



Indira Gandhi National Open University
School of Education

MES-042
DIMENSIONS OF
EDUCATIONAL MANAGEMENT

Policy Formulation

Organisational Structures

Centre State Relations

District and Subdistrict
Management

Community Participation

Decentralised Management

3

“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतन्त्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

— इन्दिरा गांधी



“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”

— Indira Gandhi



Block

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EXPERT COMMITTEE

Prof. Lokesh Koul
Prof. Emeritus (Education)
Himachal Pradesh University, Shimla. H.P

Prof. Snehaben Joshi
Formerly with Dept. of Educational
Administration, Faculty of Education and
Psychology. M.S University of Boroda
Vadodara, Gujarat.

Prof. K. Sudharao
Senior Fellow
Higher Education Unit,
National Institute of Educational Planning and
Administration (NIEPA)
Aurobindo Marg, New Delhi-110016

Prof. S.L. Jena
Former Director
State Council of Educational Research and
Training (SCERT) Bhubaneswar, Orissa

Dr. Narayan Tara
Faculty, Public Systems
Indian Institute of Management, Bangalore

Prof. B.B. Khanna
School of Management Studies, IGNOU

Prof. S.K. Panda
STRIDE, IGNOU

Prof. S.V.S. Choudhary
Vice Chairman, NCTE, Delhi

Ms. Poonam Bhushan
Lecturer (Selection Grade)
Special Invitee
SOE, IGNOU

Prof. Vibha Joshi
SOE, IGNOU

COURSE TEAM

Course Contributors

Dr. Yazali Josephine
Associate Professor
NUEPA, Delhi

Dr. Sunita Chugh
Asst. Professor
NUEPA, Delhi

Dr. S.K. Mallik
Asst. Professor
NUEPA, Delhi

Prof. Kalpana Mishra
Director, Planning Division, IGNOU

Mr. Trilokes De
Consultant, SOE, IGNOU

Unit Design & Editing

Prof. Vibha Joshi
SOE, IGNOU

Content Editor

Prof. Santosh Panda
STRIDE, IGNOU

Proof Reading

Mr. Trilokes De
Consultant, SOE, IGNOU

Dr. Kanchan Bala Kachroo
Former Consultant, SOE, IGNOU

PRODUCTION

Mr. B. L. Natrajan
D.R. (P), MPDD

Mr. Jitender Sethi
A.R. (P), MPDD

Mr. Sunil Kumar
S.O. (Pub), MPDD

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BLOCK 3 Decentralised Management

Block Introduction

The Third block deals with the aspect of decentralisation of management of education. It has four units (9-12). **Unit 9** deals with decentralisation of planning in education of various levels -District, Block and Village- to bring out the importance of community participation in educational management in decentralisation of authority and responsibility transferred to the lower level, i.e. from the central government to the intermediate and local governments. However in a vast country like India, it is desired to carry out the planning exercise at lower levels that are quite distant from the grassroots realities. Generally it is perceived that the lower the level or unit of planning the smaller will be the gap between planning and implementation. Decentralisation of education in India was carried out since colonial period. During the region of Lord Rippon the local self-government was born. Similarly at the post independence period various committees suggested and recommended, like S.G. Kher Committee Report suggested the relationship between state government and local bodies on the administration of primary education. Balwant Rai Mehta Committee Report stated on the establishment of an inter-connected three-tiers organisational structure of democratic decentralisation at the village level (village panchayat), Block level (Panchayat Samitis) and District level (Zilla Parishad). Whereas Ashok Mehta Committee recommended both the ways, including people's participation in local decision-making.

Unit 10 deliberates on district and sub-district levels of educational management and administration as district is a unit of decentralised administration. The need for integrating educational planning and management effort at this level with the Panchayati Raj has been emphasized. The process of educational administration and management at district and sub-district levels prioritised the local needs of finance in educational budget, and opportunities are provided for participation by the people's through Panchayati Raj Institutions, village education committees or NGOs working at the local level. The pattern of district level educational management and administration was to create District Board of Education (DBE) to coordinate administrative activities of district level but till date they have not been instituted. However, there is the State Level Advisory Board (SLAB) which covers Higher, Secondary and Primary Education of all districts of the state and its various components.

In **Unit 11** we have discussed the role of local self-bodies, i.e. VEC and Gram Panchayats in the management of school education. The involvement of local bodies on school management has been highlighted for two types of local bodies, i.e., rural local bodies and urban local bodies. Local self-bodies consist of Village Panchayats, Zilla Parishads, Panchayat Samitis, Mandal Panchayats, Scholik Panchayats, Anchal Samitis, Block Development Councils, Taluka Panchayats, Panchayat Union Councils, Kshetra Panchayats and Panchayati Raj. The involvement of local bodies is to avoid the difficulties experience in obtaining voluntary local support. The concept of panchayat has been incorporated under the Article 40 of Indian constitution it states, i.e., the state shall take steps to organise village panchayats and endow them with such powers and authority or may be necessary to enable them to function as unit of self-government.

Unit 12 elaborates and discusses about the community participation in education at the local level. The community participation implies the involvement of parents and community leaders as partners in supporting educational activities that contributes for improvement in their own lives. The powers and functions of community in educational management involve some process of activities comprising people's involvement in decision making, contribution to the development effort, sharing equitably the benefits therefrom. Community can also contribute in different way by providing financial support to academic and administrative help and act as a watch dog and help to monitor and supervise the educational activities of school and teachers. The role of community participation in

education involves community as a resource in developing relevant curriculum and learning material, identifying and addressing problems, promoting girl's education. The community participation in school management increases the mobilisation of the financial, human and material resources required to make the educational system efficient and democratised especially in the perspective of achieving equal opportunity.



UNIT 9 DECENTRALISED PLANNING

Structure

- 9.1 Introduction
- 9.2 Objectives
- 9.3 Decentralisation of Education
 - 9.3.1 Concept of Decentralisation
 - 9.3.2 Decentralisation of Education in India
- 9.4 Post-Independence Period
 - 9.4.1 B.G Kher Committee Report
 - 9.4.2 Balwant Rai Mehta Committee Report
 - 9.4.3 Ashok Mehta Committee Report
 - 9.4.4 National Policy on Education of 1986 – Revised in 1992
- 9.5 Role and Functions of Village Education Committee
 - 9.5.1 Constitutional Status of local bodies under 73 and 74 Amendment Act (1992)
 - 9.5.2 CABE Committee on Decentralised Management of Education
- 9.6 Community Mobilisation and Participation
- 9.7 Let Us Sum Up
- 9.8 Unit End Activities
- 9.9 References
- 9.10 Answers to Check Your Progress

9.1 INTRODUCTION

Decentralisation is about shifts the location of those who govern, about transfers of authority from those in one location or level vis-à-vis education organisations, to those in another level. The location of authority is expressed in terms of the location of the position or the governing body (for example : the district level).

In a centralized education system most decision making, monitoring, and management functions are concentrated in the hands of an education ministry or department. The central government regulates all aspects of the system, including those related to students, teachers, funding, and facilities. It sets policy and performs management functions, such as paying teachers, and providing pre-service and in-service instruction. Since in practice some matters might be dealt with locally, school officials are given some powers, but it is limited to day-to-day management, and they have very limited scope for initiatives. By contrast, a decentralized system is characterized by the exercise of substantial powers at the local level on many aspects of primary education, subject to some limited control by the central government. Responsibility may be decentralized to a region, a province, a district, a town, or an individual school or a group of schools. In practice, most basic education systems have both centralized and decentralized elements. In a partially decentralized system some powers remain in the hands of the central authority, and some are exercised locally. In this unit we will go through the decentralization management in education.

9.2 OBJECTIVES

After going through the unit you should be able to:

- Explain the concept decentralisation of education and of decentralisation of planning in educational management,
- examine critically the role of community participation in educational management,
- explain the constitutional provision of decentralisation of education,
- describe the reports of different committees on decentralization of education,
- Analyse the national policy on education and the role of VEC.

9.3 DECENTRALISATION OF EDUCATION

9.3.1 Concept of Decentralisation

The word decentralization means the transfer of authority and responsibility for some government functions from central government to intermediate and local governments, and often to communities and the private sector. Decentralization system can be at multiple levels like National Decentralization Framework and Local Service Institutions and concerns. It requires political representation to develop policies to encourage local competitive political system, to ensure that local politicians represent local groups and to enable local non governmental organisations (NGOs) for disadvantaged groups. The political accountability is at the same time required to design programmes so that service providers are accountable to local elected councils and their local clients. Local elected councils are accountable to their constituents. Fiscal devolution is equally essential for policy dialogue to ensure whether central government devolves appropriate fiscal authority, or fiscal policies and procedures are in place for each level of government, or whether local governments are assuming authority and enact appropriate, responsible policies. Fiscal capacity and accountability is necessary to ensure checks and balances in the system. As fiscal transfer schemes need to be transparent as well as predictable, so that local units can have appropriate level of autonomy and these local units can build their capacity to implement their fiscal responsibilities and systems to mobilize local resources.

Administrative decentralization is only the first stage of decentralization, which may hinder further progress if delegation of administration is not done properly. Administrative capacity is extremely important so that, local managerial and technical expertise is recognized and used. Local knowledge will also incorporate into the programmes. Administrative accountability and transparency intends the programmes for better planning, budgeting and spending.

Decentralization in planning in a multi-level planning framework can be undertaken at national, state, district, block and village/habitation level. However, in a vast country like India it is desirable to carry out the planning exercise at lower levels. Generally the plans are formulated at higher levels, namely national and state levels, that are quite distant from the grassroots realities. Thus, there is a wide gap between those who plan (at higher levels) and those who implement it (at the local level). Planning at the lower levels can reduce this gap. It is perceived that lower the level or unit of planning, smaller will be the gap between planning and implementation. This is one of the strongest justifications of decentralized planning. In addition to this there are many advantages of decentralized planning. These are: (i) local needs can be taken care of more effectively and efficiently at the lower levels, (ii) plans are expected to be more effective because of the homogeneity of the unit, (iii) it helps to overcome local specific problems in a better way, (iv) flow of information / data will be quick which is very crucial for planning and (v) there are more chances of successful implementation of plans as the implementers will be partner in planning process.

The significant features of decentralised planning are as follows:

- i) *Ensures Fiscal devolution and ensures the following:*
 - Central government to devolves appropriate fiscal authority.
 - Fiscal policies and procedures in place for each level of government.
 - Local governments assume authority and enact appropriate and responsible policies.
 - Fiscal discipline — checks and balances are built into the system.
- ii) *Designs programmes so that:*
 - Fiscal transfer schemes are transparent, predictable, and local governments have appropriate level of autonomy.
 - Local governments build their capacity to implement their fiscal responsibilities.
 - Systems to mobilize local resources are enhanced.
 - Deconcentration is only the first stage of administrative decentralization and may hinder further progress.
- iii) *Delegation of administration to civil society is important.*
- iv) *Administrative Accountability and Transparency are ensured so that.*
 - Planning, budgeting and spending are public and open.
 - Contract laws and procedures are adequate.
 - Information systems are built into the program.
 - Local press is included in the project process.

9.3.2 Decentralization of Education in India

The colonial rulers did not take much interest for the education of people of our country. However, during the regime of Lord Rippon, the Local Self-Government was born. His Resolution on Local Self-Government emphasized that the local bodies should be developed as instrument of political and popular education. The Indian Education Commission (1882) seriously studied the educational obligations of the local bodies. It recommended that “the primary education be declared to be that part of the whole system of public instruction which possesses an almost exclusive claim on local funds, set apart for education and a large claim on provincial revenues”.

The Commission also supported Lord Mayo's circular, which emphasised that the local bodies were entitled to claim grant-in-aid from the provincial revenue on account of their educational expenditure. The Government of India's Resolution dated 23rd October, 1884 brought a number of changes in management of primary education by local bodies. Hunter Commission Report includes “planning, management, maintenance and administration of primary schools should rest in local self bodies. Local funds from cess should be earmarked for primary education alone and ½ of total expenditure should come as subsidy from state exchequer. To guard against preferential treatment of urban areas the entire cost of inspection and teacher training should be borne by the state.”

Lord Curzon's initiative on primary education, the suggestions of Royal Decentralisation Commission (1909) *to increase the power of local bodies*, the Government of India's Resolution of 1916 and Montague-Chelmsford Report 1918 *emphasised the expansion of primary education and spread of literacy*.

The management of primary education under local bodies took a new turn with the recommendation of Hartog Committee (1929). The Committee indicted the local bodies and pointed out that the delegation of power to these bodies in respect of primary education should be withdrawn as it failed to exercise the power properly. Some of the provinces started the process of withdrawing the power of local bodies in respect

of education. The State of Bombay passed the Bombay Education Act in 1938 and withdrew the powers from the local bodies. Again the Bombay government passed the act in 1947 and drastically curtailed the power of the local bodies. Assam also followed the suit. Almost all the state governments withdrew the power and retained with Education Department.

The Sargent Commission went through the functioning of these bodies and recommended the withdrawal of primary education from them. It however, emphasised that "in order to retain local interest school boards for small areas may be set up where people with requisite knowledge, enthusiasm, integrity and standing are available, the members of these boards should be nominated by the state education department and their power should be in case include any control over appointment, promotion, transfer and dismissal of teachers." (Mathur 1990).

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those one given at the end of this unit

1. Define decentralization of education?

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2. Mention any two advantages of decentralized planning of education.

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3. What was the recommendation made by the Indian Education Commission (1882) on decentralization of education in India?

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9.4 POST-INDEPENDENCE PERIOD

Educational planning in India is an integral part of overall economic planning. It is a multilateral framework, with planning efforts initiated and carried out at national, state and district levels. Planning in India in the initial stages used to be centralized at the federal level and official at the state level. The need for a decentralized approach although recognized from the very beginning was not translated into an operational practice.

9.4.1 B.G. Kher Committee Report

The Central Advisory Board of Education (CABE), the highest policy making body of the Education Department, set up a Committee under the chairmanship of B.G Kher on the "Relationship between State Government and Local Bodies on the Administration of Primary Education (1951)". Just after three years it submitted its report and strongly

recommended that the local bodies should be associated with the administration of primary education. The recommendations of the Committee are:

1. It would be an advantage to associate with the administration of primary education in some form or other.
2. All municipalities should be associated with the administration of primary schools in their areas and should be made to pay a specified contribution to support them.
3. Varying degrees of independent authority over primary education shall be vested in different municipalities on the broad basis of their contribution to the cost of primary education in their areas and their general administrative efficiency.
4. In rural areas, a two-tier system of associating local bodies with the administration of primary education should be adopted everywhere.
5. The lower tier or the primary unit should be the village *panchayat*, which should be constituted for individual village or for a small group of contiguous villages.
6. The residents of the area served by a primary school should be associated with its administration in some form or other. This may be done by giving village panchayats the right to supervise the schools in their area in the prescribed manner; and such panchayats do not exist by establishing ad hoc school committees of prominent and interested local residents for the purpose.
7. The second and the larger unit of the two-tier system should be as a rule be district.
8. In all village *panchayats* and their smaller municipalities, which have been given only a limited control over primary education, the local body should be required to elect a school community and to delegate to it the task of supervising the local schools.
9. In district local boards and in bigger municipalities which exercise wider powers over primary education there, a school board should be constituted and charged with the responsibility of looking after its educational powers, as well as an Administrative Officer having adequate authority to carry on the day-to-day administration of its primary schools.
10. In all cases where a local body is associated with the administration of primary education, specific statutory provisions should be made for the appointment of an allied educational body and its composition, powers and duties should be clearly specified.

