



Submitted to

Samagra Shikshana - Karnataka
(previously SSA)
Government of Karnataka



PUBLIC AFFAIRS CENTRE
Committed to good governance

REPORT

March 2020

Enhancing School Management Outcomes
Community Ownership and Social Accountability

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Abbreviations

Acronym	Description
ASHA	Accredited Social Health Activist
ASER	Annual Status of Education Report
BEO	Block Education Officer
BRC	Block Resource Coordinator
CBO	Community Based Organisation
CDPO	Child Development Project Officer
CRC	Citizen Report Card
CRC	Cluster Resource Coordinator
CSC	Community Score Card
DDPI	Deputy Director of Public Instruction
DIET	District Institute of Education and Training
DISE	District Information System for Education
DLPO	District Level Partner Organisation
ECCE	Early Childhood Care and Education
EMIS	Educational Management Information System
FGD	Focus Group Discussion
GoK	Government of Karnataka
GP	Gram Panchayat
GR	Grievance Redress
HPS	Higher Primary School
ICDS	Integrated Child Development Services
IDI	In-depth Interview
JAC	Joint Action Committee
KII	Key Informant Interview
LPS	Lower Primary School
MDG	Millennium Development Goal
MDM	Mid-Day Meal
MoU	Memorandum of Understanding
NCERT	National Council of Educational Research and Training
NGO	Non-Governmental Organization
NPE	National Policy on Education
PAC	Public Affairs Centre
RTE	Right To Free and Compulsory Education
SA	Social Accountability
SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
SDMC	School Development and Monitoring Committee
SMC	School Management Committee
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TNA	Training Needs Assessment
ToT	Training of Trainers
TV	Television
UEE	Universalization of Elementary Education
UK	United Kingdom
US	United States (America)
VEC	Village Education Committee

Preface

Reforming School Management: The Imperative of Community Ownership

The purpose of this report is to define the problems afflicting public school management in Karnataka and to provide solutions from the perspective of a community. PAC addressed the main issues as it saw them - emerging from action research - but have not attempted to treat the subordinate matters in any detail. PAC is candid in the report on the strengths and the weaknesses of the School Development and Management Committee (SDMC) as an institutional arrangement. It is PACs conviction that the problems it has discerned in school management can be better understood and corrected, if the community, including the parents, together with those who have public responsibility in the matter, care enough, are courageous enough; and engage substantively to reform school management. This will require the practical application of the 'subsidiarity principle' - any activity which can be performed by a more decentralised entity, in this case the SDMC, should be.

This report contains practical recommendations, to improve school management outcomes and to enhance community ownership of school management processes, through the institutional mechanism of the SDMC. Regardless of caste, class, economic status or the geography, all children and communities in Karnataka deserve well managed schools. Yet, the ground reality points to the fact that school education in Karnataka - learning outcomes, the quality of teaching and school management - is at risk of a rising tide of mediocrity. Our communities and the schools, with few exceptions, seem to have lost sight of the primary purposes of schooling and of the disciplined and collaborative effort needed to attain them. This report, the result of 18 months of action-research, proposes reform for school management system in fundamental ways. It also provides a tool-kit for implementation to scale.

In essence, the evidence from this project concludes definitively that there is no better school management system than through community-based institutions through which the communities themselves take ownership of their school management and engage in the decision-making process. If they do not have the ability and willingness to do that, the solution is not to dilute the SDMC or render them ineffective, but to help build community agency - the ability to participate in the school management process - through training and capacity-building. This report seeks to demonstrate the proof of this concept. The project provides the evidence-base of the enormous benefits of the participatory approach to school management; and the rationale to the imperative for community ownership of schools on a state-wide basis. Together with reform and capacity building for better pedagogy, it provides a road-map of action to gain the pre-eminence in school education that the state holds the potential for.

It is PACs considered view that this pilot project must now be scaled up for implementation on a state-wide basis. Public Affairs Centre looks forward to partner the Samagra Shikshana, Karnataka, in this endeavour.

Acknowledgements

The Public Affairs Centre (PAC) expresses its deep appreciation to the Samagra Shikshana, Karnataka (SSK) (previously the Sarva Shiksha Abhiyan (SSA)) for providing the funds that made this project possible as well as for the thoughtful feedback and engagement of its senior staff members. In particular, we thank Dr. T. Reju, Commissioner, SSK for his strategic guidance; Dr. Jaffer, who as the Head of the SSA provided guidance in the early stages of the project and Mr. Ajay Seth, who was instrumental in initiating the project as the Additional Chief Secretary, Education.

A number of SSK staff members provided valuable contributions to inform and improve this report. Special thanks to Mr. K. Krishnaji, Former Joint Director (Quality), SSK for his insights and advice on the research design.

We also thank the senior management at PAC G. Gurucharan, Director, Dr. Meena Nair, Head of Research and Mrinalini Kabbur, Senior Data Analyst for contributions and feedback throughout the project.

Several PAC team members played a role in this project's success.

The project team did a commendable job in demonstrating the proof-of-concept – that fostering in the community the sense of ownership of schools helps enhance agency; and in turn, community agency increases community participation; together helping to significantly improve school management outcomes. Special thanks to Dr. Satyajeet Nanda, Project Lead, Sukriti Bhardwaj, Programme Officer and Aakarshita Yaji, Intern who worked on the project. The District Level Partner Organisations played an important role, as did the four Field Research officers from PAC, to ensure scientific rigour in the field work and the interventions undertaken. We acknowledge their commitment and diligence.

We also acknowledge the suggestions and advice of the members of the Board of PAC, in particular, Dr. K. Kasturirangan, Chairman and Prof. KRS Murthy.

Finally, we express our thanks to the many dedicated teachers and principals of the schools that were part of this important project, the parent and non-parent members of the School Development and Management Committees, and the wide circle of community members who participated in the project. Their participation provided a valuable diversity of viewpoints and ensured an inclusive approach to better understand the challenge of school management in the public sector, and helped the optimal responses that the project generated.

This report and the toolkit to scale up and replicate the proof-of concept demonstrated in this project that have resulted, are the outcomes of this coherent and coordinated action research.

Executive Summary

Introduction

“For apart from inquiry, apart from the praxis, individuals cannot be truly human. Knowledge emerges only through invention and re-invention, through the restless, impatient, continuing, hopeful inquiry human beings pursue in the world, with the world, and with each other.”

— Paulo Freire, Pedagogy of the Oppressed

The Government of Karnataka established School Development and Monitoring Committees (SDMC) in all primary schools across the state from 2007 onwards, two years before the Right to Education Act made this mandatory. The objective was to achieve improved school outcomes with the active engagement of the community. It sought to empower local stakeholders to participate in the management and monitoring functions of primary schools by providing an institutional arrangement to engage the school administration. Existing literature (Pradeep, 2017; Bhattacharjee, 2014) and Public Affairs Centre’s field observations from 3 districts, point to several hurdles at both school and community levels, including poor capacities and a sub-optimal grievance redress system that have constrained the performance of the SDMC. The result has been poor community ownership of the schools and hence sub-optimal school management outcomes.

In this backdrop, Public Affairs Centre undertook the project “Enhancing School Management Outcomes: Community Ownership and Social accountability”. The project adopted the ‘Three- A Framework’- Awareness, Advocacy, and Action - for interventions. The aims were to foster community participation in the governance of schools; develop capacities on both the supply and demand sides at the last mile; promote evidence-based and data driven research to build knowledge and learning; and help strengthen the grievance redress mechanism to support the SDMC. The project’s theory of change was constructed on triggering hope and aspiration in the citizens at both the household and community levels; and restores to them the locus of control to engage in the school management process to achieve better school outcomes. The project plan included a review of the policy guidelines extant and literature review; scoping visits for a ground-level understanding; followed by a consultation workshop to develop a robust and scientific research design.

Methodology

The study used a mixed method approach comprising quantitative techniques - the Citizen Report Card (CRC) – and qualitative methods – the Community Score Card (CSC). The Citizen Report Card (CRC) is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. In this project the CRC survey employed different sets of questionnaires for parents and non-parent SDMC members for all aspects of the study using a life cycle approach within the broad ambit of the CRC methodology. The Community Score Card (CSC) process is a community-based tool that enables equitable adversarial engagement by bringing together diverse stakeholders on a common platform and serves as an instrument to exact social and public accountability. Following a multistage sampling design, the project covered 17 educational districts (out of 34 educational districts in Karnataka) randomly selected from all the four divisions of Karnataka. The educational districts included Bangalore Urban, Belagavi, Bellary, Chamrajnagara, Bangalore Rural, Dharwad, Kalburgi, Dakshina Kannada, Kolar, Vijayapura, Raichur, Hassan, Ramanagara, Gadag, Mysore, Tumkur and Chitradurga.

The analytical framework applied for the project considered the influence that active community participation and an effective grievance redress mechanism, exercised on school management outcomes. School management outcomes were conceptualized in two broad categories - mandatory school management outcomes that constitute the necessary conditions one would expect for every school; and the desired outcomes such as the value addition to sustain the interest of all stakeholders in furthering the development of schools. Similarly, the project envisaged community participation to include community agency - the ability and the willingness in the community - to take ownership of their local school and its progress. The correlation analysis shows that agency plays the more important role (higher coefficient with overall community participation) followed by structure, in shaping the overall community participation. *This suggests that fostering a greater sense of ownership of the local school in the community helps strengthening agency. Better community agency reinforces effective community participation. In turn, effective community participation through the institution of the SDMC can improve school management outcomes, significantly.* While the correlation coefficients of agency with the mandatory school management outcomes were relatively higher, the structure related indicators showed higher correlation with the desired school management outcomes.

A case study on grievance redress mainly on the use of the 161 Vidya Vahini Portal was conducted based on the district level data received from SSA by visiting 4 different districts to understand its effectiveness for grievance redress. It was observed that the use of 161 SMS service for complaints is poor. There seems to be little awareness of this facility among SDMC members. Rather, most people use verbal or portal complaint methods. This case study points to the need for training block level staff, conducting awareness programmes for women, and technical improvements in the hardware and the software of the grievance redress system.

Findings

1. There is no better school management system than through community-based institutions like the SDMC. It therefore needs to be functionally mainstreamed
2. SDMC are under-performing. There is need for a paradigm shift in approach that strengthens Social Accountability
3. SDMC are important community-based institutions that can enhance the quality of schools' in substantive ways. However, several constraints need to be resolved
4. There is need for a vastly improved SDMC system in the state. This can be achieved with concerted action.

Recommendations

1. The criteria for the selection of and the process for appointment of members to the SDMC need to be made more scientific and rigorous. It would add considerable value if the educated youth volunteers, especially women are enlisted as SDMC members.
2. A focused IEC campaign targeting the parent and non- parent members of the SDMC on their roles and responsibilities as SDMC members must be undertaken.
3. The guidelines for and the mandate of the SDMC need revision. It would be useful to delineate the decision areas based on SMART indicators - Specific, Measurable, Achievable, Relevant, and Time-Bound – to help achieve targeted outcomes.
4. A standard operating protocol that establishes specific standards, processes, and templates must be developed and adopted to ensure that the SDMC functions uniformly and effectively.
5. A formal, structured, sustained and decentralised training and capacity building programme for the SDMC needs to be implemented. The module must cover functional and actionable knowledge.

6. The SDMC must be provided with formal status and adequate funding. This will require devolving funds, functions and functionaries to the Gram Panchayats.
7. A dedicated Grievance Redress Mechanism (GRM) for the SDMC system needs to be established.
8. Data analytics and the application of data science should become the future basis for making school management by the community sustainable, and outcome driven.

The time is at hand to wrought far-reaching changes in the School Development and Management System. Karnataka should be the torch bearer of this reform process. If it does, we will be on the path that Mahatma Gandhi pointed to: Education as an all-round drawing of the best in a child; in body, mind and spirit.

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Chapter I: What is at Stake?

"We now have millions of children who simply drop out because there is nothing in school that can retain them. Those who continue have to study in a manner such that their ability to think originally is systematically curtailed at an early age.... If knowledge is the core of education and if education lays the very foundation of a nation, we need to reflect on the plight to which these have been reduced".

- G.N. Devy, 'The Crisis Within'

We live in a rapidly changing world often described by the epithet 'the age of knowledge'. Our lives are defined by the explosion in data, information, knowledge and technology that are arguably transforming the way we engage with and experience the world around us. In sum, we are on the cusp, as it were, of the irreversible merger of the physical and the digital. With more than half the population in India being under 25 years of age, Education, Knowledge Production, and Democratisation of Development must remain our central concerns. They will definitively determine the pace and the direction of our future.

Problem Statement

Education: Community Participation as a Transformative Force

"Parents worldwide feel that sending their child to school is the extent of their responsibility. A sense of disempowerment and lack of confidence that comes with being illiterate, places on them the feeling of being unable to influence the school management and teachers... Parents and communities are powerful resources to be utilized not only to the improvement of educational delivery but also in becoming the core agent of education delivery."¹

The traditional Indian education system operated on a community-led, community-driven model situated in a participatory community-supported ecosystem. It was the introduction of western education that changed this dynamic to make it a top-down approach placing the state at the helm of affairs. Subsequent internal and international developments such as Liberalisation, Globalisation and Privatisation, resulted in the Corporatisation of the education sector reducing learning and knowledge dissemination from a value-based endeavor to just another remunerative endeavour. However, with the introduction of the Sarva Shiksha Abhiyan, community engagement in education in the form of School Management Committees (SMC or called SDMC in Karnataka) was reintroduced to enhance school outcomes. The imperatives of the Right to Education Act further reinforced the centrality of community ownership in the elementary education system in the years ahead.

The Government has invested considerable sums of money in school education for over two decades now. With better infrastructure facilities, enhanced access to schools, wider coverage of the pupil population, growing awareness of the importance of education, improved training of teachers, and deploying improved pedagogy, it was expected that the quality and the adequacy of the schools and education services in the government sector would improve significantly. Yet, the results fall far short of the expectations and are not commensurate with the time, effort and resources devoted to this formidable challenge. There has been an impressive increase in enrolment and high retention rates in recent years, but learning outcomes remain frighteningly poor. Learning outcomes especially in Math and Science and co-scholastic learning such as better habits, attitudes, values and life skills are abysmal by any standards.

¹ Rina Dsouza, Community Participation and Decentralization in Elementary Education: Pratham-NGO in Gujarat, 2011.

Deploying a powerful quantitative tool - the Citizen Report Card, and a transformative qualitative method - the Community Score Card, helped the project develop a 'Root Cause Analysis', to identify the problem and the underlying set of causes for the sub-optimal state of elementary schools, school management, and school services. The primary data generated helped to dig beneath the surface of the problem. The problem-solving paradigm was to uncover the underlying system of causes, and the different options for solutions.

Three specific questions were addressed:

What is the problem?

The primary data generated and the evidence from the ground pointed to one single fact that stood out across the districts: The school management system and service delivery was excessively supply-side driven to the near complete exclusion of demand-side participation. School development and management was therefore divorced from felt needs, and did not reflect the hopes or meet the expectations of the community.

Why did it happen?

The crucial missing element in school development and management was the absence of social mobilisation. There was little sense of awareness, ownership or responsibility on the state of the schools, its teachers and its pupils in the households or the community. Worse still, community agency that include the ability and willingness to participate in the school development process was poor.

How does one address it in the most effective manner?

A necessary condition to generate better school management outcomes was to develop a better governance process for schools, creating inclusive spaces for all members of the community to participate in through the institutional arrangement of the SDMC. The sufficient condition for success was predicated on the project interventions based on the 'Three-A Approach': Increasing **awareness** on their roles and responsibilities, informed **advocacy** to enhance community agency and training and capacity building **action** to improve their ability to participate actively and contribute in substantive ways to the SDMC mandated outcomes.

The School Development and Monitoring Committees (SDMC) are a hallmark of decentralised governance under the Right to Education Act in India. Karnataka was a pioneer in establishing the participatory governance model through SDMCs formally mandated by its Gazette notification in 2006. More than a decade after it adopted the model of SDMC, the state is yet to achieve many of its targeted outcomes. Furthermore, not all schools have benefitted fully from this important community based institutional initiative. The central objective of the SDMC is to foster active engagement of the principal stakeholders, notably the parents and the community, in the decision-making process to improve the quality of services that school children are entitled to and thus enhance the quality of the outcomes of school education.

While the mandate of the SDMC is wide, perhaps even overambitious, the reality on the ground falls far short of expectations. It is in the light of this state-wide problem that Public Affairs Centre undertook the project "Enhancing Community Ownership of Schools to improve Outcomes: Social accountability and Capacity Building".

Theory of Change

Development is organic in nature and people are at the heart of the process. The community is important in school development and management especially in elementary education. Therefore, social mobilisation through the SDMCs entails three key conditions: First, creating incentives for collective community action through extensive motivation sessions and awareness programmes. Second, enhancing community agency through focused training to act not as mere beneficiaries but as agents of change and third, enabling the community-based institutions in segueing the impact of external interventions to forge the collective will against a common enemy – in the present context, education, poverty and poor school management.

This action research project underlined the importance of evidence to understand what happens to communities within communities, why and how. The wide variations in the quality and the adequacy of the schools across districts and indeed, even within districts and the vastly differing responses of the SDMC brought out this asymmetry. The analytical framework that circumscribed the project was constructed on empirical evidence from community engagement. It places social transformation as its central category, in order to facilitate understanding of the complexity and multi-level mediations of school development processes situated in the context of social change. The current state of school education in Karnataka shows considerable diversity - demographic and spatial - but it is diversity within increasingly asymmetric relationships of power and inequality.

Social mobilisation is central to transformational change. It explores how people science can be mobilised to forge a collective will. It helps build community capacity to mediate the incentives for individual and collective action. A key effort in our approach is to enable community-based institutions in segueing the impact of external interventions into adaptive and sustainable community practices as integral to a long-term sustainability of socio-economic change. The project strategy therefore sought to address the hard end of the problem - of enhancing community inclusiveness and participation. The model is shown below:

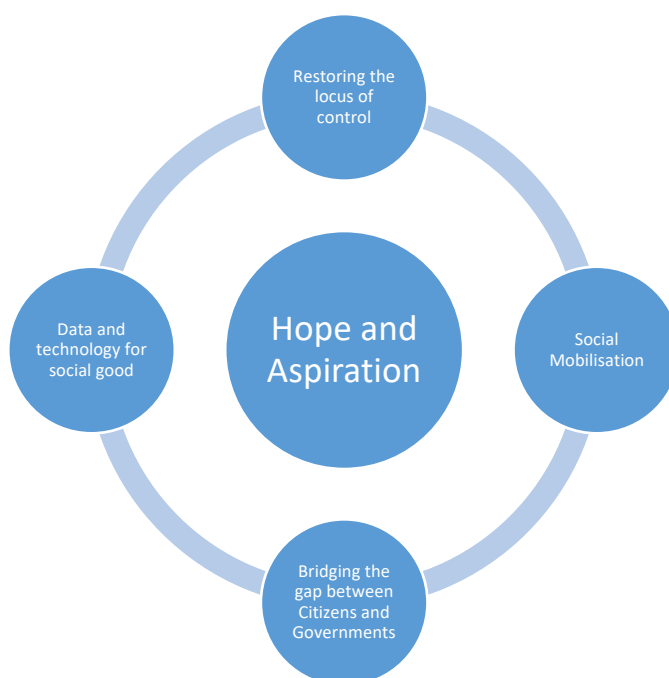


Figure 1: Theory of Change

The theory of change, therefore, was built on triggering hope and aspiration in the citizen at both the household and community levels to restore the locus of control to overcome deprivation and poverty. The objective was to demonstrate proof of concept of inverting the pyramid and vesting the responsibility for the development and management of the school to the local community. The project sought to foster community participation in the governance of schools; develop capacities on both the supply and demand sides at the last mile; promote evidence-based and data driven research to build knowledge and learning; help mobilise collective action to encourage local innovations in school governance; and help strengthen the grievance redress mechanism to support the SDMC. The three pillars of enhancing community participation, increasing capacity of the members through unique training exercises and strengthening grievance redress system, was implemented in 170 schools across 17 educational districts in Karnataka.

Methodology

Literature Review

The School Development and Monitoring Committees, created under the delegated legislation of the Karnataka Panchayat Raj Act of 1993, have been operating since 2006.² Various studies have diagnosed that the SDMCs have not been functioning to their optimal capacity (just a meagre 20% of the work they were capable of) and the causes for the same is the lack of financing, low awareness levels among SMDC members regarding their powers, roles and responsibilities, poor coordination amongst teachers and parent members and information asymmetry.³ A self-evaluation exercise conducted in 2004 amongst the SMDC parent members revealed that 58% members felt that they were only partially successful in fulfilling their objectives.⁴ In sharp contrast, numerous SMDCs in Karnataka boast of having actively participated in various campaigns like Ba-Marali shalege (back to school), Cooliy inda Shalege (work to school), Ba-bale-Shalege (campaign for girl child enrolment), Beedi yinda Shalege (street to school) and having created an outstanding impact in bringing back non-school going and dropout children to the mainstream. They seem to have also played a crucial role in ensuring regularity of attendance of all children, especially girls, and the organization of Chinnara Angalas (bridge course).⁵

A report titled “What Matters for Outcomes in Elementary Education in India?” identifies the major areas that need attention of policy-makers, through an analysis of access, infrastructure and the creation of a teacher index. It has been observed that for improvement in access to schools, the quantity and quality of infrastructure and provision of qualified and trained teachers in required numbers is quintessential. The school atmosphere must also be attractive enough for the children to prevent them from dropping out.⁶ In India a 'school building' is regarded by stakeholders and many commentators as the most important ingredient after the teacher.⁷ The fact that all tangible outcomes of SDMCs are restricted by the amount of grant received by the school is another barrier to its functioning.⁸ Recommendations with regard to standards and processes of SDMCs are aplenty.⁹ It has been suggested that monthly meetings must be made mandatory and the minutes published on the notice boards of schools and submitted to Education Department officials and Gram Panchayat. This is to create a sense of responsibility and forge a joint commitment among members.

However, in order to get a 360-degree perspective of the issues plaguing the smooth functioning of the SDMCs and primary education as a whole, literature review was undertaken from the perspective of various stakeholders. It was crucial to offer an insight into the current and potential role the SDMC can play in transforming school management and development.

Rural Youth: Beneficiaries

The aspiration of the rural youth, as captured by the ASER 2017 Report titled Beyond Basics: Annual Status of Education Report indicates that more than 60% of them want to study beyond Standard 12, with most of them conforming to gendered professional aspirations i.e. males preferring Army/ Police jobs and females preferring teacher/ nurse jobs. Yet, the overall attendance, dropout rates and test scores indicated to the contrary. School teachers, proximate to this issue; have hinted that the main causes of dropout in primary schools included the casual attitude of parents, illiteracy of parents and

² Education Secretariat, Bangalore.

³ *School Development and Monitoring Committee, Research Study.*

⁴ *School Development and Monitoring Committee, Research Study.*

⁵ *Community Participation and Institutional Experiences in School Education: School Development and Monitoring Committees in India.*

⁶ Jandhyala B.G. Tilak, 2011.

⁷ Pradeep Ramavath J, 2017.

⁸ Malini Bhattacharjee, et.al. 2014.

⁹ Akshara Foundation, 2015.

students engagement in household chores.¹⁰ Thus, a compelling need to address these for better management of schools through SDMC was recognised in designing interventions.

