

Education Support Advisory Team (ESAT)

Ministry of Education and Sports

**A Technical Consultancy for Enhancing Quality
Education through Teacher Management System**

Survey on Participation of Teachers in School Management and Parent- Teacher Association

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LIST OF ACRONYMS

DEO	District Education Officer
EMIS	Education Management Information System
FGD	Focus Group Discussion
PTA	Parent-Teacher Association
RED	Regional Education Director
RP	Resource Person
SIP	School Improvement Plan
SMC	School Management Committee
TSC	Teacher Service Commission

EXECUTIVE SUMMARY

The role of parents and teachers is crucial to better school management. In Nepal, the management of schools across the country was very much centralized until the seventh amendment to the Education Act in 2001 and the new Education Rules 2002. The amended Education Act and Rules were intended to devolve this authority to civil society. Several studies have pointed out that there are various factors that determine the degree of teacher participation in successful school management. Similarly, Parent-Teacher Associations have an important role to play in all-round progress of school education. Such associations could help develop physical facilities in schools through collaborative efforts with the school authorities. However, no systematic efforts have been undertaken to date to objectively evaluate teacher participation in school management and work of parent-teacher associations. Thus, the present state of knowledge on these issues does not provide any clear guidance to policy-makers and implementers in the field of school management.

This study was initiated with the objective of assessing the nature and extent of teacher participation in school management and to examine and record the best practices of Parent-Teacher Associations. It was to then suggest measures to make them more effective for enhancing the quality of school education in the country. Fifteen districts from across the country, and representing three ecological belts and five development regions, were selected for the survey. Interviews and focus group discussions were held with working teachers, head teachers, SMCs and PTAs of 69 schools from the sample districts. Resources Persons, District Education Officers and Teacher Unions from these districts, and five Regional Education Directors were also interviewed during the field survey. At the central level, discussions were held with the Director General of the Department of Education and office bearers of the central level teachers' unions. The field survey process was performed by an extensive review of all available scholarship on the issues.

The study throws up some interesting findings. The major area of teacher participation was found to be in extracurricular activities, although teachers were to an extent also contributing to administrative work and physical development in the schools. The degree of teacher participation was found to be higher in private schools than in community schools. Respondents pointed out a number of benefits to schools as well as to the teachers from their active participation, including better student achievement rates, effective school management and physical development. They also pointed out various possible areas of teacher participation that could help improve the quality of education.

Although the provision for parent-teacher association was only recently included in the Education Rules, PTAs have been formed or are being formed in many of the schools. The major objectives of PTA formation were to improve the quality of education through collaborative efforts with School Management Committees, parents and teachers, and to supervise such aspects as school and teachers' regularity. The major role performed by

PTAs related to infrastructural development, resource collection, monitoring and supervising teacher and student attendance and regularity, determining fees, and the like. It indicates some positive results, such as increased regularity of teachers and students, increased student achievement rates, improved physical infrastructure and increased support to SMCs. The best practices, according to respondents, were the monitoring and supervision of school, physical improvement, resource collection and creating awareness among parents regarding education. The respondents also suggested a number of areas where the PTA could potentially play a role as well as ways to make them more effective.

The study concludes that the work of PTAs has covered more areas than has been stipulated in the Education Rules 2002, to include monitoring of school functioning, resource mobilization to improve facilities in the school, and awareness raising among parents. It also concludes that the lower degree of teacher participation in community schools is partially due to weak management. Also, while teacher participation is mostly in the area of extra curricular activities, they have contributed to other aspects of school management.

The study recommends among other things that a fair and practical teacher evaluation system be developed and put in place, that the recommendations of SMC and PTA should be taken into consideration in appointing head teachers, and that there should be a provision to invite more teachers to SMC and PTA meetings. It also suggests conducting an advocacy program aimed at political parties to get them to call a halt to involving teachers in political activities. In terms of recommendations specific to PTAs, the study suggests the Education Rules should delineate the functions, duties, responsibilities and working procedures of PTA down to the detail. It also suggests that since the concept is new to Nepal orientation programmes and educational tours should be organized for PTAs through Resource Centres. Finally, it calls on the government to recognize and reward the work of PTAs.

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I INTRODUCTION

1.1 Background

The interaction between parents and teachers, among many other things, plays a critical role in the successful management of a school. When parents do not participate in decision-making and do not interact with teachers in school functions and management, the school is seen as a government institution and its teachers as employees of a distant employer (Bista and Lamichhane, 1999). After the Government of Nepal took over the entire responsibility of school management in 1971, parents and local communities were powerless to exert any pressure on teachers and schools. Parents seldom visited the schools, the public lost faith in public schools, and teachers were seen as government staff. There was a provision to constitute a school management committee but parents did not see any reason to do so. There was very little communication between members of the School Management Committee (SMC) and the schoolteachers (EDSC, 1999).

Today, teachers are involved in a number of committees and associations in addition to their primary role as teachers. They include the School Management Committee, District Education Committee, Parent-Teacher Association and teachers' union. As conscious and educated individuals in the community, they are also expected to play the role of change agents. They are looked upon as role models by their students and as resource persons for community development activities.

It is a well-known fact that commitment to and ownership of one's workplace comes with the extent to which the employees are involved in the management system in a formal or informal manner. Very little, however, is known about the nature and extent of teacher participation in school management.

The seventh amendment to the Education Act in 2001 and new Education Rules 2002 introduced a measure of change in the school management system. The amended Act and Rules were intended to devolve school management authority to civil society by the provision of School Management Committees where the majority of members were parents. The Education Rules made provision for establishing Parent Teacher Associations.

The existing Education Act and Rules allow for the formation of School Management Committee and Parent-Teacher Association containing 11 to 21 members. The functions, duties and rights of the executive committee of the Association are defined with a view to maintain quality of teachers, monitor the decision about the school fees and educational activities, and regular supervision in school matters.

1.2 Rationale for the Study

Teachers are expected to play multiple roles in the management of a school. In addition to their main job of teaching they are called upon to bear other important responsibilities for the successful functioning of a school. From studies carried out elsewhere in the world, researchers and scholars have pointed out that the scale of teacher participation in school management is determined by several factors. It has also been found that active teacher participation explains much of the success in the management of schools. In the case of Nepal, the researcher was not able to find the studies on how teachers are being involved in the management at school level. As a result, the extent to which teachers could be involved in school management also remains unclear.

Parent-Teacher Associations are crucial for the successful functioning of schools and for enhancing the quality of education. Although the concept of PTA is new to Nepal, some community-managed schools and public schools have already formed such associations. Researchers have suggested that the major activities of Parent-Teacher Associations are concerned with progress of children in education, extending cooperation to school management, and physical development. Such Associations may have an important role in all-round development of education by developing a good home-school relationship and information sharing between them. Parent-Teacher Association can also provide help to develop physical facilities in school through mobilization of community resources. However, very little is known about the nature and types of existing practices of Parent-Teacher Association that could be effective for improving the quality education and no systematic efforts have been made to evaluate objectively the best practices of PTAs. Thus, the current knowledge of these issues provides no clear-cut guidance to planners and policy-makers.

