality of education at CMS in urban area after handover of school management to the community than that of government controlled school. But SMC of urban area including community people, parents, teachers, head teacher should work hard in order to achieve high level of quality of education. As I know, CMS from rural area has greater autonomy than that of urban area because of more community participation at rural area than that of urban area. Similarly, learning achievement of students at CMS in rural area is found to higher than that of urban area. They have more child-friendly classes than us. It is clear from news bulletin and record of the DEO. I want to insist that there should be different child-friendly classroom as well as special needs education teacher for children with special needs such blind, deaf, dumb who cannot get advantage from normal class.

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[54] UT (52) – A 52 years old teacher from urban area in this study.
[55] RT (46) – A 46 years old teacher from rural area in this study.

Rest of teachers from the urban area agreed with view of teacher from the urban area UT (47). One teacher from the urban area UT (42)[56] raised question about nature of teacher training, honesty of teachers, head teacher, school supervisor, SMC at CMS in urban area. According to her,

There was serious problem in process of supervision and monitors of school, teachers and head teacher. The school supervisors come to school sometimes in a year but they inform head teacher every time before go to the school. It helps head teacher and teachers to be careful and they pretend to perform their duty very well on that day and rest of the day presence of permanent teachers in the classroom is not regular. Temporarily appointed teachers by the SMC are performing better than permanent teachers in order to protect their work; however they quit their work after getting better opportunity. Some school supervisors even do not go to class in order to supervise it. They come to school and go back by visiting it. Even if some school supervisors and SMC members try to maintain good teaching environment, they are not able to do that because of protection of union of teachers. As a result there is no change in quality of education at CMS of urban area. It is because of less presence of SMC at school, negligence of teachers, head teachers and school supervisor as well as no problem and practical oriented teacher training suit the classroom teaching. We have to teach many things in very short period of time, if we follow every step taught in training then it can be difficult to complete the course by teaching in a year. Further, teachers are not found to reflect their knowledge learned during teacher training. I want to suggest that nature of teacher training should be change and every party such as school supervisor, head teacher, teachers and SMC should perform their duty honestly in order to achieve quality of education.

Rest of the participants from both urban and rural agreed at some extent about level of teacher training, supervision and monitors of school and class. All of them echoed that there was negligence in school supervision at very few schools but not at most of the schools. They claimed that all party such as school supervisor, head teacher, teachers, SMC were compelled to perform their duty better in more honest way nowadays otherwise community people could change the school of their children. As a result, there was condition to close the school and it led to create barrier in promotion of grade of permanent teachers, head teachers, firing of temporarily teachers appointed by the SMC, dissolution of SMC as well. They added that

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[56] UT (42) – A 42 years old teacher from urban area in this study.

People had been conscious about future of their children and development of their community so that they did not like to compromise instead they found to complain and warn SMC. That`s why SMC was very careful in this matter. The school supervisors, head teachers, teachers and SMC were doing better than the centralized education system. There were many changes in the nature of teacher training such as innovative teaching methods, practical oriented training suits the classroom practice, concept of child-friendly class and its implementation, regular supervision and monitoring of the school and teacher nowadays because of the increased participation of the community people to the school. Further, they told that SMC was working hard in order to run school smooth way. For this purpose, they were allocating different resources, kept collaboration with different organizations; community people and other different task in order to maintain quality of education based on national standard as well as keep the position of their school at higher level in the district. They told that there was improvement in quality of education at CMS in both rural and urban area after schools were transferred to the community; however there were found learning achievement and student's performance at CMSs in rural area were better than that of urban area. They also added that there were more number of child-friendly classes at CMSs of rural area than urban area that's why learning achievement and student's performance at CMSs were better than that of urban area. They also insisted that every party should work more hard to maintain more standard of quality of education in coming days and provide very good foundation of education in such way that their students could compete in the global market in the future.

By summing up the view of all participants there were found some improvement in the quality of education at CMS after schools were transferred to the community. The level of improvement in quality of education at CMS at rural area is better than that of urban area because of more community participation at school management in rural area than urban area. Nepal has adopted framework of UNESCO for understanding educational quality in order to maintain quality of education based on this Nepal has its own program called EFA Nepal National Plan of Action (2001-2015) with different indicator under four areas and four phases. In addition, in the Nepalese context, quality of education gives emphasis on overall holistic development and high achievement of the children with five indispensable basic components such as teachers, textbooks/instructional materials, materials, learning environment, school improvement, management and capacity building (Nepal Education For All, core document 2004-2009, p. 30).