Parents and the Community: Drivers of Change

It has been observed, that a top-down approach, through government directives has failed to foster genuine participation in school matters.¹¹ The Lok Jumbish Project in Rajasthan and the Guarantee Scheme of Madhya Pradesh are testimony to this fact. In fact, the apathy of higher levels of education administration has been recognized to exacerbate this.¹² Some opine, that inculcating a participatory habit in people is not a mammoth task as, people are intrinsically interested in the education of their children and also are familiar with other community participation initiatives such as watershed development, Tank Rehabilitation, Forest Development etc.¹³ However, sustained involvement of the SHG and the youth, contribute to better SMC functioning. Training and handholding exercises, coupled with heightened awareness of the provisions of the RTE Act, roles, composition and formation of SMCs can make a significant difference in the participation of the community.¹⁴ However, a few authors have expressed concerns regarding a community driven approach – they postulate that monitoring public services is a public good and therefore may be subject to free rider problems and may also be prone to local elite capture.¹⁵ An incentive/ reward system for better performing SMDC coupled with an increase in tenure of SDMC to make it co-terminus with the panchayat's tenure has been recommended as a means of empowering the community and enhancing their participation.¹⁶

Teachers and Headmasters: Torchbearers of Education

Karnataka ranks much better than its counterparts in learning outcomes. Literature support the fact that teachers play a rather proactive role in the school and have significantly contributed to the growth and development of the child. For example, it has been observed that apart from the stipulated 8 periods/day, most teachers (94%) also reported taking remedial classes every day.¹⁷ They also supervised midday meals.¹⁸ In fact, most children had given a clean chit to class room teaching, school buildings and punctuality of teachers, and displayed their discontent with the infrastructure, drinking water, toilet and recreational facilities.¹⁹ The relationship between the teachers and the SDMC and the distribution of roles and responsibilities amongst them were aspects that needed more examination.

Government and its Functionaries: Colossal Support System

With changing perceptions regarding service delivery in the field of education, the state is shifting its contractor-driven approach to that of active community ownership and increased role of non-governmental organisations.²⁰ However, state as *parens patriae*, continued to guide and play a pivotal role, by engaging all the tiers of Panchayat Raj Institutions (village, block and district) in supervision over the elementary education programmes of SSA.²¹ It also continues its control over curriculum and content of education, which affects the formation of preferences and civic identity.²² In fact, in order to encourage a wider involvement of the Gram Panchayat, it has been suggested that the Department of

¹⁰ Dr. Chandrashekhar et.al. 2012.

¹¹ Dreze, J. and A. Sen, 2002.

¹² Dreze, J. and A. Sen, 2002.

¹³ The SDMC, School Development and Community Participation

¹⁴ School Management Committee and the Right to Education Act, 2009

¹⁵ Priyanda Pandey et a

¹⁶ *Community Participation and Institutional Experiences in School Education: 2014*

¹⁷ Public Affairs Centre, 2009.

¹⁸ Public Affairs Centre, 2009.

¹⁹ Public Affairs Centre, 2009.

²⁰ Basic Features of Sarva Shiksha Abhiyan.

²¹ Notification Ref No. F-2-3/2005-EE-3

²² Karthik Murlidharan

Public Instruction in collaboration with Rural Development and Panchayati Raj Department should organise an orientation course for GP members about their role in the SDMC.²³

Civil Society: Silent Catalysts

The Grievance Redress System for SDMCs, namely the Vidya Vahini Portal, has recorded poor usage of the facility. Some diagnose this to mean “*people tend to put more trust in people who they can see and talk to directly*” while others observe that “*negative publicity by people whose grievances are pending or unresolved with the system*” is the root cause for it.²⁴ Thus, in order to strike a balance between modernisation through introduction of technology and civil society suasion, volunteers have been identified as possible intermediaries in the system, facilitating reporting of complaints.²⁵ They are also very important agents in raising rights consciousness and to sponsor and initiate access to redress procedure.²⁶ They are seen as potential bridges between the providers and the users.

The current action research project followed a logical framework to make it scientific:

- Review Policy guidelines
- Conduct rigorous literature review
- Conducting Scoping Visits
- Organise Consultation Workshop
- Finalising the research design (theory of change, analytical framework etc.)
- Develop Research Tools through internal brainstorming
- Implementation of Citizen Report Card at Baseline survey
- Implement Project interventions
- Implementation of Citizen Report Card at End line survey
- Conduct data analytics

Log Frame

Impact	Improved school development, management and monitoring systems in the state of Karnataka.								
Outcomes	Enhanced Community Ownership of Schools through School Development and Monitoring Committees (SDMCs) in sample schools in 17 educational districts of Karnataka.								
Intermediate outcomes	1. Measurable increase in community participation in working of the SDMCs. 2. Better functional and user-friendly grievance redress system to address school development issues.								
Outputs	1. A comprehensive report containing, inter alia, Standards and Procedures for SDMCs, Analysis of data collected through Citizen Report Card (CRC) and Community Score Cards (CSC) exercises, along with toolkits for capacity building of SDMC members, Information-Education-Communication Campaigns etc. 2. Recommendations for an enhanced Grievance Redress System.								
Activities	Literature Review	Scoping Visits	Consultation workshop with stakeholders	Designing CRC Base line and end-line survey questionnaire	Training of Investigators for data collection through CRC Survey	Conducting CRC Base line and End line survey	CSC Exercise including Booster Sessions	Grievance Redress Case Studies	Data analysis of CRC (Base line and End-line)

²³ School Development and Monitoring Committee

²⁴ Dipanjan Chakraborty, et al.

²⁵ Dipanjan Chakraborty, et al. al.

²⁶ Varun Gauri, 2011,

Research Design

The research design follows a mixed method approach, which applies the quantitative technique of Citizen Report Card (CRC), the advocacy methods of Community Score Card and qualitative methods based on the contexts - focus group discussions, key informant interviews, case studies and process re-engineering study. The project follows a CRC approach at the baseline and end line. A *mixed method approach* is a method designed to include at least one quantitative method (designed to collect numbers) and one qualitative method – designed to collect words (Greene, Caracelli, and Graham, 1989). Among various types of designs that fall under a mixed method approach the design of this project has close resemblance to the triangulation design. A *triangulation design* is to obtain different but complementary data on the same topic (Morse, 1991, p. 122) to best understand a research problem. The intent in using this design is to bring together the differing strengths and non-overlapping weaknesses of quantitative methods (large sample size, trends, generalisation) with those of qualitative methods (small N, details, in depth) (Patton, 1990). This design is used when the research study wants to directly compare and contrast quantitative statistical results with qualitative findings or to validate or expand quantitative results with qualitative data. Triangulation design in the project is used for analysing the results – quantitative data from CRC (baseline and end line) surveys and qualitative data from CSC exercise.

Research Tools - The current project uses different tools both quantitative and qualitative based on the relevance of the study. The detailed steps of the tools used have been enclosed in the toolkits and Annexure; a summarised version is as follows -

Citizen Report Card

The Citizen Report Card (CRC) is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. By collecting feedback on the quality and adequacy of public services from actual users, CRC provides a rigorous basis and a proactive agenda for communities, civil society organizations or local governments to engage in a dialogue with service providers to improve the delivery of public services.

The CRC approach functions on the following principles -

- Availability, Access & Usage of Services
- Quality & Reliability
- Incidence of Problems & Responsiveness of Service Providers
- Hidden Costs - Corruption & Forced Investments
- Satisfaction with Service
- Reasons for Dissatisfaction
- Suggestions for Improvements

Community Score Card

The Community Score Card (CSC) process is a community-based monitoring tool that is a hybrid of the techniques of social audit, community monitoring and citizen report cards. Like the Citizen Report Card, the CSC process is an instrument to exact social and public accountability and responsiveness from service providers. However, by including an interface meeting between service providers and the community that allows for immediate feedback, the process is also a strong instrument for empowerment as well.

It is important to understand that service delivery systems are ineffective when Government functionaries are not accountable, when there is no focus on performance, no proper system of incentives for good work; and stagnation is the result is a rigid mindset, demotivated staff, lack of

exposure to innovations, lack of effective monitoring and supervision, corruption and lack of information for decision making.

This is where the approach comes in. Community Score Card is a social accountability tool that helps the communities to assess the:

- Quality of service delivery
- Performance of the service provider.

As the name suggests, CSC is applicable at the local level (field level units) where communities of users and unit-level service providers get an opportunity to work together to improve the efficiency of service delivery.

The key features of this community empowerment tool are as follows:

1. Provides a forum for direct and constructive engagement between the service user and the service provider;
2. Gives an opportunity for joint decision making;
3. Gives immediate feedback to the provider on areas for improvement;
4. Facilitates enhancement of quality, efficiency and effectiveness of service delivery
5. Promotes good governance (accountability, transparency, participation) in the process of public service delivery.

The implementation of a CSC exercise comprises six key steps:

1. Preparatory Groundwork
2. Input-Tracking Scorecard
3. Performance Scorecard by the Community
4. Self-Evaluation Scorecard
5. Interface Meeting
6. Institutionalisation

Scoping Exercise

In social science research and mainly within the development programmes context, a clear understanding of the ground situation is necessary before conducting a large-scale study on any human population. Hence, many significant research studies undertake a feasibility study or formative assessment before finalising the design of the main study. This is popularly known as 'scoping exercise' in research literature. This allows



researchers to get a broad idea on the people, geography, social, economic and cultural background and the real need of the study. This also helps in designing and fine-tuning the study tools such as questionnaires, guidelines, checklists and so on. Implementation of sampling design in the field is also guided by such a study.

PAC team in discussion with an SDMC parent-member in a village in Kolar district

With this backdrop, the PAC team undertook a scoping exercise in 2 different types of districts of Karnataka considering valid criteria. The districts are Kolar and Raichur. In each of these districts, the PAC team visited different blocks and villages in which some Lower Primary Schools (LPS) and Higher Primary Schools (HPS) were chosen. The PAC team had extensive discussions with various members of SDMCs (parents, nominated and designated members) on a number of aspects mainly focusing on community ownership. The PAC team also met

SDMC personnel at various levels (cluster, block, districts) such as CRC, BRC, BEO, DDPI and DIET Principal and had extensive discussions on a number of relevant aspects.

Stakeholder Consultation Meeting

The purpose of the Consultation Meeting was to learn the range of issues related to community ownership of schools and enrich the study with diverse perspectives from all stakeholders for a comprehensive but nuanced understanding. To facilitate this, various stakeholders were requested to review the methodology, approach, tools and techniques adopted for the study. The stakeholders at the meeting consisted of School Development Management Committee (SDMC) members (both male and female) representing various socio-economic categories, members from peer not for profit organisations, Community Based Organisations (CBOs), academicians, subject experts, policy makers, bureaucrats and advocacy experts. The stakeholders engaged in an interactive discussion on the roles and responsibilities of SDMC members, participation of parents in the committee and the need for training programmes.



Questionnaire Design

Three different sets of questionnaires were designed in the project with a life cycle approach of SDMC. These included questionnaires designed for the SDMC - parent members and non-parent members – Head Master/Mistress, Head Teacher and AWW/ASHA/GP member. Life cycle approach included questions from the formation of the SDMC to routine meetings, activities conducted during SDMC meetings to grievances. These questionnaire sets were used for the baseline and end line surveys.

Components of the Questionnaire

The components of the questionnaire design assessed the following:

SDMC Formation and Subcommittee

A Formation meeting is the initial meeting where parents from the community who have their children studying in primary school are invited for the formation of the School Development and Monitoring Committee. This includes extensive campaign done by the head master/mistress or head teacher. A Formation meeting is conducted to select 18 parent members for a three year SDMC period, selection of SDMC President, Vice President. The aim of the formation meeting is to ensure that the SDMCs are formulated by the consensus of the community members.

Induction meeting of current SDMC

Induction meeting is conducted after the formation meeting with the parent and non-parent members, the purpose of this meeting is to make the parent members, SDMC president understand the roles and responsibilities of the committee members.

Capacity Building and Training of SDMC Members

After the SDMC induction meeting, the next step is to provide training to both the parent and non-parent members on the guidelines/components of the SDMC. This training is conducted by the SSA Karnataka to build capacities of the parent/non – parent members for carrying out the roles and responsibilities as SDMC member. Ideally, the first training should be conducted within six months

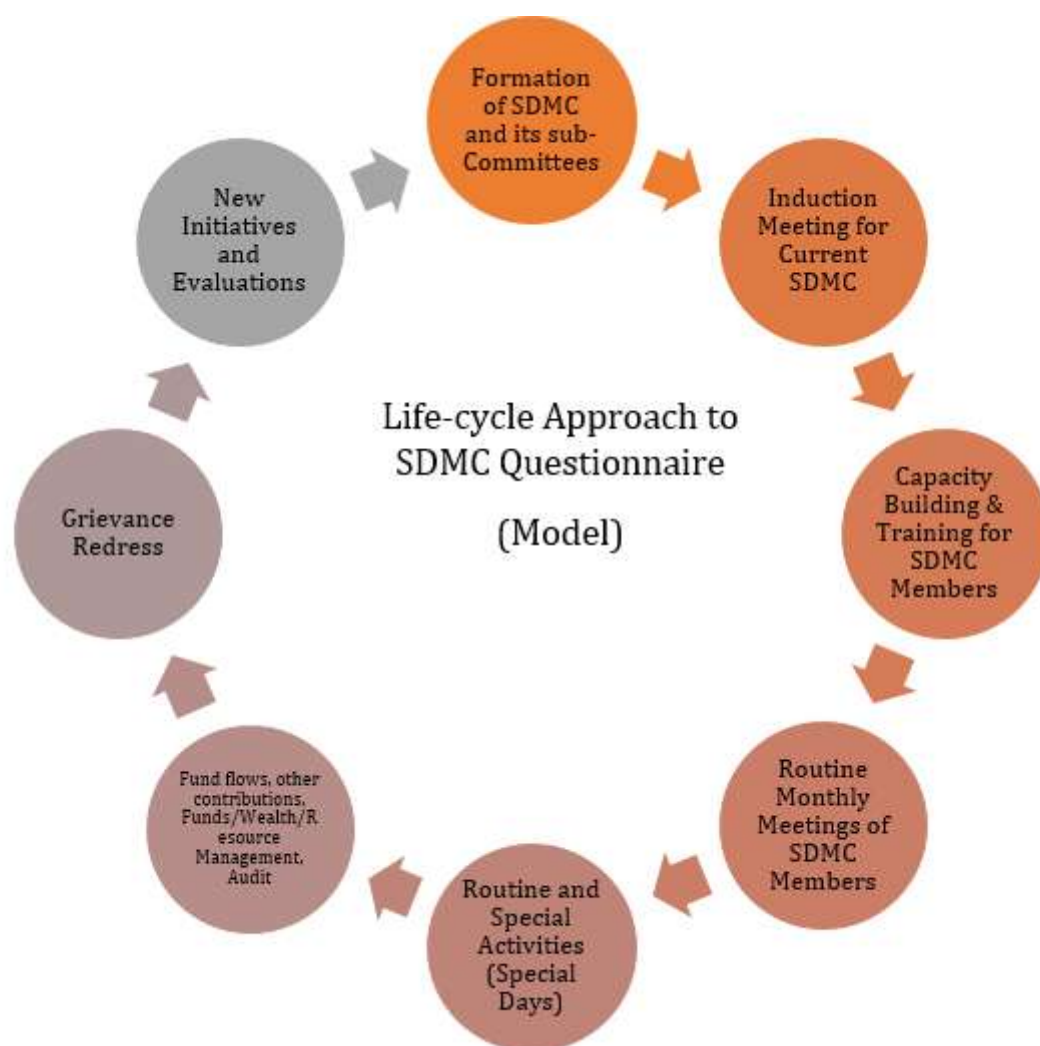
after the induction meeting. For any new initiatives, change in education policies or recent developments with regard to the SDMC there should be refresher trainings at regular intervals.

Routine monthly meeting of SDMC; routine activities, special activities (special days) and fund flow, other contributions, fund/ wealth/resource management, audit

SDMC meeting should be held on a monthly basis, agenda of the meeting, venue and timing, attendance by both male and female members are the essential components of a meeting. Other essential activities include recording of issues discussed during the course of the meeting, signing on the register by all the members who attend the meeting and preparing a plan of action for carrying out the activities discussed. All the fund provisions granted to the school should be transparent in nature. The committee should be well aware of any other activities pertaining to school management - this is to ensure complete participation from parents.

Grievance Redress

There is a grievance redress system within the SDMC which exists in the form of the Vidya Vahini (161) e-portal. The parent members can register a complaint through an SMS or by calling the portal number. The idea is to ensure that through this portal the parent members can register a complaint on issues related to school management.



New Initiatives and Evaluation

The SDMCs are not only there to ensure smooth functioning of school management but since it is a committee from the community the new initiatives that the members take for better school management and participation of parent members can also be evaluated.

Sampling Design

School Selection – District and Division Wise

Following a multistage sampling design, this study covered 17 education districts (out of 34 educational districts in Karnataka) which were randomly selected from all the four divisions of Karnataka. The districts and division break up are as follows -

Division-wise distribution of Educational districts

Bangalore Division	Belagavi Division	Kalaburagi Division	Mysore Division
Bangalore Urban	Belagavi	Bellary	Chamrajnagara
Bangalore Rural	Dharwad	Kalaburagi	Dakshina Kannada
Kolar	Bijapur	Raichur	Hassan
Ramanagara	Gadag		Mysore
Tumkur			
Chitradurga			

Five schools each from any two Blocks (1-2 urban and 3-4 rural) were selected through purposive sampling from these districts. Thus, overall 170 schools were selected from 17 educational districts @ 10 schools / district.

Sample selection of SDMC parent and non-parent members for survey

In each selected school out of 18 SDMC parent-members, eight members in total with a break up of six parent members and two non- parent members for 170 schools were interviewed for both baseline and end line study. Thus, a total of 1016 SDMC parent members and 340 non-parent members were interviewed from 170 schools in each of the surveys.

Data Framework

The data framework presents various constructs and their sub-constructs in a flowchart form.

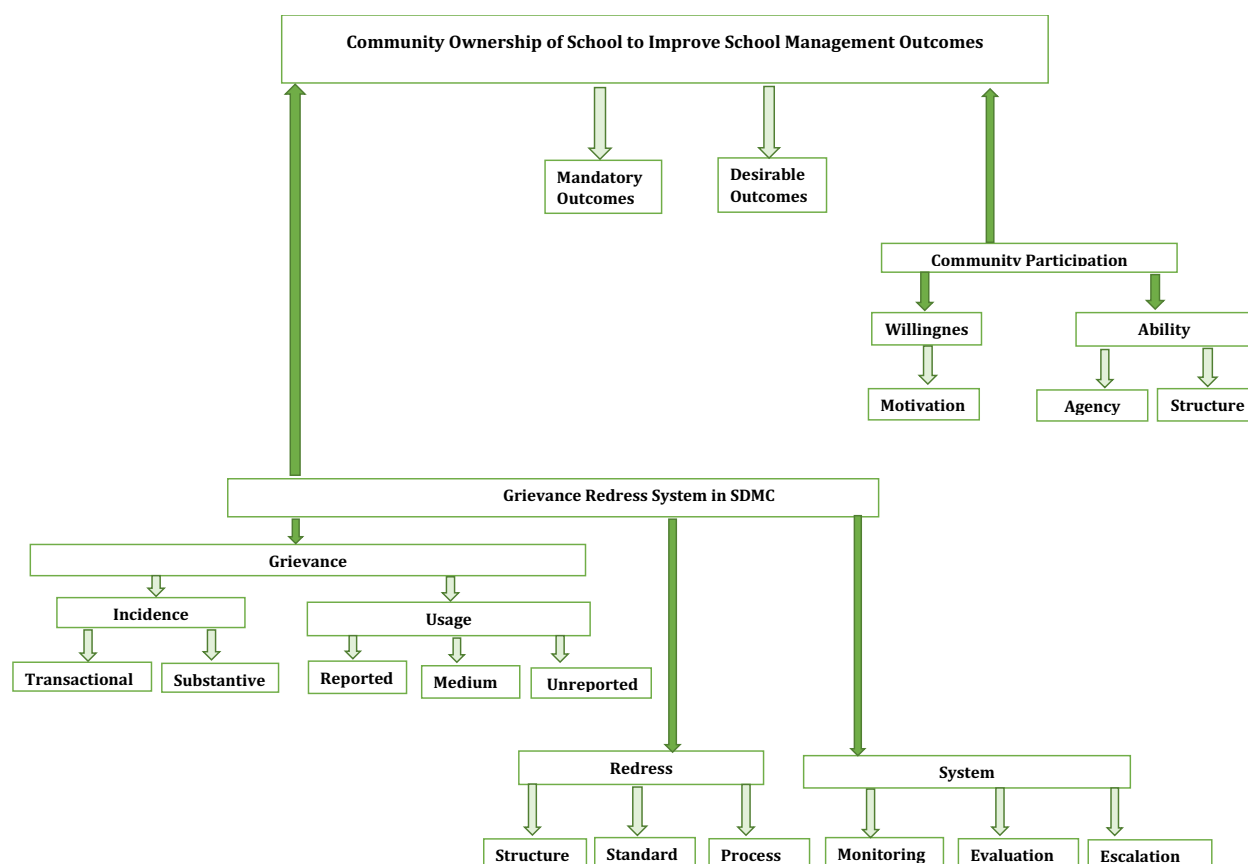


Figure 2: Data Framework for Community Ownership of Schools

Project Interventions

The interventions comprised of the following - Motivation training for participatory development (referred as motivation training hereafter), scoring exercise (CSC) and preparation and distribution of IEC material. The whole process involved 5 major types of stakeholders. They are PAC experts on education and community participation, SDMC related officials of SSA from the State, 17 educational districts, trained Community Based Organisations (CBO) at the grassroots working in the selected 34 blocks and 17 educational districts, and around 2400 SDMC members and other parents in schools across the 17 educational districts of Karnataka. The steps were as follows:

1. 'Motivation training for participatory development' as a ground preparation step before the actual SDMC training (through CSC) covering 4 charts. Here the participants (SDMC members and non-members) start with identifying local issues on 3 major points including Development, Participation and Accountability, finding local solutions and forming a local joint action team to work towards a specific solution plan within a specified timeline.

Demonstration of IEC material- Wall hanging to SDMC members in Kanatha village, Kolar district



2. After the motivation training, the 'CSC exercise' is conducted covering 5 charts. It starts with a detailed explanation of important points given in the SDMC guideline through an 'entitlement chart'. This is followed by scoring (scale of 0-5) by the community of users on performance in their school and scoring by service providers (BRP, CRP, HM, AWW, ASHA) on the same scale but as a separate exercise. Final step is the interface meeting involving comparison of both scores and on-spot dialogue ending with a list of action plans for poor scoring indicators to be monitored by a Joint Action Committee. In the 2nd phase of CSC that comes after a follow up of around 2 months, booster sessions were conducted covering special topics such as Roles of SDMC members, SDP and 161-portal in selected educational districts (Bangalore Rural, Bangalore Urban, Kolar, Chitradurga, Chamarajanagar, Raichur and Vijayapura).
3. IEC material locally designed (consulting all stakeholders) in the form of a colourful 'wall hanging' with 4 messages on SDMC (both text and pictorial) were prepared and distributed by partner CBOS to all participants during the training.