1.3 Objectives

The overall goal of this survey was to assess the participation of teachers and parents in the management of schools. More specifically, the objectives of this survey were to:

- Analyze the rules, regulations, and directives regarding participation of teachers and practices of Parent-Teacher Associations in school management.
- Assess the nature and extent of teacher participation in school management.
- Examine the participation practices of Parent-Teacher Association in school management.
- Assess and record the best practices of Parent-Teacher Associations.
- Suggest measures to involve teachers and Parent-Teacher Associations for better school management

1.4 Methodology

The following methodology was adopted during the course of this study:

1.4.1 Sample Size

A total of 15 districts representing three ecological belts and five development regions were included in the sample size. In each district, responses were collected from District Education Officers, Resource Persons, schoolteachers, head teachers, SMC members and Parent-Teacher Associations. In addition, interviews were held with Regional Education Directors of the five development regions and office bearers of teachers' unions at the central level to solicit their views on the concerned issues and suggestions for improving the situation.

The Following Table Provides Quantitative Information on the Sample Size.

Number of Respondents Visited in the Field by District

S.N	Respondents/ Forms	Districts														Total	
		Banke	Surkhet	Jumla	Dhanusa	Chitwan	Kapilvastu	Dhankuta	Jhapa	Solukhumbu	Kaski	Baglung	Mustang	Doti	Kanchanpur		Kathmandu
1.	Regional Education Director (RED)		1					1			1			1		1	5
2.	District Education Officer (DEO)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	15
3.	SMC Reps.	5	5	3	3	4	5	5	5	3	5	5	3	4	5	5	65
4.	Resource Persons	1	2	1	2	2	3	1	1	1	2	1		1	1	3	22
5.	Head Teachers	5	5	3	5	5	5	5	5	3	5	5	3	5	5	5	69
6.	Working Teachers	20	15	12	18	17	22	18	21	10	20	19	18	16	19	21	266
7.	Office bearers of Teacher's Union	2	2	3	2	3	2	2	4	1	2	2	1	1		4	31
8.	PTA – FGD	2	2		2	1	2	2	4	2	2	3	1	2	2		27

1.4.2 Activities / Steps

The major activities undertaken during the study are described in the paragraphs below.

- a. **Review of Documents:** A survey was undertaken of existing literature on related national and international experiences on the topics. Simultaneously, educational Acts, Rules, Regulations and other related documents on Parent-Teacher Associations and teacher participation in school management were also reviewed.
- b. **Preliminary Visits:** Discussions were held with the concerned authorities at the Teacher Service Commission (TSC), National Centre for Educational Development and EMIS Section of the Department of Education to clarify and conceptualize issues related to Parent-Teacher Association and teacher participation in school management. The relevant and useful documents and information were collected during these visits.
- c. **Tools Development:** In addition to developing observation forms for collecting data from District Education Office and individual schools, a total of 8 different sets of tools were developed to acquire data and information from the target groups included in this study. A list of tools and target groups is presented in the Table below:

List of Tools and Target Groups

S. No	Tools	Target Group
1.	Interview Schedule	Regional Education Director
2.	Interview Schedule	District Education Officer
3.	Interview / Focus Group Discussion Schedule	School Management Committee Chairman and Members
4.	Interview Schedule Questionnaire	Resource Person
5.	Interview Schedule	Public or private school headmasters
6.	Questionnaire	Public or private schools teachers
7.	Interview Schedule	Teachers' Union office bearers
8.	Focus Group Discussion Schedule	Parents Teacher Association office holders

- d. **Orientation:** The 10 field assistants recruited for the purpose of administering the tools were put through a two-day orientation program. They first learned about the objectives and rationale for the

study. This was followed by detailed review of the 8 forms to ensure that they understood every item in the forms.

- e. After the orientation, two more days were spent on pre-testing the forms developed. On the first day all the field assistants together with the Lead Consultant and Senior Consultants went to the Lalitpur District Education. Here, they interviewed the District Education Officer and tested the observation form and questionnaires developed for DEO. On the second day the field assistants and the consultants divided themselves into three groups and visited two public schools and one private school in Lalitpur and Kathmandu Districts. The forms developed for collecting data from schools were pre-tested in these schools. The following day all the field assistants and consultants together reviewed their pre-test experience and revised the tools.
- f. Field Visits: In order to collect necessary data and information from 15 districts, the researchers were divided into five groups. Except for Solukhumbu, Doti and Kanchanpur, where a team of two senior field assistants was assigned, the remaining four groups consisted of three individuals each, one of whom was a Senior Consultant. In the field, the first point of contact was the DEO. The five schools to be visited were then identified in consultation with the District Education Officer and his staff. In each case, one of the five schools selected was a private school. At least one school in each district was a rural school selected from a Village Development Committee near the district headquarters. The security situation due to the insurgency did not favour visits to the remote rural areas.
- g. Regional Education Directors, District Education Officers, school headmasters, and school management committee members were interviewed with the help of interview schedules prepared for this purpose. Schoolteachers, DEO supervisors and Resource Persons usually filled in the questionnaires. Depending on the availability of teachers in-group, focus group discussions were held with teachers, parents, students and even SMC members.
- h. Central Level Interviews: After completion of field visits, unstructured interviews were conducted with the central level office bearers of teachers' unions and the Director General at the Department of Education. The purpose of these interviews was to elicit their views and opinions and to discuss policy issues and implications.
- i. Tabulation: Data and information from all 15 districts was first coded and then processed using SPSS package.

- j. **Data Analysis/ Interpretation:** The data was analyzed and interpreted in various ways. In addition to frequency analysis using percentages, efforts were made to interpret data by comparing the views of respondents in such groups as male and female, private and public schools, rural and urban, ecological regions and development regions.

1.5 Limitation of the Study

The study is based on field studies carried out in a fifth of the 75 districts of the country. Moreover, only five schools each from the hill and Tarai districts and three from mountain districts were included in the sample. Due to the insurgency, only the schools in and around the district headquarters could be visited.

1.6 Organization of the Report

The report is organized in four different chapters. The first chapter includes the background, the rationale for the study, objectives and methodology. In Chapter 2, the data is analyzed and interpreted in detail under such sub-headings as status of teacher involvement, parent-teacher association, teacher involvement in school management, and practices of parent-teacher association. Chapter 3 highlights the major findings on teacher involvement in school management and best practices of parent-teacher associations. The final Chapter provides a summary of the study as a whole, draws conclusions, and lists measures for improving teacher involvement in school management and for effective management of parent-teacher associations in future.

1.7 Review of Existing Literature

Parent Teacher Association

Educational institutions such as schools are community-based organizations. In a democratic form of social organization, the relationship between schools and the community is essential for the promotion of quality education. Channels of communication should be made free and open for facilitating cooperation and collaboration between school and parents (Mohanty, 1998). Communication promotes the real meeting of minds, which increases the parents' consciousness thereby helping the children to learn more effectively. The school-community relationship is a two-way traffic. Mohanty (1998) suggests that teachers should take the initiative in this process of interaction and cooperation on behalf of the school. On behalf of the community, parents and guardians should respond and reciprocate warmly and effectively. Both should collaborate in the interest of pupils, school and community. Parent-Teacher Association (PTA) is an effective formal organization for facilitating this school-community collaboration and interaction.

Dean (1995) urges that discussion with parents needs to happen both ways. He advocates that parents have their own view of their children, which is much more comprehensive than the teachers' knowledge of those children. Teachers therefore have much to learn

from parents about the children they teach. What is important is a regular meeting where both parents and teachers inform each other. Both teachers and parents also need opportunities to discuss frankly the problems they are facing and how they can work together to overcome them. It involves the listening on the part of the teacher as well as on the part of the parent.

Studies in other countries have shown that schools in which pupils 'do well' as defined by achievement and behaviour are the results of 'good home-school relationships' (Bastiani, 1993). In addition, there are reservoirs of talent and goodwill among parents that the school can tap. Munn (1993) has noted three aspects of parental involvement with school.