5.4 Major similarities and differences of findings

This subchapter discusses the difference and similarities of findings based on the findings of four CMS at urban and rural area in two districts (2 schools from each district, 1 school from each area).

A comparative summary of main findings

A. Nature of decentralized education in Nepal and motivation behind it (reason to hand over of school management to the community)

5.4.1 The nature of decentralized education in Nepal

There were common views among participants of schools from both rural and urban about the nature of decentralized education in Nepal as follows:

1) There was introduced devolutionary decentralized education model in policy document but delegation-decentralized model was implemented for educational administrative structure in practice in addition to that there were mixed type of decentralized education system in practice instead of specific one.

2) There was not election of LBs since the introduction of decentralized education system. As a result, LBs such as VDC and MDC were without elected body and were not functioning well.

3) School management was transferred to the community with limited authority of hiring and firing temporary teachers whose salary was paid by internal funds of school. Additionally, the SMC had no authority to hire and fire permanent teachers and teachers appointed by the DEO with some other general authority such as identification, mobilization and allocation of resources, supervision of head teacher, teachers and school etc. It means there was implementation of decentralized policy at some extent at CMS.

5.4.2 Motivation behind decentralized education in Nepal/ reason to transfer the authority of school management to the community

All of the participants had common opinion regarding reason to decentralize school level education system in Nepal or to handover the authority of school management to the community that means SMC.

First reason to handover the authority of school management to the community people was to increase the sense of ownership to the community people by motivating their active participation in decision-making process of the school management and their participation led school emotionally attached to the community as well as making them accountable towards school. The reason to increase sense of ownership to community people was to make teachers more accountable to the community and students in order to provide quality education. The increase in active participation of community people in decision-making process of school management was based on the spirit of existing political ideology.

Second reason to transfer the authority of school management to the community was the influence of donor agencies because they did not see the security of their investment in centralized educational system and interested to invest in decentralized educational system and the same time the GON was not able to invest 100% budget required for the development of the school education sector. As a result, the GON was forced to accept the term and condition of the donor agencies.

Third reason to transfer the authority of school management to the community was to meet the goals of EFA 2015. For this purpose Nepal had to make Nepal National plan of Action (2001-2015) in order to achieve quality of education at school level as well as get external financial support in the future; however it was auxiliary reason for transfer the authority of school management to the community.

5.4.3 Similarities and differences between role of SMC at urban and rural area after transferring the authority of School management to the community.

There were no differences in role of SMC at both urban and rural area. SMCs of both areas were found to follow the guidelines provided by Education Act regarding decentralized education; however there were found differences only in the degree of implementation of their role as provided by decentralized education act.

A. **Role of the SMC as a manager and administrator**

The SMCs at both urban and rural areas were found to play the role of a manager and an administrator. In this context, SMCs at both areas had *no authority* to hire and fire permanent teachers as well as quota teachers and teachers appointed by the DEO but they had authority to hire and fire temporary teachers based on needs of the school. That means they had authority to fire teachers appointed by the SMC; however these task of SMC were found to interfere by the unions of teachers sometimes. The degree of interfere of unions of teachers were found more at CMS of rural area than that of urban area.

B. Role of the SMC as a decision maker

The SMC had authority to decide whether use of mother tongue as a medium of instruction at primary level. Similarly, it had authority to decide whether prescribe local curriculum and its usages at primary level. It applied to the SMCs at CMSs of both areas.

C. Role of the SMC as a supervisor

The SMC had authority to supervise and evaluate the performance of head teacher along with school supervisor as well as authority to supervise and evaluate the performance of teachers after consulting with head teachers. It was same at CMSs of both areas.

D. Role of the SMC as a resources allocator (identification and mobilization of resources)/facilitator

The SMC had authority to identify the resources available in the community and mobilize them. The SMCs were able to allocate resources from different other source out of their community if they needed resources which were not available in their community. It was same at CMSs of both areas. In this context, degree of identification, mobilization and allocation of resources depended upon the capacity of SMC rather than rural area and urban area. Additionally, SMCs themselves including head teacher, teachers and the community people from both areas were found to make good relation with different INGOs, NGOs, donor agencies and other organizations in order to get financial support from them for the development of school.