9.4.2 Balwant Rai Mehta Committee Report

The Balwant Rai Mehta Committee was set up in 1957 to study the community projects and to suggest the measures to be adopted at the grass root levels. It recommended the establishment of an interconnected three-tier organisational structure of democratic decentralisation at the village (*Village Panchayat*), block (*Panchayati Samitis*) and district level (*Zilla Parishad*). The Committee considered Block as a suitable unit of administration and the Zilla Parishad at the district level was considered as a coordinating body. The Mehta Committee was also opinion that the Panchayat Samities at the block level should have the responsibility of maintaining primary schools. The Committee forwarded a number of arguments for adopting block as primary unit of administration. The advantages which had been put forward were:

1. the block level is the suitable level at which the functions of constructing school buildings can be assigned; 2. at the block level the supervision of primary schools can be better organised and the equipment can be supplied to the schools; 3. this level can greatly help in the enforcement of compulsion; 4. the administration will be closer to the people and the local initiative will be better organised; 5. through the block advisory committees the construction of school buildings can be better organised (Mathur, 1990).

9.4.3 Ashok Mehta Committee Report

The Ashok Mehta Committee (1978) also suggested two ways for inducing people's participation in local decision-making. These are: (i) administrative decentralization, and ii) bringing it under the control of local bodies for effective implementation of developmental programmes. The Ashok Mehta Committee's recommendations also envisaged a three-tier system under decentralization management, i.e. creation of Village Panchayat, Panchayat Samiti and Zilla Parishad at village, block and district level respectively. It suggested that the first point of decentralisation below state level should be district. The Ashok Mehta Committee on education recommended that it would appear appropriate to place the entire structure of education under the Zilla Parishad, with the high-school, middle and primary education being with the concerned tiers.

Thus, participatory planning has been conceived in India from a long time. In 1993, the Government of India passed a series of constitutional reforms, which were intended to empower and democratize India's rural representative bodies – the *Panchayats*. The 73rd Amendment to the Constitution formally recognized a third tier of government at the sub-State level, thereby creating the legal conditions for local self-rule – or *Panchayati Raj*. Since this time, the process of decentralization has been highly variable, ranging from ambitious attempts at *Gram Swaraj* (or village self-rule) to political *re-centralization*. Early experiences have also revealed considerable uncertainty and confusion about the precise political, administrative and fiscal powers *Panchayats* have in relation to the States and user groups. The 73rd Amendment gave the State governments considerable autonomy to interpret and implement the constitutional reforms. India, of course, is not alone in this process. Decentralization has emerged as a dominant trend in world politics. In India to have effective public policy; it was thought to have decentralization of public administration and the introduction of locally elected bodies.

9.4.4 National Policy on Education of 1986 – Revised in 1992

The part X of the New Education Policy deals with "The Management of Education". It says, "District Board of Education will be created to manage education upto the higher secondary level. The state governments will attend to this aspect with all possible expedition. Within a multi-level framework of educational development, Central, State and District and Local level agencies will participate in planning, coordination, monitoring and evaluation. (10.6)

A very important role was assigned to the head of the educational institution. Heads had to be specially selected and trained. School complexes had to be promoted on a flexible pattern so as to serve as network of Institution and synergic alliances to encourage professionalism among teachers, to ensure observance of norms of conduct and to enable the sharing of experiences and facilities. It was expected that a developed system of school complexes would take over much of inspection functions in due course. (10.7)

The Local communities through appropriate bodies, were to be assigned a major role in programmes of school improvement. (10.8)

9.5 ROLE AND FUNCTIONS OF VILLAGE EDUCATION COMMITTEE

The concept of Village Education Committee came into being after formulation of National policy in 1986. The Programme Action, 1986 elaborating this policy stated, "A Village Education Committee, comprising of not more than 15 members with representatives from parents, panchayats, co-operatives, women, scheduled caste, tribes, minorities and local development functionaries will be constituted to look into

the overall management of all educational programmes at the village level". The state governments were expected to lay down general guidelines regarding the constitution of Village Education Committees and establish the norms of accountability in respect of head of the institutions at the village level. The Programme of Action, 1992 felt that the major responsibility of the VECs should be operationalisation of micro level planning and school mapping in the village through systematic house to house survey and periodic discussion with the parents. The functions visualized for these committees included generation and sustenance of awareness among the community so as to ensure participation of all members and development of teacher/ instructors and community partnership to oversee the effective and regular functioning of the school. The POA further stated: In view of the critical role and functions of the VEC, it should be vested with appropriate a statutory and necessary financial and administrative authority. The powers of the VEC, visualized by the CABE Committee included: visit to schools, checking of attendance and other registers, recommending annual budget, undertaking maintenance and repair of building, etc. The structure of VECs and also their powers and function vary from state to state. The VEC of Maharashtra is empowered to sanction casual leave of Headmaster and recommend his/her medical leave and long term leave to the higher authority, whereas this type power and authority has not been given to the VEC of Haryana.

9.5.1 Constitutional status to local bodies under 73rd and 74th Amendment Acts (1992)

At the policy level, the Panchayati Raj Institutions envisaged during the early period of independence were revived through the 73rd and 74th Constitutional amendments in 1992. Both the 73rd and 74th Constitutional Amendment Acts were passed in both the houses of the Parliament which brought comprehensive changes in democratic decentralisation. The 73rd Amendment Act is an enabling legislation. It envisages states to establish a three-tier system of local governance at the village level (Village Panchayats), the intermediate level (Panchayat Samities) and the district level (Zilla Parishad). No doubt it is a significant steps towards the devolution of power at the grass root level. The Act covers the delegation of education including primary and secondary school, technical training and vocational education, adult education and non-formal education and spread of literacy and cultural activities to Panchayati Raj bodies (Article 243G of the 11 Schedule). Under the Act, provisions of the section 243G of the Constitution are not mandatory. There is enough flexibility on the part the states to take decision keeping in view of their prevailing socio-cultural milieu. Under the 74th Constitutional Amendment Act the state government is empowered to constitute the Nagar Panchayats, Municipalities for smaller urban area and Municipal Corporation for the larger urban areas. There are eighteen functions to be performed by the urban local bodies under article 243W of Twelve Schedule of the Constitution. Following the 73rd and 74th Constitutional Amendment Acts, the Central Advisory Board of Education (CABE), the highest policy making body of the Ministry of Human Resource Development set up a Committee under the chairmanship of Shri Verrappa Mioly, the Chief Minister of Karnataka to suggest guidelines on Decentralised Management of Education. The Committee submitted its report in August 1993. The committee suggested the structure and composition, role and functions, powers, funds, organisation and administrative support and training at the Village Panchayats, Panchayat Samities and Zilla Parishad in respect to management of school education. It was expected that the states while formulating their legislation concerning entrustment of educational management to Panchayati Raj bodies would be guided by the recommendations of the CABE committee. With regard to Urban Local Bodies the Committee recommended the transfer of government primary and secondary schools to Municipalities etc. along with control over staff except in matters of recruitment which will be done by the an organization designated for this purpose by the state government.

These amendments mandated the establishment of local bodies at the village, block, district and municipal levels. The Acts also provided for adequate representation of women, Scheduled Castes (SC) and Scheduled Tribes (ST).

The Eleventh Schedule of the Constitution among other things entrusts the Panchayat bodies with the responsibility of looking after 'education including primary and secondary school, technical training and vocational education, adult and non formal education, library and cultural activities.' Following the Constitutional Amendment Acts, it has been made mandatory for the states to constitute, through legislation, elected local self government at district and sub-district levels in both rural and urban areas, to plan and administer development activities in their respective jurisdictions. Consequently the states took legislative actions to constitute Panchayat structures as elected local government bodies and have initiated decentralization of governance with respect to education, health and infrastructure.

9.5.2 CABE Committee on Decentralised Management of Education (1993)

Consequent to these amendments, the Central Advisory Board of Education (CABE) Committee on Decentralised Management of Education (1993) while recognizing the role of community reiterated that 'the basic function of democratic decentralization is to ensure that the development planning is more responsive and adaptable to regional and local needs of the population. Decentralization ensures people's participation – the fact recognized by all for the success of developmental programmes. Further, it is also based on the premise that the people at the grassroots levels have a better perception of their requirements.

The power of the VEC visualized by CABE committee (1993) included – visit to schools, checking of attendance and other registers, recommending annual budget, undertaking maintenance and repair of building etc.

The local self government created by Rippon and included the primary education under this body. However, both the Hartog and Sargent committees indicted the local bodies and withdrew the managerial function of school education from it. But after independence various committee like Kher, Balwant Rai Mehta and Ashoka Mehta committee recommended for inclusion school education under the panchayati Raj bodies. After the 73rd and 74th Constitutional with regard to school education Amendments, the CABE committee recommended the powers and functions of Panchayat.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

4. What were the suggestion made by Ashok Metha Committee Report (1978) on decision making?

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5. Write in short about the constitutional status to local bodies under 73rd Amendment Acts(1992)

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9.6 COMMUNITY MOBILISATION AND PARTICIPATION

The District Primary Education programme (DPEP) and *Sarva Siksha Abhiyan* (SSA) in India are the most recent efforts to translate the idea of decentralized planning into an operating reality taking care of the previous shortfalls.

During the 8th plan period DPEP shifted the planning mechanism from the state to district levels. Lok Jumbish went further by assigning decision making process to Block level committee. At village level a VEC undertook the responsibility for community mobilisation school mapping, microplanning, renovation and combination of school buildings and improvement of pedagogical curriculum, as will be discussed in the next Units

The aim of DPEP was to involve people grass root level in educational planning and management to raise the achievement level by 25% over measured baseline levels. The approach of DPEP is very much decentralized in any District. A grass root level approach has been adopted to formulate district educational plans, which started right from the village level. Village plans are formulated and based on the village situation only. By Consolidating at the blocks, the Block plans have been developed. This process attracts local participation to evolve to total district plans. The Planning approach was based on the:

- 1) Motivation of the community.
- 2) Participatory approach.
- 3) The training of planning groups from top to bottom.
- 4) The training was in-depth rigorous and comprehensive.
- 5) Orientation to VEC (Village Education Committee) members was done in order to make them understand their responsibilities.

Many educational innovations of recent years are based on the strong foundation of community support and participation. When progress is discussed and analysed of different levels within the project, "people's acceptance and participation" is used as an indicator.

Mobilising the village community to take responsibility to ensure quality education for every child, is the core strategy of both Lok Jumbish (LJ) and Shiksha Karmi Project (SKP) in their efforts to universalise primary education and deliver quality education. It would not be far removed from truth if we say that community involvement has been the key factor for the success of the two projects.

LJ has had a positive effect on the empowerment of locally elected people, especially on female representatives at village level, who are often active members of the LJ core teams or women's groups. The Village Education Committees (VECs), carefully

formed and trained through environmental building activities in the LJ programme, are actively involved in school matters.

SKP has constituted VECs in 2000 villages to promote community involvement in primary education and encourage village level planning. The role of the VEC is to mobilise resources for maintenance, repair and construction of school infrastructure. The VEC also helps in determining the school calendar and school timings in consultation with the local community and Shiksha Karmis (educational workers.)

The positive impact of the LJ and SKP, focusing on supporting the teachers and the students by involving the village community in taking responsibility for all educational activities of the village school, is serving as a demonstration of how deeply rooted problems of education in India can be addressed. Wide dissemination of these innovative approaches could inspire other educational programme all over India and the world.

EFA strategy in 1990s

Other sectors of education like adult education and non-formal education had also developed fairly well. access to basic education for the unreached segments and uncovered habitations community participation in education; making education a people's movement. evolving effective and efficient management structures in education. The approach adopted for planning and implementation of EFA programmes is characterised by: a holistic view of basic education with greater linkages and integration between pre-school, primary education, non-formal education and adult education; relating programmes of education with national concerns such as nutrition and health care, environment, small family norm and life skills education. collaboration of different departments and sectors of development with primary education. increasing community involvement in implementation and monitoring of programmes; and participation of *panchayati raj* institutions (local self-government bodies in rural areas) and urban local bodies in planning and management of education.

It is recognized that mobilizing civil society to participate in the programmes of basic education is essential for achieving the goals of EFA. Literacy campaigns have made big strides in this direction and efforts are on to implement other basic education programmes in a mission mode through *Community Participation* and *Participation of NGOs*.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

6. What are the powers of the VEC according to CABE Committee (1992)?

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7. How can the community participation be made as the backbone of decentralization ?

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9.7 LET US SUM UP

Decentralization defines as the transfer of authority and responsibility for some government functions from central government to intermediate and local governments, and often to communities and the private sector. Decentralization improves access to and quality of services and gives local communities control of resources to invest in projects they care about — often education, health, infrastructure and other growth enhancing services. Decentralization encourages locally competitive political system and empowers under-represented groups, such as local entrepreneurs to be politically active. It creates conditions for bargaining, increases information flows and increases efficiency. It ensures political accountability. It enables local NGOs for disadvantaged groups.

Efforts towards Decentralization can be successful and sustained only when local level capacity to plan and manage educational activities, which are to be developed more and institutionalized. In absence of developing local level capacity, Decentralization may become an excuse for non-performance and wastage of resources. An academic monitoring and administration monitoring is utmost essential to ensure the maximum benefit of the cost, to the students, to the community and policy makers. Systematic information system and widespread sharing of information among the programme planners, implementers and Monitoring and evaluation mechanism should get built at the national and state project levels, so the feedback has to be used for introducing of corrective-ness. At the local level it is important to make a distinction between professional academic support and the role of community support strengthening the monitoring system is essential. Beneficiaries of other districts or blocks is necessary for improve the project performance. It is increasingly realized that at local level the community gave more support to teachers and schools than control and inspection by the inspection squad. The organizational arrangements to sustain local capacity building activities are rather weak. These areas need to be strengthened more to sustain Efforts towards Decentralization can be successful and sustained only when local level capacity to plan and manage educational activities, which are to be developed and institutionalized. In absence of developing local level capacity, decentralization may become an excuse for non-performance and wastage of resources.

9.8 UNIT END ACTIVITIES

1. How to make the community participation as the backbone of decentralization.
2. How to build up an atmosphere of mutual confidence between the bureaucracy and grassroot level bodies.

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9.10 ANSWERS TO CHECK YOUR PROGRESS

1. The decentralisation means the transfer of authority and responsibility for some government functions from central government to intermediate and local governments and to communities and the private.
2. Refers sub section 9.3.2.
3. The Indian education commission (1882) seriously studied the educational obligation of the local bodies. It recommended that "the primary education be declared to be that part of the whole system of public instruction which possesses an almost exclusive claim on local funds, set apart for education and a large claim on provincial revenues".
4. Ashok Mehta committee (1978) suggested two ways for inducting people's participation in local decision-making. These are, administrative decentralization and the second bringing it under the control of local bodies for effective implementation of developmental programmes.
5. It envisages states to establish a three-tier system of local governance at the village level (village Panchyats), the intermediate level (Panchayat Samities) and the district level (zilla Parishad).
6. The power of the VEC Visualised by Cabe Committee (1993) included are: visit to school, checking of attendance and other registers, recommending annual budget, undertaking maintenance and repair of building, etc.
7. Active community participant is key to building an empowered community. Not only is participation a requirement for empowerment programme but also to community success.
 - (a) In participating communities many people are involved in the community's.
 - (b) Participating community are open to involvement by all groups power and responsibilities are decentralized.

