Capacity Building of School Councils: A Study of Government Primary Schools in District Bhakkar

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Abstract

The major objective of the study was to examine the scope and impact of interventions carried out by National Rural Support Program (NRSP) for capacity building of school councils (SC) in district Bhakkar. Survey method was applied to conduct this study that allows examining the variables in natural setting without any manipulation or control. Geographical universe of the study was district Bhakkar whereas primary school teachers and SC members were the human universe of the study. Random and purposive sampling techniques were applied to select the sample of the study. Structured interview was constructed and validated by the experts to collect data. The major conclusions of the study are that SC may have positive impact on the access and quality of education in providing financial, administrative and intellectual support to primary schools. It needs to be restructured and SCs members get need based training for effective monitoring, supervising, supporting and facilitating schools. The current capacity building workshop has a significant impact but much is needed to be done to make SC a really supportive tool for primary schools.

Keywords: Capacity building, School Councils, primary schools, impact

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Introduction

Primary education is a foundation stone for further education, and it also equips children with basic life skills to lead a balanced and peaceful life at a global stage. Improving the access and quality of primary education has become a global agenda at national and international forums (Education for All, Millennium Development Goals, United Nation's Convention on the Rights of Children). Along with the public institutions, civil society and philanthropic organizations are also contributing to ensure quality education, health and well-being of children at primary stage. The studies conducted at national and international levels recognize the importance of community participation in school matters that may enhance the quality of education and increase the retention rate (Crozier & Davies, 2007; Lasky, 2000; Vincent, 2000). In Pakistan, concept of community participation in school management got prominence in 1994 during the implementation of the Social Action Program (SAP). School Management Committees (SMCs) and School Repair Committees (SRCs) were constituted for all primary and elementary schools, and were given the mandate of motivating parents in their communities to enroll, and retain children in school. They were also authorized to monitor teacher attendance, and participate in the management of financial and administrative affairs of the elementary schools.

School Management Councils (SMCs) consisting of 12 members were asked to prepare school development plans identifying funding requirements and possible funding sources for development works and other school activities. SRCs were primarily responsible for overseeing the execution of development works in schools. SMCs renamed as School Councils (SC) which could not contribute effectively to management of financial and administrative matters because of multiple reasons. It has been observed that the members of SCs were neither properly trained nor committed enough to discharge their duties for the uplift of primary education (Nasira, 2010; Hopkins, 2001). So, NRSP took the initiative by designing and implementing School Council Capacity Building Project (SCCBP) to enhance the capacities of SCs for their effective performance in working with teaching community. They carried out the project in six districts in 2005-06, with 400 schools participating from each district. They organized a three days training on the importance, structure, role, and responsibilities of SCs, record keeping, monitoring and evaluation, effective communication and networking including consultative dispute resolution mechanisms. The Institute of Rural Management (IRM) and the University of Education assisted the NRSPs in the development of training material. The current study was planned to examine the scope and impact of interventions carried out by the NRSP for capacity building of school councils.

Objectives of the Study

The study was conducted to achieve the following objectives:

- 1. To check the scope and impact of capacity building workshop by the NRSP to enhance the performance of School Councils in district Bhakkar.
- 2. To assess the challenges faced by the School Councils in the performance of their responsibilities.
- 3. To suggest practical measures for the effective functioning of School Councils.

Literature Review

School Council in Punjab

Community participation plays an important role in planning, organizing and executing the academic activities in school. According to a Chinese adage, it needs a whole village to educate a child. It is a team effort involving teachers, parents and community to gain success for successful learning of children. When schools work together with families to support learning, children tend to succeed not just in school, but throughout life (Henderson & Berla, 1997; Cole, 2007; Putnam, 2000). It may support and uphold local culture, tradition, knowledge, skills, and develop a sense of pride in community heritage.

According to the Education and Training Reform Act 2006, the Education and Training Reform Regulations 2007, it is mandatory for all government schools to constitute a 7 to 15 members SC, comprising parents, teachers and other members of the community. Revised formation of SC consisted of 11 members: teachers, students, two retired government servants and a 'lamberdar' or revenue officer. Parents would have at least 50 percent representation on the Councils. It is responsible for ensuring teachers' presence, increasing enrolment by motivating parents to send their children to school, conducting co-curricular activities, taking measures to safeguard teachers/students rights, providing support in the distribution of free textbooks and stipends in the school, and taking measures to protect school buildings. It is also mandatory to hold meetings at least once a month, prepare a School Development Plan (SDP) for the use of funds, and maintain certain records (Nasira, 2010). It was powered to spend up to Rs. 400,000 on school development, and this expenditure would be reviewed by the Education Department and audited. Lack of capacity of SC members and the lack of contact between councils and the officials of the School Education Department of the Government of Punjab remained outstanding concerns.