Distribution of IEC material- Wall hanging to SDMC members in Banasandra Village, Tumkur district

Plan of Analysis

The plan of analysis included the following steps:

1. The first step included understanding the profile of all constructed variables, variables of interest and indicators of the pooled data (17 study educational districts of the project)
2. Carry out an indicator level analysis at district level
3. At lowermost (the node above the indicators) level, a composite index calculated for each of the constructs using the indicators that are listed under that specific construct. The construction of each composite index involved the following:
 - a. A popular scientific routine called Principal Component Analysis (PCA) was used to determine the optimal components. To arrive at the aggregate score for each component, the indicator value is multiplied with scores of individual components and finally divided by the proportion of variance explained by it. This is further aggregated by using "Manhattan Distance" to arrive at the construct score.
 - b. At other levels, a composite index is calculated for each of the constructs using the sub-constructs under that specific construct. The constructs scores were averaged to arrive at the construct above it.

The analysis includes understanding the data at five levels:

Current Status Analysis – This has been presented in terms of the current situation of each indicator for CRC II (end line survey data) for each of the 17 educational districts of Karnataka covered under this project. This will be useful to design relevant interventions for specific indicators required for the specific district.

Temporal analysis for understanding the delta: This has been carried out for each district mainly for the constructed variables, for the period of CRC I and CRC II to understand the differential change to get a comparative perspective among the districts.

Correlation analysis – Correlation analysis was conducted at the level of constructed variables and variables of interest (*Pair wise Correlation*) for baseline and end line. This helped build an understanding about the nature and magnitude of the relationships between the constructs and sub constructs. The correlation coefficient may also be useful to understand the contribution of sub constructs in depicting the overall change in the constructed variables.

Outlier analysis – This analysis helps in finding out the negative and positive contribution of an indicator to the constructed variables level.

Triangulation from other data sources - The result that emerged from the analysis of CRC data and other information sources of this project such as - motivation training, CSC, focus group discussions and key informant interviews. This helped in strengthening the conclusions drawn from various sources of data to make it generalisable and authentic.

Limitations

Some of the stakeholders involved, such as the District Level Partner Organisations (DLPOs) who are usually the CBOs, the officials or the parent members themselves, displayed inertia in taking initiative, performing their duties and following up on plans formulated. Therefore, a lot of sustained effort needed to be put in order to motivate all concerned stakeholders to participate initially and to sustain the momentum thereafter.

For the training and capacity building programmes to achieve the desired impact, the training of master trainers and DLPOs needed to be done with utmost care, failing which the ultimate beneficiaries would have suffered unduly, due to lack of expert guidance and reinforcement.

While the format of conducting meetings, maintaining records, delivering training modules etc., were standardised, there is a lot of scope for customisation based on local needs and requirements. However, this suffers from two risks, first, customisation at the cost of disregarding standards and processes in place; second, the participants and trainers must be flexible, adaptable and innovative in their approach.

The non-availability of authentic, verified data at all levels, to validate, supplement or negate findings also posed a difficult situation. Thus, reliance on secondary data and qualitative data collected in the duration of the project had to be leveraged to fill in the void. A difficulty of attribution arises in case of the intervention as it becomes rather difficult to disentangle the “context” from the “intervention” and attribute causality, and neither is it possible to enumerate all possibilities and linkage factors. Also, a better understanding of the causality, risks and the overall context rarely reveals a magic bullet solution; it presents a rather complex, oftentimes contradictory results, leaving open multiple alternatives/options for further interventions/ hindsight evaluations. Therefore, these must be factored in while reading and absorbing the contents of this report.

Profile of Sample Respondents

A total of 1016 SDMC parent members interviewed for the survey (CRC II), constituted different cross sections of people so far as socio-economic and demographic profile is concerned. Following comprised the profile of the SDMC parent members covered under the study in terms of different categories of age, caste, occupation groups, land ownership, type of mobile phones they use, distance from their house to the primary school where their children study and the age of their child.

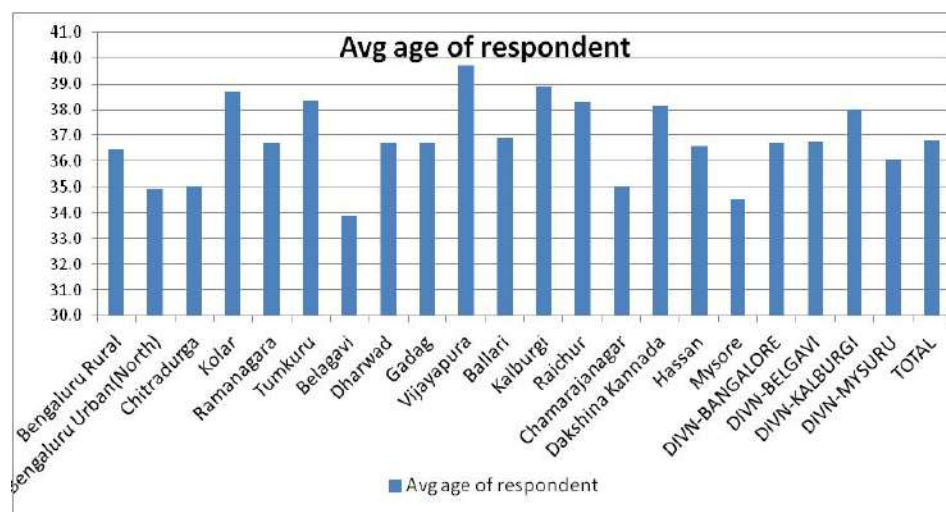


Figure 3: Average Age of SDMC Parent Members

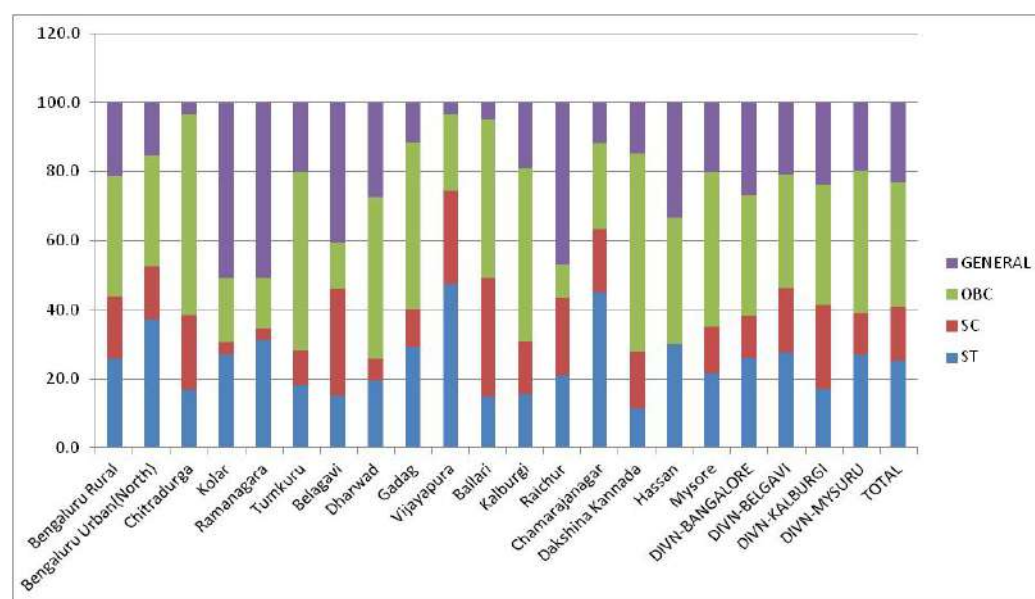


Figure 4: Caste of SDMC Parent Members

It is observed that, the mean age of respondents (in completed year) varied between the 33 to 39 years with Belagavi district showing the lowest mean age and Vijayapura district showing the highest age of the SDMC parent members. With regard to four divisions of Karnataka, the Mysuru division showed relatively younger parent members while the Kalburgi division had relatively older parent members. While Vijayapura and Chamrajnagara districts had relatively higher proportion of SDMC members belonging to the scheduled caste, Dakshina Kannada district had lowest percentage of SDMC members belonging to the scheduled caste. Relatively higher proportion of SDMC parent members belonging the scheduled tribe came from Ballari and Belagavi whereas Ramanagara and Kolar districts had lowest percentage of SDMC members belonging the scheduled tribe.

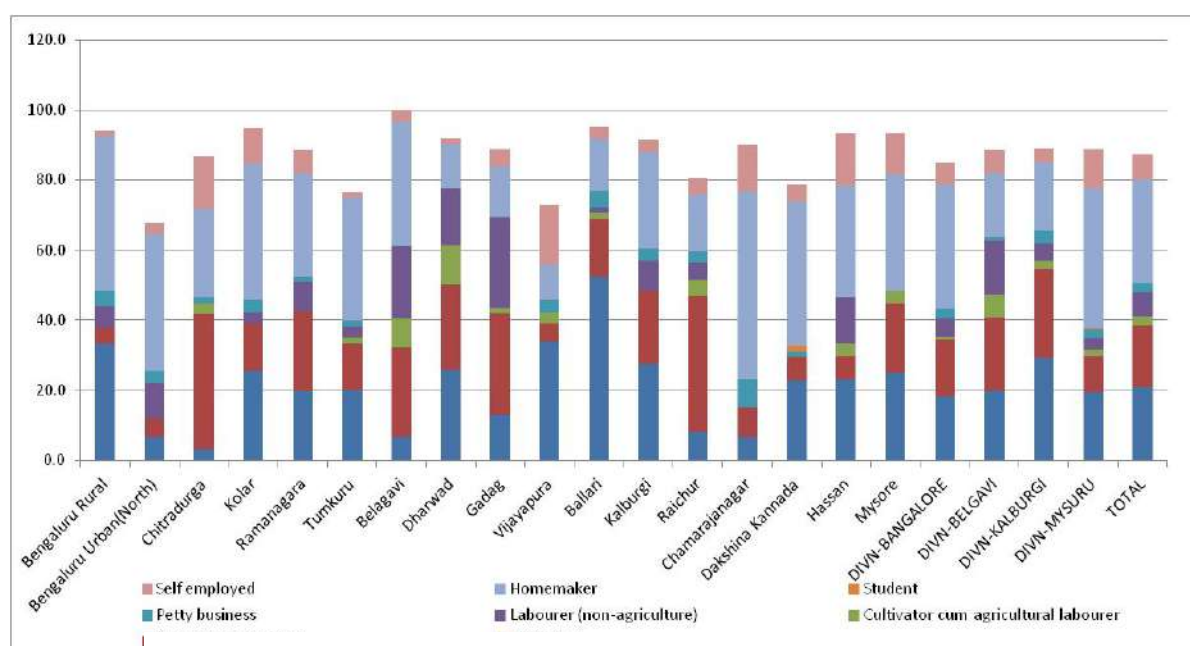


Figure 5: Primary Occupation of SDMC Parent Members

Looking at the occupational levels of the SDMC parent members, Vijayapura and Ballary districts have higher proportion of SDMC parent members reporting their main occupation as cultivation. In Raichur and Chitradurga districts higher proportion of SDMC parent members reported that they are engaged as agriculture labourers for the main source of income. Gadag and Belagavi districts have higher proportion of SDMC parent members with main occupation as wage labour in both agricultural as well as non-agricultural activities. Chamarajanagara and Bangalore-Urban districts has higher proportion of SDMC parent members with main occupation as homemakers.

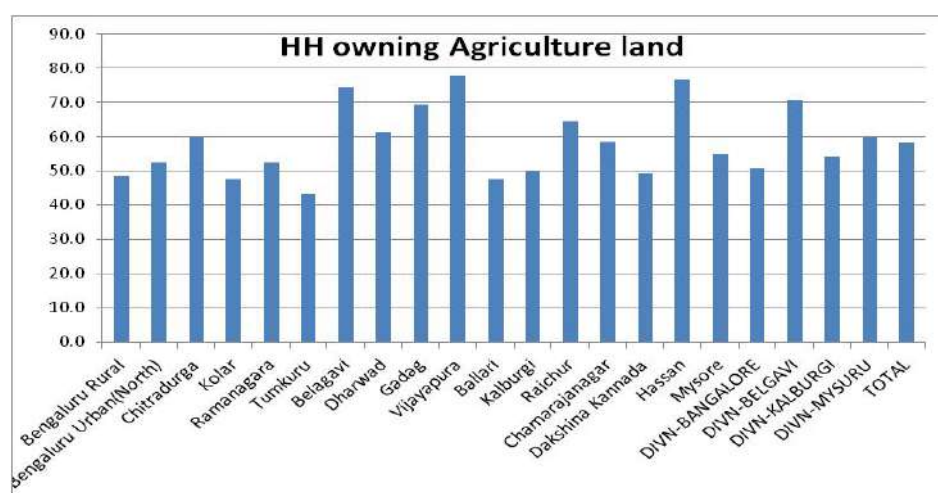


Figure 6: Land ownership by Household of SDMC Parent Members

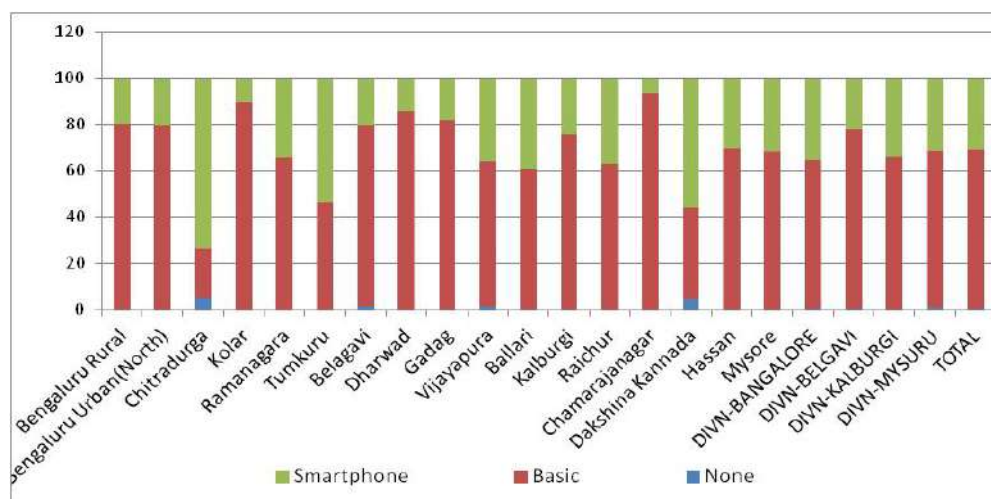


Figure 7: Types of Mobile Phones Owned by SDMC Parent Members

Regarding ownership of agricultural land among the SDMC parent members' household it is found that, Vijayapura and Hassan districts top the list among 17 districts covered under the study. Tumkur district shows lowest proportion of SDMC parent members reporting that their households own agriculture land. In terms of mobile phones, Chitradurga followed by Dakshina Kannada and Tumkuru districts show highest proportion of SDMC parent members households owning smart phones whereas Chamrajnagara and Kolar districts have highest proportion of SDMC parent member households owning basic mobile phone.

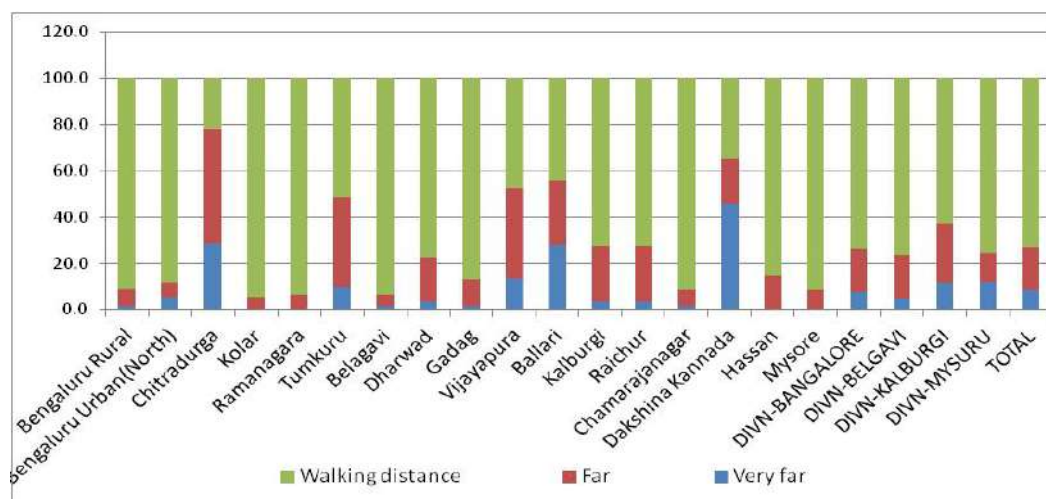


Figure 8: Distance of Primary School from Homes of SDMC Parent Members

Another important aspect is the distance of the primary schools from the students' house which can pose barriers. In Dakshina Kannada followed by Ballary and Chitradurga districts, a high proportion of SDMC parent members reported that the distance of primary school from house is very far. This was also reported by a high proportion of SDMC parent members in Chitradurga, Vijayapura and Tumkuru districts. Regarding the gender of the senior most child of the SDMC parent member studying in the sample primary school, Raichur followed by Gadag district shows highest proportion of female children.

Chapter II: Project Focus

“Community ownership of the schools should be ensured through legislation providing for the establishment and empowerment of school development and monitoring committees ... and de-centralize functions from higher levels. Legislation should be brought to give teeth to these bodies”

- Report of Task Force on Education, Government of Karnataka [Para 10(a), 2000]

The Karnataka Panchayat Raj Act, 1993, provided (under Section 61) an SDMC for each school within every panchayat, thus establishing the legal basis for an organic and symbiotic relationship between the Panchayat Raj Institution system and the local schools. This constituted a paradigm shift towards implementing the ‘Subsidiarity Principle’. Nearly two decades after the SDMCs were formally constituted in April 2001, little is known at the policy and programme levels on the impact of the SDMC on school management and development, the outcomes achieved, the processes and criteria by which SDMC engage in the local school management and even less about the strengths and weaknesses of these processes. This information is necessary to ensure that SDMCs are well-equipped to fulfil their mandate in substantial measure and the Sarva Shiksha Abhiyan is able to meaningfully evaluate the SDMC performance, and identify barriers and enablers and address them to strengthen community ownership of schools. The primary data that this action research project has generated from the ground points to important barriers and enablers to empower the community to determine their own course of development. This chapter elaborates on the project’s focus and examines the three key dimensions of the changing paradigm of the community ownership of schools: Community Participation, School Development Outcomes and Grievance Redress.

Community Participation (CP)

The participation of the community in school management and development and the quality of this engagement varies widely across districts and blocks and amongst schools. It is a function of community agency - willingness and ability - of the community members to attend the SDMC meetings and participate in deliberations. This section contains an illustrative list of tangible and intangible factors that are enablers or barriers to their participation. It also includes the community’s opinion on the relevance, importance and utility of the SDMC, their contributions to its functioning, etc. This also unearths the hidden voice of the community through select indicators (qualitative and quantitative parameters). It exemplifies how the establishment (HM, Anganwadi workers, Gram Panchayat) can reach the last mile to enhance community participation and the means by which significant improvements in overall community participation might be achieved. The MHRD defines ‘Community’ as a group structure, whether formally or informally organised, in which:

- members play different roles which are integrated around goals associated with the problems from collective occupation and utilisation of habitual space
- members have some degree of collective identification with occupied space
- community has a degree of local autonomy and responsibility.

Community participation would mean:

- democratisation and social cohesion
- involvement in decision making
- community demanding accountability
- social responsibility

In the project, the concept of community participation comprises the following constructs and their sub-constructs which in turn have been analysed through a set of indicators.

- Willingness
 - Motivation
- Ability
 - Structure
 - Agency

Willingness refers to the desire and the interest of the community to participate through SDMC. Motivation is the key to enhance willingness among community members to participate. Ability is the capability of a member to participate effectively in better school management through a responsive structure and enhanced agency. Agency is the capacity of individuals to act independently and exercise their own free choice. Structure is the recurrent patterned arrangements which influences or limits the choices and opportunities available. *Community ownership would be realised only if the last voiceless person in the community gets an opportunity to participate.*

CP: Indicators of Constructs and sub-constructs: Willingness and Ability

As mentioned earlier, the sub-construct of community participation such as motivation (willingness), agency and structure have been analysed through specific relevant indicators. Under the motivation sub-construct, indicators relating to selection (volunteering) of parents to SDMC, attendance of committee meetings, activities undertaken as part of being committee members and the behavioural effects that the members perceive/ experience from the functioning of the SDMC have been analysed. Attendance at committee meetings are often incumbent upon the existing eco-system such as possible discrimination, convenient venue and time, wage loss, socialising nature and family level arrangements etc. Similarly, actual undertaking of specific roles and activities can be influenced by willingness, motivation, affordability, capacity and perceived benefits. In the current project, the majority of the indicators under the willingness construct are largely represented by demand side factors; whereas with regard to the ability construct – agency and structure, the indicators are equally represented both on the demand and supply sides.

Of the 37 indicators representing community participation that were analysed, willingness comprises 14 indicators and ability includes 23 indicators. Again, under ability, the agency sub-construct has 14 indicators and structure has 9 indicators that were analysed. The results present the changes in proportion of response of SDMC parent members in 17 districts to the questions on these indicators across 2 time periods-Base line or CRC I survey and End line or CRC II since some interventions were made (CSC, Motivation training, IEC, Booster sessions) between the two surveys:

CP: Trend analysis at State level (for all 17 study districts together)

Table 1 presents various aspects of community participation as reported by SDMC parent members, through pooled data of all the 17 study districts of Karnataka across CRC I and CRC II (pre and post intervention CRCs) that presents interesting findings. While there is marginal increment in the average number of participants attending monthly meeting (Average of 14 participants in CRC II from 13 in CRC I) as reported by SDMC parent members, the reported average number of meetings attended by the SDMC members remains stagnant across both the CRCs. *This could be the result of a mix of reasons such as people being critical or inimical/defensive after receiving better information about their shortcomings, or due to increased expectation, and recognition of the insignificant effect of the interventions in view of increase in confounding barriers and so on.*

Visible increments in actual meaningful participation of SDMC parent members in school and committee activities are observed across time (CRC I to CRC II) mainly in 2 indicators, which reflect a positive effect of the interventions. There is around 20 % increase in proportion of SDMC parent members reporting that they spoke in the committee meeting and also the community members

regularly monitored the attendance of the students. The main reasons behind SDMC members not speaking in committee meetings were reported to be their poor understanding of discussion points and lack of trust with regard to potential action to implement their suggestions. There has been a decreasing trend in proportion of SDMC parent members reporting these 2 issues across time (CRC I to CRC II) which is a sign of the positive effect of the interventions.