UNIT 10 DISTRICT AND SUB-DISTRICT MANAGEMENT

Structure

- 10.1 Introduction
- 10.2 Objectives
- 10.3 District Level Educational Administration
- 10.4 Existing Pattern of District Level Educational Administration
- 10.5 Administrative Structure of Primary Education at District Level
 - 10.5.1 Zilla Parishad : Composition Powers and Functions
 - 10.5.2 Duties of Education Officers
- 10.6 District Primary Education Programme (DPEP)
 - 10.6.1 Objectives of DPEP
 - 10.6.2 Teacher's Training under DPEP
- 10.7 Let Us Sum Up
- 10.8 Unit End Activities
- 10.9 References
- 10.10 Answers to Check Your Progress

10.1 INTRODUCTION

In India, as you already know, education is a concurrent subject. Till the late seventies education was with the states, and even today the development of educational sector depends on the initiatives taken by the respective state government. Hence a hierarchy of levels of planning and management, with well defined territorial jurisdiction – national, state and district levels – exists in the country as discussed in the earlier units. In this unit we are focusing on educational management and administration district and sub-district levels.

10.2 OBJECTIVES

After going through the unit, you should be able to

- describe district and sub-district level planning in education,
- explain the need for and importance of educational planning at the district, block and village levels,
- explain the need for and relevance of district and sub-district levels at the elementary and pre- primary levels,
- develop the district and sub-district levels organisational structure of education system in your state,
- analyse the commonalities and contrast in the educational structure and administration process at the inter and intra state levels,
- appreciate the need for variations in the district and sub-districts level management in the education system.

10.3 DISTRICT LEVEL EDUCATIONAL ADMINISTRATION

At the time of independence, Article 45 of Directive Principles of the State Policy was committed to ensuring free and compulsory education for all. Still the enrolment has remained dismally low. Things started to change after 1980s. During 1980 a committee constituted by the Planning Commission under the chairmanship of Ch. Hanumantharao clearly identified district as the viable unit for planning. The *National Policy on Education* (1986) and POA (1992) reiterated the need for decentralization in education. The CABE committee on decentralization management of education emphasized the need for integrating educational planning and management efforts at the district level with the *Panchayat Raj* institutions. The DPEP (initiated in 1993) is the most recent efforts to translate the idea of decentralized planning into an operational reality. It envisages planning from below with wider participation in the planning process.

The Working Group on Elementary Education, set up in 1992 in the context of Eighth Five Year Plan, argued for keeping the district as viable unit for decentralised educational planning and administration. The Working Group had found that there were educationally advanced districts in educationally backward districts in educationally advanced states on the basis of report the NDC Committee on Literacy and Elementary Education (Planning Commission, 1992a) and Eighty Five Year Plan (Planning Commission, 1992b) categorised the district into three parts for the purpose of educational development:

- (i) *High literacy districts* where enrolment is minerals and retention rates are high.
- (ii) *Total literacy campaign district* where the campaign has produced on increased demand for primary educations and expansion is possible.
- (iii) *Low literacy districts* where facilities are poor, community awareness is and delivery mechanisms are inadequate.

District level planning and management was considered crucial for facilitating local-specific planning and involvement of strategies for execution for the schemes/programmes pertaining to the district. Then actual local needs would get priority in educational budget, and also district level administration provides an opportunity to peoples' participant which would be through Panchayati Raj Institutions village Education Councils or through NGOs working at the local level.

10.4 EXISTING PATTERN OF DISTRICT LEVEL EDUCATIONAL ADMINISTRATION

On 1986 the *National Policy on Education* (NPE) on the report of working committee proposed to create Districts Board of Education (DBE) to coordinate educational administration activities at district level, but till date they have not been instituted.

Presently there is state level Advisory Board which covers higher, secondary and primary education of all districts of the state and its various components. For example, Advisory Board of Education, Gujarat has the following bodies (figure:1) and the structure of education (Figure 1): the state is shown.

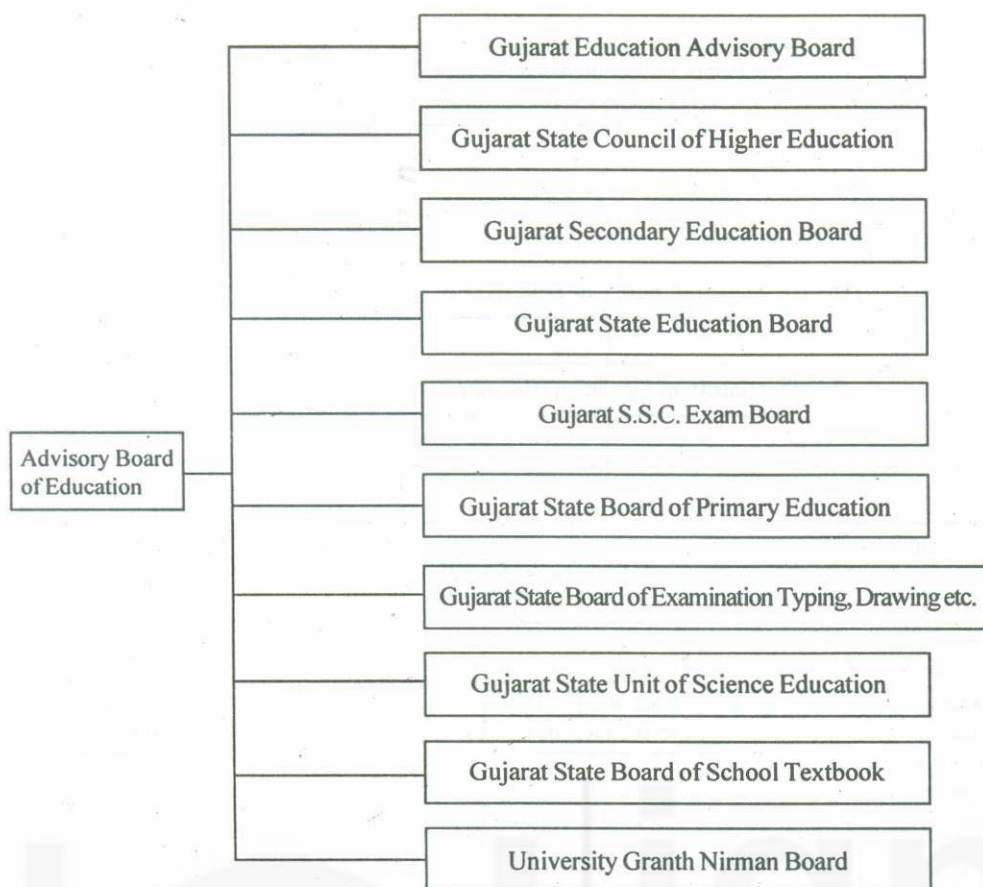


Fig. 10.1 : Structure of Education Administration

The duties of the director of education include the following :

- To propose, guide and counsel the Education Minister regarding educational matter through the Educational Secretariat.
- To inform about the G.R. Regarding education to all concerned educational institutions.
- To manage the complete educational structure in the state with full competency.
- To plan 5-year educational schemes and implement the planned schemes with competency.
- To provide information to the Education Minister regarding questions asked in the legislative assembly.
- To check the budget, account etc. of the recognised educational institutions.
- To decide the grant and solve the dispute regarding grant and financial matter.
- To plan and execute inspection of all educational institutions with competency.
- To counsel and conduct meeting with the DEOs and Educational Inspectors of the state.
- To inspect and control the duties of all officers of the Education Departments.
- To arrange training programmes for teachers.
- To plan extension of educational institutions.
- To control affiliation of the colleges with concerned universities.
- To look after and guide vocational education, basic education, adult education, research, library activities etc.

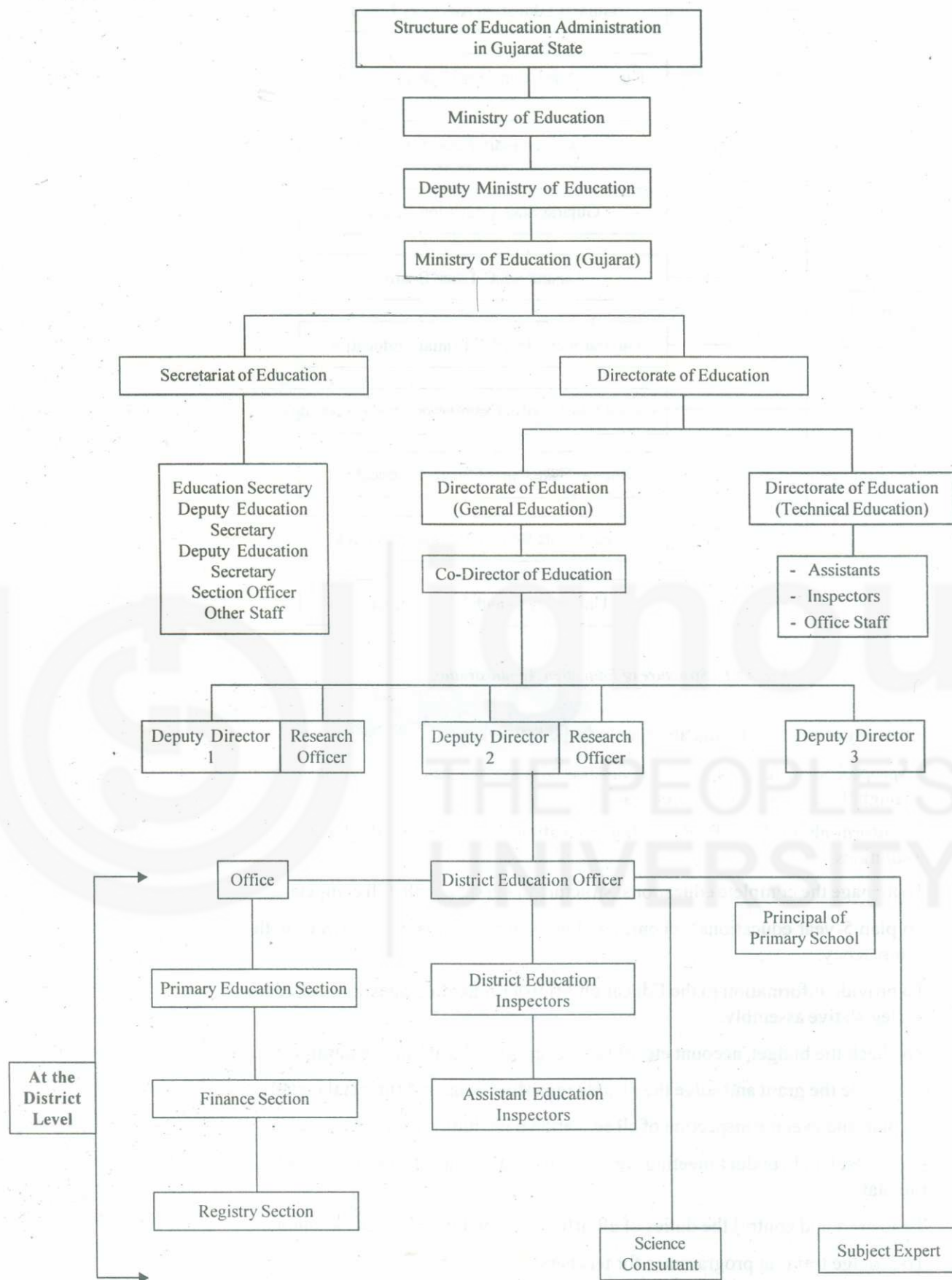


Fig. 10.2 : Structure of Education Administration

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

1. 'District is a unit of decentralized administration. Discuss briefly the statement.

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2. Mention any three duties of the Director of Education.

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10.5 ADMINISTRATIVE STRUCTURE OF PRIMARY EDUCATION AT DISTRICT LEVEL

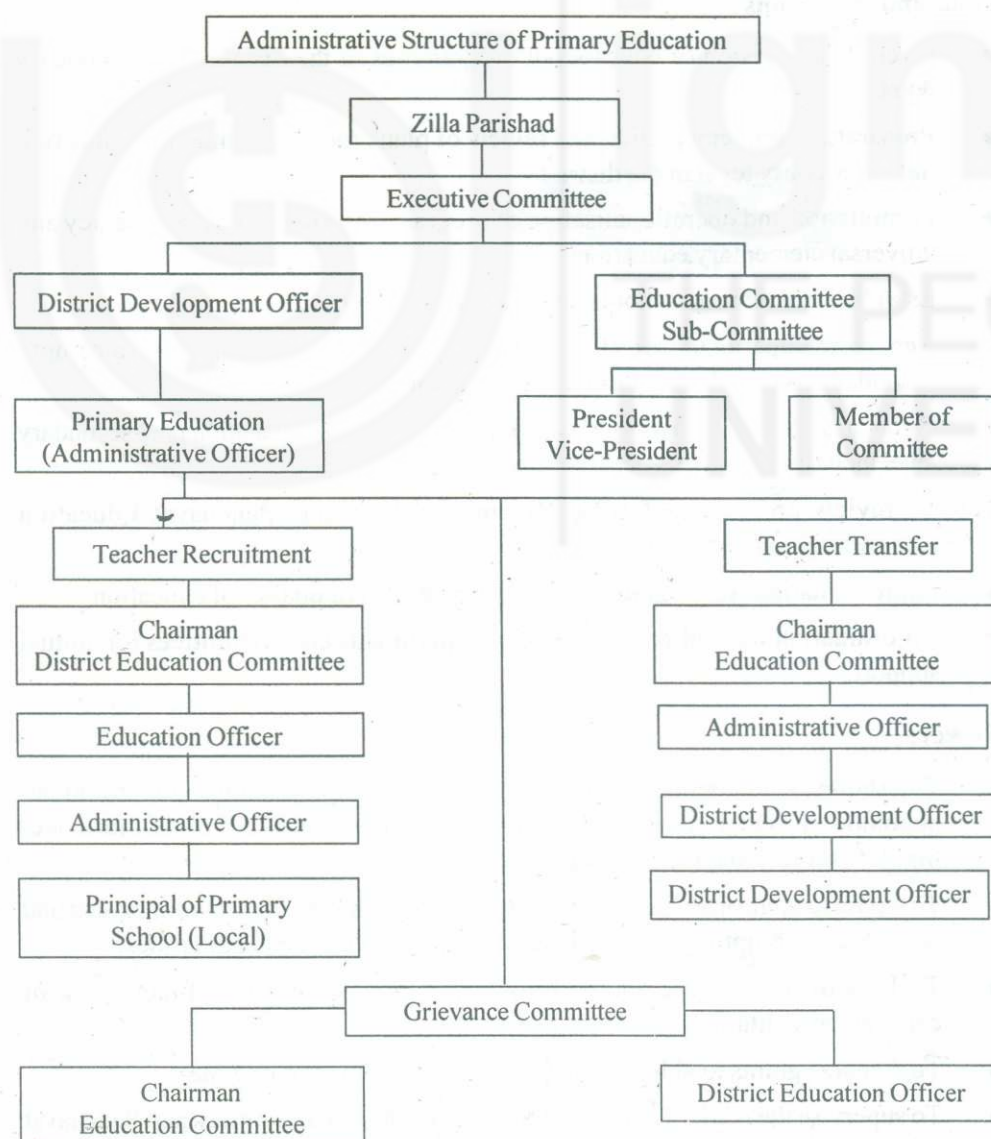


Fig. 10.3 : Administrative Structure of Primary Education

10.5.1 Zilla Parishad : Composition, Powers and Functions

The Zilla Parishad Standing Committee on Education comprising not less than 15 and not more than 21 members includes:

- Chairman, Zilla Parishad
- A representative each of SC, ST, BC and Minorities
- One representative of PTA/ NGO
- Two or more representatives of Panchayat Samiti and Panchayat/ Village Education committees
- A Principal of a College
- Professor of Education from University/College
- Principal of the DIET
- A Head Master of school complex/ secondary school
- A representative of teachers
- Member- Secretary/ Chief Education Officer or its equivalent

Note: 1. Members, other than elected members of the committee will be nominated by the Zilla Parishad.