E. Role of the SMC as a coordinator/mediator

The SMCs were playing their role as good coordinator and mediator among school, community, teachers, head teacher, students, DEO, different donor agencies, INGOs, NGOs,

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different organizations. Head teacher was found to help SMC in that case. It was same at CMSs of both areas.

F. Role of the SMC as a social auditor

The SMCs at CMSs of both areas were taking care of annual budget of their schools and inform to the community people about it once a year in order to make transparency. But the community people were more interested in result than the financial report made by the SMC and head teacher themselves. It was same for the SMCs at CMSs of both areas.

G. Role of the SMC as a motivator/leader

The SMCs at CMSs of both areas had played vital role as a leader/motivator in order to increase the sense of ownership to the community people and make them accountable towards school. Additionally, the SMCs had played prime role in making emotional attachment between the school and community along with teachers. In this context, the degree of sense of ownership and accountability to the community people towards school at rural area people had more than the urban area people. It does not mean that urban people had no feeling of sense of ownership and accountability towards school. Similarly, rural people were found to participate more actively in decision-making process of the school management than that of urban area people as well as the number of parents sending their children to CMS from rural area were more than that of urban area. That means number of schools going students at CMSs of rural area were higher than urban area. But there was found satisfactory result in this role of the SMC in urban area now than when school was controlled by the government. That was increasing gradually at urban area as well. There were found level of more emotional attachment between the community and school at rural area than that of urban because rural community people had stronger feeling about sense of ownership towards school than that of urban area.

5.4.4 Similarities and differences in quality of education at CMS of rural area and urban area

There was some improvement in quality of education between CMSs at urban and rural area. But students at CMSs at rural area had higher learning achievement and better performance than that of urban area after transfer of the authority of school management to the community.

Numbers of child-friendly classes at CMSs in rural area were more than that of urban area so that it had affected in quality of education. CMSs at both areas had good trained teachers than centralized system. There were needs of the child-friendly classes for special needs children such as dumb, deaf, blind and crippled as well as trained teachers who can teach special needs children in easier way at CMSs of both areas.

5.5 Discussion of findings

The interpretation of results of this study is done by following the data analysis guided by research questions and supportive to draw summary, conclusion and recommendation.

5.5.1 How do different stakeholders perceive about the role of SMC after hand over of the authority of School management to the community to achieve quality of education?

According to many researches, it was found that there was not good quality of education at school level in Nepal before transferring the authority of the school management to the community. As a result, the GON had introduced decentralized act in 1999 (LSGA, 1999) and it introduced this act in education sector in 2003. According to policy document, Nepal has adopted devolutionary decentralized model for devolving central decision-making powers and implementation authority of local level development issues to the LBs has been set. Unfortunately, the election of the LBs has not been held in the last 16 years and now without chairman (MOE, 2003b). It also emphasizes that LSGA (1999) and decentralized education is seeking for the prominent role of the LBs for policy implementation. But it seems from the data of this study, MOE seemed to implement delegation decentralized model in practice. That means there were devolutionary and delegation model of decentralized education system in practice because of its local reality. For example, in some places devolutionary decentralized model was found to implement if communities were capable of taking the responsibilities of school management. Likewise, in some place delegation-decentralized model was found to implement if communities were not able to take the responsibilities of school. That had contradicted with the policy document. As a result, there was confusion regarding the nature of decentralized education at its implementation. There are many reasons to decentralized education system in Nepal such as to increase sense of ownership to the community so that participation of the community people would increase in decision- making

process of the school management. As a result, there would be good attachment between the community and school so that community people would send their children at CMS and would force teachers via SMC to provide quality service delivery of education. Ultimately, it will be helpful in providing quality of education. Similarly, donor influence is another reason to handover of school management to the community. According to Steiner- khamsi (2012) many donor agencies and World Bank are not only donor agency but also global policy advisor for national government. Their advice based more on their interest than need of the certain community. In this context it is difficult to say policy regarding decentralized education will be in the favor of CMSs. As a result, the authority of CMS for enjoying autonomy in decision- making process of school management may be questionable. The other reason for this is to meet EFA goals. Anyway, Nepalese schools are enjoying decentralized education system now. Although the GON is interested to hand over the authority of school management of all government schools to the community, many communities are still not interested to take the authority of school management. The reason behind is that every community is not capable of taking the responsibility and authority of school management. Additionally, different unions of teachers are against them because they are feeling insecure about their job.