- Showing concern for the well-being of the parent's own child
- Giving support to the taken-for-granted value system of the school
- Support collective action through parents or Parent-Teacher Association concerned with fund raising or transmitting information.

Munn (1993) also stresses that parents operating through local associations or interest groups are likely to assume greater importance in policy-making in education.

Atkin et al. (1988) suggest that parents should be recognized as they are invaluable resources for the school and also have unique opportunities as educators. The school needs to harness this resource for children's learning. Atkin et al. (1988) provide a list of concerns and suggestions:

- Development of practical arrangements for effective communication between parents, teachers and children at the heart of good home-school relationships. Parents need to see, discuss and experience and develop understanding.
- Effective basic communication needs to be backed up by a range of appropriate opportunities for parents to participate in their children's schooling.
- Schools need to recognize, support and strengthen the crucial role of parents as educators.
- Parents represent a valuable but often unacknowledged resource, which can be tapped to great effect in the education of children and young people.

Some other studies have identified some problems on the part of teachers as well as on the part of parents. Tizard et al. (1988) found that teachers did not give a great deal of feedback on the progress of children. There was also a feeling on the part of some parents that teachers tended to be defensive about the problems rather than being prepared to discuss them openly.

Another study (Pugh, 1989) suggests that teachers might also hold the view that working class parents are not particularly interested in their children's progress. Teachers, for their part, often blame parents for the problems their children create in school and frequently comment that it is the parents who do not come to school whom they would most like to see. Pugh (1989) also observed that both parents and teachers have stereotypes of each other and parents' view of teachers would be formed largely by their own experience of school. Colin (1988) found in some cases that school staffs are reluctant or opposed to

participation due to fear that confidentiality is affected when the information is circulated among a wider range of decision-makers.

However, researchers (Tizard et al., 1988; Colin, 1988) appear to hold the view that parents can have a stronger role in decision-making at various domains of schools if they are really treated as partners. They advocate that when more parents are active participants in a school, there will be a multiplier effect because of the energies, enthusiasm and motivation generated by these additional adults. Such an effective participation of parents and teachers must contribute to an all-round development in children's achievements. Variety of learning environment and new programs jointly planned by teachers and parents will enhance the chances of achieving full potential. At the same time, parents will have a greater opportunity to understand the complexities of formal learning.

Evidence from Argentina suggests that parental participation together with school autonomy raises the achievement level of students. In Ethiopia, with the involvement of community members in monitoring the attendance of teachers and students, there were promising results in children's attendance, teaching-learning environment and achievement scores. Studies conducted in El Salvador have also found that community involvement explains much of its Educo system of school education (World Bank, 2004)

In the case of South Asian countries, the concept of PTA is neither widely understood nor practiced. In Indian states, PTAs are generally confined to a few urban schools patronized by the most affluent sections of the community. In the rural areas in general and elementary school in particular, such associations do not exist because of prevailing poverty and illiteracy and the lack of general awareness on the part of parents. PTAs often assist in the organization of co-curricular activities and act as pressure groups to ensure that school and teachers perform their duties (Dhar, 2001).

Teachers' Participation in School Management

Educational reform in Nepal has been a matter of high priority in the past. A number of commissions and committees were set up, and projects and programs were designed with the objective of educational reform. Thousands of teachers have been trained, textbooks revised, and new educational human resources like resource persons and master teachers been appointed. A number of institutions like councils, departments, divisions, centers and projects have been developed. Amendments to the Education Act, Rules and Regulations were made to ensure quality education. Despite these various efforts at reform, various achievement studies (New Era, 1996; EDSC, 1997; EDSC, 1999) and results of School Leaving Certificate (SLC) examination have painted a disappointing picture of public school education in Nepal.

The continued poor performance of the Nepali public education system has not been due to the lack of resources but because the management of schools, which is crucial to the success of these efforts, was neglected (Bista and Lamichhane, 1999). The systematic barriers that emanated from faulty structures and practices of educational organization

and management contributed to the wastage of huge resources. Authority of head-teachers, SMC members, parents and village local bodies was limited to school level decision-making. A number of decisions that were critically important for schools to function and for teachers to act as responsible professionals to students, parents and community, was vested at central or district level, rather than at school level.

Studies have often reported that:

- a) teachers were appointed on the strength of their political affiliations rather than through a transparent and impartial process;
- b) unscheduled school closures, administration, and teacher and student absenteeism caused a lot of disruption in public schools;
- c) teachers were heavily involved in active politics;
- d) teaching profession attracted only the mediocre due to low prestige, poor working conditions, and lack of monitoring and evaluation; and
- e) school administrators and teachers are not accountable for providing effective education to students. For the most part, the process and methods of instruction in the public school classrooms of today are no different from what they used to be in the 1960s and 1970s (Bista and Lamichhane 1999).

A study has pointed out that parents were of the view that teachers were irregular in school and did not have a positive attitude towards their duties. SMC members complained that teachers were loyal to the DEO, not to the school and SMC. Parents also pointed out that teachers did not make any effort to solve the problems relating to school management while they [parents] are able to effectively articulate the problems. In many schools it was found that initiative and commitment was almost lacking in the attitudes and behaviour of teachers (METCON 1995)

Studies conducted at various countries have revealed that the extent of actual teacher participation was determined by several key factors: individual characteristics of the teacher (e.g. age, experience, and political affiliation), trust and confidence in the administration, and available time and other resources. Studies have also found that the greater participation of teachers in decision-making directly addressed the deficiencies in school management (Torsten, 1995)

Since teachers are major stakeholders in the successful functioning of school, they should play their part and perform the duties as responsibility-bearers and responsibility-accomplishers (Weick, 1976). Such roles and accomplishments can be instrumental in arousing their intrinsic motivation, which might activate them to play an active role in the effective management of the school.

The professional responsibility of a teacher is not limited to classroom teaching. Every teacher is expected to help further the school's progress towards important goals by extra professional activities. S/he should work with other teachers, administrators, headmaster, clerical workers, parents and community to change and improve the school program gradually and constantly. Teachers are expected by the community to show interest in their pupils to be able to work effectively with them (Richey, 1973). At the same time,

teachers are expected to demonstrate certain attitudes, understanding and behaviour, maintain discipline and ensure proper functioning of the institution.

From the above review it can be concluded that:

- Parents are invaluable resources for the all-round development of a school. Active functioning of parent-teacher association can help develop good home-school relationships that lead to improvement in the quality of education for children.
- The functioning of a school can be made more effective through management by participatory principles. Such a way of management provides exposure and skills needed to make management more effective.
- The active involvement of teachers can set a fine tone and standard for learning in the school. A spirit of cooperation, involvement and camaraderie ensures effective and efficient functioning of a school.
- The responsibility of the teachers is not limited to the classroom but also extends to maintaining the relationship between school and community
- All the teachers should be involved in the planning and decision-making process and cooperate with parents and community for overall improvement in the quality of education.

II STATUS OF TEACHER PARTICIPATION AND PTA

2.1 Teacher Participation in School Management

2.1.1 Existing Situation of Teacher Participation

The quality of a school's management depends on the level of participation of teachers in the school's day-to-day activities. During the field survey, Regional Education Directors (REDs), District Education Officers (DEOs) and Resource Persons (RPs) were asked to record their impressions on teacher participation in school management. Nine (43 percent) out of 21 respondent RPs indicated that, in general, teacher participation in school management was positive and helpful. Four (19 percent) of them reported that teachers were active and played a guiding role in school functioning. But 4 of 21 RPs were of the view that the level of teacher participation was low.