2. Of the total membership of the committee, at least one-third should be women.

Role and Functions

- Overall supervision of educational programmes in the district upto secondary level.
- Preparation, implementation and review of plans for development of education upto secondary level in the district.
- Formulation and operationalisation of programmes to achieve total literacy and universal elementary education.
- Establish and manage schools upto secondary level.
- Academic supervision of all institutions (government, aided, private) upto secondary level including those of Municipalities.
- Preparation and coordination of plans for development of education upto secondary level including those of Municipalities.
- To review progress and guide Panchayat Samiti and Panchayat Education Committees in their tasks.
- Implementations of programmes for improvement of quality of education.
- Co-ordination with other social service departments and committees for mutual support.

Powers

- To establish and maintain schools upto secondary level including recruitment, appointment, and transfer of staff, payment of salaries and exercise control over the staff subject to government guidelines.
- To exercise control and academic supervision of all schools including aided and private schools upto secondary level subject to government guidelines.
- To lay down academic and administrative norms for better functioning of educational institutions.
- To disburse grants to aided schools subject to government guidelines.
- To supervise the work of Panchayat Samiti Education Committees and Panchayat Education Committees.

- To prepare and sanction educational budget.
- To administer district educational fund.
- To prepare perspective plan for the district.
- To propose measures including levy of cess, surcharge and taxes for mobilising additional resources for education to the Zilla Parishad

10.5.2 Duties of Education Officers

1) Administrative Duties

An Education officer is supposed to discharge various administrative duties

Executive

- Visit School and see that the School law and regulation are being followed.
- Pertain to correspondence, communication of Director's orders, disbursing of grants-in-aid.
- Settlement of disputes between teachers and management.

Advisory

- To give advice to his/her assistants and to management of schools.

Integrating

- To attend meetings of various State Boards and established a relation among the various educational elements within his jurisdiction.

Statistical

- To handle to collection and analysis of Educational statistics of the school.

Departmental

- To appointment government teachers and clerks.
- To deal with the case of their transfer, leave, promotion etc.

2) Academic duties

- To guide the school in its entire programme of curricular and co-curricular activities
- To improve the standard of education in the state.

3) Establishing contact between the public and the Administration.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

3. Mention any two powers and functions of Zilla Parishad for managing schools at the district Level.

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4. What are the administrative duties of Education Officers?

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10.6 DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP)

The DPEP, launched in 1993, seeks to operationalise the strategy of district level planning; in accordance with India's Eighth Five Years plan (1992-1997). Emphasis was placed on local area planning with the district plans being formulated in their own right rather than being derived from a state plan project document.

The programme is built on the experience of previous projects run with overseas assistance. These included the Andhra pradesh primary education project, implemented with the British ODA (Overseas Development Administration; now called as DFID), which addressed issues of teacher training, child-centered learning and school buildings; the *shiksha karmi*, helped by SIDA, which looked at problems of teacher absenteeism and *Mahila Samakhya*, supported by Holland, which tackled women's. Key elements of the DPEP are: local planning with community participation; a holistic approach; a 'matrix' of networking between district, state and national institutions as well as between educational, management and social science institutions; an emphasis on capacity building; rigorous professional input and a focus on girls and other socially disadvantaged groups (N.V. Varghese, 1997).

The DPEP had targeted 250 educationally backward districts with low female literacy levels and the districts where the total literacy campaigns have been successful, so the project can take advantage from the increased demand for primary education.

DPEP since 1993, has been expanded to cover upper primary schools and is the most successful education project district level. It is an effort to facilitate decentralisation system of primary education and make local specific plans/programme. Under DPEP, the districts are allocated funds as per the requirements projected in the district plans and enjoy the authority to decide on programme and the necessary financial allocation. DPEP and SSA were aimed to universal access of primary education either in the formal system or through the non-formal education (NFE) programme, to reduce the difference in dropout rates,

To reduce the overall primary dropout rates for all students to less than 10% quality is expected to improve through focusing on teaching learning activities at the school level and strengthen the capacity of the state, district and block level resource institutions.

The DPEP is conceived as a beachhead for overhauling the primary education system in India. The programme aims at operationalising the strategies for achieving UEE through district specific planning and disaggregated target setting. It draws upon the accumulated national experience of several state level initiatives that were started earlier. It moves away from the schematic piecemeal approach of the earlier programme and takes an holistic view of primary education with emphasis on decentralised management, community mobilisation and district specific planning based on contextuality and research inputs.

10.6.1 Objectives of (DPEP)

The basic objectives of DPEP are the following :

- To provide all children with access to primary education either in the formal system or through the non-formal education (NFE) programme.
- To reduce difference in enrolment, dropout rates and learning achievement among gender and social groups to less than 5%.
- To reduce overall primary dropout rates for all students to less than 10%.
- To raise average achievement levels by at least 25% over measured base line levels and ensuring achievements of basic literacy and numeracy competencies and a minimum of 40% achievement levels in other competencies by all primary school children.
- The Government of India finances 85% of the project cost as a grant to the DPEP State Implementation Societies and the concerned state government provides the rest. The central government's share is resourced by external funding. As of now, IDA has approved credit amounting to \$260 million and \$425 million under Phase-I and Phase-II ; ODA (UK) is extending a grant of \$80.21 million. The grant from the Netherlands amounts to \$25.8 million.

The first phase of the programme was launched in 42 districts in the states of Assam, Haryana, Karnataka, Kerala, Maharashtra, Tamil Nadu and Madhya Pradesh. In the second phase, the programme has been launched in 80 districts of Orissa, Himachal Pradesh, Andhra Pradesh, West Bengal, Uttar Pradesh and Gujarat and also in the Phase I States.

During the last three years, DPEP has been able to set up project management structures at district, state and national levels; create the environment and capacity for microplanning, take up the challenge of pedagogical innovation; create a responsive institutional base which includes both government and non-government institutions; enhance community participation and strengthen the process of catering to special focus groups such as tribals, scheduled castes, women and other marginalised sections.

The first phase of the programme is under evaluation. The initial trends of impact studies are very positive. DPEP has made a decisive impact on increasing enrolment, reducing repetition rates and improving class room processes.

10.6.2 Teacher's Training under (DPEP)

Under DPEP, more emphasis has been laid down on the improvement of teachers' training so as to increase the standard of education. Thus teachers' training under the DPEP hankers an elaborate disclosure. In a nutshell the methodology of teacher training was based on decentralisation, participatory approach use of creative resource material and interactive approach. As a result Block Resource Centres and Cluster Resource Centres were established.

The concept of blocks and clusters used in the context of the DPEP is some thing different than their meaning in the political arena. Block means a developmental block, which is the present unit for the administrative and development machinery of the state government. Cluster means the group of all primary schools situated approximately within 8 kms. of a selected centre school. For 12 schools generally there was one cluster center. The following objectives have been set for the BRCs and CRCs:

- To be close to the real life situation of the teachers and to monitor their felt needs.
- To provide easier access to the teachers to academic resources.
- To increase the participation of teachers and thus, their motivation.

- To function as a links of a district level system for monitoring and feedback at the grass root level.

In a nut shell, Quality improvement in education are at the core of DPEP. The key areas in which interventions have been planned and are being implemented are:

- Fostering a clear pedagogic vision of an active child centered classroom approach.
- Developing in service teacher training which is participatory and experimental in nature and which addresses classroom issues.
- Development of activity oriented teaching learning material including textbooks that would help in achieving MLLs (Minimum Levels of Learnings).
- To support the pedagogical renewal process in rearing stress is being laid on strengthening and capacity building of existing state and district level academic support resource institutes like SCERT and DIET setting up sub district structures like Block and Cluster Resource institutions to provide on site support to teachers. The Resource Institutions are connected with each other in performing the capacity building exercise of the teaching community. It is depicted below:



(SCERT – State Council for Educational Research & Training, DIET – District Institute of Education & Training, BRC – Block Resource Centre, CRC – Cluster Resource Centre, VEC – Village Education Committee)

The administrative structure role and functionaries of the Resource Institutions are given below:

State level	SCERT	Play Pivotal Role in Providing Academic Support to DPEP Institutions. Main role is curriculum revision of pre-service course, develop teachers hand book, Develop training modules for teachers, develop BRC/CRC Guides.	Director, Faculty & administrative staff.
District level	DIETS	Principal professional support agency of the district. Gives training to BEO, BRC coordinators, master trainers, cluster Heads, NFE Supervisors, NGOs	Principal, Faculty & Administrative staff.
Block Level	BRC	Organizes workshops, training programmes and meetings of the Teachers, VEC Members	Block Devt. Office
Cluster level	CRC	Organize monthly meetings of the teachers	Cluster Resource Head Cluster Academic Coordinator, cluster Coordinator
Village level	VEC	Motivate parents, monitoring of the attendance, recruitment of NFC Teachers, school building maintenance, Monitoring of teacher performance/-	Village Education Committee Chairman & 12 Members from all walks of life From the village.

The SCERT (State Council of Educational Research and Training) is playing a pivotal role in providing academic and training support to DPEP. In the context of training, SCERT has played a major role under the DPEP as an intensive training

programme has been envisaged and the District Institute of Education and Training (DIET) has served as a principal professional support agency at the district level. The DIET has been assigned to organise in-service trainings for the teachers. As supervisors and NFE Investigators. In the context of the DPEP, DIET is to provide adequate support to the Block Resource Centres (BRCs) and Cluster Resources Centres (CRCs). These BRCs, CRCs and VECs are established at block cluster and village levels so as to extend regular and continuous support to the schools at their respective places.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

5. Bring outline the objectives of DPEP.

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6. Describe some of the major roles play by SCERTs in providing academic and training support to DPEP.

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10.7 LET US SUM UP

From the above discussions, it may be observed that the decentralised management of education will have far reaching bearing on educational development in the country and hence calls for deliberations in depth. Decentralisation of management was needed not only to improve the quality of education, but also in view of the fact that educational system has become too large and the aspirations of the people can be met only under a decentralist system. It is also noted that the institutional strategies like VEC to secure involvement of people should be given up importance. At the same time, educational administration at district and sub-district level would need to be strengthened.

10.8 UNIT END ACTIVITIES

1. Observe the powers and functions of Village Education Committees in your area. Make a report on it.
2. What are the findings of research studies conducted in the area of management of School education under the Panchayats in your Panchyat? Collect the data and make a proposal on it.

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10.10 ANSWERS TO CHECK YOUR PROGRESS

1. The planning commission 1980 constitute that district is the viable unit for decentralized educational planning and administration. Other hand, District level planning and management was considered council for facilitating local specific planning and evolvment of strategies for excertions for the schemes/programmes pertaining to the district.

2. The duties of the director of education are :
 - a. To propose, guide and counsel education minister regarding educational matter through educational (education Secretariat).
 - b. To manage the complete educational structure in the state with the complete competency.
 - c. To check the budget, account etc. of the recognised educational institution.
3. Following are the powers and functions of Zilla Parishad in managing schools at district level-
 - (i) Functions : a) Overall supervision of educational programmes in the district upto secondary level.
b) Formulation of programmes to achieve total literacy and universal elementary education.
 - ii) Powers : a) to exercise control and academic supervision of all schools including aided and private school upto secondary level subject to government guidelines.
b) to disburse grants to aided schools subject to government guidelines.
4. Following are the administrative duties of educational officers-
 - a. Executive duties
 - b. Advisory duties
 - c. Statistical duties
 - d. Departmental duties.
5. The main aims/ target of DPEP is to operationalizing the strategies for achieving universalisation of elementary education through district specific planning and disaggregated target setting –following are the basic objectives :
 - a. To provide all children with access to primary education either in the formal system or through NPE programme.
 - b. To reduce overall primary dropout rate for all students to less than 10%.
 6. The SCERT play a pivotal role in providing academic and training support to DPEP with an intensive training programme, when DIET has been assigned to organize in-service trainings for teachers.

UNIT 11 ROLE OF LOCAL SELF-BODIES, VEC AND GRAM PANCHAYATS

Structure

- 11.1 Introduction
- 11.2 Objectives
- 11.3 School Education Under Local Bodies
 - 11.3.1 Panchayats Level where Panchayat comprises single village.
 - 11.3.2 Panchayats Level where Panchayat comprises group of villages.
 - 11.3.3 Panchayat Samiti at Intermediate Level.
- 11.4 Research Studies on Educational Management under Panchayats
 - 11.4.1 Expansion of education under Panchayati Raj
 - 11.4.2 Improvement in quality of education
 - 11.4.3 People's participation in Panchayats
 - 11.4.4 Relationship between officials and panchayat leaders
- 11.5 Let Us Sum Up
- 11.6 Unit End Activities
- 11.7 References
- 11.8 Answers to Check Your Progress

11.1 INTRODUCTION

Educational management under local bodies has seen many ups and down. Before independence, the local bodies were managing various functions including the managerial function of school education. There are two types of local bodies, i.e. rural local bodies and urban local bodies. In the Indian context the rural local bodies are known as *Panchayats*. Below the state level there is three-tier structure of governance i.e. *Zilla Parishad*, *Panchayat Samitis* and *Village Panchayats*. In urban area the local bodies are known as Nagar Panchayats, Municipalities, Municipal Corporations etc. The all-India level figure shows that the local bodies manage 26.74% of Pre-primary schools, 43.39% (primary schools) 25.71% (Middle schools), 8.70% (High schools) and only 1.12% of higher secondary/ junior colleges. The nomenclatures of *Panchayati Raj* bodies are not same in all the states of the country. There are 24 states having three-tier structure of Panchayati Raj Bodies. Out of 24 states and UTs, 50% of states are having with same nomenclature (*Zilla Parishad*, *Panchayat Samitis* and *Village Panchayat*) of *Panchayati Raj* bodies and rest 50% of states and UTs with different nomenclature at the intermediate level (Block) like *Mandal Panchayat*, *Anchalik Panchayat*, *Anchal Samiti*, *Block Development Council*, *Taluka Panchayat*, *Panchayat Union Council* and *Kshetra Panchayat*. There are 8 states with two-tier structure of *Panchayati Raj* system. Three states namely Mizoram, Meghalaya and Nagaland are largely dominated by tribals without having *Panchayati Raj Bodies* except Tribal Council.