According to theory (related to decentralization), CMSs enjoy decentralized education by devolutionary decentralized model in decision-making process with the formation of SMC and PTA at local level that means school level. It means local people are found to involve in decision making process and it is part of democratic system where community people have authority to involve in policy making of local curriculum (as mentioned in chapter-3). Coleman (1998, as cited in Fullan, 2007) states as follows:

> The community people will influence the governance and management of the school at the school level. As a result, they can mobilize resources for the development of the School. As a ``power of three` `for example, parents, teachers and students collaborate in management and governance of the school (p. 19).

According to finding of this study, the managerial and administrative role of SMS at CMS is full of question because there was external interfering from unions of teachers while implementing this authority by SMC. According to education act regarding decentralization, SMC has authority to hire and fire teachers based on the need of school but they have no authority to hire and fire permanent teachers and quota teachers as well as teachers appointed

by the DEO. Unnecessary external interference tried to weaken in its implementation while performing strong role like managerial and administrative by SMC according to available data for this study.

In this context, World Bank (2008) has mentioned clearly that members of the SMC and PTA in most developing countries do not have any training and preparation regarding school governance and management. According to Education Act (1971) candidates for the post of chairperson[57] of SMC have certain minimum requirement with minimum educational qualification. It is doubtful in the case of many rural areas. According to data of this study, the SMCs at CMSs were found to perform their duty well in spite of the external interference and try to hire as good as teachers based on the needs of school in order to maintain quality of education. But there was rare case of firing teachers because SMC appointed teachers were paid less than permanent teachers and they were found to resign after getting better opportunity.

Supervision of head teacher and teachers is another role provided by MOES (2008) to SMC at CMS as mentioned in Education Act 1971. According to it, SMC has authority to supervise the performance of head teachers with the support of school supervisor whereas in the case of teachers by consulting with head teachers. According to data for this study, SMC is performing well in order to provide quality of education. For this purpose, they appreciated teachers and head teachers for their good work and found to complain for departmental punishment to the DEO in the case of head teacher, permanent teachers, quota teachers appointed by the DEO for their bad work. As a result, they missed the opportunity to promote their grade. But in the case of SMC appointed teachers, SMC fired direct but it was rare case. These functions come under authority of SMC by education act 1971. Similarly, the SMC had recommended training for teachers and head teacher to suit the need of student, time and change in educational methods. That helped to provide quality of education through quality service delivery of education both at rural and urban areas.

The SMC has provided authority by education act 1971 to prescribe the local curriculum and use of mother tongue instruction at primary level based on the needs of the school and community. Otherwise English can be taught instead as mentioned in education act. The reason to prescribe the local curriculum and mother tongue medium of instruction is that SMC

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[57] According to education act 1971, the chairperson of the SMC will be appointed from the parents whose children are studying at the respective school.

members are community people and they are familiar with it and can work for quality and relevance of education. The data showed that almost all of the CMSs at rural and urban areas were found to use English as an optional subject instead of local curriculum because it was less expensive, easier to get textbook and trained teachers in English than that of local curriculum. Similarly, English could be bridge course for the further study. The SMCs at CMSs of both areas were found to play their role as a decision maker effectively in order to achieve quality of education.

The SMC has authority to identify, mobilize and allocate resources based on the needs of school. Additionally, primary sources of CMS are grant-aid of government (CERID, 2004). It means expenses required for maintenance, salary of permanent teachers, stationery and administrative task considered as main area of fund allocated by the GON. In this case if SMC will try to allocate resource? It is questionable. But decentralization theory says encouraging local people in identification and mobilization of resources is one of the objectives of decentralized education system. The data showed that it took long time to receive support from the GON sometimes. At that time SMC was obliged to allocate it or try to identify the resources. At rural area, SMCs at CMSs tried to keep good relation with different NGOs, INGOs, local level donors for additional fund in addition to that many local people were found to provide free land, cash, free labor in the form of support which was helpful to improve physical infrastructure of school such as desk, bench, additional buildings, toilet, clean drinking water, science and computer lab, library. As a result, there was creation of good learning environment at school, which led to improve in quality of education. Similarly, it was found to almost same in the case of urban area as well. SMCs at CMSs from both areas were found to perform their role as a resource identifier, mobilizer and allocator/facilitator in very effective way so as to achieve quality of education.

The SMC has responsibility to maintain good relation among teachers, community, SMC members, heads teacher, community, students, NGOS, INGOs, donor agencies in order to get support from them whenever needed. The data showed the same result both at rural and urban areas. SMCs at CMSs of both areas were found to play role of coordinator/mediator effectively in order to run school smoothly and achieve quality of education.