Ten out of 14 DEOs had a positive view of the role of teachers in school management. But 4 DEOs (29 percent) were of the opinion that teachers were not active in the management of their school.

Similarly, the views of REDs regarding teacher participation were not positive. Three out of 5 REDs felt that teacher participation in school management was inadequate. They found that teachers were just contributing a little time in physical construction and financial resource collection in some schools. Two REDs also pointed out that if teachers did participate it was usually due to the initiative taken by the headteacher.

2.1.2 Areas of Teacher Participation

The areas/ activities in which teachers were participating were identified from information gathered from the working teachers (WTs), school management committees (SMCs), headteachers (HTs), teacher unions (TUs), RPs and DEOs. Nearly all the working teachers claimed they were participating in one or more areas or activities.

Table 2.1 demonstrates the areas of teacher participation as reported by working teachers. Out of 263 working teacher respondents, one fifth claimed that they provided all the necessary help the school needed. The same proportion of teachers stated that they also contributed in terms of physical labour to development work as well as in social activities held in the school. Other teachers reported that they were involved in solving student problems with parents, discussing school problems in SMC meetings and the like.

Table 2.1
Areas of Teacher Participation in School Management as Reported by Working Teachers

N=236

Areas of Working Teachers' Participation	No. of Respondents *	Percentage
All necessary help in school administration and human problems in school	50	21
Physical construction and development works	49	21
Social activities held in school	47	20
Educational development	39	17
Fund collection for school	28	12
Administrative and other day-to-day functions	19	8
To increase enrollment/good relation with parents	19	8
Educational, social and physical works	19	8
School Improvement Plan (SIP) and extracurricular activities in school	16	7

* Some of the respondents gave more than one answer.

When this question was posed to head teachers, the majority (69 percent) indicated that teacher participation was mainly in the area of extracurricular activities. The other area of teacher participation reported by head teachers was physical construction and development works in the school (15 percent). A few head teachers pointed out that teachers did also participate in preparing the annual work plan, assisting in management, maintaining good relation with parents and so on (Table 2.2).

Table 2.2
Areas of Teacher Participation as Indicated by Head-teachers

N=61

Areas of Participation n	No. of Respondents *	Percentage
Extracurricular activities	42	69
Physical construction and development	9	15
Preparing annual work plan	7	11
Maintaining good relation with parents	5	8
Assisting in data management	5	8
Collection of financial resource	4	7
Participation in SMC meetings	3	5

* Some respondents gave more then one answer.

The observations of SMC members regarding participation of teachers in school management were also on similar lines. Nearly half of 55 respondent SMC members maintained that teachers mostly participated in extracurricular activities. Thirty-six percent stated that they also participated in managerial and administrative work. The other areas of teacher participation were physical construction and maintenance, resource collection and planning (Table 2.3).

Table 2.3
Areas of Teacher Participation as Reported by SMC Members

N = 55

Areas of Participation	No. of Respondents *	Percentage
Extracurricular activities	27	49
Managerial and administrative work	20	36
Physical work and maintenance	14	25
Resource collection	12	22
Planning	5	9

* Some of the respondents gave more than one answer.

When this question was put to office bearers of the teachers' unions, a third of all respondents said that they participated in meetings and interactions with stakeholders, and a fifth said they were participating in education related activities and infrastructural development. A few other union officials stated that they were working for teacher appointment, teachers' rights and facilities and leadership development as well.

Similarly, more than one-third of RPs interviewed during the field survey reported that the main areas of teacher participation are extracurricular activities and physical development works in the school. Some RPs noted that a few teachers were participating in all activities including school management.

Six out of 12 DEOs were of the opinion that teachers were contributing their effort to infrastructural work. Another 3 of the interviewed DEOs appeared to say that teachers were participating in extracurricular activities.

When asked if there was any difference between local and non-local teachers in terms of their participation, the majority of SMC members and head teachers said there was no significant difference between them.

2.1.3 Difference in Teacher-Participation between Community Schools¹ and Private Schools

DEOs and RPs were asked whether there was any difference in teacher participation between community schools and private schools. Fifteen out of 18 RPs and 12 out of 13 DEOs reported that there was a difference in teacher participation between the two types of schools. The majority of respondent RPs was of the view that since teachers were not secure in their jobs in private schools. They were more disciplined and active on the assigned job and promptly performed any management related job that was assigned to them. Respondents said that in the case of community schools teachers were not under the head teacher's control and so management of these schools tended to be weak.

Similar views were expressed by some 40 percent of the respondent DEOs. They also stated that teachers were more punctual, regular, disciplined, dedicated and productive in private schools. Teachers' participation in extracurricular activities too was better in such schools. However, another 40 percent of respondent DEOs differed in their view. They opined that teachers in community schools are more social and responsible towards their community. They maintained that teachers in community schools participated more in extracurricular activities and in social functions as well.

2.1.4 Benefits of Teacher Participation

Head teachers, SMC members, RPs and DEOs were asked to outline the benefits to schools and benefits to teachers from teacher participation in school management.

Of the 27 head teachers who responded, 11 (41 percent) appeared to hold the view that greater teacher participation has benefits for the school's physical development and resource mobilization. Similarly, 10 (37 percent) respondents said that teacher participation in management would contribute to improving the teaching-learning environment of the school (Table 2.4). Other head teachers indicated the various benefits that schools could derive from teacher participation in school management like better cooperation and coordination for school operation, develop the school as a model and so on.

¹ For the purpose of this study a community school is defined as government funded school.

Table 2.4
Benefits to School from Teacher Participation in School Management

N=27

Benefits to School	No. of Respondents *	Percentage
Physical development and resource mobilization	11	41
Improvement in teaching-learning environment	10	37
Cooperation and coordination for school operation	8	30
School could develop as a model	7	26
Increase extra curricular activities	4	15
Easy to class management	3	11
Increase in students enrollment	3	11

* Some of the respondents gave more than one answer.

When the respondent head teachers were asked about the benefits to teachers from their participation in school management, 10 (27 percent) of felt that the participating teachers would gain greater respect. A similar proportion of respondents were of the view that management skills and knowledge of participating teachers would improve from their participation. Likewise, a fifth said that teachers would gain in experience and exposure. Other benefits to teachers as indicated by respondents were an increase in self-confidence and capacity of teachers, opportunities to demonstrate one's capacity and the like (Table 2.5).

Table 2.5
Benefits to Teachers from their Participation in School Management as Reported by Head-teachers

N=37

Benefits	No. of Respondents *	Percentage
Increased teacher's respect	10	27
Increased management knowledge	9	24
Experience and exposure	8	22
Increased self-confidence and capacity	7	19
Demonstration of teacher's capacity	6	16
Satisfaction on job	4	11
Reward	4	11

* Some of the respondents gave more then one answer.

2.1.5 Examples of Positive Impact from Teacher Participation

During the field survey, RPs and DEOs were asked to indicate examples of positive impact from higher participation of teachers in school management. In the case of RPs (19), over two-third of the respondents said good examination results were an indication that teachers were participating more in school management than others. Such schools were also more efficiently managed than

other schools. Some other respondent RPs also reported that good relations and understanding developed between teachers, SMC and parents when teachers participated more in school management.

When DEOs were asked about the positive impacts from teacher participation, 5 of 11 respondents pointed out physical construction and development in the school. Three respondent DEOs referred to good extracurricular activities and 3 others referred to increased student enrollment. Some of the DEOs also reported that increased teacher participation leads to good relations between school and the community.