- Assist in smooth functioning of primary schools.
- Seek support of teachers, youths and women and others for educational and other linked with health programmes.
- Mobilise resources and help schools to have water supply urinals, play grounds and others facilities.
- Prepare plans and proposals within their resources for development of education in the village and to attain total adult literacy and universal primary education.
- Present reports and proposals to Panchayat samiti and make periodic self-assessment of progress of committee's efforts.
- Co-ordination with other social service departments and committees for mutual support.

Powers

- To visit educational institutions
- To check attendance and other registers to enquire and reports to concerned authorities on educational deficiencies and requirements in the village
- To recommend annual budget of school to concerned authority
- To undertake construction and repair works entrusted to them
- To report on regularity of students, teachers attendance and school functioning
- To frame the school calendar under guidance of the Zilla Parishad

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

1. Write a short note on the role of local self bodies in the management of schools.

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11.3.2 Panchayats Level where Panchayat comprises group of Villages

Composition

Village Level where Panchayat comprises a Group of Villages:

Village Education Committee constituted by Panchayat as its Sub-Committee constituted with not less than 7 and not more than 15 members

Chairman of Panchayat or a member of Panchayat from village concerned

One member of SC, ST, BC and Minorities

A representative of PTA (Parent)

An Anganwadi worker

A person interested in education from the village

Member Secretary- Head Master of Primary / Upper Primary Schools

Note: 1. Members other than elected panchayat members will be nominated by the panchayat from the Gram Sabha/ institutions in the village

2. Of the total membership of the committee, at least one-third should be women.

Role and Functions

The following are the functions of the VEC:

- Supervision over adult education, early childhood care education, non-formal and primary education.
- Supervision over composite upper primary schools under delegation of authority from Panchayat samiti.
- Generation and sustenance of awareness among the village community ensuring participation of all segments of population.
- Promote enrolment drives in primary schools and persuade parents of non-attending children to send their children.
- Reduce drop out rate in primary schools by initiating measures and services for retention.
- Assist in smooth functioning of primary schools.
- Seek support of teachers, youths and women and others for educational and other linked health programmes.
- Mobilise resources and help schools to have water supply, urinals, play grounds and others facilities.
- Prepare plans and proposals within their resources for development of education in the village and to attain total adult literacy and universal primary education.
- Present reports and proposals to Panchayat Samities and make periodic self-assessment of progress of committees efforts.
- Co-ordination with other social service departments and committees for mutual support.

Powers

- To visit educational institutions
- To check attendance and other registers to enquire and reports to concerned authorities on educational deficiencies and requirements in the village
- To recommend annual budget of school to concerned authority
- To undertake construction and repair works entrusted to them
- To report on regularity of students, teachers attendance and school functioning
- To frame the school calendar under guidance of the Zilla Parishad

11.3.3 Panchayat Samiti at Intermediate Level**Composition**

Panchayat Samiti Standing Committee on Education comprising not less than 11 and not more than 17 members this includes:

Chairman of Panchayat Samiti

One member each of SC, ST, BC and Minorities

One representative of PTA/ NGO

One or two representatives of VEC/PEC by rotation

A Principal of Degree / Pre-degree College

A Head master of school complex/ secondary school

A representative of teachers

Member-Secretary – Block Education Officer or its equivalent

Note: 1. Members other than elected members of the committee will be nominated by the panchayat samiti

2. Of the total membership of the committee, at least one-third should be women.

**Role of Local Self-Bodies,
VEC and Gram Panchayats**

Role and Functions

A Management of Adult Education, Non-formal Education, Early Childhood Care and Education and Govt. Primary and Upper Primary Schools under the supervision of Zilla Parishad.

- Supervision and channelisation of grant to aided primary and upper primary schools in their jurisdiction under the guidance of Zilla Parishad.
- Academic supervision of all primary and upper primary schools including private schools.
- Preparation of plans for development of education upto upper primary level in their jurisdictions.
- Development and coordination of school complexes.
- Co-ordination with other social service departments and committees for mutual support.

Powers

- To recruit staff for Adult Education, Non-formal Education, Early Childhood Care and Education programmes.
- To appoint staff in schools from approved panels.
- To transfer teachers within their jurisdiction subject to guidelines.
- To perform academic supervision of all institutions upto upper primary level.
- To delegate the power of supervision over composite upper primary schools to the PEC/VEC for the purpose of continuity.
- To prepare budget and to sanction plans and expenditure from the Panchayat Samiti Education budget.
- To channelise funds to aided institutions under supervision of Zilla Parishad.
- To levy development fees and other fees to raise resources.
- To raise public contributions and donations.
- To propose measures to Panchayat Samiti to raise resources.

Zilla Parishad: Composition, Powers and Functions: These have been discussed in the earlier unit 10 under sub section 10.5.1.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

3. State the composition of a Panchayat Samiti. Describe briefly any two of its powers.

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11.4 RESEARCH STUDIES ON EDUCATIONAL MANAGEMENT UNDER PANCHAYATS

Studies conducted by researchers in different states and observations of reports of various committees set up the state governments reveal the positive and negative aspects of educational administration under panchayats in main areas like expansion of education, quality improvement, relationship between the elected local leaders with official of education department and people's participation in Panchayats.

11.4.1 Expansion of Education under Panchayati Raj

Iqbal Narain's study in Rajasthan observed that the transfer of management of primary education has helped in spread of education (Narain *et. al.*, 1974). In case of Rajasthan, Naik Committee reported that "Panchayati Raj bodies helped in the expansion and improvement of primary education in Rajasthan" (Naik Committee, 1965). Oad reveals that "during the initial period there has been a discernible improvement in the working of primary schools under Panchayati Raj in respect of enrolment of students, attendance of teachers, as well as effective supervision (Oad, 1989). In the case of Andhra Pradesh, the management of education under Panchayati Raj contributed to quantitative expansion of education. "Due to political leadership and active intervention of political people a good number of schools were upgraded in phased manner.... New schools were opened in remote areas that would not happen in normal course" (Krishnamacharuyulu, 1993). Chalpathi's study in Cuddapah Zilla Parishad of Andhra Pradesh revealed that that strength of pupils in the Zilla Parishad secondary schools has gone up and number of female pupils has risen remarkably. There has been a significant increase in the strength of pupils belonging to the scheduled castes (Chalpathi, 1992). Kalpande's study of Maharashtra says that since the inception of the Zilla Parishads and Panchayat Samitis there had been a marked improvement in quantitative aspects of primary education such as the number of primary schools and enrolments. Female enrolment in particular had increased considerably and there has also been a considerably increase in the coverage of pupils belonging to the Scheduled Castes and Scheduled Tribes (Kalpande, 1987).

11.4.2 Improvement in Quality of Education

The Sadiq Ali Committee on Panchayati Raj (1964) also observed that "the enrolment of students have increased during the last three years and the local panches and sarpanches and other leaders have taken good interest in the enrolment drives, organised by the department. Due to proximity of supervision the teachers are now regular in their attendance" (Sadiq Ali Committee, 1964). Oad in his review article on Primary Education under Panchayati Raj observes that "due to sincere efforts of local bodies the situation improved for one year. But the situation continue to deteriorate and after seven years drop out rate was 10 per cent higher than at the time of transfer of primary education to Panchayati Raj" (Oad, 1989). The study for Narain and colleagues (1974) observed categorically that "the quality of primary education has come down considerably since the transfer of education to Panchayati Raj" (Narain *et. al.* 1974). The survey conducted by the Institute of Development Studies in two Panchayats of Ratlai and Donda of Rajasthan states that "indiscipline of teachers e.g. late coming, not paying proper attention towards the students due to over business in tuition work has decreased considerably" (IDS, 1993). Joshi observed that "administration of primary education has not improved to a significant extent and it has become increasingly complex" (Joshi, 1973). Shinde also reported that "Panchayat Raj Bodies did not achieve expected amount of improvement in primary education" (Shinde, 1975). Inamdar observed that "quality of education has suffered due to control of Panchayat bodies on primary education (Inamdar, 1970). Krishnaswamy Committee of Karnatka observed "that attendance of teachers improved under Mandal Panchayats

(Krishnaswamy Committee Report, 1989). Harichandran's study in Tamil Nadu reports that the educational facilities have considerably improved because of the efforts of Panchayati Raj bodies (1983).

11.4.3 People's Participation in Panchayats

The Sadiq Ali study team observed that "The village primary schools, which were formerly being supervised from the district level, are now being supervised in a better way from the block level. People's participation for school building and for arranging equipment for schools has been forthcoming with same enthusiasm" (Sadiq Ali Committee, 1964). Patel's study in Gujarat highlights the greater degree of participation of people in school administration. (Patel, 1975). Shinde's study in the Panchmahal district of Gujarat highlights that "The Panchayati leadership had failed in creating a positive image of unbiased personality" (Shinde, 1975). Joshi observed that "local community was not drawn close to a desirable extent and it was due to lack of proper training of the Panchayat leaders" (Joshi, 1973). Vartak also argues that "the attitude of people surveyed is one of cooperation and that there is increasing participation in educational administration" (Vartak, 1971). Inamdar's study of Maharashtra also notes that "the local communities have become more vigilant regarding the provision of school facilities in their villages and the regular attendance of teachers as well as a more even spell and level of teaching in the schools. The awakening among the village people regarding the value of primary education is the net gain of the Zilla Parishad educational administration" (Inadmar, 1974).

11.4.4 Relationship between Officials and Panchayat Leaders

Chalpathi's study of Cuddapah Zilla Parishad in Andhra Pradesh (1992) observed that "the elected office-bearers tilt the scales in their own favour, in matters like teachers' transfer, their postings and exercising of controls over them. This has affected adversely the rationale of the statutory significance of the official side and, therefore, undermined the tone of administration in general...". Naik Committee reported that "transfer of teachers was frequent & excessive. In several cases they have been also absolutely unjustified". The Committee further noted that "they had come across the case of a teacher who was transferred ten times in one year" (Naik Committee, 1965). Narain's study in Rajasthan states that "dual control over the schools by Panchayat Samitis and Education Department has resulted in an attitude of confrontation rather than cooperation" (Narain, 1972). Inamdar's study of Pune Zilla Parishad in Maharashtra also concludes, "Teachers have been used by non-official for their political ends. The teachers have been transferred to other places if they do not toe the line of non-officials. The research has cited two or three examples of transfer of teachers in Ambegan Taluka" (Inamdar, 1974). In the case of Karnataka, Seetharamu highlights the areas of both stressful and harmonious relationship amongst the officials and non-officials. The major areas of stress were selection and appointment of teachers (Seetharamu, 1994).

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

4. Describe briefly the Naik Committee report on expansion of education under Panchayati Raj in the case of Rajasthan.

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5. Highlight the study findings of the conducted by Sadiq Ali on people's participation in Panchayats.

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6. Give a brief account of Inamdar's study of Maharashtra on people's participation in Panchayats.

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11.5 LET US SUM UP

The various studies conducted on management of school education under panchayats revealed that expansion of school education i.e. opening of school, enrolment of children etc. was satisfactory, the quality of education was mixed one, the people's participation was more or less satisfactory and but the relationship between the officials of education department and elected leaders of Panchayats was not cordial. Now many more state governments have created bodies like Parent Teacher Association, SMC, SDMC to manage the education at the school level.

11.6 UNIT END ACTIVITIES

1. Conduct a study in the area of management of school education under any Panchayat of your choice.
2. Describe the composition, role, functions and powers of Village Panchayat and Panchayat Samiti with regard to primary education .

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11.8 ANSWERS TO CHECK YOUR PROGRESS

1. The role of local bodies in management of school is to supervise over adult education, early childhood care and education, non-formal and primary education and also generating and sustenance of awareness among the VEC ensuring participations of all segments of populations.
2. Panchayat Samiti standing committee on education comprises not less than 11 and not more than 17 members. It's composition are :
 - Chairman
 - Each one member from SC, ST, and minorities
 - One representative of PTA / NGO,
 - One /two from VEC
 - Principal of the College
 - Headmaster of the School or representative from Teachers
 - Block Education Officer or its Equivalent

For powers of Panchayat Samiti, please refer to sub-section 11.3.1 & 11.3.2.

3. In case of Rajasthan, Naik committee reported that , Panchayati Raj bodies helped in the expansion and improvement of primary education in Rajasthan. In addition of review paper of oad's reveals that, during the initial period there has been a discernible improvement in the working of primary schools under Panchayati Raj in respect of enrollment of students, teacher attendance, as well as effective supervision.
4. The Sadiq Ali study team observed that the village primary schools, which are formerly being supervised from the district level, are now being supervised in a better way from the block level. People's participation for school building and for arranging equipments for school has been forthcoming with some enthusiasm.
5. In the context of Maharashtra, Inamdar's states the local communities have become more vigilance regarding the provision of school facilities in their villages and regular attendance of teachers as well as a more even spell and level of teaching in the schools. The awakening among the village people regarding the value of primary education is the net gain of the Zilla Parishad educational administration.

UNIT 12 COMMUNITY PARTICIPATION

Structure

- 12.1 Introduction
- 12.2 Objectives
- 12.3 What is Community ?
- 12.4 Community in the Indian Context
- 12.5 What is Community Participation in Education ?
 - 12.5.1 Informal
 - 12.5.2 Formal
- 12.6 Importance of Community Participation
- 12.7 Contribution of Community in Education
 - 12.7.1 Community as a Resource
 - 12.7.2 Developing Relevant Curriculum and Learning Material
 - 12.7.3 Identifying and Addressing Problems
 - 12.7.4 Promoting girl education
- 12.8 How Can Community Participation Improve Education?
- 12.9 Historical Perspectives on Community Participation in India
- 12.10 Policy Framework on Community Participation
- 12.11 Educational Programme Emphasising Community Participation
- 12.12 Community Participation under *Sarva Shiksha Abhiyan*
 - 12.12.1 Village Education Committee
 - 12.12.2 Modes of Community Participation
 - 12.12.3 Role of the Community in Quality Assurance under SSA
 - 12.12.4 Implementation GAPS (weaknesses) Experiences from the Field
- 12.13 Let Us Sum UP
- 12.14 Unit-End Activities
- 12.15 References
- 12.16 Answers to Check Your Progress

12.1 INTRODUCTION

Policymakers, educators and others involved in education have increasingly recognized the significant role communities can play in the administration, management and monitoring of the educational institutions. There is mounting evidence that community involvement in schooling can have a dramatic impact on education access, retention, and quality. One of the major recommendations made by the *National Policy on Education* 1986 was related to empowering communities for the management of educational institutions at the local level. The NPE recommended the establishment of an appropriate institutional framework at the district and sub-district levels such as the District Board of Education and Village Education Committee in order to ensure that the community members play an important role in the management of primary education. The move towards decentralization and empowerment of community got a further fillip with the 73rd and 74th constitutional amendment relating to Panchayati Raj

Institutions. Since then tremendous amount of experience in the field has accumulated with respect to the involvement of the community in the management of primary education in different states of India. This unit is intended to provide you an understanding of the concept of community and its contribution in the improvement of education over the years across the states in Indian context.