It is the role of SMCs and head teacher at CMSs to allocate annual budget for school and inform to the community people in order to maintain transparency so that they will be able to

utilize the resources effectively in order to achieve quality of education. The data agreed completely with this role of SMC. This role of SMC is known as SMC as a social auditor.

It is the role of SMC to increase the sense of ownership to the community people and make them accountable towards school. CERID (2004) claimed that the transfer of school management was to empower the local community by enabling them to participate in local school. The participation of local people would create the feeling of sense of ownership and accountability that would improve quality in education by improving access and achieve the goal of EFA. According to data for this study, there was more participation of the community people at CMSs of rural area than that of urban area. Similarly, rural people had stronger sense of ownership towards school than that of urban area because of two reasons. Firstly, the level of emotional attachment between the school and community at rural area was higher than that of urban area. Secondly, more parents from the rural area were found to send their children to CMS than that of urban area. People from both areas were serious about learning achievement of their children. That`s why they were to actively participate in decision-making process of school management in order to force SMC to provide quality of education by improving quality service delivery of education. Since participation of rural people in decision- making process of school management were higher than that of urban people so that learning achievement and performance of students at CMSs at rural area were higher than that of urban area. Hence, SMCs at CMSs were found to play their role as a leader/motivator effectively in order to provide quality of education.

5.5.2 How do stakeholders perceive about implication of decentralized education (School Governance) to the quality of education

Nepal has adopted EFA Nepal National Plan of Action (2001-2015) in order to measure quality of education based on UNESCO framework for understanding quality of education. For this purpose, it has made list of indicators under four areas and four phases (as mentioned in chapter Review of literature and theoretical framework). Similarly, in the Nepalese context, quality of education relates to the overall holistic development and higher learning achievements of children with five basics components such as teachers, textbooks/instructional materials, learning environment, school improvement and capacity building (Nepal Education for All core document, 2004-2009, P. 30). According to (Engle et al., 2007) disadvantaged children are attending Pre-School education with significant gain in

cognitive development which leads to subsequent increase in enrollment and progression through primary school. It pre-school education is helpful to develop cognitive aspect of children (sign of quality education). As a result, there is increase in number of school going disadvantaged children. The SMC at CMS should think once about it.

The data showed that there were found changes in quality of education at CMSs in both rural and urban areas after transfer of school management to the community. But the level of learning achievement and performance of students were higher at CMSs of rural area than that of urban area because of higher community participation in decision-making process of school management, stronger sense of ownership and accountability towards school, more number of child-friendly class-rooms, and higher level of encouragement for teacher training from head teacher at CMSs of rural area than that of urban area. Additionally, there were found improvement in distribution of teaching material and textbooks in time at rural areas as well. It was the result of effective role played by the SMC in order to achieve quality of education.

6. Conclusion and Recommendations

This chapter presents the conclusion about perception of different stakeholders such as DEO, head teacher, teachers, SMC itself, PTA, school supervisor, resource person and student regarding the role of SMC at CMS to achieve quality of education in Nepal in first sub chapter. The conclusion of this study is based on the data analysis and discussion of main findings in chapter five. The second subchapter deals about perception of different stakeholders regarding implications of decentralized education to the quality of education. Similarly, third subchapter and fourth subchapter deals about recommendations for policy makers and recommendation for further research respectively.

6.1 Perception of different stakeholders about the role of SMC after transfer of the authority of school management to the community to achieve quality of education

Nepal had introduced decentralized education at school level in 2003. According to policy document, Nepal has adopted devolutionary decentralized model but it has implemented both devolutionary and delegation model of decentralized education in practice because of its local realities. It means there were variations in the nature of decentralization while implementing it in the schools of different communities. For example, in some places devolutionary decentralized model was found to implement if communities were capable of taking the responsibilities of school management. Likewise, in some place delegation-decentralized model was found to implement if communities were not able to take the responsibilities of school. That was a kind of confusion about nature of decentralized education at its implementation. Whatever may be nature of decentralization, SMC at CMSs of both areas were found to enjoy autonomous in decision-making process of school management at some extent.

There were many reasons to decentralize education system in Nepal. It means there were many reasons to hand over of authority of school management to the community. Among them, to increase sense of ownership to the community and making them accountable towards school, influence of donor agencies, to achieve EFA goals are prime reasons.