2.1.6 Possible Areas of Teacher Participation

In order to explore possible areas of teacher participation, interviews were conducted with REDs, DEOs RPs, SMC members and office bearers of teachers' unions. The majority of respondents recognized the need for greater teacher participation in school management.

When SMC members were asked to spell out the potential areas of teacher participation in school management, 29 percent of 34 SMC members identified infrastructural development works in school. A similar proportion of respondents suggested extracurricular activities as another possible area of teacher participation. About one-fourth pointed to resource mobilization for the school as another area of teacher participation (Table 2.6). Some SMC members proposed teacher participation in every activity as and when the school management required their help.

Table 2.6
Possible Areas of Teacher Participation as Suggested by SMC Members
N=34

Possible Activities	No. of Respondents *	Percentage
Infrastructural works	10	29
Extracurricular activities	10	29
Resource collection	9	26
All types of activities as needed	8	24
Managerial tasks	3	9

* Some of the respondents gave more than one answer.

When head-teachers were asked to outline possible activities for teacher participation, 27 percent of 52 head-teachers indicated infrastructural improvement as an area of teacher participation. The next possible area for teacher participation, suggested by 23 percent of respondent head teachers, was extracurricular activities. Another 17 percent of respondents said that maintaining good relations with parents and community was an area for teacher participation. Respondent head teachers also suggested many other possible areas of teacher participation as indicated in Table 2.7.

Table 2.7
Possible Areas of Teacher Participation as Indicated by Head-teachers

N=52

Possible Activities	No. of Respondents *	Percentage
Infrastructural improvement	14	27
Extracurricular activities	12	23
Maintaining relation with parents and community	9	17
Maintaining discipline in students	7	13
Social mobilization	5	10
Activities related to classroom management	4	8
Awareness programme	3	6
Day-to-day administration	3	6

* Some respondents gave more than one answer

During the field survey, 2 out of 5 REDs gave their views on possible areas of teacher participation. The suggestions of the REDs were similar to that of SMC members and head teachers. According to them, the possible areas of teacher participation are:

- School construction and maintenance
- Fund collection for school improvement
- Cooperating with head teacher in school management
- Participation with locals in educational activities
- Door-to-door campaigns to raise awareness among the parents.

2.1.7 Measures Suggested to Make Teacher Participation More Effective

Working teachers, SMC members, RPs, teacher unions, head-teachers, DEOs and REDs were also interviewed with the aim of exploring ways to make teacher participation more effective,

When working teachers were asked to suggest measures, a fifth of all respondents said that there should be an effective system of rewards and punishment to promote teacher participation in school management. Another measure, suggested by 18 percent of respondent teachers, was provision of fair and practical evaluation of teachers. During the field survey it was heard from the respondent teachers that recommendation of DEO was ignored when rewarding the teachers. As they illustrated some undutiful teachers were recommended for award on the Education Day who were relatives of higher officials or active supporters of ruling political party. A similar proportion of teachers felt that sharing management responsibilities with the teachers would enhance teacher participation. Similarly, respondent working teachers provided many other suggestions as listed in Table 2.9.

Table 2.8
Suggestions Provided by Working Teachers to Make Participation Effective
N = 220

Suggestions	No. of Respondents*	Percentage
Effective reward and punishment system	43	20
Fair and practical evaluation of teacher	39	18
Sharing of management responsibilities	38	17
Participation in SMC meetings	26	12
Discussing school problems among teachers	23	10
Training in management	23	10
Organizing school management training to teacher once a year	22	10
Adding facilities and giving responsibilities	16	7
Develop good relation between SMC and parents	15	7

* Some of the respondent gave more than one answer.

When SMC members were asked for their suggestions on making teacher participation more effective, 13 (39 percent) out of 33 respondents said that greater discussion and interaction between teachers about school issues would make teacher participation more effective. Twenty one percent indicated greater participation in SMC meetings and a similar proportion suggested that giving teachers more responsibilities would promote greater teacher participation in school management. Some other suggestions including giving more facilities to teachers and activating SMC members to make teacher participation more effective (Table 2.9).

Table 2.9
Suggestions Provided by SMC Members
N = 33

Suggestions	No. of Respondents *	Percentage
Discussion and interaction between teachers	13	39
Provision of participation in SMC meeting	7	21
Giving more responsibility to teachers	7	21
Provision of additional facilities	5	15
SMC should be active	4	12

*Some of the respondents gave more than one answer.

When RPs were asked for suggestions the majority of 17 respondents (59 percent) were of the view that teachers should be given more responsibilities to make their participation more effective. For 24 percent of respondents RPs, good relations between teachers and community would result in their effective participation. A few respondents indicated that making rules and regulation more effective and

proper evaluation of teachers would provide the incentives for teachers to participate more in school management.

When members of the teachers' unions were asked for suggestions, thirty percent of 20 union officials pointed out that increased teacher participation in SMC meetings would make their participation in school management more effective. Three respondents urged that teachers' unions could give advice to make teachers participate more. Two of them also suggested that the teaching community should steer clear of politics. Similarly, other suggestions included giving teachers more responsibilities, a more active community role, the need for one teachers' union and so on.

In this regard, two-thirds of 9 DEOs stressed that various committees comprising teachers should be formed and given responsibilities for various aspects of school management. Three DEOs were of the view that monitoring and evaluation of teachers should be made more effective. Two others pointed out that the leadership capacity of head teacher was essential to make teacher participation more effective. Two of them also suggested good relations between school community and Parent-Teacher Association.

Three of the REDs provided suggestions on making teacher participation more effective. One emphasized that the head teacher should be dynamic and encourage teachers to participate. Another suggested that the SMC should encourage teachers without partiality, and that good teachers should be rewarded at gathering of parents. The other RED said women teachers should be encouraged to participate in school management.

2.2 Practices of Parent-Teacher Associations

2.2.1 Formation of Parent-Teacher Associations

As stated earlier, the concept of Parent-Teacher Association (PTA) is relatively new to Nepal. The provision for PTAs in schools was made in Education Rules 2002 only after the seventh amendment to the Education Act. Formation of PTAs, therefore, is in the progress all over the county.

DEOs in the sample districts of this study were asked about the number of schools where PTAs had been formed. All the DEOs were not well informed about PTA formation because of the insurgency. However five of the 13 DEOs reported that formation of PTAs had been completed in about 20 to 40 percent of the schools. According to three DEOs, PTAs had been formed in more than half of the schools in the districts.

When REDs were asked about this issue, they also made a rough estimate about the formation of PTAs in their regions. The RED of the Eastern Development Region reported that PTAs had been formed in the majority of schools while in

Central Development Region they had only been formed in a few schools. REDs from Western and Mid-western regions informed that PTAs were formed in about fifty percent of the schools while in the Far West it was estimated that PTAs had been formed in only twenty percent of schools.

Among the existing PTAs very few had completed a year or more of existence. Most PTAs were formed in the last six months or so, some even weeks before the field survey. Out of 69 schools under survey, 26 schools had PTAs.

2.2.2 Objectives of PTA Formation

Focus group discussions were organized with PTA members in each school to identify various aspects of PTA practices. Of the 26 focus groups organized, roughly two-third (65 percent) said the objective of PTA formation was to improve the quality of education in school. According to three other PTA member groups the objective was to promote collaborative work. A similar number of PTA focus groups said the objective for the formation was to supervise school and teacher regularity (Table 2.2.10). The other objectives indicated were to make people aware about equal education opportunities and to help SMC as per rules.