12.2 OBJECTIVES

After going through this unit you should be able to:

- underline and describe the importance of community participation in education,
- describe the history of community involvement in education in India,
- analyse the role of various local grassroot bodies like Village Education Committee, Parent-Teacher Organizations and School Management Committees in identifying needs, monitoring educational quality, and advocating for change,
- examine the role of community in various educational programmes that have been launched to improve access, retention and quality.

Before we go to discuss in detail about the community participation in education in India, it would be appropriate if we understand the meaning of community and its importance in the field of education.

12.3 WHAT IS COMMUNITY ?

Community generally denotes a group of people who have common interest and work together. Communities can be defined by characteristics that the members share, such as culture, language, tradition, law, geography, class and race. Jonassen (1959) pointed out that a community includes six elements like (i) grouping of people, (ii) within a geographic area, (iii) with a division of labour into specialized and interdependent functions, (iv) with a common culture and a social system which organizes their activities, (v) whose members are conscious of their unity and of belonging to the community, and (vi) whose members can act collectively in an organized manner. MacIver (1970) opined that the community is an area of social living marked by some degree of social coherence. Bray (1996) presents three different types of community. The first one is geographic community, which is defined according to its members' place of residence, such as village or district. The second type is ethnic, racial or religious identification and commonly cuts across membership based on geographic location. The third one is communities based on shared family or educational concerns which include parents association and similar bodies that are based on families' shared concern for the welfare of students.

12.4 COMMUNITY IN THE INDIAN CONTEXT

Community has been specifically defined in the Indian context by various sociologists. Majumdar describes the community consisting of the entire groups sympathetically entering into a common life within a given area, regardless of the extent of area or state boundaries.

The village community in the Indian context has been defined as a body of people living in a restricted area, at some distance from other similar groups, with extremely poor roads between them, the majority of people being engaged in agricultural activities, all closely dependents upon each other economically and otherwise and having a vast body of common experience, must have some sense of unity. Further, there are various caste groups, which live in the same village, each caste has a culture of its own and to some extent different from the culture of other states, and the solidarity of

the caste is so great that it notifies the unity of the village community in those villages in which more than one caste live.

Dube defined village community as a territorial social, economic and virtual unit which as a composite population comprising a number of groups belonging to different Hindu castes and in some cases, tribes as well as other religious groups. The members of the local group are bound together by ties of mutual and reciprocal obligations interpersonal and inter-group relations in several spheres of village affairs are governed by an established usage and social ethics. He identified six characteristics of the Indian village community:

- a. Size, population and land area
- b. Ethnic composition and caste constitution
- c. Patterns of land ownership
- d. Structure of authority and power hierarchy
- e. Degree of isolation and
- f. Local traditions.

In other words, Dube pointed out there each village has several *jati* segments which have separate ties in some spheres, but these are also neighbourhood ties and personal and family friendships and animosities.

Desai (1984) distinguished village community from the urban community. The criteria for distinguishing the rural community from the urban community are the social composition of the populations, the cultural heritage, the magnitude of material wealth, social stratification of the population, the degree of the complexity of social structure and social life, the intensity and variety of social contact. Nine most important criteria for distinguishing the rural community from the urban community are as under:

- (1) Occupational difference
- (2) Environmental Difference
- (3) Differences in the sizes of population
- (4) Differences in the density of population
- (5) Differences in the homogeneity of the population
- (6) Differences in the social mobility
- (7) Differences in the direction of migration
- (8) Difference in the social differentiation and social stratification and
- (9) Differences in the system of social interaction.

12.5 WHAT IS COMMUNITY PARTICIPATION IN EDUCATION?

Community participation is a process of activities comprising people's involvement in decision making, contributing to the development effort, sharing equitably the benefits there from. Community participation in education implies the involvement of parents and community leaders as partners in supporting educational activities that contribute to improvement in their own lives. The common goal of community participation in education is to universalize education and its access, getting all children enrolled and making the system retain all students. It aims at democratic involvement of the people in planning and management of various formal and non-formal educational programmes.

Community participation in education seems to take place principally in two forms: informal and formal.

12.5.1 Informal

The informal manner, in which local communities contribute to educational effort, takes the form of providing a piece of land for the school building and contributing labour and locally available material for its construction. Even this mode has tended to become formal since, in many states, the establishment of a school has been made conditional on a community/village being able to provide land and building for the school, a condition to be fulfilled by the village panchayat or the village education committee.

During the 1950s and 60s, considerable effort was made, particularly in Tamil Nadu, in mobilizing community support for education; substantial contributions were made in cash and kind by local communities and parents' groups to meet the needs of educational institutions.

12.5.2 Formal

The formal mechanism for community participation has taken the form of what village panchayats and village education committees/ ward education committees do or are expected to do for the local school. In many states, under Panchayati Raj Acts, village panchayats or village education committees have to provide a plot of land for the school building as well as ensure its maintenance and repair. The Village Education Committees/ ward committees have been given specific duties in the monitoring and supervision of the school administration and management.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

1. What do you understand by the term 'Community'?

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2. Explain, with an example, community participation in education.

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12.6 IMPORTANCE OF COMMUNITY PARTICIPATION

There is increasing realization that involvement of the people, especially rural poor and landless labourers, urban marginalized groups like living in slums and squatter settlements, disadvantaged groups like Scheduled Castes and Scheduled Tribes and women, in programmes of educational development is essential.

The objective of community participation in education is to universalize education and its access, getting all children to enroll and making the system retain all students. The goal of any kind of activity that attempts to involve community and parents/families in

education is to improve the educational delivery so that more children learn better and are well prepared for the changing world.

Participation of the community is a means to increase the mobilization of the financial, human and material resources required to make the educational system efficient. Participation is also necessary to adopt education to the needs, problems, aspirations and interests of all sections of population especially weaker sections. Participation is a prerequisite for the democratization of education especially in the perspective of achieving equal opportunity. Participation is indispensable in order to avoid having the community become indifferent towards the education system. It is also an important instrument to stimulate initiative.

12.7 CONTRIBUTION OF COMMUNITY IN EDUCATION

Community participation in education can contribute in different ways by providing financial support to academic and administrative help. It can be a watch dog and helps to monitor and supervise the educational activities of school and teachers. Brief description about the role of community in education is as follows.

12.7.1 Community as a Resource

Parents are usually concerned about their children's education and often are willing to provide assistance that can improve the education delivery. In places where teacher absenteeism and poor performance are critical issues, parents can be part of the system of monitoring and supervising teachers, ensuring that teachers arrive at classroom on time and perform effectively in classroom. If need arises the parents can also come and take classes or act as a resource person. Therefore, parents and communities are powerful resources to be utilized not only in contributing to the improvement of educational delivery but also in becoming the core agent of the education delivery.

UNICEF had undertaken the Primary Education Enhancement Programme (PEEP) from 1997 to 2007 in Chandrapur and Yeotmal districts of Maharashtra. Jan Vachan Utsav (JVU) was organized and all parents and villagers were invited to see the procession. The procession ended at schools followed by public discussion on the state of school libraries. It was decided that either school libraries would be established in case of absence or would be resurrected in case of being dysfunctional. Villages like Bhenda (Warora), Ghodkhindi (Yeotmal) had youth groups ready to take the responsibility of libraries.

Women's group (*Mahila Mandal*) in almost all the villages of Yeotmal and Warora participated in almost all the villages of Yeotmal and Warora participated as a distinct group in processions. Warora established an open library in the form of open boxes containing books fixed to trunks of trees around the school. Some of the literate parents decided to come to school in rotation and help children in reading books. Soon after this, the CEO of Chandrapur district allotted library facilities to all the school in the district. Villagers in the Warora block consider these developments as an impact of large number of processions and their spontaneous participation and initiative. It was a real surprise for teachers. They had never anticipated such significant participation by the illiterate or neo-literate villagers. The libraries in these schools are still function with the help and support of the students and their parents.

Understanding the mechanism and functioning of bicycle was kept an activity in few schools. Although almost all the teachers had used bicycle but none of them could explain its functioning. The cycle mechanic was invited to act as a resource person. He demonstrated the parts and functions of the bicycle and in the process became the teacher of teachers. This experiment was replicated by number of other schools. It

was considered that parents can be a useful resource for providing children varied learning experience.

12.7.2 Developing Relevant Curriculum and Learning Material

Communities and parents involvement help to formulate curriculum and learning materials that reflect children's everyday lives in society. When children use textbooks and other materials that illustrate their own lives in their community, they can easily associate what they are learning with what they have already known.

Bal Vigyan Utsav was organised in Bhenda (Warora), Ghodkhindi (Yeotmal) of Chandrapur district of Maharashtra. Parents helped in the organization of the festival. They worked as resource person conducting activities in some corners of the festivals. Mother parents showed more enthusiasm. They exhibited their skills of painting, clay-art, embroidery etc. and at the same time could teach those to all the children. While mothers were delighted by the participation, the teachers realized the strength of community involvement.

The teachers prepared activity based lessons in a thematic manner for the children. When it came to learning about crop patterns and agriculture, teachers felt that the information given in the textbooks was quite inadequate, particularly considering the under-representation of geography and life styles of Vidarbha region in State Textbook Bureau's books. It was felt that the style of agriculture in their region was quite different than that mentioned in textbook. So they decided to take help of the farmer parents. Few teachers invited farmer-parents to their classrooms and some arranged field trips to the farms owned by the parents. In both the cases, students interviewed farmer-parents and learnt from them accompanied by actual observations. Teachers realized the advantages as it was related to the life-experiences and gets centered to the child environment. Parents get an opportunity this to interact with the school and the children.

12.7.3 Identifying and Addressing Problems

Communities can help identify and address factors that contribute to educational problems, such as low participation, dropping out and poor academic performance of the children. At number of places both in rural and urban areas parents and community are actively involved in identifying the out of school children, helping them to get enrolled, demanding for alternative education institution.

12.7.4 Promoting Girls' Education

Community participation can contribute to promoting girls' education (UNICEF, 1992). Through participating in school activities and frequently communicating with teachers, parents and communities can learn that girls' education contributes to the improvement of various aspects of their lives, such as increased economic productivity, improved family health and nutrition, reduced fertility rates, and reduced child mortality rates. Involving parents and communities in discussions as part of school activities also helps to identify factors that prevent girls from schooling.

The National Programme for Education of Girls at Elementary Level (NPGEL) is a focused intervention of Government of India, to reach the "Hardest to Reach" girls, especially those not in school. Launched in July 2003, it is an important component of SSA, which provides additional support for enhancing girls' education over and above the investments for girls' education. The programme provides for development of a "model school" in every cluster with more intense community mobilization and supervision of girls enrolment in schools. Campaigns are being organised for the enrolment and retention of girls in school.

12.8 HOW CAN COMMUNITY PARTICIPATION IMPROVE EDUCATION?

Community participation can contribute to education delivery through various channels. The following is a list of ways through which communities can contribute to the education delivery :

- advocating enrollment and education benefits;
- boosting morale of school staff;
- raising money for schools;
- ensuring students' regular attendance and completion;
- constructing, repairing, and improving school facilities;
- contributing in labor, materials, land, and funds;
- recruiting and supporting teachers;
- making decisions about school locations and schedules;
- monitoring and following up on teacher attendance and performance;
- forming village education committees to manage schools;
- actively attending school meetings to learn about children's learning progress and classroom behavior;
- providing skill instruction and local culture information;
- helping children with studying;
- garnering more resources from and solving problems through the education bureaucracy;
- advocating and promoting girls' education;
- scheduling school calendars;
- handling the budget to operate schools;
- identifying factors contributing to educational problems (low enrollment, and high repetition and dropout); and
- preparing children's readiness for schooling by providing them with adequate nutrition and stimuli for their cognitive development.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

3. Explain in brief the importance of community participation in education.

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4. In what way can the community contribute in education?

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5. How can community participation improve education?

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12.9 HISTORICAL PERSPECTIVES ON COMMUNITY PARTICIPATION IN INDIA

Community participation in public affairs goes back to the beginning of human society and the concept has taken new significance as societies have grown in size and complexity. In literature its origin can be traced to Aristotle. He was of the opinion that the best state was one where there was broad participation with no class domination. India has a long tradition of local level institutions, private effort and communities supporting education. In the pre-colonial period, facilities for mass education were available in *madrastas*, *tols* and *pathshalas*. These institutions were maintained locally, often by the landlord, with parents supporting the upkeep of the teacher by contributing whatever they produced—food grains, vegetables etc. Although instruction therein was often restricted to the teaching of three Rs and religious texts, they were of considerable significance in promoting mass education.

With the onset of the Colonial rule and its evolving policy of supporting education through the medium of English, the system of mass education virtually disappeared although institutions such as *pathshalas* and *madrastas* continued to exist, particularly in rural areas.

In the post-independent period, the community as significant concept has assumed a central place. In the early years after independence it was viewed and promoted as part of the liberation rhetoric. In Gandhi's scheme of education, a school or any kind of educational setup was an integral part of the community. The rural community for Gandhi was a harmonious, integral structure which functioned to serve the needs of all. However, the post dependence years witnessed an altogether different phenomenon on the ground. With the virtual control of primary education by the State, schools became totally alienated from the community they served.

The government while pursuing its planned development through the five year plans implemented the Community Development Programme (CDP) immediately after independence whereby the concept of community was applied to the village. The village as 'imagined community' (harmonious and egalitarian) under this programme never became a reality; and in fact reinforced the division and hierarchy around which the villages were traditionally organized. Sociologist Louis Dumont argues that the social reality of the Indian village is that of caste and not that of the village as an entity. In a hierarchically stratified and unequal society like India, the dominant social groups have articulated and legitimized their interests through state's bureaucratic structure and arrangements which further excluded the disadvantaged groups, those that were traditionally deprived of education.

In response to mounting criticism against the failing of centralised structures and approaches of educational governance, the various government reports and policies started advocating for an education system that is more responsive and accountable to the community. Therefore, community participation became a major agenda of discussion in the country in the mid 1980s when decentralization began to be recognized as an important component of the educational reform and change processes. The *National Policy on Education* (NPE 1986/1992) and the constitutional revival of *Panchayati Raj* Institutions (through the 73rd and 74th constitutional amendments), the

local self governing bodies created a context for reforming the school system by empowering the community to locally generate and implement institutional practices to support the school.

The National Policy on Education (1986) and the accompanying Programme of Action called for an integrated and decentralized approach to developing school education systems with a focus on building the capacity of districts in planning and management of school education, particularly at elementary level. Community participation was regarded as a fundamental requirement for improving the entire education system and creating an appropriate framework for accountability at each level of administration. The shift took place from community development to community participation or empowering the people or the grass root democracy. It was emphasized in policy documents that the people need to have power in the decision making process.

In the 1990s, a decade characterized by the government's eagerness to introduce market reforms, the move to decentralize seems to have been motivated by the utilitarian value of involving the community, which could improve the efficiency and effectiveness of the school system.

State like Himachal Pradesh, Uttaranchal, Haryana and Sikkim have established and activated structures and processes that have seen people engage with and contribute to local school construction, maintenance and functioning. A number of government and non government programmes were initiated to put in place a new framework of decentralized educational governance by deepening community participation in decision making practices. Uttar Pradesh Basic Education Project, Bihar Education Project and Lok Jumbish Project stand out as peoples collective initiatives to revitalize the education system by involving the community in making schools more participatory and responsive. By involving community in the process of school mapping and micro-planning, the people were involved in the decision making. These projects demonstrated the possibility of building a system of local governance for primary education from below- the grass-root level. With the initiation of large number of state specific educational projects for improving the access, retention and quality, community began to be perceived as active partner in the planning, monitoring, supervision and management of school education.