Table 1: Reporting by SDMC parent members on their participation in SDMC across time (CRC I and CRC II)

Indicators	CRC-1	CRC-2
Average monthly meetings (out of 12) attended in the past 1 year as reported by SDMC parent members	6.3	6.1
Average number of parent members (out of 18) who attended monthly meeting in last 1 year as reported by SDMC parent members	12.7	13.4
Percentage of parents reporting that they spoke in the last SDMC meeting (%)	62.2	81.7
Percentage of parents reporting that their community members regularly monitor school attendance (%)	58	85
Percentage of SDMC parent members reporting their reasons for not speaking in SDMC meeting as 'Lack of trust regarding utilisation of suggestions' (%)	26.2	20.7
Percentage of SDMC parent members reporting their reasons for not speaking in SDMC meeting as 'did not understand the matter' (%)	36.7	16
Percentage of SDMC parent members reporting that they received SSA-SDMC training (%)	18.0	65.9
Percentage of SDMC parent members reporting that they received knowledge/training on monitoring school activities (%)	31.7	61.5
Percentage of SDMC parent members reporting that both men and women members of SDMC being more effective in discharging the duties (%)	17.3	46.1
Percentage of SDMC parent members reporting that motivation training has helped enhance their capacity to perform better (%)	3	6.8
Percentage of SDMC parent members reporting reason for not attending SSA SDMC training as 'no information' (%)	20	3.4

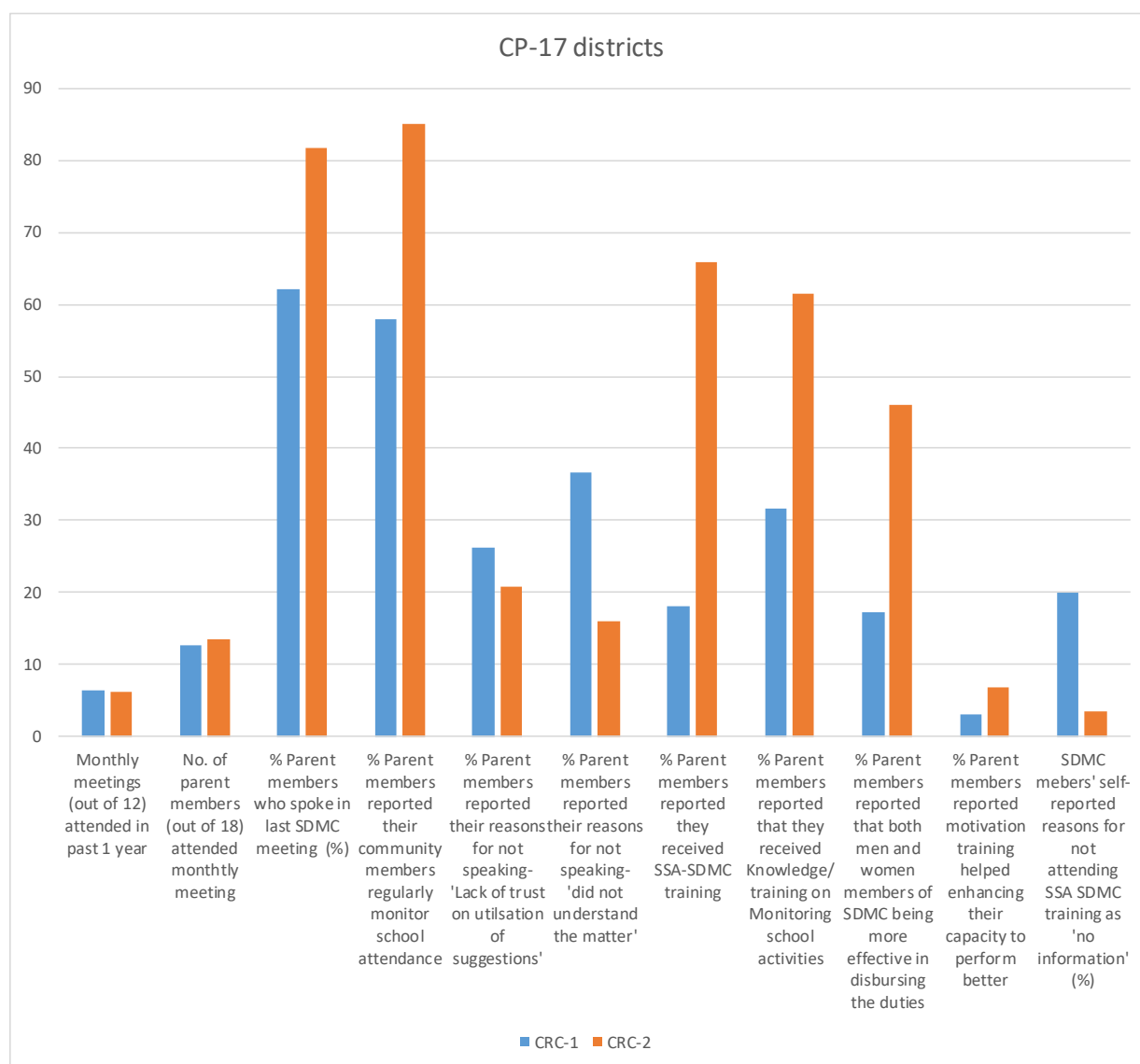


Figure 9: SDMC Parent Members' Participation in SDMCs Across Time

CP: District level Analysis**CP: Current Scenario**

In the current context (CRC II), out of the 17 districts covered in this study, Dakshina Kannada, Ballary and Vijayapura districts show better levels (higher proportion of reporting by SDMC parent members) of community participation (construct represented by 37 indicators on willingness, structure and agency) that are also higher than the pooled average (all 17 districts of the state together). However, in Vijayapura the outlier analysis shows that one out of the 14 willingness related indicators, the 'Percentage of parent members who responded that they do not attend SDMC meetings due to inconvenient venue', emerged as a negative outlier, both CRC I as well as CRC II indicating that this is an area that needs urgent intervention. Similarly, even when the schools covered for Ballary district showed many of the indicators of community participation faring better (increased proportion of reporting by SDMC parent members) than the pooled average, one of the 9 structure related indicators emerged as a negative outlier. Percentage of SDMC parent members actually speaking during the committee meeting rather than merely attending is thus an area that needs improvement for Ballary district.

Mysore, Belagavi and Dharwad districts showed lowest reporting by SDMC parents members on most of the community participation aspects (the construct represented by 37 indicators on willingness, structure and agency) and much lower than the pooled average (all 17 districts of the state together)

in the current situation (CRC II). In Mysore district the outlier analysis shows that one of the 14 agencies related indicators - the 'Percentage of parent members who responded that the quality of trainer was poor', emerged as a negative outlier, both CRC I as well as CRC II indicating that this is an area that needs urgent intervention which could be one of the major reasons behind poor performance of SDMCs in the district. Similarly, for Belagavi district, 1 agency related indicator and 1 structure related indicator emerged as negative outliers. The percentage of parents who responded that SDMC has improved parents' care for girls education and percentage of female members who do not attend in SDMC routine meeting are the areas that require improvement for Belagavi district. In many other districts the agency related indicators have emerged as negative outliers thus indicating their significance and therefore the need for further interventions (capacity building, IEC etc.).

CP: Temporal Analysis of the Delta:

An analysis of the delta or change across time (CRC I to CRC II) in the aspects of community participation (construct represented by 37 indicators on willingness, structure and agency), showed that Vijayapura district followed by Ballary district has reported maximum improvements (that is increasing proportion of reporting by SDMC parent members). Other four study districts such as Hassan, Chamrajnagara, Chitradurga and Kolar too have shown tangible improvements in community participation. Across time (from CRC I to CRC II), there has been a significant increment in the proportion of SDMC parent members reporting practice/perception of indicators related to structure and agency. This reflects not only the impact of the project interventions in bringing about positive changes but also significance for possible scale up. Vijayapura district falls under a cluster which is moderate on mandatory school management outcomes, low on desired school management outcomes, moderate on willingness and high on both agency and structure.

- A similar analysis of delta found that among all the 17 study districts, Tumkur district showed a major reduction in proportion of SDMC members reporting various indicators related to community participation from CRC I to CRC II. This means there has been deterioration in the indicators of community participation and this has happened in all the 3 sub-constructs - willingness, agency and structure. Other study districts such as Belagavi, Dharwad and Mysore too have shown major decrease in proportion of SDMC members' reporting of community participation indicators. While in Dharwad district the problem lies with mainly the agency and willingness indicators, for Belagavi it is the structure related indicators, which might have contributed to the decrease in proportion of SDMC members' reporting participation. These patterns could be the result of a mix of reasons. The status of some services could be consistently poor across time or there is a positive impact of the project interventions, which led to higher level of awareness in making rational-reporting-only.
- People may be critical or inimical/defensive after receiving better information about shortcomings or due to their increased level of expectations
- There may be insignificant effect of the interventions in view of presence of confounding barriers and so on.

CP: Correlation Analysis

A close examination of the correlation analysis (Figure 3) of the 3 constructs of community participation comprising of agency, structure and willingness with overall community participation shows that agency plays the most important role followed by willingness and structure. This is because across time (from CRC I to CRC II) the correlation coefficient of agency with overall community participation increased and maintained a very high value ($r = 0.84$). In addition, the correlation coefficient of agency with willingness increased across time (from CRC I to CRC II). *These phenomena suggest that strengthening agency and willingness may enhance community participation significantly.* It is also observed that the correlation coefficient of agency and willingness variables with mandatory school management outcomes have been moderate both in the current context (CRC II) and over time (CRC I). Alternatively, structure related indicators continued to have higher correlation with desired school management outcomes.

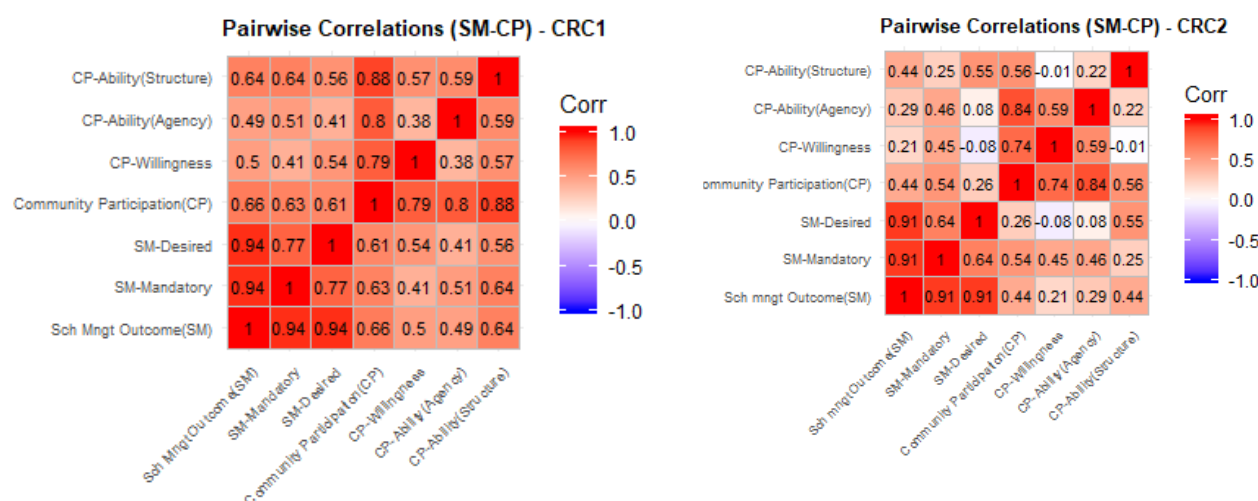


Figure 10: Pair-wise Correlation of Components of Community Participation (CRC I and CRC II)

School Management Outcomes (SMOs)

School outcomes are often considered only in terms of educational achievements, the overall management of the school in terms of all activities which plays a major role in shaping learning outcomes. Hence school management has emerged as an important area in educational research. As there are a number of important stakeholders associated with a school besides the teacher and student, the roles of all the stakeholders are important in the development of any school and its outcomes. Parents, family members of the children, community members and other service providers are important stakeholders. This project endeavours to investigate the role of two major factors - community participation and grievance redress - in contributing towards better school management so as to recommend sustainable solutions to the Education Department, Government of Karnataka.

The Right to Education Act sets out the mandate of the SDMC in simple yet clear terms. The Act provides for School Management Committee under the Right to Education Act as set out below:

Section 21(1)

A school other than school specified in sub-clause (iv) of clause (n) of section 2, shall constitute School Management Committee consisting of the elected representatives of the local authority, parents or guardians of children admitted in such school and teachers:

Provided that at least three-fourth of members of such committee shall be parents or guardians

Provided further that proportionate representation shall be given to the parents or guardians of children belonging to disadvantaged group and weaker section:

- Provided also that 50 per cent of members of such committee shall be women
- A School Management Committee shall perform the following functions, namely: -
 - Monitor the working of a school
 - Develop and recommend school development plan
 - Monitor the utilisation of the grants received from the appropriate Government or local authority or any other source
 - (Perform such other functions as may be prescribed Section 22(1))

Every School Management committee, constituted under sub section (1) of section 21, shall prepare a School Development plan, in such manner as may be prescribed.

- The School Development Plan so prepared under subsection (1) shall be the basis for the plans and grants to be made by the appropriate government or local authority as the case may be.

An analysis of the SDMC guidelines of the government of Karnataka (Samagra, 2016-17, DPII, GoK) show that the mandate of the SDMC is on the following activities with the focus being on fostering a collective participatory approach.

Infrastructure:

- Class rooms – construction and renovation
- Drinking Water Facility – Water tank, piped water supply, taps, etc.,
- Kitchen – equipment like utensils, stoves, storage facility, water, sink, waste disposal system etc.,
- Sanitation – Toilets for boys and girls, water facility, sink, cleaning material and etc.,
- Protection Wall – bio-fencing, wired fencing, compound wall
- Play Ground – training, sports courts, sports equipment, etc.,
- School garden and kitchen garden

Capacity Building and Training:

- In-service training and orientation to teachers
- Educational tours for teachers and children
- Sports meets, cultural melas, nature camps, annual days etc.,
- Personality development camps/training
- Training in arts/handicrafts and socially useful productive activities
- Job orientation programmes
- Scouts & Guides, Science clubs, Junior red cross etc.,

Teaching and Learning:

- Library – Books, reference material, hands on activity kits, audio-visual aids (including player, projector), book shelves, cupboards, furniture, power supply, Room etc.
- Laboratory – Equipment, charts, furniture, storage facility, room etc.
- Computer Lab – Computers, software, Battery (dual charging), Operator/teacher training aspects etc.
- Material related to Nali-Kali and other hands on education methods
- Benches, chair-table, boards, cupboards, maps, charts, etc.,

Support Activities:

- Scholarships
- Adopting poor and orphan children
- Running Balwadis in the school premises – room construction, necessary material
- Providing in kind or cash for prizes for various occasions, reading & writing material, sports equipment
- Development of slum areas around the school
- Value addition for Akshara Dasoha-additional food material, plates, rice boilers, dining area etc.,
- Celebration of National, International & traditional festivals
- Support to Asha-kirana programme
- Support home-based education for physically challenged – providing necessary equipment & tools, volunteers, medical facilities etc.

It is clear that the mandate of the SDMC envisaged in the guidelines is far wider than what the RTE envisages. Arguably, some of the functions are well beyond the capacity, time and effort of the SDMC. In the project, therefore, PAC decided to approach school management and development outcomes in a modular fashion; The basic building block is a 'rights-based' entitlement that might be described as 'Mandatory Outcomes' – outcomes that must be ensured for every school regardless of its locational, resource, or community constraints. The second set of outcomes are aspirational outcomes that might be described as 'Desired Outcomes', that those schools and communities that have the locational, resource or community advantages might aspire to.

The concept of school management outcomes therefore encompasses the following constructs which were analysed through a set of indicators.

- Mandatory Outcomes
- Desirable outcomes

Mandatory outcomes refer to the important and essential outcomes that a child deserves and a parent would expect from the government school. Often it is expected that basic infrastructure, security, adequate teaching staff and quality of teaching should be available in schools. In addition, there should be better participation from parents in school development, funds and transparency and collective action towards achievement of better school management outcomes. Desired outcomes are achieved after putting in place the mandatory outcomes. These outcomes often help in furthering the development of schools.

SMO: Trend analysis at State level (for all 17 study districts together)

An analysis of different indicators on school management outcomes as reported by SDMC parent members during surveys in sample schools of 17 study districts of Karnataka (pooled data) across CRC I and CRC II presents insightful findings. Important mandatory school management indicators include percentage of SDMC parent members who responded that they sign on the register after the minutes are recorded, action taken up on the discussions held in monthly committee meetings, community members regularly monitoring school attendance and transparent reveal of audit findings on SDMC fund/ resources during the committee meetings.

There are visible increments across time (CRC I to CRC II) in the proportion of SDMC parent members reporting that actions are taken up timely on discussion points emerging in the monthly committee meetings, regular monitoring school attendance by community members and even transparent sharing of audit findings at monthly committee meetings. These are the impacts of the project interventions post CRC I that have been successful in raising awareness levels which in turn crystallised into definitive actions. However, there is a marginal drop in the percentage of SDMC parent members reporting signing of the register containing recording the MoM (minutes of the meeting). Major improvements (around 40 %) in reporting about timely actions taken on committee meeting discussion points brings community participation into a strong sustainability mode which too is a major achievement of the project interventions.

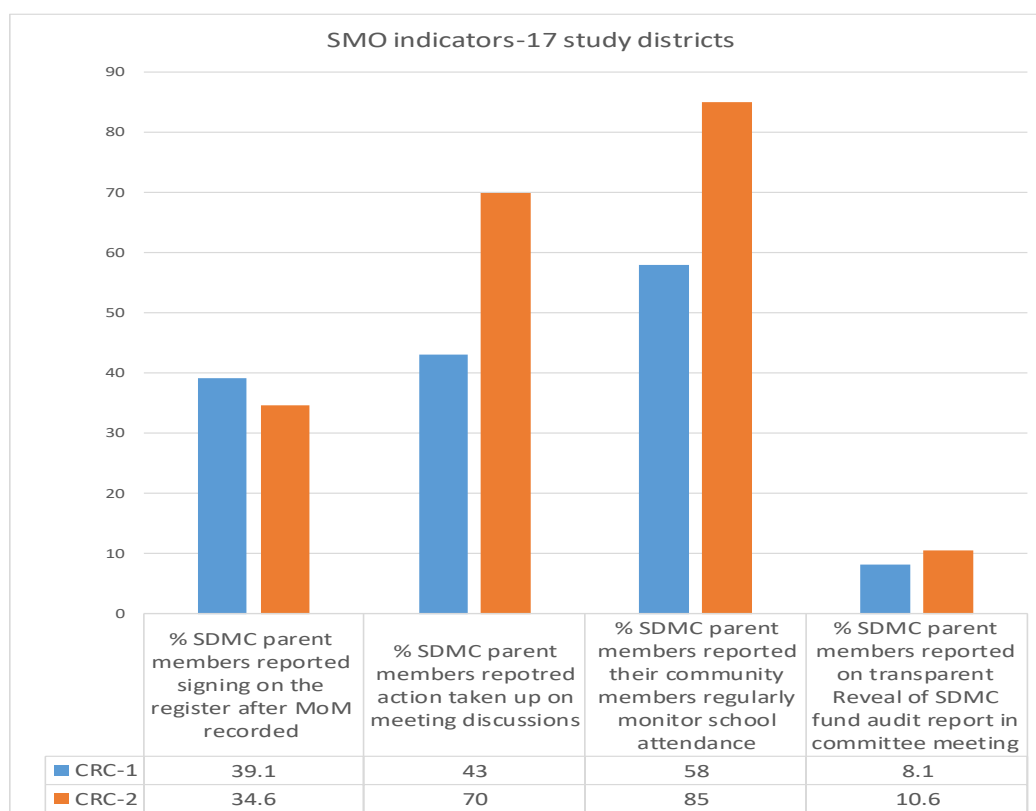


Figure 11: Reporting of SDMC parent members on school management outcomes

SMO: Districts (covered under this study) level analysis

Different constructs of school management outcome (mandatory and desired outcomes) and their components have been analysed through relevant indicators covered under this project across time (baseline and end line survey). Under the mandatory outcome construct, indicators relating to infrastructure development such as reporting of SDMC members on fund spent on building maintenance, drinking water, learning material etc. are considered. As these aspects of the school provide a base for necessary school activities by a child, it is a must that all schools ensure the provision for the same. Collective action of SDMC members in regular meetings, monitoring school attendance, audit of funds and necessary follow up actions are also analysed in measuring the magnitude of mandatory outcome. Thus community participation ensures not only sharing of responsibilities but also ensures ownership for better quality outcome. Under the desired outcome of school management, new initiatives towards modernisation of school such as computer labs, better playgrounds and utilisation of funds in food for students are covered for analysis. Given that necessary requirements met with extra facilities, it helps attract more students and other stakeholders to take an additional step towards betterment of schools.

Out of the total 12 indicators for school management outcomes analysed in this chapter, the construct of mandatory outcomes comprise 9 indicators and desirable outcome construct is represented by 3 indicators. The results present the change in percentage of reporting by SDMC members in 17 districts to the questions on these indicators across 2 time periods- Base line or CRC I survey and End line or CRC II in the context that the SDMC members were provided with interventions (CSC, Motivation training, IEC, Booster sessions) after CRC I.

SMO: Current Scenario

In the current context (CRC II), out of the 17 districts covered in this study, Chitradurga followed by Hassan and Kolar districts have higher proportion of reporting by SDMC parent members on overall school management outcomes (construct represented by 12 indicators on mandatory and desired outcomes) which are also much higher than the pooled average (all 17 study districts of the state together). All these 3 districts fare better (higher proportion of reporting by SDMC parent members) in mandatory outcome constructs indicating better spending on essential things for schools, endeavour to ensure sufficient teaching staff, better monitoring of school attendance and collective action of SDMC members. In the desired outcome category, Chitradurga followed by Bangalore- Urban and Kolar districts show highest proportion of reporting by SDMC members and are also much higher than the pooled average (all 17 study districts of the state together covered under study during CRC II), indicating better spending on value-adds such as computer labs, playgrounds and food items for students. Belagavi, Dharwad and Raichur districts have recorded lowest proportion (much below the pooled average) of parents reporting on aspects of overall school management outcomes (both mandatory and desired outcomes) indicating poor level in the current context (CRC II). These districts in addition to Kalaburagi district show lowest proportion (also much below the pooled average) of parents reporting on aspects of mandatory school management outcomes indicating very poor spending on essential materials for schools, lack of sufficient teaching staffs, poor monitoring of school attendance and absence of collective action by SDMC members. In the desired outcome category, Belagavi, Dharwad and Gadag districts shows lowest proportion of reporting by SDMC members and also much lower than the pooled average during CRC II, indicating absence of spending on value-adds such as computer labs, playgrounds and food items for students.

SMO: Temporal Analysis of Delta

An examination of delta or change from CRC I to CRC II revealed that Kolar, Chamrajnagara and Hassan districts have maximum increasing trend (extreme negative z-score in CRC I to much higher score in CRC II) in reporting by SDMC members across indicators of overall school management outcomes. Kolar, followed by Hassan and Chitradurga districts have shown maximum increasing trend (high negative z-score in CRC I to much higher score in CRC II) in reporting by SDMC members across indicators of Mandatory school management outcomes. This indicates higher impact of the project intervention (CSC, Motivation training and Booster sessions) in these districts in enhancing collective participation and action by SDMC members in the areas of school infrastructure, teaching staff and monitoring activities. Bangalore-Urban, Kolar and Chamrajnagara districts have shown sharp increase in reporting by SDMC members (high negative z-score much lower than pooled average in CRC I to positive score higher than pooled average in CRC II) across indicators of desired school management outcomes. This indicates impact of the motivation training as part of project intervention mainly in these districts in creating value addition to attract more students and developing model schools.

Delta analysis also revealed that Dharwad, Belagavi and Raichur districts showed a sharp decreasing trend in reporting by SDMC members (also a z-score higher than pooled average in CRC I to a score lower than pooled average in CRC II) across indicators of overall school management outcomes. However, Ballari, Raichur and Kalaburagi districts showed sharp decreasing trend in reporting by SDMC members (positive z-score in CRC I to high negative score in CRC II) across indicators of Mandatory school management outcomes comprising of collective participation and action by SDMC members in the areas of school infrastructure, teaching staff and monitoring activities. Dharwad, Belagavi and Dakshina Kannada districts showed sharp decrease in reporting by SDMC members (positive z-score much higher than pooled average in CRC I to negative score lower than pooled average in CRC II) across indicators of desired school management outcomes covering value-adds such as computer labs, playgrounds and food items for students. While it is bit difficult to find a right causation, these could be the result of a mix of reasons. The status of some services continuing to be poor across time or there is a positive impact of the project interventions which led to higher level of awareness in making rational-reporting-only. This is also resonated by a general sentiment about

Karnataka that Kalaburagi as well as Belagavi divisions have long been in a decelerating stage as far as overall development is concerned (Niranjana and Siddiqui, 2019) and the project interventions might have not been sufficient enough in creating threshold level improvements.