Table 2.2.10
Objective of PTA Formation as Reported by Focus Groups
N=26

Objective of PTA Formation	No. of Focus group *	Percent
To improve the quality of education	17	65
For collaborative efforts between parents and teachers	3	12
For supervising school and teachers' regularity	3	12
To make aware people for equal education to boys and girls	3	12
To help SMC as per rules	2	8

*Some of the respondents gave more than one answer.

2.2.3 PTA Meetings and Participation of Members

PTA focus groups and head teachers were asked to comment on the frequency of PTA meetings and the level of participation in the meetings. It revealed that 8 (31 percent) out of 26 PTAs met every month. Five PTA groups reported that they met once in 3-5 months. A similar number has two meetings since their formation, and 4 had just one meeting at the time of formation till the date of group discussion. The rest of the PTAs had not met at all because they were only recently formed.

When PTA groups were asked about the level of participation in the meetings, 20 out of 24 reported that they had sufficient attendance of members. For 4 groups, attendance of members was normal.

When head teachers were asked about participation, the majority (54 percent) of 28 respondents reported that it was sufficient. Seven (25 percent) head teachers, said participation was okay; six (21 percent) head teachers said the participation of PTA members was minimum.

2.2.4 Agenda of PTA Meetings

Head-teachers of sample schools with PTA were asked to outline the agenda of PTA meetings. Of the 20 respondent head-teachers, 5 (25 percent) indicated that the agenda was improvement in quality of education and for another 25 percent it was resource mobilization (Table 2.11)

Table 2.11
Agenda of PTA Meeting Discussions as Reported by Head-teachers

N=20

Agenda	No. of Respondents *	Percentage
Improvement in quality of education	5	25
Resource collection	5	25
Improvement in physical facilities	5	25
Teaching and teachers' regularity	5	25
Determining fees	2	10
Review of individual students' progress	2	10
School monitoring and observation	2	10
Students problems	2	10
Plan and programme preparation	2	10
Others**	5	25

*Some of the respondents gave more than one answer.

**'Others' include drinking water supply, education of girls, and scholarships for Dalit students, improvement in administration and opening of pre-primary class.

Head teachers also referred to other subjects such as improvement in physical facilities, teachers' regularity, determining school fees, student related issues and so on.

2.2.5 Implementation Status of PTA Meeting Decisions

Head teachers of sample schools were asked about the implementation status of decisions taken during PTA meetings. Of the 24 respondent head teachers, 11 (46 percent) indicated that the decisions of PTA meetings were partially implemented. However, one third of them reported that all decisions taken during PTA meetings

had been implemented. Five (21 percent) head teachers reported that the decisions of PTA meetings were not implemented at all.

2.2.6 Nature and Types of PTA Activities

In order to identify the nature and types of activities that PTAs were performing, PTAs, SMCs, head-teachers as well as district and regional education chiefs were interviewed. Since the same person was the chairman of both the SMC and PTA in many schools, it was revealed that the following activities were performed with the joint efforts of PTA and SMC:

- Infrastructural development: construction and maintenance of playground, school fencing, repair and maintenance of school building and drinking water supply.
- Collection of physical and financial resources for the school
- Assisting to fill up vacancies in teaching positions
- Monitoring and supervision of student and teacher regularity and providing suggestions to improve them
- Setting up library and computer systems
- Determining school fees.
- Household visits to increase enrolment of girls in school
- Plan and programme preparation for school development
- Solving students' problems.

Many of the DEOs repeated the above activities in their answers. Additionally, 2 of the 12 respondent DEOs reported that social mobilization was also one of the activities being performed by PTAs. Regarding this, the RED from Mid-western Development Region added that PTAs gathered information from the school and communicated it to the society. He also reported that some PTAs were able to contribute land for the school. The RED from the Eastern Development Region said PTAs were working to minimize the problems of students.

2.2.7 Outcomes of PTA Activities

Discussions and interviews were conducted with members of PTAs and SMCs and with head teachers in the sample districts to assess the impact of PTA activities on enhancing the quality of education in general. They revealed various good results of PTA activities.

Out of 17 PTA focus groups, 8 (47 percent) reported that there had been improvement in the physical infrastructure of schools (Table 2.12). Four (24 percent) of these groups claimed improvement in the quality of education. Four other groups reported that a positive impact was their increased help to the SMCs efforts to develop school facilities. During the discussions with PTAs, some of them pointed out other outcomes, such as improved discipline among teachers and students, increased enrollment of girls in school and so on.

Table 2.12
Outcomes of PTA Activities as Indicated by PTA Groups

N=17

Results	No. focus groups*	Percentage
Improvement in physical infrastructures	8	47
Improvement in educational quality	4	24
Help to SMC's efforts	4	24
Increased regularity of teachers and students	2	12
Improved discipline in teachers and students	2	12
Increased in girls enrollment	2	12
Improved cleanliness in students	2	12

* Some of the focus groups gave more than one answer.

When this question was put to head teachers they too indicated various positive impacts due to PTA activities. Of the 24 respondent head teachers, the majority (54 percent) claimed that teachers were more regular as a result of PTA efforts. Fifty percent of these respondents reported the increase in student regularity as one of the positive impacts of PTA activities (Table 2.12). Similarly, other good results indicated by head teachers were development and maintenance of physical infrastructure, timely completion of the course, improved student achievement rates and resource mobilization.

DEOs and members of teachers' unions also expressed similar views.

Table 2.13
Outcomes of PTA Activities as Reported by Head-teachers

N=24

Results	No. of respondents*	Percentage
Increased regularity of teachers	13	54
Increased regularity of students	12	50
Developed and maintained physical infrastructure	10	42
Courses completed on time	8	33
Increased student achievement rates	6	25
Helped in resource mobilization	6	15

* Some focus groups gave more than one answer.

2.2.8 Best Practices of PTAs

The study also tried to ascertain the best practices of PTAs as perceived by the various stakeholders. When this question was put to head teachers, 61 percent of 18 respondents pointed out that monitoring and supervision was the best activity (Table 2.14).

Table 2.14
Best Practices Performed by PTAs as indicated by Head-teachers

N=18

Best activities	No. of respondents*	Percentage
Monitoring and supervision of teaching	11	61
Physical construction and maintenance	6	33
Resource collection	5	28
Help to increase the students' regularity	4	22

* Some head teachers gave more than one answer.

One-third of respondents said that the best practice was physical construction and maintenance in school. Resource mobilization was also considered as one of the best practices (5 respondents). Four head teachers indicated that the PTA role in increasing regularity of students was the best activity.

When members of teacher unions were inquired about this issue, 4 out of 7 respondents indicated that participation of PTAs in infrastructural improvement was effective practice. Some other respondents from unions reported the supervision and monitoring of school and help to SMC for plan preparation as the best practices of PTAs.

In this regard, 5 DEOs had expressed their views. Some of them opined that school supervision by PTA members was found useful towards the improvement in teaching-learning environment. For some other DEOs, making aware the parents about school and activating them to participate in collecting resources were the useful activities performed by PTAs. DEOs and REDs had also indicated that coordination with SMC in physical development of school was the helpful practice in some schools.

Best PTA Practice

Chapargaudi High School is situated along the Mahendra Highway in the northern part of Banke district. The community around the school is made up of indigenous peoples and migrant settlers. The number of students in this school was increasing rapidly due to in-migration of families from the hills. Teachers appointed from the DEO quota were insufficient to add more sections to the existing grades. The school, therefore, levied a tuition fee with the consent of parents and SMC to raise funds for hiring extra teachers. The school hired extra teachers and opened more class sections. The head teacher said that parents encouraged appointment of good teachers. The school was running smoothly. After some months Maoists came to school and forced the school authority to return the tuition fee levied on students and also told them not to collect fees again. To solve this problem, the head teacher summoned a joint meeting of parents and SMC. He presented the account of fee collection and expenditure made on paying teacher salaries. The accounts were clear. The parents did not find any fault in the account.