According to the theory (related to the decentralization), CMSs are enjoying greater degree of autonomy in school management by forming SMC and PTA for school development. By the Education Act regarding decentralized education and data of this study showed SMCs at CMSs had to play many roles based on the perception of different stakeholders. SMC was playing role of a manager and an administrator without authority to hire and fire permanent and quota teachers appointed by the DEO. Additionally, they had authority to hire and fire teachers based on the needs of schools. But this role was found to weaken by the external interfere from unions of teachers while performing well. In spite of this kind of activity, the SMCs at CMSs of both areas found to perform this role actively in order to achieve quality of education.

Similarly, the SMCs at CMSs of both areas were found to play role of decision maker regarding selection of local curriculum and mother tongue medium of instruction at primary level so as to provide quality service delivery of education. Likewise, the SMC had role as a supervisor in order to improve the performance of head teacher and teachers by using punishment and reward tool. Additionally, teachers were encouraged to go to training in order to sharpen their teaching skill. As a result, they were able to provide quality of education by good service delivery of education.

Further, the SMCs at CMSs in both areas were found to play role as resource identifier, mobilizer, allocator or facilitator effectively in order to provide quality of education. In this case, CMSs from both areas were found to enjoy greater degree of autonomy. Different donor agencies, INGOs, NGOs, fixed asset of school, local donors along with grant provided by the GON were source of resources at CMSs of both areas. Furthermore, the SMCs at CMSs of both areas were found to play role as coordinator/mediator in order to balance good relation among School, head teacher, teachers, students, community, SMC members, different INGOs, NGOs, donor agencies so that it would be easier to take their support for development of school whenever necessary. Moreover, the SMCs at CMSs of both had responsibility to keep of records of income, expenses, allocate annual budget for development of school and inform to the community people once a year.

Ultimately, the SMCs at CMSs were found to play the role of leader and motivator effectively by increasing the sense of ownership to the community and making community people accountable towards school in order to provide quality of education. In this context, feeling of sense of ownership to the community and accountability towards school at rural people were

higher than that of urban area. As a result, the learning achievement of students and their performance were found higher in rural area. Community participation at CMS in decision-making process as well as emotional attachment among community, school, teachers, students were found higher in rural area than that of urban area. The SMCs at CMSs from rural area were found to work more hard than that of urban area while performing this role.

In short, the aforementioned roles of SMCs at CMSs were based on data for this study and as well as the Education Act regarding decentralized education and there were found no any doubt about those roles of SMC. Additionally, it is clearly mentioned in policy document that educational decentralization is shared responsibility of central and local government (MOES, 2008). Further, it has made clear that school management function will remain in SMC even if there will be some changes regarding nature and policy of decentralized education. There were almost similarity between policy document and data of this study about the role of SMC at CMS but there were found few contradictions in its implementation because of some external interfere. Furthermore, there were almost similarities between roles of SMCs at CMSs of both areas from the policy point of view, however there were few differences regarding its implementation.

6.2 Perception of different stakeholders regarding implication of decentralized education to the quality of education

Quality of education is one of the most desired outcomes of decentralized education in which SMC has strong role to achieve it. It is difficult to measure quality of education in direct way. So that Nepal has adopted EFA Nepal National Plan of Action (2001-2015) with lists of indicators under four areas and four phases based on Framework of UNESCO understanding educational quality (as mentioned in chapter-3) in order to improve quality of education at school level. Additionally, ``quality of education relates to the overall holistic development and higher learning achievements of children for realization of which the following five basics are indispensable: teachers, textbooks/instructional materials, learning environment, School improvement and capacity building ``(Nepal Education for All core document, 2004-2009, P. 30).

In this study, there was found increase in quality of education at CMSs of rural area seemed to higher than that of urban area because CMSs at rural had more child-friendly classrooms and trained teachers who had ability to create child friendly environment with child centered learning than that of urban area. Further, stronger feeling of sense of ownership to community and accountability towards school at rural area than that of urban area was another reason for more increase in quality of education at rural area than urban area.

6.3 Recommendations for policy makers

This research was carried out for the academic purpose. The findings of the study imply that there should not be contradiction about the nature of decentralized education at policy level and its implementation level. Policy makers should make educational policy based on the local need rather than influence of donor agency. The role of SMC and PTA should be clearly defined and strengthen by providing training about school management. The local government should take strong step in order to avoid external influences in teacher recruitment process. The GON should know the capacity of communities before transferring the authority of school management. The GON should help local government to make attractive plan in order to increase sense of ownership to the community as well as make more child-friendly classrooms in urban area in coming days. Likewise, the GON should also help local government to make child-friendly classrooms for special needs children and providing trained teacher with capacity to handle special needs children in democratic way.