The concept of community, thus, has been changing as per the needs of development and administration whereby the communities have been identified as groups of beneficiaries, stake holders or target populations in the framework of the educational projects.

12.10 POLICY FRAMEWORK ON COMMUNITY PARTICIPATION

Since independence, there have been concerted efforts in terms of new policies and programmes for promoting community participation in education including literacy. The Constitution of India has played an important role in providing directives and policy guidelines for seeking community involvement in education.

The National Policy on Education 1986 and *Programme of Action* 1992 recommended not only promoting participation of the community in primary education but also a movement towards empowering the local community to take major management decisions in this regard. It stated that "local bodies, through appropriate bodies will be assigned a major role in programmes of school improvement".

The NPE and its POA suggested decentralized management of education at all levels (district, sub district and panchayat levels) and involvement of the people in the decision making. It proposed adopting of the eleventh schedule of the constitution which provides among other things, for entrusting Panchayati Raj Bodies 'Education including primary

education and secondary schools, teachers training, and vocational education, adult and non formal education, literacy and cultural activities.

In pursuance of the Policy and its POA, the state governments had taken steps to set up structures for decentralized planning and management. It was envisaged that as part of the decentralization, local communities through appropriate bodies would get involved in the management and functioning of schools. The formation of Village Education Committee (VEC) and various other participatory structures and their involvement in education is the result of constitutional commitment and policy recommendations.

The NPE 1986 stated that local communities through appropriate bodies will be assigned a major role in programmes of school improvement. POA, 1986, elaborating the policy stated "A Village Education Committee, comprising not more than 15 members with representatives from parents, panchayats, co-operatives, women, scheduled castes, tribes, minorities and local development functionaries will be constituted to look into the overall management of all educational programmes". The state governments were expected to lay down general guidelines regarding the constitution of village education committees and establish norms of accountability in respect of head of the institution at the village level. The Programme of Action 1992 reiterated that the major responsibility of the VEC should be operationalisation of micro-level planning and school mapping in the village through systematic house to house survey and periodic discussion with the parents. The functions visualized for these committees included generation and sustenance of awareness among the community so as to ensure participation of all members and development of teacher/instructor and community partnership to oversee the effective and regular functioning of the school.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

6. Discuss briefly the historical perspectives on community participation in India.

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7. Discuss in a nutshell the policy framework on community participation.

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12.11 EDUCATIONAL PROGRAMMES EMPHASIZING COMMUNITY PARTICIPATION

With greater emphasis on decentralization and community participation in 1990's, education sector at the national as well as the state levels began to experiment with various approaches to involve the local bodies and community. They started encouraging the delegation of power to schools, lower level government offices and elected bodies thus providing opportunities for local citizens to participate in the management of schools.

A number of educational programmes was initiated in various states with an aim of improving educational access, retention and participation. Community empowerment and participation were the core strategies of these projects. In fact community participation in education got translated into reality with the creation of various grassroot level structures such as Village Education Committee (VEC), School Management Committee (SMC), Mothers Teachers Association (MTA) Parents Teachers Association (PTA), Mothers Associations and Women Monitor Groups (WMG). Under various educational programmes such as District Primary education Programme (DPEP), Sarva Shilsha Abhiyan (SSA), added emphasis has been given to the formation and involvement of VECs and PTAs in elementary education with specific roles and functions. Although VECs and PTAs have been set up in all schools across the states, variation in their nature and composition, roles and responsibilities is observed.

A brief review of the educational programmes that focused on the community involvement is described below:

i) The Uttar Pradesh Basic Education Project in India

As you have already studied in the earlier block, the VECs maintained bank accounts and disbursed funds for school construction and the purchase of educational materials. The VECs met monthly to discuss school performance. District and block education officials participated in a sample of these meetings on a rotational basis. A major exercise of school mapping was undertaken so that provision of primary school could be made within 1.5 Km of distance for a habitation having population of 300 and an upper primary school within 3 Kms for habitation having population of 800.

ii) Bihar Education Project (BEP)

BEP emphasized on universal access, universal participation and universal achievement. The strategies adopted were - the mobilization of community for educational purposes, improving teaching-learning process in schools, establishment of NFE centers and Adult Education centers. BEP had people based structures like - the Village Education Committees and Mahila Samooths, which were responsible for carrying out the objectives of the project. Teachers also had been given responsibility in the development of a community network. A new teacher training strategy had been adopted which aimed at renewal of teacher training practices. Keeping in view the low socio-economic and educational status of the state, Bihar Education Project had played a major role in creating a favourable environment for the education of children and adults.

iii) Shiksha Karmi Project (SKP)

SKP improve access to basic education in remote areas where existing primary schools were having problems related to teacher absenteeism, non-functioning schools and community despair. The community was involved in the selection of Shikha Karmis (teacher from the local area), providing support in enrolling children, day to day support in the smooth functioning of school and monitoring.

SKP constituted VECs in villages to promote community involvement in primary education and encourage village level planning. The role of the VEC as defined by SKP was to mobilize resources for maintenance, repair and construction of school infrastructure and also in determining the school calendar and school timings in consultation with the local community and Shiksha karmis (educational workers).

iv) Lok Jumbish

The main objective of Lok Jumbish was to develop and transform the mainstream education system with the objective of ensuring that every child has access to basic education. The starting point was a recognition that problem is not only of the availability of schooling facilities but also of underutilization as indicated in low enrolment and participation rates. Gender equity and empowerment of women were the main goals

of this project. It envisages creating structures and initiating processes that would make education a facilitator in the process of empowerment. Community involvement and mobilisation is the key strategy conceived for the success of this Project. The Village Education Committee (VEC), Core Teams and Women's Group were actively involved in micro planning and school mapping. VEC identifies non-enrolled children, contacted the concerned families and tried to ensure regularity of attendance and retention of children in schools.

Data from all villages were collated at the cluster, then at the block and finally at the state level. Once the data was collated and the village level plans were brought together, the block education management committee sanctioned sahaj shiksha kendras, schools, additional teachers.

LJ has had a positive impact on the empowerment of locally elected people, especially on female representatives at village level, who were often active members of the LJ core teams or women's groups. The Village Education Committees (VECs) carefully formed and trained through environmental building activities in the LJ programme were actively involved in school matters.

The positive impact of the LJ and SKP was focusing on supporting the teachers and the students by involving the village community in taking responsibility for all educational activities of the village school, in serving as a demonstration of, how deeply rooted problems of education in India can be addressed. Success and wide dissemination of these innovative approaches inspired active community participation in educational programmes like DPEP and SSA in India.

v) DPEP and Community Participation

DPEP was designed as a decentralized program that would address local educational needs and circumstances by involving local stakeholders. It was also hoped that community involvement, at the village level, would enhance implementation and provide the flexibility needed to acknowledge diversity within India's diverse states.

DPEP aimed to involve communities in various forms in order to improve quality and access in primary education. All participating states established school/community organizations as called for under the DPEP mandate. These organizations, known as Village Education Committees, Parent-Teacher Associations, or School Management Committees, were expected to oversee the operations of schools and nonformal education centers, conduct annual surveys of village children to identify non-enrolled and dropouts, and encourage parents to send their children to school and keep them there.

States defined the functions of community/school organizations and their membership, including reserving at least one-third of places for women. Depending on local circumstances, additional activities, such as micro-planning and awareness campaigns were entrusted to these organizations. These organizations were also entrusted with the job of monitoring civil works, repairing of school buildings. They were also given the responsibility to rehabilitate existing schools, install toilets, water supply, and electricity, equipment, costs of electricity connections, and professional services etc. The organizations were also given funds to implement a variety of awareness building activities, including campaigns, community meetings, and fairs, in order to increase awareness of the program and the benefits of to communities and schools.

DPEP granted considerable autonomy to local stakeholders and sought to actively involve members of the community in decisions about school management and functioning.

vi) Janshala Programme and Community participation

The *Janshala* programme was a joint venture of the Government of India and five UN agencies (UNDP, UNICEF, UNFPA, UNESCO, ILO) to provide support to make

the ongoing primary education programme accessible and effective to all categories of primary school age children. Community participation in school management and development was one of the major strategies adopted under this programme, especially to ensure universalisation of primary education. The programme covered 139 blocks and 10 cities in 31 districts of nine States. i.e., Andhra Pradesh, Chhatisgarh, Jharkhand, Karanataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh.

The uniqueness of the programme lies in the fact that it had a flexible, open, decentralized and a community based approach. There was no rigid pre-determined framework and the local specific needs based plans were prepared for each work covered by the project. The *Janshala* programme in Rajasthan has targeted specially the urban deprived children living in the city slums. Decentralization, use of joyful learning aids, community participation and management in the running of *Janshalas* have been the force behind their growing popularity in urban slums.

Several measures were taken under this programme to initiate community participation in an institutionalized way, especially by formation and functionalisation of School Committee, Parent Teacher Association and Mother Teacher Association in each formal primary school. The major assignments given to school committee included: (1) raising funds, labour or material for school development; (2) maintaining school wall, garden, classroom and toilet; (3) providing clean drinking water and health check-up for the students; (4) solving school problems by meeting with higher authorities; (5) preparing Annual Action plan for school; (6) receiving and utilizing the government grants given for school development; (7) raising enrolment and regular attendance of students; (8) controlling dropout of students; (9) participating in celebration of school function; and (10) encouraging students to appear in the school examination and take part in co-curricular activities.

Parent Teacher Association (PTA) was another forum through which the community also got scope to take part in school management and development. It was a government recognized body constituting all teachers and the parents of all children of the concerned school as its members. One among these parents acted as its president and the school Head master functioned as its secretary. Through this association, the community got a scope to play role in five major aspects of school management and development, such as (1) preparation of Annual Action Plan for school; (2) collection of funds or materials for school development; (3) review of measures taken for total enrolment, attendance and retention of children in school; (4) appraisal of accounts of expenditure of school funds; (5) nomination of members to school Committee and Mother Teacher Association.

Mother Teacher Association (MTA) was also a government recognized forum through which the female community got a scope to take part in the management and development of school. All lady teachers and mothers of all girl children were members of this association. Through this forum, the female community participated in eight major aspects of school management and development. Those were: (1) raising enrolment and regular attendance of girls in school; (2) controlling girls against dropout; (3) arranging vocational or cultural teaching for girls; (4) arranging training programme for girls on games and sports; (5) distribution of mid-day meals; (6) improving school campus; (7) solution of problems relating to girls; and (8) collection of funds or material for school development.

In order to ensure community participation in the management and development of schools and universalisation of primary education, following measures has been taken under Janshala Programme:

- i. A training module for capacity building of the members of the school committees on school management and development had been developed.
- ii. A training module for capacity building of the members of Mother Teacher Associations and Parent Teacher Associations on school management and development had been developed.

- iii. Village level programmes like padayara, public meeting and kalajatha had been organized to mobilize the community to take part in Janshala programme in achieving universal primary education through School Committees, Parent Teacher Associations and Mother Teacher Associations.
- iv. Master Trainers for conducting training programmes for the members of school Committees, Mother Teacher Associations and Parent Teacher Associations had been selected and trained
- v. Training programmes had been conducted by the Master Trainers for the selected members of the School Committees, Parent Teacher Associations and Mother Teacher Associations on their roles and responsibilities relating to management and development of school and universalisation of primary education.
- vi. Exposure visits had been organized for some selected members of School Committees from each Block covered under Janshala programme to oversee the contributions made by the school Committees of other Blocks relating to school management and development.
- vii. All type of school grants given by the State Government had been released to the School Committees for their use towards management as well as development of school.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

8. What are the various educational programmes emphasizing on community participation?

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9. What are the core strategies for Shiksha Karmi Project (SKP)

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12.12 COMMUNITY PARTICIPATION UNDER SARVA SHIKSHA ABHIYAN

Sarva Shiksha Abhiyan is a comprehensive and integrated flagship programme of the Government of India to attain Universal Elementary Education in the country in a mission mode. As you have already studied, launched in partnership with the State Governments, the SSA aims to provide useful and relevant education in the age group of 6-14 years by 2010.

SSA is an initiative to universalize and improve the quality of education through decentralized and context specific planning and a process based time-bound implementation strategy. It is an effort to universalize elementary of education by 'Community Ownership of the School system'.

The Framework for Implementation highlighting the role of community clearly states that “the success of Sarva Shiksha Abhiyan will depend on the quality of the community based planning process. While SSA is formulated on the premise that the community can plan, it also accepts the tremendous requirement for developing capacities in communities to do so”.

The heterogeneity of local communities in many regions often poses problems of unanimity on proposed planning criteria. It is important to recognize a habitation, rather than a village, as a unit of planning as most habitations have a higher degree of community solidarity. Similarly, in urban areas, a cluster of households in the same slum settlement has to be a unit of planning.

One of the distinct features of SSA is the effective involvement of Panchayati Raj Institutions, School Management Committees, Village and Urban Slum Level Education Committees, Parent Teacher Associations, Mother Teacher associations and Tribal autonomous Councils in the management of elementary schools.

Almost all States/UTs have constitutes VEC/PTA/SDMC/MTA/SMC/VEDC under SSA. However, nomenclature for the community level structure varies across the states, including the composition and tenure as well as its pattern of functioning. SSA provides for training/capacity building of members of village education committees, School Management Committees, Parents Teacher associations. The VEC/SMC and community are oriented and sensitized on their role and functions. Figure 1 depicts the constitutes of village community:

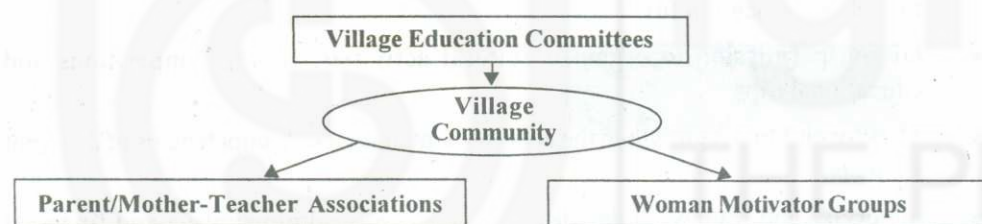


Fig. 12.1: Constituents of Village Community

12.12.1 Village Education Committee

Village Education Committees are given the crucial role of identifying dropouts and left out children so that no child remains out of school in their area. On the basis of the survey done by the VECs, a school register is prepared which becomes the basis of habitation planning done by the Cluster Resource Center(CRC) again, with the participation of PTA and VEC members.

Village School Committees is also given the responsibility of monitoring school functioning. They are entrusted with the responsibility of checking the attendance of students and absenteeism of teachers, maintenance of school premises and need to play a major role in funds disbursement for schools. Figure 2 presents the role and composition of VECs.