An observation into the outlier analysis shows that in Hassan district important indicators of mandatory outcome 'Percentage of parents who said Funds Spent on Learning Materials' has emerged as a positive outlier in CRC II. This indicates a possible effect of the project's awareness intervention regarding the importance of learning material for schools. Similarly, in Chitradurga district an important indicator of desirable outcome 'Percentage of parents who said Funds were spent on Food Items' has merged as positive outlier in CRC II.

SMO: Correlation Analysis

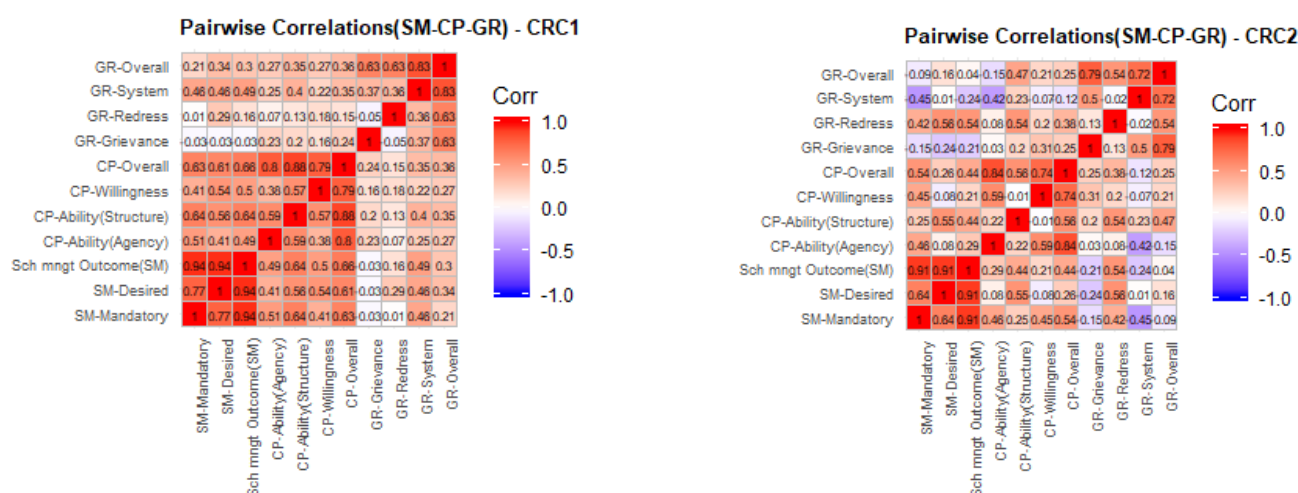


Figure 12: Pair wise correlation of components of school management outcome

A scrutiny of the correlation analysis revealed that mandatory school management outcome has positive correlation with overall community participation. It was also observed that the correlation coefficient of agency and willingness variables with the mandatory school management outcome have been positive and moderate both in the current context (CRC II) and over time (CRC I). At the same time, the desired school management outcome shows positive correlation with ability-structure construct of community participation. This phenomenon clearly indicates that enhancing community participation definitely helps in achieving better school management outcome. Precisely, emphasis on willingness-motivation and ability-agency construct of community participation can enhance specifically the mandatory outcome and focusing on ability-structure construct of community participation may enhance desired outcome to a larger extent.

In terms of the association of grievance redress aspect with school management outcome, while mandatory school outcome neither shows any significant correlation with overall grievance redress nor any of its constructs (grievance, redress and system), the desired school management outcome shows positive correlation with the Redress construct of the grievance redress concepts. This means, putting in place better standards and structure of redress mechanism and diligent execution of the process without any bias. This can help achieve better school management mainly on desired school management outcomes.

On the association between grievance redress and community participation, the Redress construct of grievance redress shows positive correlation with Ability-Structure construct of community

Participation. Given that grievance redress process and community participation have strong dependency relationship with each other, better redress mechanism can reinforce the trust of people thereby increase and sustain community participation. Against this backdrop, it becomes clear that a strong redress mechanism by putting in place better standards and structure of redress mechanism and diligent execution of the process can strengthen the ability of SDMC to perform better.

Grievance Redress (GR)

This section explains how active grievance redress facilitates complete ownership of the community in SDMC functioning. Since, social inclusion and empowerment of the community will not take place till it takes recourse to grievance redress, lacunae in the existing system have been explored and measures to improve the state of Grievance Redress have been suggested. It will also be pertinent to note that Grievance Redress is the manifestation of successful Capacity Building and Community Participation.

*"A basic problem with redress is that many people do not feel entitled to the services they receive. Basic service delivery is, in these circumstances, understood to be a favor of the patron, a dispensation from a Big Man, or charity from the upper classes, rather than an entitlement."*²⁷ The health of any administrative system may be fairly gauged through the assessment of its Grievance Redress system. Grievance redress is an *ex post* review of service delivery transactions. Most redress systems have standards and procedures in place to facilitate the presentation, reception and response to complaints. A grievance redress system, in a metaphorical sense, is a fire alarm, which cautions the policy makers about the lacunas in the system and provides them ample opportunity to rectify and address the complaints made.

In this project, the concept of Grievance Redress encompasses the following constructs and their sub-constructs which are represented by a set of indicators.

- Grievance
 - Incidence
 - Transactional
 - Substantive
 - Usage
 - Reported
 - Medium
 - Unreported
- Redress
 - Structure
 - Standard
 - Process
- System
 - Monitoring
 - Evaluation
 - Escalation

GR: Indicators of Constructs and Sub-constructs

As noted earlier, the concept of grievance redress comprises 3 constructs - *grievance*, *redress* and *system*. The construct *grievance* includes incidence of problem as faced (self-reported) by school students and their parents that can affect school management outcomes to a significant extent; it may be substantive in nature or routine issues that may fall under transactional category. Again under the construct *grievance*, usage can be another sub construct, i.e., even after the incidence or perception of a problem it may either be reported to the right authority at the right time or may remain latent or unreported due to an environment of trust-deficit or inadequate support system. The medium of reporting plays a significant role in terms of confidentiality, actionable interventions, timeliness,

²⁷ Redressing Grievances and Complaints Regarding Basic Service Delivery, Varun Gauri, 2011, WB.

recording etc. Under the construct of redress, 3 sub constructs including structure, standard and process form a logical linkage of sequences required for necessary action. The redress construct encapsulates the 3 sub-constructs of structure, standard and process. While there can be a structure of grievance redress mechanism, absence of a standard operating procedure can leave the former unutilised; similarly, the process component works as a watchdog for monitoring rational use of structure and standards towards the desired goal. 'System' is another very important construct of the whole grievance redress mechanism which guides the actual implementation process through diligent monitoring of the process of the redress, stringent evaluation of actions undertaken and a critical exceptional-analysis through escalation of unsolved issues.

GR: Trend analysis at State level (for all 17 study districts together)

Various aspects of the grievance redress process as reported by SDMC parent members such as awareness and access to the right person, processes and appeals were analysed for the pooled data of all the 17 study districts of Karnataka together for the baseline and end line survey (CRC I and CRC II) periods. It is found that there is improvement in percentage of reporting by SDMC members in CRC II in comparison to CRC I in many of the indicators (Figure GR-1). Mainly in the components of awareness about whom to complain to, whom to appeal to and use of the 161-portal, there came large increments in percentage of reporting in CRC II from CRC I. The project interventions comprising of strong awareness and advocacy activities has a direct bearing on these improvements. Only in the indicator of usage of 161-portal (used for sending complaint through SMS no. 161) there has been a reduction in percentage of reporting. This could be because of a combination of reasons such as inconvenience of usage of 161-portal as against other convenient methods, systemic issues and inadequate and unsatisfactory response etc.

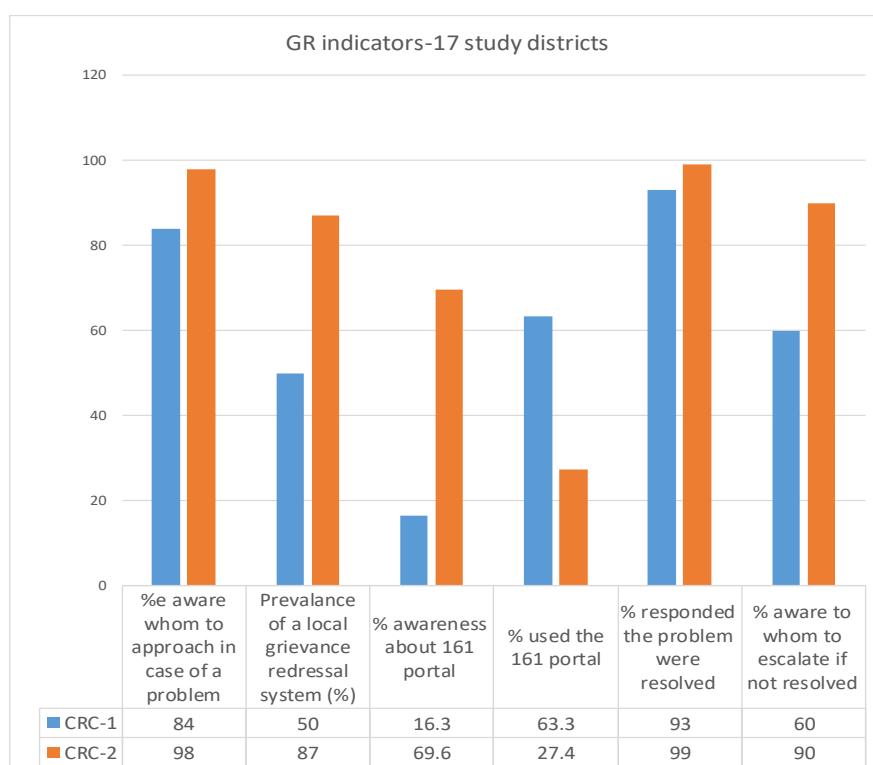


Figure 13: Reporting of SDMC parent members on grievance redress (CRC I and CRC II)

GR: District Level Analysis

Various constructs of grievance redress (grievance, redress and system) and their components have been analysed through specific relevant indicators (Listed in Annexure 4). Under the grievance construct, the indicators relating to 'incidence' of transactional problems like poor infrastructure and substantive problems such as poor teaching quality have been analysed. Since mere incidence of a problem does not guarantee proper complaint mechanism, hence 'usage' components need to be studied for a complete understanding of the gravity of the grievance process. The usage aspect is examined through indicators related to reporting or non-reporting behaviour and medium used. The practice of reporting or not reporting problems with required courage and interest (in context of a *culture of silence*), approaching the available functionary, for instance head teacher on important issues like teaching quality within the existing 'power relationships' or 'dependency relationship' (parents knowing that the child is under direct contact under the same teacher) and various mediums of complaint such as verbal, writing, post, phone or SMS etc. with varying degree of convenience have been included under the analytical model. Under the redress construct, the availability and proper functioning of structure, standard and processes are analysed mainly covering awareness on - whom to complain to and the 161-portal, specific officers with clear cut responsibilities and local grievance redress options. Under the system construct, actual resolving of problems by specified officials from the education department and knowledge on further escalation process have been analysed. Under the broad concept of grievance redress, while the grievance construct represents more of demand side aspects, redress and system largely encompass supply side issues.

Out of total 26 indicators for grievance redress analysed in this chapter, the construct of grievance comprises 14 indicators, the construct of redress has 7 indicators and system construct has 4 indicators. The results present the changes in percentage of reporting by SDMC members in 17 educational districts to the questions on these indicators across 2 time periods- Baseline or CRC I survey and end line or CRC II after the SDMC members were provided with interventions (CSC, Motivation training, IEC, Booster sessions).

GR: Current Scenario

In the current context (CRC II), out of the 17 educational districts covered in this study, Chitradurga followed by Tumkur districts show better level (higher proportion of reporting by SDMC parents members) of overall grievance redress (construct represented by 26 indicators on grievance, redress and system) which are also much higher than the pooled average (all 17 study districts of the state together). Both these districts fare better in the 'grievance' constructs indicating better status of problems identification (both substantive and transactional), reporting to the right authority using effective medium (including 161-portal). In the 'system' construct of the grievance redress concept, Raichur and Belagavi districts fare better (highest proportion of reporting by SDMC members) and are also much higher than the pooled average (all 17 study districts of the state together covered under study during CRC II).

Mysore and Belagavi districts have recorded the lowest proportion (much below the pooled average) of parents responding on aspects of overall Grievance Redress indicating poor condition in the current context (CRC II). Both these districts experience deterioration in grievance and redress constructs indicating hurdles in problems identification, reporting to the right authority poor use of effective medium (including 161-portal) and loopholes in standard, structure and processes. In the system construct, Kolar and Dakshina Kannada districts shows lowest proportion of reporting by SDMC members and are also much lower than the pooled average (all 17 study districts of the state together covered under study during CRC II).

GR: Temporal Analysis of Delta:

In terms of delta analysis (change from CRC I to CRC II) Chitradurga district has shown the maximum increasing trend on a Z score (-3.54 to +1.19) in terms of perception of SDMC members regarding functioning of the overall grievance redress system. This indicates that for Chitradurga district, the

proportion of SDMC members responding on various aspects of grievance redress was much lower than the pooled average at the baseline level, which improved immensely as an impact of the intervention (visible in end line survey). Kolar, Kalaburagi and Raichur respectively follow a similar pattern, as they have seen an increasing trend (below pooled average to above pooled average in end line.). These districts fare better (increase in reporting by SDMC members) in grievance and redress constructs indicating improvements in problems identification, reporting to the right authority using effective medium (including 161-portal) due to positive impact of project interventions in creating higher awareness, better environment of maintaining quality standards, structure and processes.

In terms of delta analysis (change from CRC I to CRC II) Ramanagara, Belagavi and Mysore have shown a decrease (from higher than pooled average to below pooled average) in the proportion of SDMC members responding on overall grievance redress. While in Dharwad district there is a sharp decrease in the proportion of SDMC members responding on grievance redress, there is a decrease in the end line compared to baseline survey (3.21 to 0.41), the current status is still a little bit higher than the pooled average. Decrease in reporting by SDMC members in these districts is more visible in grievance and redress constructs indicating possible hindrances in problems identification, reporting to the right authority, ineffective medium (including 161-portal) and poor standard, structure and processes.

An observation into the outlier analysis shows that in the districts of Ramanagara, Belagavi and Mysore two important indicators of incidence (transactional and substantive) - percentage of parent members who responded their child facing problems related to poor infrastructure and teaching quality has increased in CRC II. This indicates a possible effect of awareness intervention regarding the importance of reporting the problem as faced by the SDMC member's children in school. However, this calls for further targeted interventions.

GR: Correlation Analysis

Observation of the correlation analysis of the 3 constructs of grievance redress such as grievance, redress and system with the overall grievance redress shows that the 'grievance' construct is the most significant component. This is because the correlation coefficient of the grievance components with overall grievance redress has maintained a very high value and even has increased over time (CRC I to CRC II). Also observed here is that the 'system' construct has a high correlation with overall grievance redress although it has decreased over time (CRC I to CRC II). This phenomenon suggests that strengthening 'grievance' and 'system' can strengthen overall grievance redress mechanism to a higher extent.

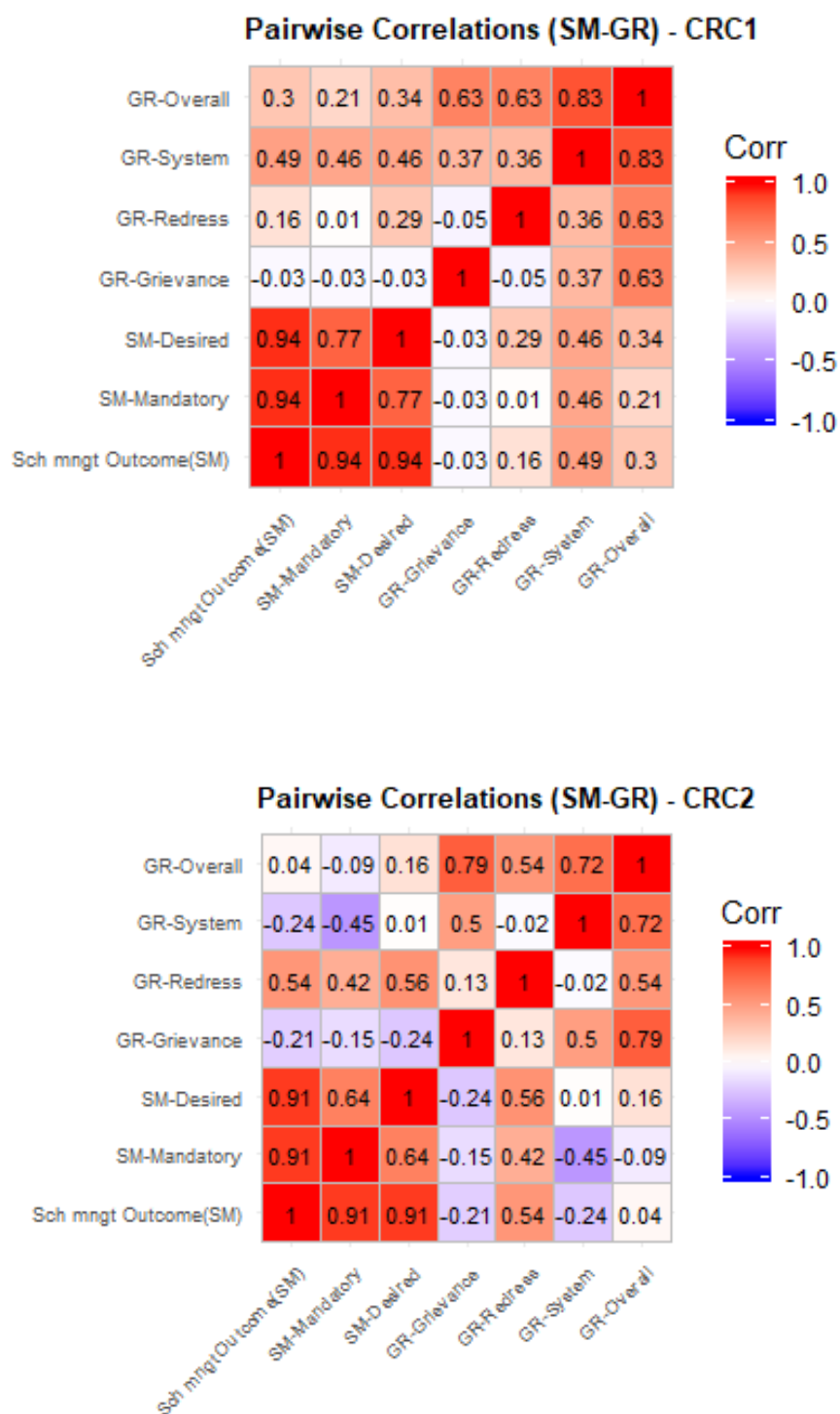


Figure 14: Pair-wise correlation of components of grievance redress (CRC I and CRC II)

Chapter III: Findings and Recommendations

“People in the community can also be mentors to the schools. Currently, community connectivity with schools is practically nothing. We need to bring that culture. It will grow fast in the easiest places. But that will give information on how to operate in the more complex systems. We are not talking about overnight change. We cannot do that in a huge country with such diversity”.

Dr. K. Kasturirangan, Chairman, Committee for the New Education Policy

Major Observations, Triangulation and Conclusion

SDMC outcomes should be viewed separately for mandatory outcomes and desirable outcomes. All capacity building and training efforts must primarily focus on mandatory outcomes, and only thereafter on the desirable outcomes. For sustainability of outcomes, it is important to find and support community champions. After identifying the champions among the SDMC, they should be sent for specialised training. This should be emphasised in the SDMC manual of instructions. The broad conclusion from the study is that the mandatory outcomes are difficult to achieve, while the desired outcomes can be achieved by providing community members with motivation training. The focus moving forward, must be on helping build agency in the community and the capacity of the SDMC to achieve the mandatory school outcomes.

Public Affairs Centre’s study on “Enhancing Community Ownership of Schools to improve Outcomes: Social accountability and Capacity Building” was based on the use of a series of scientific methods such as review of policy guideline, literature, and scoping observations, stakeholder consultation, baseline and end line surveys through CRC with intermediate project interventions (CSC, Motivation training, IEC material and Booster sessions) and finally with a well-designed data framework and analytics process that brings out new insights.

The data base of 17 education districts across all divisions of Karnataka (Bangalore Urban, Belagavi, Bellary, Chamrajnagara, Bangalore Rural, Dharwad, Kalaburagi, Dakshina Kannada, Kolar, Vijayapura, Raichur, Hassan, Ramanagara, Gadag, Mysore, Tumkur and Chitradurga) covers around 1016 interviews of SDMC parent members and 340 non-parent members. The analytical framework of the project dwells on the proposition that school management outcomes are largely influenced by community participation and efficient grievance redress mechanism.

While the school management outcome concept is analysed through the mandatory and desired outcomes; community participation comprises willingness and ability (represented by structure and agency); grievance redress is represented by grievance, redress and system. Grievance construct is analysed through incidence of transactional and substantive problems, usage in terms of reporting through efficient medium. Redress is analysed by indicators on availability of the right structure, clear standards and diligent implementation of prescribed processes; and finally the system includes monitoring process, evaluation of actual resolving of problems and escalation of cases unresolved. The results present only the changes in proportion of response of SDMC parent members for pooled data (17 study districts together) and district-wise comparison on specific indicators or constructs across 2 time periods - Base line or CRC I survey and End line or CRC II with a backdrop of plausible influence (of course no causal analysis) of project interventions (CSC, Motivation training, IEC, Booster sessions).

In terms of trend analysis of **community participation** indicators, in the pooled data while marginal increment is observed in the average number of participants attending monthly meeting as reported by SDMC parent members, the reported average number of meetings attended by the committee members remains stagnant across 2 CRCs. The team found increment in proportion of SDMC parent

members reporting that they spoke in the committee meetings and also their community members regularly monitor the school attendance of students. The reported main causes behind not speaking in the meetings being SDMC members' poor understanding of discussion points and lack of trust on utilization of their suggestions; a decreasing trend in proportion of SDMC parent members reporting these 2 CRCs affirms possible positive effect of the project interventions.

In the same aspects, Dakshina Kannada, Ballary and Vijayapura districts show comparatively higher overall community participation (as reported by SDMC parent members). However, in Vijayapura, that the indicator 'Percentage of parent members who responded that they do not attend SDMC meetings due to inconvenient venue', emerged as a negative outlier calls for required intervention. Similarly, for Ballary district, the indicator 'Percentage of SDMC parent members actually speak during the committee meeting rather than merely attending' came out to be a negative outlier warranting need for required intervention.