The head teacher informed the meeting about the Maoist directive regarding the fee. He put forth three alternatives:

- Try to get a permanent quota of teachers from DEO, in which case the salary of teachers would be provided by government to continue the extended classes,
- Stop collecting fees, discharge the teachers who were hired on local resources and shut down the extended sections, or
- Continue to collect fees and run classes as before.

It was difficult to secure teachers quota from the government and the meeting also did not endorse the second alternative of shutting down the new sections. The parents voted overwhelmingly to continue fee collection, and the extended classes were run by locally paid teachers.

Further, the PTA of Chapargaudi School opened two Child Development Centres. For this the PTA initiated work to construct a new building and for the other center it renovated an old public building. An added benefit in this case was that some PTA members were also members of the local Community Forest Users' Group. In the course of construction and maintenance of the Child Development Centre buildings, these members managed to secure timber for construction free of cost. Also, the community forest committee donated Rs.5000 from its funds to the child center.

The head teacher also reported that the PTA supported construction of a playground and undertook fencing of the school compound as well. PTA meetings are held every 3-5 months. In the words of the head teacher: "School uniform has been introduced with the help of PTA. The cleanliness and regularity of students has improved. The PTA approved an increase in fees last April. PTA has made important contribution in collecting construction materials for the child center buildings." He went on to add: "Unfortunately the chairman and vice-chairman of this PTA were declared as chief and secretary respectively of the *Janasarkaar* (people's government) by the Maoists of this village and they are now underground."

2.2.9 Possible Activities that PTAs Could Perform

Respondents were asked about the possible roles that the PTAs could potentially perform. In interviews and discussions, the respondents, such as members of PTAs and SMCs, head teachers, teachers' unions, RPs, DEOs, indicated that PTAs could carry out the following activities:

- Supervising and monitoring the regularity of teachers and teaching.
- Mobilizing community resources for school improvement
- Community resource utilization
- Extracurricular activities
- Infrastructural development in school
- Awareness creation to increase enrollment
- Cooperation to SMC in efforts to improve the school
- Identifying and solving student related problems
- Determining school fees
- Maintaining discipline among teachers and students
- Maintaining good relations between parents, SMC, teachers and students.

2.2.10 Measures Suggested to Make the PTAs More Effective

Respondents at different levels—members of PTA and SMC, head-teachers, teacher unions, RPs, DEOs, REDs—were asked to suggest ways of making PTAs more effective. Their suggestions are listed below:

- The functions, duties, responsibilities and procedures of the PTA are not detailed in the existing Education Rules. These matters should therefore be set out in detail.
- Since the definition of 'parent' is unclear in the Education Rules, it should be defined clearly.
- More authority should be delegated to the PTA, including the right to evaluate teachers. Government rewards and prizes to teachers should be given only on the recommendation of PTA and SMC.
- Since the Parent-Teacher Association concept is new to Nepal, some orientation training to PTA members is necessary. The government should provide orientation training to the first associations formed in school.
- There should be a provision for representation from social workers, intellectuals, as well as balanced representation in terms of caste, ethnicity and gender.
- PTAs should organize meetings frequently to discuss and interact on contemporary issues.
- A mechanism of coordination and teamwork should be developed between PTA, SMC, school and students to make PTA more effective.
- PTA should focus mainly on educational quality related issues and should be involved in educational planning.
- PTAs should be facilitated to interact with other PTAs in the regions and given exposure through educational tours.
- The government should reward active and successful PTAs.

- PTAs should be institutionalized like SMCs. There should be a policy directive that PTA must be formed compulsorily in each school.
- The government should formulate programs to make parents more aware about the roles and rights of PTAs.

III MAJOR FINDINGS

The major findings from the analysis of data under key components of the study are presented here.

3.1 Teacher Participation in School Management

- The majority of DEOs were of the view that teacher participation in school management was positive. Over forty percent of RPs also supported this view. However, the majority of REDs indicated that their participation in school management was largely at the initiative of the head teacher.
- Working teachers claimed that there were many areas of teacher participation in school management. This appears to be exaggerated to some extent. The accounts of head teachers and SMC members were found to be more consistent and realistic. According to SMC members and head teachers, the major areas of teacher participation were extracurricular activities, followed by administrative work (e.g. account keeping, preparing annual plan and statistics, and admission of students) and physical development work in school.
- The degree of differences in teacher participation between community schools and private schools was found to be high. Due to discipline and better administration, teacher participation in educational management was more in private schools. It was reported to be low in community schools since teachers were not always on the control of head teachers.
- Respondents indicated a number of potential benefits to schools from greater teacher participation in management. Among them, physical development and community resource mobilization, improvement in teaching-learning environment, and collaboration and coordination for school functioning were listed as major benefits.
- It was revealed that teachers too would benefit greatly from their participation in school management. The benefits reported were increased respect for the teacher, increased knowledge, experience and exposure, and an ability to demonstrate to school management their skills and knowledge.
- Respondents also reported some examples of good results from teacher participation. These include better performance of students, more efficient management of school, physical construction and maintenance in school and good relations and understanding between teachers, SMC and parents.
- The areas for further involvement of teachers identified by the majority of the respondents were infrastructural development of school and extracurricular

activities. Maintaining relationships with parents and community, and creating awareness among parents to increase student enrollment, were also identified as possible areas of teacher participation.

- Working teachers suggested that teacher participation could be enhanced by making evaluation fair and practical, instituting a system of rewards and punishment, and by giving them more responsibilities vis-à-vis school management. It was also suggested that there should be more opportunities for discussion and interaction between teachers and a provision for their participation as observers in SMC meetings.

3.2 Parent-Teacher Association Practices

- The formation of PTAs is in progress in schools across the country since the provision was made in the amended Education Rules. It is estimated that PTAs have been formed in about one-third of schools in the country.
- Most PTA members felt that the major objectives of PTA formation were to improve the quality of education through collaborative efforts between parents and teachers, and supervision of school and teacher regularity.
- The frequency of PTA meetings ranged from once every month to once every five months. The attendance of PTA members in meetings was found to be adequate, with the majority of members being present at most meetings.
- The agenda of PTA meetings mainly concerned improvement in educational quality, resource collection, and enhancement in physical facilities, and regularity of teachers.
- Nearly half the respondents reported that decisions taken at PTA meetings were partially implemented. A third of all respondents said that all the decisions taken were implemented.
- The activities carried out by PTAs related to infrastructural development of school, resource mobilization, monitoring and supervision of teacher and student regularity, determining fees, household visits to increase enrollment of girl students and the like.
- Nearly 50 percent of the respondents reported that the regularity of teachers and students had increased and physical infrastructure of school improved as a result of PTA activities. They also pointed out that courses were being completed on time and there was an improvement in student performance. SMCs too were receiving help from the PTAs.

- The best activities of PTAs as perceived by respondents were monitoring and supervision of school, physical development and maintenance, resource mobilization and creating awareness among the parents.
- Respondents identified various potential roles that the PTA could perform. These included such major activities as supervision and monitoring, mobilizing community resources for school improvement, improving relations between parents, SMC, teachers and students, extracurricular activities and awareness raising among parents as well.
- Respondents also made a number of other suggestions regarding the PTA. These include matters relating to legal provisions, policy and programmes to be formulated by the government, and PTA functioning.