6.4 Recommendations for further research

We can do research on many micro-level research topic about the decentralized education or role of SMC wherever in depth study is necessary. For example, Role of SMC to achieve equity and relevance of education at school level in Nepal can be one topic for further research. Similarly, community participation, community ownership regarding education can be other topic for further research. Likewise, similar kind of research can be done at other part of country. Further, a comparative study can be done about role of SMC to achieve quality of education at CMS and private school.

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Appendices

Appendix 1 – Interview Guide

Name and age of Interviewee-   Interview date-

 Name of Working Organization/ Institution/School-   Telephone/Mobile number-

Current Position-   Email address-

Past experiences -

A. Interview Guide for the District level (District Education Officer/SS/RP)

1) What is decentralization of education?

2) What is the nature of decentralized education in Nepal?

3) What are the reasons behind decentralized education in Nepal/ transferring the authority of school management to the community?

4) Is there any significant difference in working environment after transferring the authority of school management to the community?

5) What is the meaning of quality of education in The Nepalese context?

6) How and to extents do policy documents conceptualize the role of SMC to achieve quality of education after 2003 at CMS of both rural and urban areas?

7) What is happening in reality in order to achieve quality of education?

8) What are the criteria to hire and fire teachers by SMC?

9) Among many role of SMC at CMS, which role did you find that SMC is playing effectively?

10) What is your opinion about medium of the mother tongue instruction at primary level?

11) Is there any significant difference in quality of education at CMSs between urban area and rural area after 2003? Do you have any suggestion?

B. Interview Guide for the School level

B1. For SMC and head teacher

1) What do you mean by decentralized education?

2) What are the reasons behind decentralized education in Nepal/transferring the authority of School management to the community?

3) Do you have any idea about nature of decentralized education in Nepal?

4) Is there any significant difference in working environment after transferring the authority of school management to the community?

5) What is the meaning of quality of education?

6) Is it effective way to encourage community people to participate in decision making process of school management (School governance and management) to achieve quality of education?

7) What kinds of improvements are made in school environment after 2003 or there has not been any improvement or situation is even worse?

8) Do you have realized any significant difference in quality of education after transfer of authority of school management to the community?

9) What are the roles of SMC to achieve quality of education?

10) Do you have any knowledge about criteria or minimum requirement for hiring and firing of teachers?

11) Does SMC have autonomy in hiring and firing of teachers?

12) Why it is important to evaluate the performance of teachers and head teachers? Do you have knowledge about it?

13) What do you think about medium of mother tongue instruction at primary level?

14) What measures should be taken by SMC to achieve quality of education?

15) Is there any changes necessary in role of SMC to achieve quality of education?

16) What is relationship of SMC to community people, to DEO/PTA/VEC/Teachers?

17) Does SMC at your school have involve in any partnership with different organizations or donor agency in order to generate extra fund so that it can be spent on enhancing quality of education and other activities related to the development of school?

18) How often SMC does has meeting in a year?

19) Will every decision made by SMC be implemented?

20) Do you have idea about student enrollment rate, intake rate and dropout rate at your school?

B2. For teachers

1) What do you mean by decentralized education?

2) What are the reasons behind decentralized education in Nepal/transferring the authority of school management in Nepal?

3) Do have any idea about the nature of decentralized education in Nepal?

4) What is the meaning of quality of education?

5) What is the meaning of SMC?

6) What is your relation with the members of SMC?

7) Do you think whether SMC is working to create good working environment in school (About Classroom management/Classroom environment, making good relation between teachers, teachers-head teacher, teachers- students, teachers-parents, teachers- members of SMC)?

8) How do you perceive about role of SMC to achieve quality of education (How does SMC identify, mobilize and allocate resources? Does SMC hire and fire

teachers if necessary and does SMC have autonomy about it? Does SMC encourage teachers to go to training if necessary?)?

9) Are you enjoying your work?

10) What kinds of improvements are made in school environment after 2003 or there has not been any improvement or situation is even worse?

11) Do you have realized any significant difference in quality of education after transfer of authority of school management to the community?

12) What is your opinion about the medium of mother tongue instruction at primary level?