Mysore, Belagavi and Dharwad districts showed lowest reporting by SDMC parent members on most of the community participation aspects and much lower than the pooled average in current situation (CRC II). Even with decreasing trend for Mysore district, the indicators 'Percentage of parent members who responded the quality of trainer was poor', emerged as a negative outlier, both CRC I as well as CRC II indicating this could be one of the major reasons behind poor performance. Similarly, for Belagavi district, an agency related indicator and a structure related indicator emerged as negative outliers such as Percentage of parents who responded SDMC has improved parents' care for girls education and Percentage of female members who do not attend SDMC routine meeting. In many other districts, agency related indicators have emerged as negative outliers thus warranting the significance and need for further interventions (capacity building, IEC etc.). A verification of analysis of CSC information matched with the CRC results for Dakshina Kannada and Vijayapura on most aspects of community participation but showed some variation for Ballary district. In the latter, the negative outlier on problem in speaking in meetings in CRC results however matched with CSC results.

Regarding change across time (CRC I to CRC II) in community participation, Vijayapura district followed by Ballary district reported maximum improvements, four study districts including Hassan, Chamrajnagara, Chitradurga and Kolar too have visible improvements in community participation, mainly on structure and agency. Vijayapura district falls under the cluster which is characterised as 'moderate' on mandatory school management outcomes, low on desired school management outcomes and moderate on willingness and high on both agency and structure. Tumkur district showed major reduction on community across willingness, agency and structure. Other study districts such as Belagavi, Dharwad and Mysore too have shown major decrease in community participation indicators. While in Dharwad district the problem lies with mainly the agency and willingness indicators, for Belagavi it is the problem with structure related indicators, which might have contributed to the decrease in proportion of SDMC members' reporting.

Analysis of CSC information match with the CRC results for Dakshina Kannada, Vijayapura, Chitradurga, Chamrajnagara, Kolar and Belagavi on most aspects of community participation but some variation was seen for Ballary, Mysuru and Dharwad districts. In Ballary, the negative outlier on problem in speaking in meetings in CRC results however matched with CSC results. There is some resonance in qualitative information gathered in few Lambani villages of Vijayapura:

Few women attended the meeting as the venue was not convenient because well-off people, elders from the village and mostly men were there. Even the meeting venue is far from home. Women normally do not speak before men.

The correlation analysis shows that agency plays the most important role (higher coefficient with overall community participation) followed by willingness and structure in shaping overall community participation. *This phenomenon hints that strengthening agency and willingness may enhance community participation significantly while the correlation coefficients of agency and willingness*

variables with the mandatory school management outcome are relatively higher; the structure related indicators have higher correlation with desired school management outcomes.

The trend analysis of **grievance redress** aspects for pooled data shows improvements across many indicators and time (CRC I to CRC II), mainly regarding awareness about whom to complain to, whom to appeal to and 161-portal. The project interventions comprising of strong awareness and advocacy activities thus has a direct bearing on these improvements. Only in the indicator of usage of 161-portal (used for sending complaint through SMS no. 161) there has been a reduction in percentage of reporting which may be because of a combination of reasons such as inconvenience of usage of 161-portal as against other convenient methods, systemic issues and inadequate and unsatisfactory response etc. Chitradurga followed by Tumkur district show higher reporting about better overall grievance redress mainly in 'grievance' constructs indicating better status of problems identification (both substantive and transactional), reporting to the right authority using effective medium (including 161-portal). In the 'system' construct of the grievance redress concept, Raichur and Belagavi districts fare better and higher than the pooled average. Mysore and Belagavi districts have recorded poor level of overall Grievance Redress with high deterioration in grievance and redress constructs. In the system construct, Kolar and Dakshina Kannada districts show poor situation indicating lower compliance of structure-standard-process.

In terms of delta analysis (change from CRC I to CRC II) Chitradurga followed by Kolar, Kalburgi and Raichur districts have shown increasing trend in overall grievance redress and specifically in grievance and redress constructs. Ramanagara, Belagavi and Mysore have shown reduction across time in overall grievance redress mainly in grievance and redress constructs. Outlier analysis shows that in the districts of Ramanagara, Belagavi and Mysore, two important indicators of incidence (transactional and substantive) including percentage of parent members who responded their child faces problems related to poor infrastructure and teaching quality has increased in CRC II. This indicates a possible effect of project intervention in enhancing awareness about importance of reporting a problem as faced by children in school to the right authority. The correlation analysis shows that the 'grievance' construct is the most significant component (high coefficient) in influencing overall grievance redress mechanism. Also observed here is that the 'system' construct has a high correlation with overall grievance redress. This phenomenon hints that emphasis on 'grievance' and 'system' can strengthen overall grievance redress mechanism to a higher extent.

A triangulation from analysis of CSC information match with the CRC results for Chitradurga, Kolar, Raichur Mysuru and Belagavi in most aspects of grievance redress but showed minor variation for Tumkur and Ramanagara.

A case study on grievance redress mainly on the usage of 161 Vidya Vahini Portal was conducted based on the district level data received from SSA by visiting 4 different districts to know about overall supply-side situation. It was observed that the usage of 161 SMS service for complaints is extremely poor although there seems to be little awareness among SDMC members. Rather, most people used verbal or portal complaint methods. This case study unearthed the fact that there is an urgent need for training of Block level staff, awareness programme for women and technical improvement in computer software system.

Regarding the indicators of **school management outcomes**, for the pooled data (all 17 educational districts together) there is visible increment across time (CRC I to CRC II), mainly, actions are taken up in a timely manner on monthly committee meetings, regular monitoring of school attendance by community members and even transparent sharing of audit findings at monthly committee meetings. These are the impact of the project interventions post CRC I that have been successful in raising the awareness level which in turn got crystalised into definitive actions.

However, there is a marginal drop in percentage of SDMC parent members reporting signing of the register containing recording of the MoM (Minutes of Meeting) which could be a lapse on the supply side. Chitradurga followed by Hassan and Kolar districts show better overall school management outcomes mainly in mandatory outcomes indicating better spending on essential things for schools, endeavour for ensuring sufficient teaching staff, better monitoring of school attendance and collective action of SDMC members. In the desired outcomes category, Chitradurga and Kolar districts in addition to Bangalore - Urban show better spending on value-addition such as on computer labs, playgrounds and food for students while Belagavi, Dharwad and Raichur districts have shown a poor situation with regard to overall school management outcomes. These districts in addition to Kalburgi districts show poor compliance with mandatory school management outcomes indicating very poor spending on essential materials for schools, lack of sufficient teaching staff, poor monitoring of school attendance and absence of collective action by SDMC members. In the desired outcome category, Belagavi, Dharwad and Gadag districts show poor conditions indicating absence of spending on value-adds such as computer labs, playgrounds and food items for students.

An analysis of change across time - Kolar, Chamrajnagara and Hassan districts experienced increasing trend (extreme negative z-score in CRC I to much higher score in CRC II) across indicators on overall school management outcomes. Kolar, followed by Hassan and Chitradurga districts have shown maximum increasing trend across indicators of Mandatory school management outcomes reflecting possible higher impact of the project intervention (CSC, Motivation training and Booster sessions) in these districts in enhancing collective participation and action by SDMC members in the areas of school infrastructure, teaching staff and monitoring activities.

Similarly, Bengaluru-Urban, Kolar and Chamrajnagara districts have shown sharp increase in desired school management outcomes while Dharwad, Belagavi and Raichur districts showed a sharp decreasing trend across indicators of overall school management outcomes. Ballary, Raichur and Kalburgi districts showed a decline in Mandatory school management outcomes and Dharwad, Belagavi and Dakshina Kannada districts showed a decline in desired school management outcomes. While it is yet to determine causation, these variations could be the result of multiple reasons -services being poor across time or positive impact of project interventions. The interventions could have resulted in a higher level of awareness or in higher expectations of school management outcomes. This conforms to the general sentiment about Karnataka that Gulbarga as well as Belagavi divisions have long been in deceleration as far as overall development is concerned (Niranjana and Siddiqui, 2019) and this project intervention might not have been successful in creating threshold level improvements.

An outlier analysis shows that in Hassan district important indicators of mandatory outcome 'Percentage of parents who said Funds Spent on Learning Materials' has merged as positive outlier in CRC II. This indicates a possible effect of project's awareness intervention regarding the importance of learning material for schools. Similarly, in Chitradurga district an important indicator of desirable outcome 'Percentage of parents who said Funds Spent on Food Items' has emerged as positive outlier in CRC II. This indicates a possible effect of project's awareness intervention regarding the importance of fund for learning material and also on food for children.

A triangulation of analysis of CSC information match with the CRC results for Chitradurga, Kolar, Hassan, Chamrajnagara, Dharwad, Raichur and Belagavi in most aspects of school management outcome.

There is some resonance in qualitative information gathered in a few villages in Raichur:

On meeting a marginalised woman member from the SC community - she expressed that even after being a member since the last two years had never attended a single SDMC meeting. She always sent her husband to attend the meetings. The reasons for their poor attendance and participation are - meetings were attended by the high caste male and female members and they try to impose their views in all discussions and never

consider the words from the SC community. It is mentioned that all the elite members need to respect them and should respect their demands and consider their opinions. Most of the marginalised group members said, everybody attends the meetings for monetary incentives given for attendance.

A male parent-member from marginalised community (SC) who had attended about 10 meetings in past two years stated he would only attend the meetings and not participate in the discussions and decision making. In his community, he is an active member but when it comes to the SDMCs, he becomes a mute spectatos to the proceedings as he cannot speak in front of the village elites and school teachers.

There is some resonance in qualitative information gathered in few villages of Kolar:

The parent members stated that their current Head master and the teacher are very knowledgeable. They are active in fund raising activities. There are no school dropouts in their village. Currently, one-day training is provided to SDMC members once in every three years, which the members feel is insufficient. Some members suggested they should receive such trainings at least once in a year.

A correlation analysis revealed that while mandatory school management outcome has positive correlation with overall community participation; it is mainly established by agency and willingness components. The desired school management outcome shows positive correlation with ability-structure construct of community participation. This phenomenon clearly indicates that enhancing community participation definitely help achieve better school management outcome. Precisely, emphasis on willingness-motivation and ability-agency construct of community participation can enhance specifically the mandatory outcome and, focusing on ability-structure construct of community participation may enhance the desired outcome to a larger extent.

In terms of the association of grievance redress aspect with school management outcome, while mandatory school outcome neither shows any significant correlation with overall grievance redress nor any of its constructs (grievance, redress and system), the desired school management outcome shows positive correlation with the Redress construct of the grievance redress concepts. This means putting in place better standards and structure of redress mechanism and diligent execution of the process without any bias can help achieving better school management outcome mainly on desired school management outcome aspects.

Regarding the association between grievance redress and community participation, the Redress construct of grievance redress shows positive correlations with Ability-Structure construct of community participation. Given that grievance redress process and community participation have strong dependency relationship with each other, better redress mechanism can reinforce the trust of people thereby increase and sustain the community participation. Against this backdrop it becomes clear that a strong redress mechanism by putting in place better standards and structure of redress mechanism and diligent execution of the process can strengthen the ability of SDMC to perform better.

Findings

1. There is no better school management system than through community-based institutions like the SDMC. It therefore needs to be functionally mainstreamed:
 - a. The SDMC provides the best community-based, participatory, demand driven, institutional school management decision-making process through which the communities themselves take ownership of and responsibility for their school management and engage in the decision-making process.
 - b. If they do not have the ability and willingness to do that, the solution is not to dilute the SDMC or render them ineffective, but to help build community agency - the ability and the willingness to participate in the school management process - through training and capacity-building.
 - c. It is important to invert the pyramid and look at a bottom-up approach of school management. This will require the practical application of the 'subsidiarity principle' - any activity which can be performed by a more decentralised entity, in this case the SDMC, should be.
 - d. This project demonstrates a proof-of-concept that building community capacity enhances the incentives for collective action. A key element of community ownership is that it enables the SDMC to influence adaptive and progressive school management practices that are context-specific and resource sensitive, as integral to long term sustainability.
2. SDMC are under-performing. There is need for a paradigm shift in approach that strengthens Social Accountability:
 - a. Though in operation since 2006, the SDMC as an institutional arrangement to enable substantive community participation in school management is yet to achieve most of its targeted outcomes. Even where some modest outcomes have been observed, not all schools have benefited fully from this important community-based initiative.
 - b. The SDMC are mandated to influence key decisions by fostering a collective participatory approach in the school management decision-making as set out in the SDMC guidelines issued by the state government ((Samagra, 2016-17, DPIIP, GoK).
 - c. Thus, the primary objective of the SDMC to foster active engagement of the principal stakeholders - the parent and non-parent members of the community - in the decision-making process to improve the quality of services that school children are entitled to, and thus enhance the quality of outcomes of school education, remains largely unfulfilled.
 - d. The sub-optimal functioning of the SDMC system has far-reaching consequences on the transactional as well as substantive aspects of school management and hence on the quality and the adequacy of the school education services.
3. SDMC are important community-based institutions that can enhance the quality of schools in substantive ways. However, several constraints need to be resolved:
 - a. The key activities assigned to the SDMC cover important aspects of school management: infrastructure; capacity building and training; teaching and learning; and support activities. If SDMC undertake these activities effectively they can significantly enhance the quality and adequacy of the schools, and in substantive ways.
 - b. SDMC face several constraints - structure and agency related – that need to be addressed. These include: the absence of standards and processes for the selection of members to the SDMC; low levels of awareness amongst members on their roles and responsibilities; the lack of standard operating practices and templates for the functioning of the SDMC; poor motivation levels amongst members, particularly women and the weaker sections; and inadequate capacities for deliberation and decision-making.
 - c. Inadequate funding, information asymmetry, and inequitable power relationships between stakeholders engaged in the school management process exacerbate the problem and render the SDMC as nominal community institutions.

- d. The absence of a dedicated institutional grievance redress mechanism for the SDMC that enables it to escalate matters when SDMC decisions remain unimplemented is a major disincentive to SDMC effectiveness.
4. There is a need for a vastly improved SDMC system in the state. This can be achieved with concerted action:
- a. The path to 'good practice' school management rests in triggering hope and aspiration at the household and community levels and to restore to them the locus of control in school management decision-making. This will incentivise collective action.
 - b. There is a need to strengthen community agency - the ability of the SDMC to act as a change agent - by periodically investing in capacity-building, training, motivation, and providing hand-holding support to enhance their ability and willingness to take ownership of the school management process. This will result in a measurable increase in community participation in the functioning of the SDMC.
 - c. Standard operating practices that establish standards, processes and common templates with an appropriate Management Information System (MIS) are essential to ensure uniform functioning of the SDMC. This will also help develop a scientific monitoring and evaluation system.
 - d. An effective Grievance Redress Mechanism to ensure that the legitimate decisions of the SDMC are implemented, and those that are not, get escalated to a higher administrative level for resolution, will reinforce the confidence of the SDMC.

Recommendations

1. The criteria for the selection of and the process for appointment of members to the SDMC need to be made more scientific and rigorous. The constitution of the committees must be done in a transparent manner keeping in mind the outcomes targeted. It would add considerable value if the educated youth volunteers, especially women; and the village elders such as retired teachers, and government officials, from the local community are enlisted as SDMC members.
2. A focused IEC campaign targeting the parent and non-parent members of the SDMC on their roles and responsibilities as SDMC members must be undertaken. This campaign must be in the local idiom, done through a participatory approach involving the community, and must highlight the importance of the community ownership of and responsibility for the local school and its children.
3. The guidelines for and the mandate of the SDMC need revision. It would be useful to delineate the decision areas relating to the mandatory school management outcomes that the SDMC must necessarily engage in and the desirable outcomes that are driven by local needs and support, but may vary from one school to another. In short, the mandate for the SDMC must be based on SMART indicators - Specific, Measurable, Achievable, Relevant and Time-Bound – to help achieve targeted outcomes.
4. A standard operating protocol that establishes specific standards, processes and templates must be developed and adopted to ensure that the SDMC functions uniformly, effectively, and influence substantive decisions within their mandate. This must be overlaid with a process of periodic monitoring and evaluation that is participatory. A Community Score Card (CSC) exercise will help assess the degree of progress made and the correctives that need to be applied.
5. A formal, structured, sustained and decentralised training and capacity building programme for the SDMC needs to be implemented. The module must cover motivation training, social accountability, behavior and attitude change, and basic functional knowledge to engage substantively in the school management process. This must be delivered through a process of training of trainers who will then deliver retail training at the block level.
6. The SDMC must be provided with formal status and adequate funding. The Samagra Shikshana must consider implementing the 'subsidiarity principle' in full in respect to SMART indicator-based school management outcomes the SDMC are mandated to achieve. This will require devolving funds, functions and functionaries to the Gram Panchayats.
7. A dedicated Grievance Redress Mechanism (GRM) for the SDMC system needs to be established. Providing the SDMC an effective and timely grievance redress, especially with regard to non-implementation of need-based and demand-driven decisions made by the SDMC is central to leveraging the transformative power of community ownership of schools and their management.
8. Data analytics and the application of data science should become the future basis for making school management by the community sustainable, and outcome driven. A formal process of data analysis of the SDMC on an ongoing basis therefore needs to be established.

Chapter IV: Restructuring Grievance Redress

"We stigmatise mistakes. And we're now running national educational systems where mistakes are the worst thing you can make -- and the result is that we are educating people out of their creative capacities."

— Ken Robinson, *Creative Schools: The Grassroots Revolution That's Transforming Education*

161 – The Vidya Vahini Portal – A Case Study

As part of the project, a case study of the Vidya Vahini Portal was conducted. The Vidya Vahini Portal has been introduced by SSA-GoK and was intended to be a grievance redress portal for SDMC parent members. The complaint was to be lodged in the form of an SMS (short message service) sent through a mobile number that was registered in the system of the BEO. The complaints could range from infrastructural issues, to the issues that concerned teacher absenteeism. The manner in which this system functions is pictographically represented as follows:

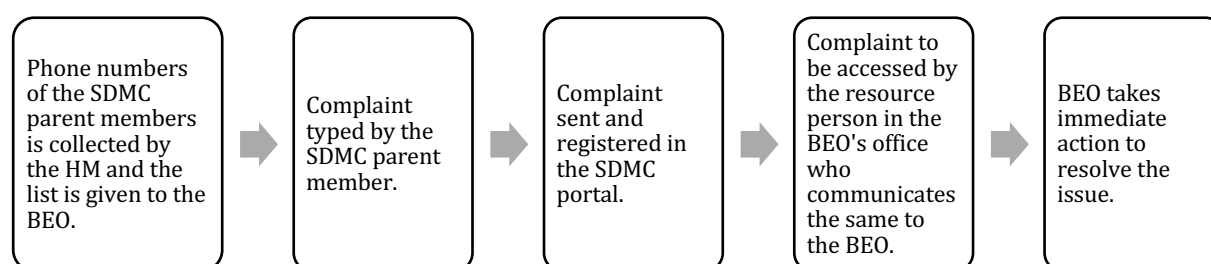


Figure 15: Steps Followed in 161-Grievance Redress Portal

The districts were selected on the basis of data provided by the SSA which indicated the number of reported complaints (through the 161 portal) per district and the number of complaints resolved by the concerned authority. Mysore and Ramanagara district were selected from the supply side i.e. Mysore was a poor performing district and Ramanagara was a better performing district in terms of the number of complaints resolved out of the number of complaints received. Bangalore Rural was selected from the demand side i.e. Bangalore Rural was a poor performing district on the number of SMS complaints received on the 161 portal with respect to the total population. The objective was to assess whether the GR system extant – the Vidya Vahini Portal – met the standards of an effective redress mechanism.

Features of an Effective Grievance Redress System

- Fairness/Neutrality/impartiality:** The Grievance redress system must be independent of all external influence and free from internal bias. The mechanism must be rights compatible and must not restrict access to other redress mechanisms.
- Accessibility:** It is important that the grievance redress mechanism is accessible to all stakeholders, irrespective of their remoteness, language, education or income level. Standards and processes in place must also be easily understood by project beneficiaries. It must be appropriately advertised and communicated to the relevant stakeholders.
- Accountability/credibility:** Low reporting of complaints reflects lack of public faith/confidence in the system. The inability of most organisations to streamline their grievance redress machinery and processes, ensure the issuance of prompt

acknowledgements; maintenance of regular communication thereafter till final disposal; delivery of timely and satisfactory redress through involvement of the aggrieved; communication of reasons for rejection and acknowledgement in case of acceptance of a grievance, are quintessential in establishing a sound grievance redress system. Needless to say, a credible system will also be a sustainable system.

- d. Efficient: In some cases, the grievance process itself becomes a source of grievance because of complex or unclear procedures that add to delayed redress. The Grievance redress system must have the institutional capacity to operate at the optimal level and address complaints speedily as justice delayed is justice denied.
- e. Effective: Resolution of complaints must address the root cause of the problem and nip it in the bud. In cases where a satisfactory result has not been arrived at, there must be adequate opportunities to escalate the issues within a stipulated period of time.

Conducting Interviews

A set of open-ended questions were prepared by the PAC Study Team that the interviewers administered to the officials at the Block level i.e. either the BEO or the BRC, the Headmaster of a government school (randomly selected) and a single SDMC parent member (randomly selected). These respondents were interviewed in order to get a holistic understanding of the difficulties faced by all parties concerned in the use and monitoring of the Portal, the usual grievance redress mechanisms that they resort to, and the changes that these stakeholders would appreciate in order to make this system more effective, user friendly and output oriented.

It is important to note that the respondents were not informed about the said interviews to avoid any tampering in observations or information provided.

The questions that were administered to the respondents were as follows:

1. What is the procedure for grievance redress especially the Vidya Vahini portal?
2. Who are the persons responsible? What are the roles and responsibilities of each officer at the district, cluster and village level (BRP, BEO, and CRP)?
3. Where does the complaint get registered? Who has access to this?
4. Are there any parallel systems that exist?
5. Do the officials receive any direct complaints?
6. What is the time taken to resolve a complaint? (Time task chart).
7. What are the kinds of complaints received on the portal? What are the kinds of complaints received directly?
8. What are the problems concerning this portal?
9. What are the problems faced by the officials in administering this portal or resolving the complaints?
10. What is the awareness level of the officials and SDMC members regarding this portal?
11. 11. What are the measures that can be taken to make this more effective? Should an alternative mechanism be put in place of Vidya Vahini portal?

Gap Analysis – Restructuring and Modernisation

Sl. No.	District	What are the existing Grievance Redress systems in the districts?	Awareness of 161 portal and the use of the same	Suggestion to improve the GR systems
1	Mysore District	The most commonly used system for GR is face-to-face complaints, and occasionally the use of written complaints. There was no formal system/ rulebook in place for resolution of complaints.	The SDMC members do not have adequate information about this portal. Training regarding the portal is not given and is not a part of the training module either.	Need refresher training. Need adequate manpower that can take care of these grievances presented. There is just one computer system from which the portal can be accessed, hence there is need for more systems from which this information can be accessed. The authorities specifically suggested certain measures that need to be taken: A chart on the portal and its functioning must be pasted in every school. There should be information on this portal displayed in the newspapers. Higher officers need to receive some training on this portal. The training that is to be provided must be on the system, use of the computer and portal, administration of the portal. There exists no option to upload the action plan undertaken by the authority on the portal. • SDMC members must be motivated to report grievances on academic issues.
2	Ramanagara District	The most used modes of lodging complaints are- 100+ complaints in the past one year (BRC estimates), all of which	The BRC is aware of the 161 Vidya Vahini portal which takes in complaints of all nature. A	There is a need for training not just about the portal but the practical use of phones to send SMS.