IV CONCLUSION AND RECOMMENDATION

Conclusions

The following conclusions have been arrived at on the basis of the analyses and findings of responses, review of documents, and from office observations, consultations and discussions held at various levels.

- The existing status of teacher participation in school management throughout the country can be described as moderate. Although the area of teacher participation is mainly in the area of extracurricular activities, they have been involved in other areas of school management to some extent.
- Overall, the educational environment was found to be better in schools where teacher participation was greater.
- There are several areas of teacher participation: resource mobilization to improve school facilities; improvement in teaching-learning environment; extracurricular activities; maintaining good relation and understanding between teachers, SMC and parents; and, creating awareness among parents to increase enrollment in school.
- The degree of teacher participation is lower in community schools than in private schools partially due to weak management in community schools.
- The activities of Parent-Teacher Associations have covered more areas of school improvement than are stipulated in the Education Rules.
- The best practices of PTA were supervision and monitoring of school, mobilizing community resources for development and maintenance of school, and creating awareness among parents and community on children's education.

Recommendations

The preceding discussions present a fairly clear picture of teacher participation in school management and activities of PTAs. Based on the discussions, this study suggests some possible measures to increase involvement of teachers in school management and to increase the scope and effectiveness of the work of PTAs.

- A common grievance among respondents was the lack of proper and fair evaluation and a system of rewards and punishment for teachers. A fair and

practical mechanism of teacher evaluation should be developed. It would be helpful to involve PTAs in the process of recommending rewards and punishment for teachers.

- The field survey revealed that the level of teacher participation was greater in schools where the head teacher had strong leadership capacity and skills. Therefore, in appointing head teacher, his/her leadership capacity should be assessed and it is possible that SMC and PTA could be involved in this process. The recommendations of SMC and PTA in appointing the head teacher should be accorded top priority.
- The issues related to school improvement should be discussed and decided democratically by all stakeholders (head teachers, teachers, SMC, PTA and students of upper class). So, more teachers should be invited to SMC and PTA meetings.
- Various sub-committees under SMC and PTA can be formed by delegating authority and assigning different tasks to them. Therefore, the formation of such sub-committees should be encouraged wherever possible.
- Open and frank discussions and interaction on issues related to school management and student progress creates a feeling of responsibility and ownership among teachers. Teachers also use such opportunities to share ideas and to solve problems. It is therefore recommended that the head teacher take the initiative to encourage discussions and interaction among the teachers at school.
- The field survey indicated that regularity and performance of teachers was severely being influenced by partisan politics. The study therefore recommends that advocacy programmes should be targeted at political parties to get them to call a halt to involving teachers in party activities.
- The definition of the role and functions of PTAs in the existing Education Rules is very brief. The study recommends that the Education Rules detail the functions, duties, responsibilities and working procedures of PTAs.
- Since the concept of PTA is relatively new to Nepal, PTA members need some orientation training in the beginning. The government should plan to provide the orientation training to the first association formed in the schools. Such orientation programmes can be conducted through Resource Centres.
- The best practices of PTA for school improvement would be to undertake monitoring and supervision of regularity of teachers and students through school visits and discussions with teachers; improve communication between parents, teachers and students about the progress of students; undertake household visits to raise awareness among parents to increase enrolment in school, especially of girl children and marginalized groups; and, collaborate with SMC to collect and

mobilize financial and other resources to improve the school. Such resources may include voluntary labour, local construction materials, outside resources, and other school facilities.

- PTAs can be made more effective by organizing educational tours for members so that they gain exposure and have an opportunity to interact with successful PTAs in schools in the other regions.
- The government should recognize and reward the contributions made by PTAs. This will encourage them to make greater efforts towards enhancing the quality of education.

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lzlfs ; xeflutf

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- !!= lzlfs ; xeflutf a9l ePsf lJ Bfnodf b]vPsf /fd] kl/0ffdx] s]xg\< pbfx/0fM

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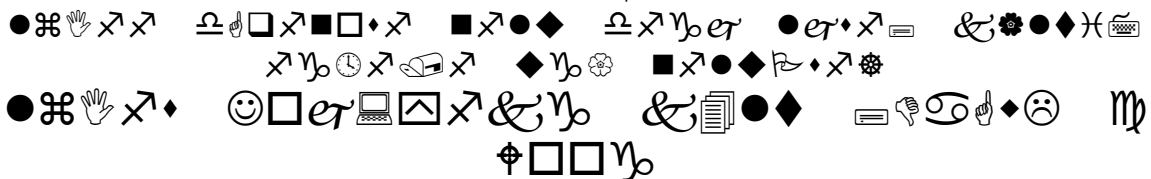
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- !%= IhNnfsf sltcf]f lJ Bfnodf cljefjs-lzlfs ; a3 u7g ePsf 5g\<
- !^= tl ; a3x] slQsf]; lqmo 5g\<
- !&= cljefjs-lzlfs ; a3 ; lqmo ePsf lJ Bfnodf s}:tf sfo]ePsf 5g\<
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- !(= lJ Bfnosf]u0f:t/ ; wf/ ug{; a3n}s}:tf yk sfo]e ug{Sg]b]vgxG5 <
- @)= cljefjs-lzlfs ; a3 ; DaGwl clxn}f]sfggl Joj :yf kof]t 5 < 5g] eg]s}:tf] ; wf/÷yk ug]knf{<
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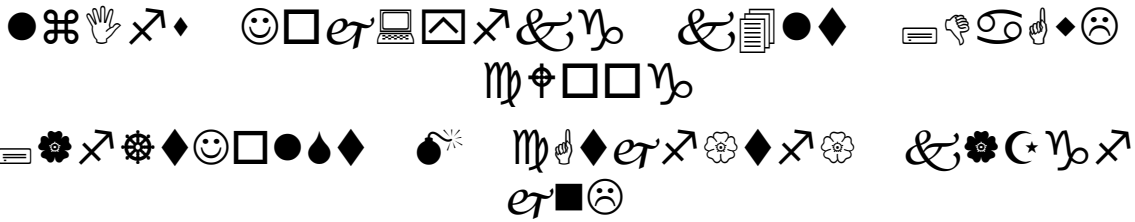
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List of Schools having PTA

1. Bhanu Primary School, Jhapa
2. Bhrikuti Secondary School, Jhapa
3. Gautam Buddha Primary School, Jhapa
4. Rastriya Ekta Primary School, Jhapa
5. Gokundeshwore Secondary School, Dhankuta
6. Kaushika Primary School, Dhankuta
7. Srithani Primary School, Dhankuta
8. Jana Jagriti Secondary School, Solukhumbu
9. Mount Everest English Boarding School, Solukhumbu
10. Nandi Secondary School, Kathmandu
11. Kashi Khayar Primary School, Chitwan
12. Shanti Secondary School, Kaski
13. Shiva Shakti Secondary School, Kaski
14. Dumba Primary School, Mustang
15. Rudrepipal Lower Secondary School, Baglung
16. Upallachaur Lower Secondary School, Baglung
17. Kalika Kanya Secondary School, Baglung
18. Buddha Padma Secondary School, Kapilvastu
19. Lalmohan Teli Lower Secondary School, Kapilvastu
20. Gyan Jyoti Secondary School, Banke
21. Gyan Sagar Secondary School, Banke
22. Hastabir Primary School, Surkhet
23. Jana Jagriti Primary School, Surkhet
24. Bipleshwore Secondary School, Doti
25. Durga Lower Secondary School, Doti
26. Mahendra Lower Secondary School, Kanchanpur
27. Baija Nath Secondary School, Kanchanpur