13) What is your suggestion for SMC to achieve quality of education?

14) Do you have idea about the presence/absence of students/teachers at school?

15) Do you have idea about student enrollment rate, intake rate and dropout rate at your school?

B3. For PTA

1) How can make a school better school?

2) Do you have heard about decentralized education and what do you mean by it?

3) Do you have heard about SMC and what do you mean by it?

4) Does SMC consist of the people from the community?

5) What is the meaning of quality of education for you or do you have heard about it?

6) Is SMC encouraging PTA to participate in the decision making process of school management and governance actively?

7) How does SMC co-operate to achieve quality of education (To what extent SMC help you to mobilize local resources, to find teachers who can teach in mother tongue?

8) How can SMC help to make a school better?

9) Do you have realized any significant improvement of learning achievement of students nowadays?

10) Do you have idea about the presence/absence of students and teachers at your School?

11) Do you have idea about the rate of increasing or decreasing number of students at your School?

12) What is your opinion about the medium of mother tongue instruction at primary level?

B4. For students

1) Do you have idea what makes a school good school or learn to easy?

2) Do you heard about SMC? If yes, please say something about it.

3) Has SMC made learning easier/better?

4) Do you find some changes in the school to make good learning (good health service, new buildings, canteen, new library, establishment of science and computer lab etc.)?

5) Do you or your classmates have received some incentives/scholarship at the school?

6) Do you like the way in which your teachers teach/make fun during class?

7) Do you know numbers of students are in increasing or decreasing order at your class?

8) Do you have idea about the presence/absence of students and teachers at your class?

Appendix 2- List of interviewees with coding[58]

S.N.	Title	Organization	Age	Coding by first letters of area of school and shot form of working position as well as age	Interview date
1.	District Education officer of district X	DOE	62	DEO(62)	14.10.2015
2.	School Supervisor of district X	DOE	48	SS(48)	15.10.2015
3.	Resources Person	DOE	53	RP(53)	16.10.2015
4.	Head Teacher1	Urban School	55	UHT(55)	19.10.2015
5.	Teacher1	Urban School	52	UT(52)	20.10.2015
6.	Teacher2	Urban School	47	UT(47)	21.10.2015
7.	SMC	Urban School	40	USMC(40)	22.10.2015

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[58] Coding – (1) short form of working position (Age) for district level participants & (2) in the case of school level participants coding – short form of area where school is situated and short form of working position (Age).

	member1				
8.	SMC member2	Urban School	54	USMC(54)	23.10.2015
9.	Student1	Urban School	15	UST(15)	25.10.2015
10.	PTA member1	Urban School	62	UPTA(62)	26.10.2015
11.	Head Teacher2	Rural School	56	RHT(56)	28.10.2015
12.	Teacher3	Rural School	39	RT(39)	29.10.2015
13.	Teacher4	Rural School	44	RT(44)	01.11.2015
14.	SMC member3	Rural School	52	RSMC(52)	02.11.2015
15.	SMC member4	Rural School	61	RSMC(61)	03.11.2015
16.	Student2	Rural School	12	RST(12)	05.11.2015
17.	PTA member2	Rural School	46	RPTA(46)	06.11.2015
18.	District Education Officer of district Y	DOE	59	DEO(59)	09.11.2015
19.	School Supervisor of district Y	DOE	43	SS(43)	10.11.2015

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20.	Head Teacher3	Urban School	50	UHT(50)	13.11.2015
21.	Teacher5	Urban School	42	UT(42)	14.11.2015
22.	Teacher6	Urban School	45	UT(45)	15.11.2015
23.	SMC member5	Urban School	44	USMC(44)	16.11.2015
24.	SMC member6	Urban School	57	USMC(57)	17.11.2015
25.	Student3	Urban School	13	UST(13)	19.11.2015
26.	PTA member3	Urban School	51	UPTA(51)	20.11.2015
27.	Head Teacher4	Rural School	49	RHT(49)	21.11.2015
28.	Teacher7	Rural School	51	RT(51)	22.11.2015
29.	Teacher8	Rural School	46	RT(46)	23.11.2015
30.	SMC member7	Rural School	41	RSMC(41)	24.11.2015
31.	SMC member8	Rural School	38	RSMC(38)	26.11.2015
32.	Student	Rural School	11	RST(11)	26.11.2015
33.	PTA member 4	Rural School	59	RPTA(59)	27.11.2015
Total-33					