Sl. No.	District	What are the existing Grievance Redress systems in the districts?	Awareness of 161 portal and the use of the same	Suggestion to improve the GR systems
		were received through Whatsapp, written letters, face to face complaints. WhatsApp - used to communicate complaints from the aggrieved, interdepartmental communications and to allocate work to the concerned persons. The CRP maintains records of all the visits that he makes to the schools for inspection purposes in the form of "Visit Forms". These are submitted to the BRC to keep him updated about the status of the school. Therefore, in case of any problem, resolution of the same happens before the complaint is even lodged. Written complaints are not given, very rarely are such complaints received by the office.	programmer is assigned to man the portal. HM and Parent members don't know. The BRC states that the portal is an ideal grievance redress platform as the people who are wage labourers have paucity of time and can lodge complaints without expending much time. However, lack of awareness of the SDMC members is the main hindrance. The Vidya Vahini portal is not preferred to face to face complaint as there is more 'pressure' in the latter. Also, process of SMS resolution is slower, rather than a direct complaint. The BRC also admitted that the 100% resolution figures are false/ inaccurate information. The complaints are not fully solved, yet the reporting indicates that a solution has been achieved even when it is in progress. Also, the kinds of solutions mentioned	The parent members failed to understand that they can approach higher authorities in case of complaints and thought that the HM was their last resort. Therefore, awareness is very important.

Sl. No.	District	What are the existing Grievance Redress systems in the districts?	Awareness of 161 portal and the use of the same	Suggestion to improve the GR systems
			or typed out do not really resolve the problem, but just involves delegation of responsibility to another member or vague solutions. Egg: Problem is that the school needs a clean toilet, and the solution is “draw attention of companies to build toilet under CSR activities.”	
3	Bangalore Rural District	The BEO states that the complaints do not go to the HM as the HM might be the cause for the issue sometimes. The complaints are mainly given verbally – face to face and there is not a single complaint that was received in writing in the past one year. The BRC and the BEO failed to provide any record to that effect. The BEO also stated that the general public provides information regarding the functioning of the school, newspaper reports provide her information about the issues faced in schools and showed one such report in the local newspaper. She also stated that the GP members provide her information concerning the same. Another constant channel of	The BEO was aware of the Vidya Vahini portal but the HM and the parent SDMC member had no idea about the portal. They have not received a single training concerning the same. The BEO believes that the portal is good as the people who are wage labourers have paucity of time and can lodge complaints without expending much time. However, lack of awareness of the SDMC members is the main hindrance from them using the portal. The BEO states that most of the people, find it very hard to type out messages as they will have to translate the messages in English letters and aren't	There must be training provided. The BEO made suggestions for improvement: • She stated that the system needs to be made easier. Instead of asking the SDMC members to type out a message, she said it should be like options are given to them and they just have to click a button and select their grievance. • E.g.: give them headings like administration, infrastructure, etc. • She would also like someone to assist the members in the process, maybe a government office/ person they can approach to help them lodge the complaint. • The BEO stated that training must be given to SDMC members, but the training must not just be oral but interactive with demonstrations and examples. Technology and a

Sl. No.	District	What are the existing Grievance Redress systems in the districts?	Awareness of 161 portal and the use of the same	Suggestion to improve the GR systems
		communication is WhatsApp. It is used to communicate complaints from the aggrieved, interdepartmental communications and to allocate work to the concerned persons.	very comfortable using phones.	lot of visual representation must be used. • She also stated that the complaints system must be made anonymous. The parents fear that complaining might affect the internal marks of the child which is in the hands of the teacher and the school management. • Compensation for wage loss during training sessions and meetings. • There is a huge amount of discomfort in using the phone by the parent members and work needs to be done to change this. Motivation training is very important as parent members are disinterested.

Chapter V: Re-imagining Community Ownership of Schools

The vision of India's new education system must ensure that it touches the life of each and every citizen, consistent with their ability to contribute to many growing developmental imperatives of this country on the one hand, and towards creating a just and equitable society on the other.

The Vision of the New Education Policy, 2019

Future of SDMC

The top-line evidence-based finding from this action research project is unequivocal: Karnataka must increasingly decentralise the management and development of schools to the School Development and Monitoring Committees (SDMCs), vesting in them the responsibility to achieve the mandatory outcomes prescribed under the Right to Education (RTE) Act.

The delta measured between the baseline CRC and the end line CRC, point to marked and observed improvements in the ability and willingness of the SDMCs to engage in improving school management, if provided the required capacity-building and authority. A caveat would be in order - though the comparison of the quality of the intervention samples against the control samples are significant - that of attribution to specific interventions and the sustainability of the gains. Institution-strengthening projects must span the tenure of more than one committee and must show consistency across schools in greater measure. Nevertheless, the project generates primary data and evidence to support the hypothesis that enhanced community ownership reflects enhanced accountability. The SDMC can significantly improve school management and development, but much stronger links need to be established between accountability and assessment.

A closely linked second process that emerged is that of how decentralisation in governance advances 'inclusive' development. In this context, empowering the SDMC members, especially those belonging to the disadvantaged and vulnerable sections, constitutes an end in itself, because it raises awareness about 'Rights-based' entitlements in education. Educational disparities reinforce and reproduce inequalities in the community, largely derived from caste, class, and gender. The interventions tested in the project - motivation training and advocacy - were particularly impactful on the marginalised community members of the SDMC. Thus, strengthening the institutional effectiveness of the SDMC is also the means to inclusion and makes the question - who should make decisions regarding public schooling - fundamental, one that highlights the growing need to enforce the principle of subsidiarity. To achieve this, there is need to build an organic relationship of the SDMC with the Gram Panchayat. The third tier of governance must feel in a substantive sense that the SDMC is an extended arm of itself.

Towards a School Complex Managing Committee

The New Education Policy (NEP) 2019 acknowledges that the strategy of school expansion has delivered access, but has resulted in the development of small schools, i.e. schools with a small number of students. This is now a structural problem in our schooling system and underlies some key challenges to improving the quality of education. The NEP therefore advances the idea of a school complex - a cluster of public schools in a contiguous geography offering education across all stages - Foundational to Secondary.

It is in this context that the idea of reinventing the SDMC as a School Complex Managing Committee (SCMC) emerges. The NEP envisages the following:

- Each school complex will have an SCMC comprising representatives from all the schools in the complex. The SCMC will be led by the head teacher/principal of the secondary school in the complex and will have the head teachers/principals of all schools within the complex as well as one teacher and a civil society member from the SDMC of each of the schools.
- The SCMC will be tasked with improving learning outcomes of all schools within the complex.

- Towards this they will meet regularly - at least once a month at times convenient to the members, especially the parents/civil society members - to discuss and chalk out the development plans of the schools and the school complex individually and collectively, and monitor the progress on all their initiatives.
- They will take into account any issues/suggestions/complaints raised by the SDMC in the school complex, as reported by the SDMC representatives on the efficient resourcing and effective governance through the School Complex SCMC.
- The SCMC will consider creating smaller teams/ committees to look into specific long-term goals such as integration of vocational education, development of professional learning communities among teachers and so on.

Reforming the School Development and Management Committees

It is a matter of pride that the evidence the project has generated, in fact, reflects the recommendations of the NEP. In this sense, it ground truths the analysis and approach of the NEP. In this light, our recommendations for the SDMC reform gains greater salience. The state would do well to pioneer the reform of the SDMC; to transform them into true instruments of democratising school development. The state must draw on the NEP and review the constitution of the SDMC using the guidelines recommended by the NEP:

- a. SDMCs should have 10-12 members, the majority of them should be parents of students, especially mothers. At least two teachers along with the head teacher should be a part of the SMCs. The other members should be: one or more alumni, a member of the panchayat, and a local person of reputation of social contribution.
- b. The SMCs must elect a chairperson, who will ensure its functioning, arrange meetings, set the agenda, review progress and plan for the future.
- c. The head-teacher/principal of the school will be accountable to the SMCs. The SMCs will be responsible for supervising governance and holding the school and the local officials accountable for school development outcomes.
- d. The SMCs will enable a “sense of ownership” for the school within the community, and would nurture the feeling of social cohesion and working together.

The local Gram Panchayat or ward council must oversee that the SDMC of each school in its area of jurisdiction is functioning effectively and is meeting regularly. The district educational administration should evaluate the functioning of every SDMC to ensure that it does not become the exclusive preserve of powerful local interests.

The time is at hand to wrought far-reaching changes in the School Development and Management System. Karnataka should be the torch bearer of this reform process. If it does, we will be on the path that Mahatma Gandhi pointed to: Education as an all-round drawing of the best in a child; in body, mind and spirit.

Annexures

Annexure-1 Stakeholders' Consultation Meeting

Background

"Quality in a service is not what you put into it. It is what the benefactor gets out of it."

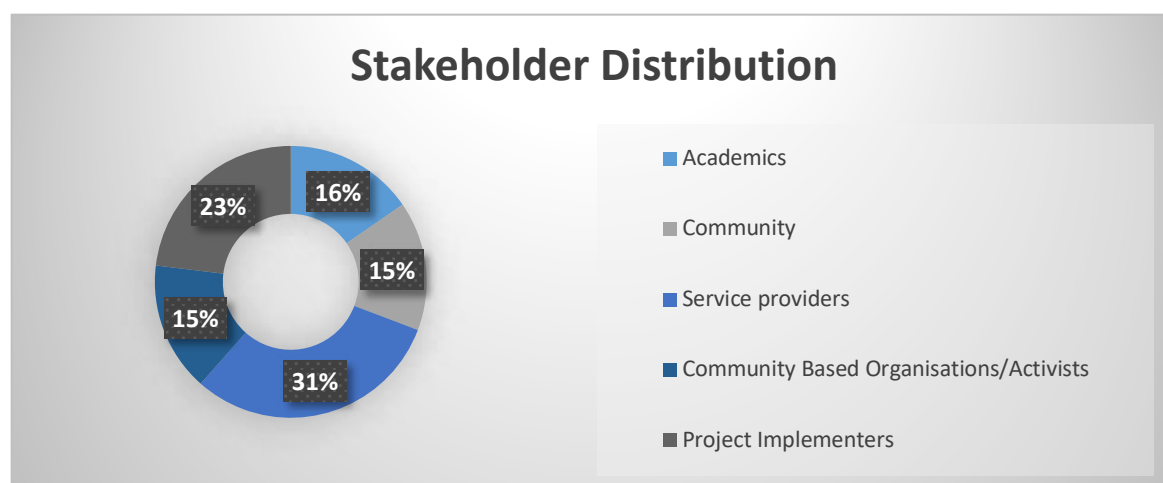
– Peter Drucker

In striving to ensure that the project stays true to its core belief of active involvement and inclusion of all stakeholders in the planning, execution and monitoring of the project, the stakeholders' consultation meeting was conducted.

The aim of the consultation meeting was to convene a small group of key stakeholders, with diverse backgrounds and perspectives, to participate and contribute in understanding issues related to community ownership of schools, mindful of the following objectives:

- To foreshadow/estimate the barriers and enablers in effective school management.
- To explore gaps in quality service delivery to improve the school outcomes.
- To provide inputs to improve the study approach/ methodology, direction of work, modes of evaluation.

Selection of Stakeholders



All members were selected due to their extensive domain expertise – either practical or theoretical - in subject areas of primary school education, community participation, inclusion and empowerment. The Participants' Profiles are as follows:

- Mr. Sangamesh, Child Rights Activist, Bharatiya Gyan Vigyan Samiti (BGVS)
- Mr. Tirumala Reddy, Farmer and SDMC President
- Mr. Nagaraj G. Farmer and Former SDMC President
- Mr. Krishnaji S. Karichannavar, Joint Director, QA, Karnataka Education Department
- Mr. Mallikarjun G., Faculty DIET, Karnataka Education Department

- Mr. Dodamani MM, Block Resource Person, Karnataka Education Department
- Mr. R.B Sangamesh, Head Master, Higher Primary School (HPS) in Sindagi village under Bijapur block
- Ms. Uma Kulkarni, Development and Education Consultant
- Mr. Marchang Reimeichang, Assistant Professor, ISEC
- Mr. Kiran CN, Project Officer, Sankalpa Development Centre

Conduct of Meeting

Date: May 29th, 2018; Venue: Public Affairs Centre, Jigani

Material provided before the Meeting:

The following documents were developed and provided to the stakeholders' prior to facilitate the consultation meeting:

- Concept note
- Participant list
- Agenda

Procedure: The Consultation Meeting consisted of 3 sessions which discussed – firstly, an introduction to the requirements of the project, the objectives, proposed methodology and approach to the project; secondly, the views and inputs of the participants; and lastly, finalization of the aforesaid aspects incorporating stakeholder's suggestions and viewpoints. This format was adopted to ensure that all stakeholders had an opportunity to contribute and tighten the research design prior implementation.

Issues discussed:

- Formation of the committee (fair, representative, inclusive)
- Explanation about roles and responsibilities of SDMC members
- Composition of the SDMC (fair, representative, inclusive)
- Meetings (participation, convenience of time & venue, consensus, follow up)
- Awareness about roles and responsibilities (any IEC activity, follow up)
- Attendance in training programmes (full term, regular, active, suggestions given and accepted, followed up)
- Reference material provided during training programmes (useful, clear, simple)
- Participation in activities of the committee (of each member in planning and decision making)
- Grievance Redress Mechanism for SDMC members (training, actual experience)
- Satisfaction with the activities, training programmes
- School Infrastructure (planned and managed as per member's idea)
- Sub-Committee within SDMC (fair, representative, inclusive)
- Fund Flow (full and clear knowledge, participation, fund raising, open audit)

- Inclusion of marginalised, differently able, women in discussions and decisions
- New initiatives and programmes undertaken by the SDMC (will member's choice and monitoring)

The conclusions that were drawn out of the 6 hour's discussion are as follows:

- There is an absence of ownership perception amongst members of the community and oftentimes, the community fails to comprehend the long-term implications of their non-participation in school development and management.
- The lack of faith in the system, coupled with an information void about the administrative and financial functioning of the School Development and Monitoring Committee results in low attendance/ participation in the meetings.
- The training process outlined by the Government of Karnataka did not address the problems of inclusion, and were not made mandatory, which too contributed to poor participation. Women have not actively participated in the decision-making process and their involvement might benefit the management of schools.
- The need to design a better platform for grievance redress using Information-Communication-Technology (ICT), after evaluating the needs and perceptions of the community, was emphasized upon.

Why is it advisable to undertake this exercise? How did it contribute to our project?

A stakeholders' meeting is essential as vests the locus of control in the community and concerned stakeholders. Involvement of these individuals will guarantee better coordination between them in all stages of the project, vest responsibility in the stakeholders, and also encourage stakeholders to investigate the root of the problem. It is also insightful for the project implementing organization for it not only validates/ strengthens their research design but also offers an opportunity to rectify fallacies in their design, if any.

Annexure-2 Social Accountability Tools for Transparency and Accountability (CRC and CSC)

Social accountability encompasses broad range of actions and mechanisms where that citizens can engage in to hold the state (represented by public officials and service providers) to account, as well as actions on the part of government, civil society, media and other societal actors that promote or facilitate these efforts (World Bank 2006, 5). Social accountability is a participatory approach to build accountability which dwells on civic engagement whereby citizens along with civil society organizations participate in accountability process directly or indirectly.

Evidences suggest that social accountability has greatest potential to effect positive improvements in the delivery of essential services. Because corruption in key areas such as health, security and education generates high social costs, the premise is that those directly affected by it are in the best position to accurately evaluate the extent and gravity of the problem and to generate precise and actionable information about it. Thus, social accountability can be an effective tool against corruption, one that can empower citizens and promote responsive behaviour from public officials and ultimately have a clear impact on improving people's lives.

There are a number of tools for social accountability process called SAT (Social Accountability Tools), some of the most popular ones are:

- Citizen report cards
- Community score cards;
- Community monitoring of public service delivery;
- Participatory budgeting and public expenditure tracking;
- Citizen Charters

I. Citizen Report Card (CRC)

The Citizen Report Card (CRC) is a simple and credible tool to provide systematic feedback to public agencies about various quantitative and qualitative aspects of their performance. CRCs elicit information about users' awareness, access, usage and satisfaction with public services. In the context of poverty reduction programmes, it often complements the expert analyses and conventional poverty monitoring indices with a "bottom-up" assessment of pro-poor services. CRC identifies the key constraints that the citizens, especially the poor and the underserved face in accessing public services, their appraisals of the quality, adequacy of public services and the quality of interactions they have with the providers of the services. The CRC tool offers several recommendations on sector policies, strategies and programmes to address these constraints and improve service delivery.

CRCs entail a random sample survey of the users of different public services (utilities), and the aggregation of the users' experiences as a basis for rating the services. CRCs also help convert

individual problems into common sectoral issues and facilitates prioritization of reforms and corrective actions by drawing attention to the real/ core problems issues. CRCs also facilitate cross fertilization of ideas and approaches by identifying good practices.

CRC studies provide benchmarks on the quality of public services as experienced by citizens. Hence, they go beyond the specific problems that individual citizens may face, and place each issue in the perspective of other elements of service design and delivery, as well as a comparison with other services, so that a strategic set of actions can be initiated.

CRCs capture citizens' feedback in simple and unambiguous terms by indicating their level of satisfaction or dissatisfaction. For example, the most basic but clear feedback that a citizen may give about the provision of primary health is total dissatisfaction. To appreciate this feedback, one must relate it to the ratings given to the other dimensions by the same individual. For example, satisfaction with the behaviour of doctors may be rated worse than availability of medicines. When we look at these two pieces of information, we can conclude that provision of health services may be a cause of dissatisfaction, but the priority for corrective action may be on improving the attitude and behaviour of doctors. Hence measures of citizens' satisfaction across different dimensions of public services constitute the core of CRC studies.

With the help of learning from various projects carried out at the national and international arena, continuous efforts are being made to widen the scope and depth of the CRC approach. In some of the recent CRCs carried out, different advocacy methods involving closer community participation have been tried and found effective. In the same manner, other stakeholders in addition to users, such as service providers themselves, community representatives, etc. are also being covered within the ambit of the CRC survey to bring about a balanced and comprehensive approach to the service(s)/programme(s) being covered.

CRC studies do not stop with measures of satisfaction - they go on to enquire into specific aspects of interaction between the service agency and the citizen, and seek to identify issues that emerge in connection with the same. In simple terms, it suggests that dissatisfaction has causes, which may be related to the quality of service enjoyed by the citizens (like reliability of water supply, or availability of learning materials in a public school), the type of difficulty encountered while dealing with the agency to solve service problems (like complaints of water supply breakdown) and hidden costs in making use of the public service (special tuition fees to teachers or investments in water filters to purify "drinking water"). Therefore, we can see that CRC studies go into different aspects of performance in interfacing with citizens, to provide indicators of problem areas in public services.

An important aspect of CRC is the credibility that it has earned. The conclusions in a CRC are not opinions of a few who think in a particular manner, nor the complaints of a few aggrieved citizens since the methodology involves systematic sampling across all subsections or segments of citizens - including those who are satisfied as well as the aggrieved - and presents

a picture that includes all opinions. This is possible because the methodology makes use of advanced techniques of social science research, for selecting samples, designing questionnaires, conducting interviews, and interpreting results. As a result, the CRCs provide reliable and comprehensive representation of citizens' feedback.

Stages of the Citizen Report Card

The exercise involves three stages:

- (a) Pre-CRC survey stage also known as scoping study to finalize the questionnaire, selection of interviewers and training of interviewers;
- (b) Outsourcing a professional social research agency with adequate expertise in conducting surveys of this nature or a set of independent investigators equally adept in carrying out surveys, to conduct field survey;
- (c) Post survey actions like designing analytical frameworks and drafting the report. The total time envisaged for this exercise is around 24-29 weeks. Specific phases of the CRC will include:

Initial discussions with SSA (SDMC) officials: PAC researchers meet SSA (SDMC project related) officials at various levels to understand norms associated with SDMC structure, function and responsibilities towards meeting the objectives.

Designing the tools for the study:

The draft of different types of data collection instruments developed by PAC researchers are enclosed for feedback from the SDMC officials. After receiving the feedback, these tools will be translated into Kannada and then pilot tested prior to the vetting from the SDMC. The tools are

- Interview schedules for SDMC parent-members
- Checklist for Head Masters
- Guidelines for select nominated / designated members of SDMC

Outcomes of Citizen Report Cards:

The concept of citizen feedback surveys to assess the performance of public services is relatively new and is fast gaining wide acceptance. The responses to CRCs indicate impact at four levels as given below:

Stimulating reforms:

CRC studies clearly brought to light the wide canopy of issues, both quantitative and qualitative that sends out strong signals to public service providers. The use of a rating scale permitted the respondents to quantify the extent of their satisfaction or dissatisfaction with

the service of an agency, as well as different dimensions of its service. The inter-agency comparisons that a report card permits make possible for the quantification and rankings which demand attention in a way that anecdotes do not.

Activating stakeholder responsiveness:

Many agencies used the CRC findings as a diagnostic tool to trigger further studies and internal reforms. These findings can help senior leadership to monitor effectiveness of administration across wide areas, in a simple and direct manner, free of technical details. For administrators and planners, it provides insights into aspects of service delivery where greater care, supervision and investment may be required.

Raising public awareness:

The CRC findings are always placed in the public domain and disseminated widely through the media. Needless to say, specific findings and the novelty of the method used, make it useful and attractive to the media. Since issues of poor public service come up from time to time, the media as well as researchers link it to CRC findings, and use the valid and reliable base for raising issues and proposing improvements.

Mobilization of state–public partnerships:

Seminars and meetings are an integral part of disseminating CRC findings, and involve both government officials and representatives of civil society organizations and NGOs. CRCs give this critical segment a handy tool to focus on issues of concern and stimulated them to move from anecdotal and subjective issues to facts and figures while requesting public service agencies to work towards specific improvements in priority areas. It also provided these groups with an opportunity to understand the constraints under which service providers' function and explore options for community initiatives for problem solving.

In short, the insights derived from CRCs can shed light on the degree to which services are reaching the target groups, the extent of gaps in service delivery, and the factors that contribute to any misdirection of resources and services. They help identify issues that constrain effective access and usage of services, like availability, ease of access, quality, reliability and costs. CRCs also help identify possible ways to improve service delivery by actively seeking suggestions from citizens.

II. The Community Score Card (CSC) approach

The Community Score Card (CSC) process is a community-based monitoring tool that is a hybrid of the techniques of social audit, community monitoring and citizen report cards. Like the Citizen Report Card, the CSC process is an instrument to exact social and public accountability and responsiveness from service providers. However, by including an interface meeting between service providers and the community that allows for immediate feedback, the process is also a strong instrument for empowerment as well.

It is important to understand that service delivery systems are ineffective, when Government functionaries are not accountable, when there is no focus on performance, no proper system of incentives for good work, stagnation etc., there is rigid mind set, de-motivated staff, lack of exposure to innovations, lack of effective monitoring and supervision, corruption and lack of information for decision making.

This is where the approach comes in. Community Score Card is a social accountability tool that helps the communities to:

- Assess the quality of service delivery; and
- Performance of the service provider.

As the name suggests, CSC is applicable at the local levels (field level units) where communities of users and unit-level service providers get an opportunity to work together to improve the efficiency of service delivery.

The key features of this community empowerment tool are as follows:

1. Provides a forum for direct and constructive engagement between the service user and the service provider;
2. Gives an opportunity for joint decision making;
3. Gives immediate feedback to the provider on areas for improvement;
4. Facilitates enhancement of quality, efficiency and effectiveness of service delivery.
5. Promotes good governance (accountability, transparency, participation) in the process of public service delivery.