Few states like Karnataka, Madhya Pradesh etc has introduced the system of formation of School Development and Monitoring Committee (SDMC)/ Parent Teacher Association in each Government school to ensure community ownership and participation in education. Significant powers and duties of the SDMC are as follows:

Powers of SDMC/PTA

- Ensuring teachers regular attendance and punctuality.
- To sanction restricted and casual leave to primary, upper primary head masters

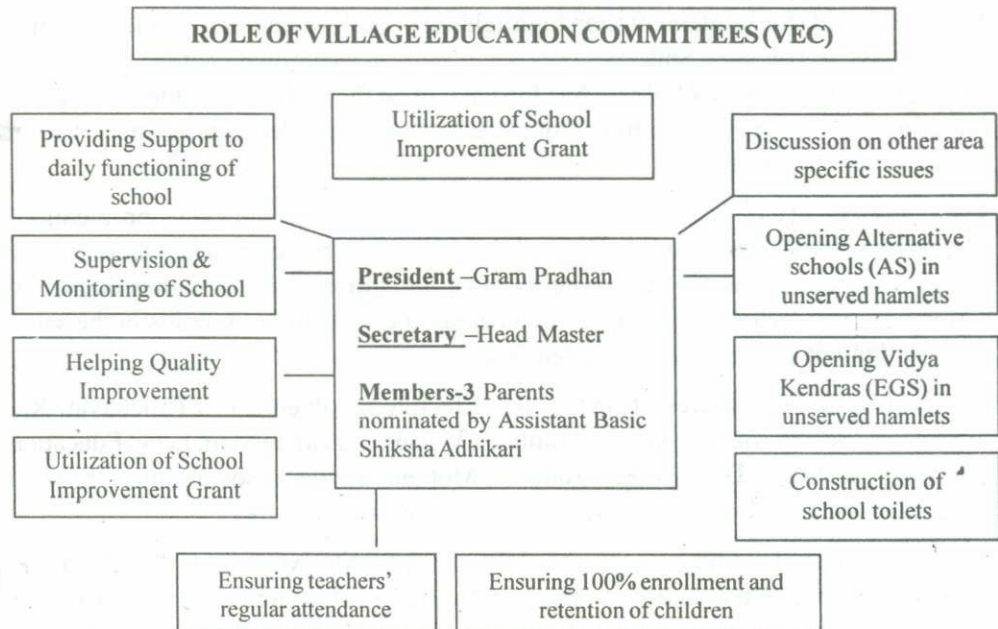


Fig. 12.2: Composition and Role of Village Education Committees

- Auction all useless equipments, furniture and the money to be remitted to school education fund.
- Regular auctioning of crops grown in the school lands and remitting the money to the school education fund.
- Giving permission to organise cultural activities, sports competitions and educational trips.
- Monitor children's growth in the achievement in various competencies of different subjects.
- Supervise and review all development-academic, administrative and financial activities of the school.

Duties of SDMC/PTA

- Ensuring that the parents enroll and send all the children to school regularly.
- Organizing programmes for mobilizing enrollment, and bridge courses for bringing children back to school.
- Orientation programme for the members of Mahila Self Help Group.
- To confirm that the school functions for the 220 days in a year.
- Supervise the construction activities.
- Ensuring that all the incentives from the government reach to the students.

12.12.2 Modes of Community Participation

Community based monitoring in specific issues like enrolment, retention, education of girl child and other disadvantaged groups, utilization of various grants and construction is important and helps to ensure attainment of the programme objectives. These community level structures play a key role in micro-planning especially in the preparation of Ward/Village Education Plan and School Improvement plans. Under SSA the Annual Work Plan and Budget is prepared by participatory planning process through these communities and they take into account local needs and specificity.

Members of the Village Education Committees, Parent Teacher Associations and Mother Teacher Associations take part in enrolment drive, help in the door to door survey to identify out of school children. They also provide support in the supervision

of civil work. In addition to this they help in the maintenance of Village Education Register and also participate in the preparation of school development plan.

VEC plays a major role in construction activities. It undertakes the purchase of materials as well as supervises the work. It also maintains stock registers and cash book. It also supervises allocation of the maintenance grant as per the needs and priority of the school.

In some states like Jammu and Kashmir, VECs are involved in the recruitment of para teachers for newly opened primary schools or upgraded upper primary schools. It ensures the selection of teachers on the merit basis. VECs also monitor the activities of the teachers and their regularization is done on the recommendation of VECs.

Examples of Initiatives by Community for achieving UEE across the states are described below:

Andhra Pradesh

- Bal Mitra kendras for girls have been started to cater to the needs of girls. Parents play important role in selection of teachers, monitoring the centers and contribution to teachers salaries.

Assam

- Substituting teachers as per necessity
- Motivating parents of disabled children for their enrolments in schools
- Mobilisation of fund for the development of the school

Bihar

- Sanctions and supervision of incentive allowance to students for regular attendance
- Construction work based on cost effective technology

Dadar & Nagar Haveli

- Provision of drinking water facility
- Shala Pravesh Utsavs (Enrolment Drives)

Gujarat

- Early Child care Centers are being run and managed by committees of Sakhi, Sahayogini and Anganwadis. These communities monitor the centers and mobilize local resources in cash and kind.
- Community contribution of around 2.6 crore rupees during the Enrolment Drive Celebration
- Education materials like aasanpatta (mats for sitting), books, note books, pencils and snacks to children in Alternative schooling system

Haryana

- Attendance of children and regularity of teachers is monitored by the community
- Incentives reach to the needy are also supervised by the community.

Himachal Pradesh

- Quality and regular delivery of mid day meal is monitored by the community

Jharkhand

- Village Education Committee looks after the school management, teacher attendance, student attendance, construction work, girls enrolment, estimates of out of school children, teacher appointments etc.

- Parent teacher association meet on regular basis to monitor the progress and problems of children as well as teachers.
- Social audit by organizing Aam sabha (General meeting) quarterly
- Substitution by local teachers in absence of regular teachers to facilitate smooth running of the school
- Constitution of child cabinet to promote interaction among students
- Identification of CWSN for enrolment in schools

Karnataka

- Sanghas are running balwadis with no financial assistance from Mahila samakhya except the initial setting up and training to the volunteers. These Sanghas are playing active role in enrolling children into primary schools.

Madhya Pradesh

- Jan Shiksha Adhinayam act 2002, brings the community to the center stage for ensuring quality and equity in education.
- Updation of Village Education Register
- Appointments of Volunteers for Non Residential Bridge Courses, Human Development Center in urban slums and Shishu Shiksha Kendras

Manipur

- Appointment of Education volunteers in EGS/AIE centers

Mizoram

- Preparation of habitation Plans
- Maintaining Village Education Registers

Nagaland

- Disbursement of salaries to teachers- following the principle of 'No Work No Pay'.

Orissa

- Mobilisation of parents for regular attendance in schools
- Initiatives for enrolment of girls
- Identification of out of school children and their enrolment
- Temporary appointment of teachers in case of the shortage in schools

Rajasthan

- Regular monitoring of the attendance of children is done by the community. Monitoring is done for child tracking register prepared by teachers in each Gram Panchayat.
- In Bhuteda Gram Panchayat of Jaipur district, one of the toilets in the school was not built but was shown in the blocks official records. The monitoring committee highlighted the issue and the correction was made.
- In Bhuteda, in Upper primary Schools two teachers were removed from the school on the complaint of the community members as the teachers were irregular.

West Bengal

- Development of Educational Plans for children in pre primary, primary, upper primary schools within their jurisdiction.

- Maintenance of the micro level database for the children in the age group of 6-14 years.
- Maintenance of accounts (vouchers, cashbooks, reports etc.)

Monthly meetings of the Village Education Committee are held regularly in almost all the states. The meetings of the Mother Teacher Associations are also held regularly, once in a month. At least ten meetings are held in a year. The issues discussed in these meetings range from reviewing the status of enrolled children, regular attendance of both students and teachers, retention and appropriate and timely utilization of different grants received under SSA.

12.12.3 Role of the Community in Quality Assurance under SSA

The community under SSA is also trying to ensure the quality of education by monitoring regular attendance of teachers and students, distribution of free text books and scholarship. The community also actively participates in the organization of National festivals and in the preparation and production of teaching learning material. For example Bihar has enacted Vidyalaya Shiksha Samiti (VSS) Act in 2000, which empowers VSS to supervise the school activities. Under this Act 50418 VSS have been constituted in various districts of the state. VSS comprises of three members representing parents, three non parents elected by Gram Sabha and two parents nominated by the panchayat. It has the responsibility for enrolment, retention, regular attendance of teachers and school development etc. SSA funds for construction, school development, repair grant, TLM grant, mid day meal funds are provided to the VSS. The VSS coordinators meet monthly and give their feedback.

In the state of West Bengal, the VEC/WEC members ensures regular attendance of teachers and students in the school. The community also ensures the use of teaching learning material in the school.

In Orissa, the VECs are actively contributing in planning, identification and enrolment of out-of-school children, resource mobilization and management of school work. The functioning of EGS centers is enhanced by strong commitment from local communities which provide

SSA has been able to generate intense school community interface whether in positioning additional teachers or improving school infrastructure or producing teaching learning material or participation in the parent teacher association meetings. This has led to the significant improvements in the education across the different states. The enrolments have increased, attendance of students and teachers have improved.

12.12.4 Implementation GAPS (weaknesses): Experiences from the Field

SSA strongly emphasizes on community participation in education and number of management structures has been created. But the weak alignment of three Fs (funds, functions and functionaries) has not created the conditions required for the accountable governance and community participation. For example the PRIs have been entrusted with the responsibility of supervising the attendance of the teachers but they are not given the power to take any disciplinary action against the irregular teachers.

On the basis of the field experiences gained during last decade, it has been observed that the present community structures are not able to discharge the responsibility assigned to them in a systematic manner. Majority of the gaps identified in the functioning of the community organizations (like VEC, SDC, SMDC, PTA AND MTA) are related to inappropriate organizational structures of the committees, no proper financial delegation and authority, communication gaps as well as lack of coordination between school administration and representatives of the community organization.

Reflections from the field situation on the difficulties faced in implementation of SSA guidelines on community participation are presented in the table below.

Table 12.1: Implementation Gaps: Experiences from the Field

Major issues Identified Capacity building	States
Capacity building-Lack of orientation & Training, lack of managerial skills, record keeping Even after training the VEC is not active and lack	M.P, A.P, Maharashtra, Gujarat, Uttranchal, Jharkhand Kerala
Major issues Identified: Meetings & Participation	States
VEC meetings and Participation Problems in conducting meeting, inconvenient time, Secretary problem, irregular, poor attendance of nominated members, just formalities, not involved in planning process Meeting not recorded properly No/low participation of women and SC, weak linkages No proper Monitoring of VEC Lack of awareness in community about VEC and their role Lack of sense of belonging/ownership in the community, still taken as government programme	Tamil Nadu, A.P, maharashtre, Gujarat, Himachal Pradesh, Haryana, Rajasthan, Orissa Tamil Nadu Tamil Nadu, Maharashtra, Gujarat, Haryana, Himachal Pradesh Andhra Pradesh Uttar Pradesh, Orissa, Himachal Pradesh Himachal Pradesh, Orissa, Gujarat, Karnataka
Major Issues Identified: Structural	States
Lack of coordination between VEC and PRI Party politics of PRIs affect VEC, local political pressures VEC not involved in planning VEC limited to construction work only Members of VEC are not elected but selected by head master and no power to supervise	Andhra Pradesh, Uttaranchal Uttar Pradesh, Maharashtra, Gujarat, Himachal Pradesh, Andhra Pradesh, Rajasthan, Assam Uttaranchal Himachal Pradesh Haryana
Major Issues identified: Coordination	States
Lack of coordination between the VEC and teachers in purchasing school items No coordination between teacher/ BEO and VEC in enrolment campaign Ineffective linkage among VEC, CRC, BRC	Madhya Pradesh, Gujarat, Maharashtra Haryana Jharkhand
Major Issues Identified: Finance	States
Lack of sufficient fund to meet the demand of school SEC members not getting any financial assistance Unable to mobilize community contribution Fund Utilisation Problem, no consultation, record keeping Irregular Flow of Funds	Madhya Pradesh, Uttar Pradesh, Kerala Andhra Pradesh Gujarat Tamil Nadu, Himachal Pradesh Uttar Pradesh

Community participation is one of the major thrust areas in planning and monitoring of educational activities under SSA. Therefore it is necessary that they are given adequate funds and autonomy to fulfill the functions assigned to them.

Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

10. Mention any three roles of VEC for implementation of SSA.

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11. Write any three duties of SDMC and PTA.

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12. Give a brief explanation about the mode of community participation under SSA.

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12.13 LET US SUM UP

In this unit you have learnt how the community participation is important for any development programme including education. Community ownership helps the community to identify the local problems and also suggest appropriate measures by actively participating in the planning process. Community participation has increased in education in India especially after the initiation of state specific educational project and was further strengthened under DPEP project. The experiences gained under DPEP helped to build a framework for community participation under SSA. SSA has created various structures at the school, cluster, block and district level for the active involvement of community in the planning, management of educational institutions.

12.14 UNIT END ACTIVITIES

1. Visit a CRC/BRC centre in your area and collect the data on role of village Education Committee for implementation of SSA in the elementary school.
2. Identify any one educational project implemented in your area/and prepare a report on contribution of community listing the various activities in the project.

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12.16 ANSWERS TO CHECK YOUR PROGRESS

1. Generally, Community denote a group of people who have common interest and work together, thus community shared common characteristic such as culture, language, tradition, laws, geography, class and race.
2. Community participation in education implies the involvement of presents and community leaders as partners in supporting educational activities that contribute to improvement in their own lives.
3. Community participation is an important instrument to stimulate initiative. It is a means to increase the mobilization of the financial, human and material resources required to make the educational system efficient also to universalized the education and its access.
4. Community participation in education can contribute a different way by providing financial support, to academic help and administrative help. It can be a feedback and helps to monitor and supervise the educational activities of school and teachers.
5. Community participation can contribute to education delivery through a various channel such as –
 - a) Framing village education committees to manage schools.
 - b) Constructing, repairing, and improving school activities.
 - c) Monitoring and following up on teacher attendance and performance.
6. The facilities for mass education were available in madrasas, tools and pathshalas which were maintained locally and often by landlord during pre-colonial, In the post independent, it was viewed and promoted as part of the liberation rhetoric where the educational setup was an integral part of the community.
7. The constitution played an important role in providing directions and policy guidelines for seeking community involvement in education. The NPE 1986 and POA 1992 states that, ' local bodies through appropriate bodies will be assigned a major role in programme of school improvement.
8. Following are the district programmes that focused on its community involvement:
 - a. Uttarpradesh Basic Education Project
 - b. Bihar Education Project
 - c. SKP and LJP
 - d. DEEP and community participation
 - e. Jonshala Programme and Community Participation
9. SKP – to mobilizing the village community to take responsibility to ensure quality education for every child.
LKP- on efforts to universalized primary education and deliver quality education.
10.
 - a. Providing support to daily functioning of school
 - b. Supervision and monitoring of school
 - c. Ensuring teachers regular attendance.
11.
 - a. organizing programmes for mobilizing enrollment and bridge course for bringing children back to school
 - b. Orientation programme for the numbers of Mahalia Self Help group
 - c. Ensuring that all the incentive from the government reach to the student .
12. Community monitored in a specific issues like- students enrolment, retention, education for girl child and other disadvantages groups, utilization of various grants and construction activities to ensure the attainment of the programme objective. For instance it pays key role in micro-planning especially in the preparation of village education plan and school improvement plan.

Note :





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