The implementation of a CSC exercise comprises of six key steps:

1. Preparatory Groundwork
2. Input-Tracking Scorecard
3. Performance Scorecard by the Community
4. Self-Evaluation Scorecard
5. Interface Meeting
6. Institutionalization

A quick overview is as follows:

Preparatory Ground Work: Stages

Identification of scope

- Identification of the service area, project, scheme, unit (district, Mandal, taluk, etc.) for CSC implementation is a very critical factor, that includes identification of the service area with a lot of public interface, top management support, willingness to change, availability of information

Orientation Meeting of the Service Providers

- Orientation meetings with the service providers are required to make them aware of the process and its advantages. This meeting also helps in developing trust that the intention of the exercise is not fault finding but a joint effort to improve efficiency.

Meeting Community Representatives

It is important to meet with the community representatives (elected representatives, village leaders, influential members, key informants, SHG members, other CSOs) and explain to them the purpose (to work jointly towards improved service delivery) of the score card exercise and reason for engaging them in the exercise.

Identifying and Training of Facilitators

The Community Score Card is heavily dependent on the quality of the facilitation and mobilization undertaken. A good facilitator (having experience of conducting FGDs, knows the local language, and is comfortable with both users and providers) ensures that during scoring exercises there are no 'dominant voices' while arriving at a consensus on scores and providing reasons, either among the communities of users or among providers. S/he also ensures that the interface meeting between users and providers is conducted peacefully so that actionable conclusions can be arrived at.

Collecting Basic Data on Community

Before beginning the local engagement, some basic data on the community must be gathered like population data, services being provided to the communities, poverty profile, social profile etc., either through informal interviews by the facilitating team during scoping visits, or by using existing data.

Logistics Management

Logistics needs to be planned – venue, number of participants, training material, food, water etc., must be organized for the field work. Usually, this work is carried out by those CSOs already working with communities on the ground.

Input Tracking Matrix

Decide and Obtain Information on Inputs to be Tracked

Decide what inputs would be tracked and obtain adequate data on them. In this case, many of the indicators were taken from the Citizen Report Card exercise that was carried out before the CSCs in the selected districts.

Inform Communities on their Entitlements

The next step is that the community should be informed about what their entitlements are, what is the budget allocation for the PHC, what recorded infrastructure and facilities should be available, etc.

Record Data

The next step is recording the data collected about the receipt, use, or expenditure on inputs in the form of an input tracking matrix.

Performance Score Card by the Community of Users

- This is the second important step in CSC wherein the performance of a service/project is evaluated by the communities/users themselves.
- The community generated performance score card is a report on the quality of service delivery and reflects the general performance of the service provider as well.
- The performance assessment is based on indicators / criteria developed by the community on their own. The reasons for giving the scores are also documented as feedback from community.

Self-evaluation Score Card

- This evaluation is carried out by the service providers on their own performance. It brings out their own perspective of their performance.
- The assessment is based on indicators / criteria developed by the provider. The reasons for these scores are documented and become the basis for obtaining suggestions for change through greater trust and partnership, which is the objective of the process.
- It is important to understand their perspective since they sometimes work under numerous constraints

Interface Meeting

Interaction meeting and joint action plan

It is a public forum or meeting where the service providers and users gather in order to present their respective scorecards and discuss ways to improve service delivery. It enables the service users to present their evaluation of the service performance, along with their concerns and priorities regarding the service.

Steps involved:

- Prepare both parties for the meeting
- Ensure adequate participation from both sides
- Presenting findings of both groups
- Brainstorming to come up with concrete changes/improvements
- Develop an Action Planning Matrix
- Divide roles and responsibilities for follow-up and monitoring

Repeat Community Score Cards

- The scorecard process is repeated after a mutually agreed upon period of time. The repeat process is usually easier and faster since everyone has prior experience.
- The main purpose of the repeat scorecard is to review progress and provide inputs for a revised action plan by:
- Scoring the indicators again to reflect any changes in performance
- Reviewing progress related to implementing the action plan
- Discussing any changes experienced in service delivery.

Annexure-3 DLPO Selection

CBOs in general share similar geography with the community due to presence of their area of operation and at the same time better versed with the culture of the later as part of long engagement on various development activities. Hence, for the current project select CBOs are chosen as DLPO (District Level Partner Organization).

For this project a total of 7 DLPOs were chosen for 17 educational districts. Proper due diligence procedures were followed by PAC for each of the organisations. The process involved checking of relevant documents, physical verification of their office and their ease of interaction with the communities of focus. After a shortlisting exercise, formal agreements were prepared between PAC and the DLPOs for the project duration and select districts.

The DLPO members were provided detailed training on implementing CSC and conducting motivation training. Actual implementation of CSC and Motivation training to SDMC members was monitored by the PAC Study Team. Finally reports in specified formats were submitted by the DLPOs to PAC.

Annexure-4 CRC Analysis Indicator List

Level 1	Level 2	Indicators
School Management Outcomes	Mandatory Outcomes	Percentage of parents who said that the presence of SDMC has led to filling of Teacher/Staff vacancies
		Percentage of parents who said Funds Spent on Learning Materials
		Percentage of parents who said Funds Spent on Building Maintenance
		Percentage of parents who said Funds Spent on Drinking Water Facility
		Percentage of parents who said that there is transparent Reveal about audit of SDMC fund/ resources during the SDMC monthly meeting
		Percentage of parents who responded their community regularly monitored school attendance
		Percentage of parent members who responded that they sign on the register after the minutes are recorded
		Percentage of parent members responded there was action taken up on the discussions held in the routine meeting
		Percentage of parents who said that there has been an improvement in Grievance Redress
	Desirable Outcomes	Percentage of parents who said that the new initiatives have resulted in better lab computer
		Percentage of parents who said that the presence of SDMC has resulted in a Play Ground
		Percentage of parents who said Funds Spent on Food Items

Level 1	Level 2	Level 3	Indicators
Community Participation	Willingness	Motivation	Percentage of parents who responded most parents/care takers attended the formation meeting
			Percentage of parents members who responded they attend SDMC routine meeting regularly (every month)
			Percentage of parents who responded that parents are actively involved in handling activities (both specific & nonspecific activities)
			Percentage of parent members who are not interested in taking up any roles and responsibilities
			Percentage of parent members who volunteered to be a part of SDMC
			Percentage of parents who responded president was selected through parent groups
			Percentage of parents who attributed their absence in routine monthly meeting to discrimination
			Percentage of parent members who do not attend SDMC meetings due to inconvenient time
			Percentage of parent members who do not attend SDMC meetings due to inconvenient venue
			Percentage of parent members who perceive attending SDMC meeting results in wage loss
			Percentage of parent members who actively participate in other social group/committees other than SDMC
			Percentage of parent members made contribution to the school in the form of cash /kind/service
			Percentage of parents reported their full capacity is hindered by poor internal interest/motivation
			Percentage of parents who responded that SDMC has helped parents understand the significance of Schooling
	Ability	Agency	Percentage of parent members with more than five years of schooling
			Percentage of parents with an annual income of Rs 20000
			Percentage of parents Experience (>1) of being a member of previous SDMC
			Percentage of parent members who own an agriculture land
			Percentage of parent members who have a basic cell phone
			Percentage of parents who did not perform the roles and responsibility because of lack of ability due to illiteracy
			Percentage of parents who said that the roles and responsibilities of the SDMC members were fully explained during induction meeting
			Percentage of parents who responded the SSA training material was difficult to understand

			Percentage of parents who responded SSA training enhanced their capacity for better monitoring of school related activities
			Percentage of parents who responded SDMC helped parents understand their child's needs better
			Percentage of parent members who responded the quality of trainer was poor
			Percentage of parent members who responded they received SSA training for the current SDMC
			Percentage of parents who responded SDMC has improved parents' care for girls education
		Structure	Percentage of parents who spoke during the last SDMC meeting
			Percentage of parents who responded that the School Development Plan (SDP) was prepared at the beginning of the financial year
			Percentage of parents who responded that SDMC has introduced initiatives to motivate less attending /marginalised members to get involved deeply into SDMC and School administration
			Percentage of female members who do not attend in SDMC routine meeting
			Percentage of parent members from marginalised section who do not attend SDMC routine meeting
			Percentage of parent members who responded extensive campaigning was done for the current SDMC formation
			Percentage of parent members who responded existence of a functional Kharidi committee
			Percentage of parent members who responded there was a time gap of six months - one year between receipt of SDMC training and formation of SDMC
			Percentage of care takers who are allowed to participate in SDMC routine meeting

Level I	Level II	Level III	Level IV	Indicators
Grievance Redress	Grievance	Incidence	Transactional	Percentage of parents who responded their child faces problems related to poor infrastructure
			Substantive	Percentage of parents who responded their child faces problems related to poor teaching quality
		Usage	Reported	Percentage of parent members who thought it is necessary to complain
				Percentage of parent members who responded they have used 161 portal
				Percentage of HM reported to have received complaints from parents on poor teaching
				Percentage of HM reported to have received complaints from parents on poor infrastructure
			Not Reported	Percentage of parent members who responded in general people do not complain even if problem arises
			Medium	Percentage of parent members who responded they complained through writing
				Percentage of parent members who responded they complained through SMS
				Percentage of parent members who responded they complained through complained through 161 portal
				Percentage of parent members who responded they complained through phone call
				Percentage of parent members who responded they complained through post
				Percentage of parent members who responded they complained through WhatsApp
				Percentage of parent members who responded they complained in person
	Redress	Structure		Percentage of parent members who responded prevalence of a local grievance redress system
				Percentage of parent members who reported that they are aware whom to approach in case of a problem
				Percentage of parent members who reported there is any functional grievance redress mechanism for SDMC
				Percentage of parent members who reported they are aware about 161 portal
		Standard		Percentage of parent members who reported to have approached HM in case of a problem

				Percentage of parent members who reported to have approached education officers in case of a problem
				Percentage of parent members who said that GR mechanism should be easily accessible
				Percentage of parents who responded the authorities attended to their grievances
	System	Monitoring	Demand	
			Supply	Percentage of parent members who reported BEO/ECO/CRP/BRP/BRC visit school to record complaint
		Evaluation	Intervention	Percentage of parent members who responded the problem were resolved
				Percentage of HM who reported their complains were dealt efficiently by the authorities
		Exception Analysis	Escalation	Percentage of parent members who are aware to whom to escalate problem to, if not resolved at first instance

Annexure-5 Results of CRC: Current status and Analysis of Delta

SM-Overall

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Kolar	-1.13	1.17	3	2.3	1
Chamrajnagara	-1.42	0.73	5	2.15	2
Hassan	-0.56	1.22	2	1.78	3
Bangalore-Urban	-1.15	0.43	7	1.58	4
Chitradurga	-0.16	1.25	1	1.41	5
Ramanagara	-0.37	0.76	4	1.13	6
Vijayapura	-0.94	-0.31	11	0.63	7
Bangalore-Rural	-0.05	0.37	8	0.42	8
Mysuru	-0.46	-0.29	10	0.17	9
Gadag	-0.49	-0.94	14	-0.45	10
Tumkuru	1.48	0.55	6	-0.93	11
Kalburgi	0.16	-0.78	13	-0.94	12
Dakshina Kannada	1.07	0.12	9	-0.95	13
Ballary	1.37	-0.38	12	-1.75	14
Raichur	0.69	-1.08	15	-1.77	15
Belagavi	0.71	-1.44	17	-2.15	16
Dharwad	1.23	-1.39	16	-2.62	17

SM-Mandatory

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Kolar	-0.87	1.29	2	2.16	1
Hassan	-0.42	1.6	1	2.02	2
Chitradurga	-0.57	1.05	3	1.62	3
Chamrajnagara	-0.38	0.99	4	1.37	4
Ramanagara	-0.32	0.72	6	1.04	5
Vijayapura	-0.99	-0.11	9	0.88	6
Bangalore -Urban	-0.37	0.35	7	0.72	7
Bangalore-Rural	-0.82	-0.19	11	0.63	8
Dakshina Kannada	0.8	0.81	5	0.01	9
Gadag	-0.74	-0.75	13	-0.01	10
Mysuru	-0.46	-0.52	12	-0.06	11
Belagavi	0.44	-1.05	15	-1.49	12
Tumkuru	1.8	0.13	8	-1.67	13
Dharwad	0.74	-1	14	-1.74	14
Kalburgi	0.31	-1.62	17	-1.93	15
Raichur	0.59	-1.62	16	-2.21	16
Ballary	2.2	-0.12	10	-2.32	17

SM- Desirable

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Bangalore-Urban	-1.47	1.06	2	2.53	1
Kolar	-1.39	1.05	3	2.44	2
Chamrajnagara	-1.46	0.48	7	1.94	3
Ramanagara	-0.42	0.8	6	1.22	4
Chitradurga	0.26	1.46	1	1.2	5
Hassan	-0.07	0.8	5	0.87	6
Mysuru	-0.46	-0.06	10	0.4	7
Vijayapura	-0.89	-0.51	11	0.38	8
Bangalore-Rural	0.27	0.38	8	0.11	9
Kalburgi	0.01	0.06	9	0.05	10
Tumkuru	1.17	0.97	4	-0.2	11
Gadag	-0.23	-1.12	15	-0.89	12
Ballary	0.48	-0.63	14	-1.11	13
Raichur	0.79	-0.54	12	-1.33	14
Dakshina Kannada	1.34	-0.58	13	-1.92	15
Belagavi	0.98	-1.83	17	-2.81	16
Dharwad	1.72	-1.78	16	-3.5	17

CP-Overall

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Vijayapura	-1.18	0.69	3	1.87	1
Kalburgi	-1.46	-0.67	14	0.79	2
Ballary	0.54	1.24	2	0.7	3
Hassan	-0.57	0.02	9	0.59	4
Kolar	-0.33	0.25	6	0.58	5
Chitradurga	-0.17	0.4	5	0.57	6
Chamrajnagara	0	0.5	4	0.5	7
Bangalore-Urban	-0.56	-0.28	11	0.28	8
Ramanagara	0.28	0.24	7	-0.04	9
Raichur	0.02	-0.04	10	-0.06	10
Dakshina Kannada	1.42	1.31	1	-0.11	11
Gadag	-0.37	-0.64	13	-0.27	12
Bangalore-Rural	-0.05	-0.47	12	-0.42	13
Mysuru	-0.18	-1.14	17	-0.96	14
Dharwad	0.25	-0.76	15	-1.01	15
Belagavi	0.44	-0.9	16	-1.34	16
Tumkuru	1.92	0.24	8	-1.68	17

CP-agency

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Ballary	0.32	1.86	2	1.54	1
Vijayapura	-0.85	0.53	5	1.38	2
Chamrajnagara	0.14	1.04	3	0.9	3
Bangalore-Urban	-1.66	-0.89	13	0.77	4
Bangalore-Rural	-0.32	0.4	6	0.72	5
Kolar	-0.71	-0.05	7	0.66	6
Dakshina Kannada	1.76	2.2	1	0.44	7
Ramanagara	0.23	0.65	4	0.42	8
Hassan	-0.6	-0.22	8	0.38	9
Kalburgi	-1.31	-1.03	16	0.28	10
Chitradurga	-0.5	-0.4	11	0.1	11
Gadag	-0.18	-0.23	9	-0.05	12
Belagavi	0.04	-0.48	12	-0.52	13
Dharwad	-0.4	-1.3	17	-0.9	14
Mysuru	0.82	-0.91	15	-1.73	15
Raichur	0.97	-0.9	14	-1.87	16
Tumkur	2.16	-0.27	10	-2.43	17

CP-structure

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Vijayapura	-2.6	0.56	7	3.16	1
Kalburgi	-1.55	0.93	3	2.48	2
Chitradurga	-0.41	1.15	2	1.56	3
Chamrajnagara	-0.63	0.67	5	1.3	4
Kolar	0.23	1.42	1	1.19	5
Raichur	0.2	0.9	4	0.7	6
Bangalore-Urban	0.05	0.31	9	0.26	7
Dakshina Kannada	1.15	0.58	6	-0.57	8
Ramanagara	0.28	-0.29	11	-0.57	9
Hassan	-0.03	-0.84	14	-0.81	10
Dharwad	0.27	-0.55	13	-0.82	11
Mysuru	-0.33	-1.21	15	-0.88	12
Ballary	0.97	-0.04	10	-1.01	13
Gadag	-0.51	-1.52	16	-1.01	14
Bangalore-Rural	0.64	-0.48	12	-1.12	15
Tumkur	1.7	0.51	8	-1.19	16
Belagavi	0.64	-2.11	17	-2.75	17

CP-Willingness

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Hassan	-1.19	1.11	3	2.3	1
Ballary	0.34	1.88	1	1.54	2
Vijayapura	-0.19	0.98	4	1.17	3
Raichur	-1.12	-0.13	9	0.99	4
Gadag	-0.42	-0.18	10	0.24	5
Chitradurga	0.41	0.45	5	0.04	6
Ramanagara	0.35	0.37	6	0.02	7
Bangalore-Urban	-1.4	-1.54	16	-0.14	8
Dakshina Kannada	1.36	1.16	2	-0.2	9
Mysuru	-1.05	-1.29	15	-0.24	10
Kalburgi	-1.52	-1.91	17	-0.39	11
Belagavi	0.43	-0.12	8	-0.55	12
Kolar	-0.03	-0.6	14	-0.57	13
Chamrajnagara	0.38	-0.2	11	-0.58	14
Bangalore-Rural	0.86	-0.03	7	-0.89	15
Dharwad	0.87	-0.43	12	-1.3	16
Tumkur	1.92	-0.47	13	-2.39	17

GR-Overall

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Chitradurga	-3.54	1.19	1	4.73	1
Kolar	-3.44	-0.36	13	3.08	2
Kalburgi	-2.14	0.07	9	2.21	3
Raichur	-0.58	0.64	3	1.22	4
Vijayapura	-0.61	0.57	4	1.18	5
Ballary	-0.69	0.19	7	0.88	6
Bangalore-Urban	-0.6	-0.01	10	0.59	7
Chamrajnagara	-0.67	-0.32	12	0.35	8
Gadag	0.43	0.45	5	0.02	9
Tumkur	1.04	0.99	2	-0.05	10
Bangalore-Rural	0.2	0.12	8	-0.08	11
Dakshina Kannada	-0.33	-0.53	14	-0.2	12
Hassan	-0.11	-0.32	11	-0.21	13
Mysuru	1.06	-1.28	17	-2.34	14
Dharwad	3.21	0.41	6	-2.8	15
Belagavi	2.15	-1.1	16	-3.25	16
Ramanagara	4.62	-0.7	15	-5.32	17

GR-Grievance

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Chitradurga	-3.24	0.84	4	4.08	1
Gadag	0.42	1.99	1	1.57	2
Vijayapura	-0.3	1.19	2	1.49	3
Ballary	-0.69	0.54	5	1.23	4
Kalburgi	-0.99	0.11	8	1.1	5
Raichur	-0.38	0.43	6	0.81	6
Dharwad	0.97	1.11	3	0.14	7
Bangalore-Urban	-0.45	-0.49	12	-0.04	8
Tumkur	0.32	0.25	7	-0.07	9
Hassan	0.34	0.06	9	-0.28	10
Dakshina Kannada	0.5	0.04	10	-0.46	11
Bangalore-Rural	0.05	-0.6	14	-0.65	12
Kolar	0.17	-0.56	13	-0.73	13
Chamrajnagara	1.25	-0.36	11	-1.61	14
Belagavi	0.31	-1.37	16	-1.68	15
Ramanagara	0.92	-1.29	15	-2.21	16
Mysuru	0.38	-1.89	17	-2.27	17

GR- Redress

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Kolar	-2.31	1.14	3	3.45	1
Tumkur	0.05	1.25	2	1.2	2
Kalburgi	-1.71	-0.53	12	1.18	3
Chitradurga	1.03	2.11	1	1.08	4
Bangalore-Urban	0.04	0.97	4	0.93	5
Chamrajnagara	-0.66	0.18	7	0.84	6
Ballary	-0.28	-0.05	9	0.23	7
Dakshina Kannada	-0.88	-0.71	13	0.17	8
Vijayapura	0.34	0.51	5	0.17	9
Bangalore-Rural	0.17	0.33	6	0.16	10
Raichur	-0.57	-0.46	11	0.11	11
Ramanagara	0.9	0.05	8	-0.85	12
Hassan	-0.02	-0.88	15	-0.86	13
Belagavi	1.16	-0.16	10	-1.32	14
Gadag	0.55	-0.84	14	-1.39	15
Dharwad	1.29	-0.89	16	-2.18	16
Mysuru	0.89	-2	17	-2.89	17

GR-System

Districts	CRC-1	CRC-2	Rank-Status	Delta	Rank-Delta
Chitradurga	-1.33	0.62	6	1.95	1
Raichur	0.38	1.96	1	1.58	2
Belagavi	0.67	1.78	2	1.11	3
Tumkur	0.66	1.46	3	0.8	4
Gadag	-0.54	0.2	7	0.74	5
Vijayapura	-0.64	0	11	0.64	6
Kalburgi	0.16	0.64	5	0.48	7
Chamrajnagara	-1.26	-0.79	14	0.47	8
Bangalore-Urban	-0.33	0.12	8	0.45	9
Hassan	-0.43	-0.13	13	0.3	10
Mysuru	-0.21	0.04	10	0.25	11
Dharwad	0.96	1.02	4	0.06	12
Bangalore-Rural	0.11	-0.02	12	-0.13	13
Ballary	0.28	0.09	9	-0.19	14
Kolar	-1.31	-1.67	17	-0.36	15
Dakshina Kannada	0.04	-0.92	16	-0.96	16
Ramanagara	2.79	-0.84	15	-3.63	17

Annexure-6 CSC Indicators

No	Structure and Formation of SDMC
1.1	Notice preparation and dissemination
1.2	Parent Council
1.3	Selection method of SDMC members
1.4	Selection of president and vice-president
1.5	Selection of Secretary (HM)
	Roles and responsibilities of SDMC
2.1	Main activities of SDMC members
2.2	Other activities of SDMC
	SDMC training and capacity building
3.1	No. of trainings (first and repeat training)
3.2	Clarity in subject covered in training (SDMC structure, function, SDP)
3.3	Quality of trainer (method followed for training, participation)
3.4	Training infrastructure (venue, food, conveyance, materials)
	SDMC meeting
4.1	Frequency of meeting (attendance, agenda)
4.2	Information about the meeting
4.3	Adhere to minimum quorum
4.4	Decision making
4.5	Process of meeting
	Preparation of SDP
5.1	Planning/developing concept of SDP
5.2	Process for preparation of SDP
5.3	Coverage of parents' expectation
5.4	Integrated school development plan including zero budget
5.5	Effective implementation of the SDP
	Relation with teacher/HM
6.1	Relationship with the SDMC members
6.2	Punctuality of the teachers in school
6.3	Quality of teaching
6.4	Teacher - children relationship
6.5	Teacher-parents relationship
	Participation in school activities
7.1	Participation in SDMC meeting
7.2	Women's participation in SDMC meeting decision
7.3	Monitoring of school infrastructure
7.4	Monitoring of MDM

7.5	Participation in school development programme
	Monitoring of funds
8.1	Awareness about school fund
8.2	Transparency in usage of fund
8.3	Utilization of fund
	Community Participation
9.1	Movement in enrolment of students
9.2	Participation of local leaders (PDO, Sarpanch)
	Grievance Redress
10.1	Awareness about Grievance Redress
10.2	Awareness about 161 portal
10.3	Awareness about contact details of relevant grievance redress officials
	Monitoring of SDMC activities
11.1	By SDMC members
11.2	By Officials

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