Responsibilities of School Council Members

Driessen, Smit, & Sleegers (2005) have identified the following responsibilities of the SC members. They are:

- 1. School Council would serve as a check on absenteeism.
- 2. Monitor performance of duties by teachers.
- 3. Use of government funds.
- 4. Purchase of furniture and equipment etc.
- 5. Raising local resources.
- 6. Enhancement of enrolment and reduction in drop outs.
- 7. Develop, implement, monitor, and review the plan for student achievement.
- 8. Recommend the plan to the Board for approval.
- 9. Identify resources to support the school plan.
- 10. Review student performance data.
- 11. Focus on the parent involvement policy and school-parent compact.
- 12. Collaborate with other school advisory committees.
- 13. Conduct an annual needs assessment.
- 14. Establish an annual meeting calendar.
- 15. Schedule training for members to learn about their role and responsibilities.

According to Bauch (1993), children acquire 'social capital' that has the apparent benefit of strengthening ties between families and schools in a way that influences students' achievement. He postulated that strong school-community relationship increases achievement and lower dropout rates in schools. He also concluded that the social networks and norms created in the church-school-community served as social capital that helped family and school in the education of their children. He revealed that in our individualistic society, we are not attending to the needs of our children and are expecting public schools to provide the needed social capital for them.

Department of Education in Western Australia (2013), developed a *Family Links Program* that focused on involving parents in schools. The results from the pilot study program revealed that schools could increase parental involvement by employing parent liaison officers in the primary schools. The role of these parent liaison officers is to encourage parents' visits to school, provide hospitality, generate ideas and act as a voice for parents. No such type of program has been launched in Pakistan to ensure the effective participation of community in schools for achieving the target of universalization of primary education.

Fullan and Quinn (1996) explored and suggested two potential operational modes for school councils: *Compliance orientation*' where SCs are the result of a political agenda focusing on parental involvement and accountability matters, and their creation is an end in itself. In *Capacity-building orientation*, SCs promote a stronger and deeper linkage among parents, teachers and the community, and whose focus is on enhancing the quality of student learning. Capacity building can't be an "add on"; a bandage to put around a broken limb rather it becomes a 'habit of mind'.

Epstein and Rodriguez-Jansorn (2004) highlighted, when SCs are in existence for at least three years and supplied with the proper training, they may increase community involvement in the school. They significantly influence the quality of family life and community connections within the school. It also indicates that active presence of SC improves parent-teacher relationships, increases the number of parent advocates for the school, and also increases parenting skills. It is a pillar of support for teachers and improves the working conditions of educators (Garrett, 2010). It can be a communicative bridge between school and community members. Summarizing these results, the predominant effect of SC appears to center upon improving home-school networks and relationships.

Nasira (2010) and Hopkins (2001) revealed that most of the SCs in Pakistan are dormant bodies with head teachers running the whole show. A sustainable improvement in schools is possible only when the local community and stakeholders step in to support local governance and decision making in the best interests of the children (ITA, 2007). Community somehow represents itself in meetings but the required output can be achieved only when community members are responsive and responsible to operate on an organized platform for achieving time bound targets. Community involvement is a compulsory element of the progress but this involvement becomes positive when people show active participation rather representation.

Dom and Verhoeven (2006) explored that the roles and responsibilities of School Management Committees (SMCs) and Parent Teacher Associations (PTAs) differ greatly across national borders. Some countries have the legal provision for both institutions others only have one, while others none at all. In general terms SMCs have a role in school governance, in policy making, planning and budgetary allocations. They involve a range of people including local community members, education officers, head teachers, parents and local government representatives among others. Most members are formally elected. On the other hand PTAs tend to help with resource mobilization, running social events for parents and pupils, running clubs for extra-curricular activities, organizing meetings to inform parents about education issues. In some cases, they are a loose association of people interested in the school who are not usually formally elected representatives.

Weiss, et al. (2005) concluded that literature on family involvement in education encompasses a wide range of interest areas such as early childhood development, academic achievement, after school initiatives, family support, professional development, parent leadership in the schools, and community role for education reform. They described various programs in USA having a family focus such as Healthy Families, Home Instruction for Parents of Preschool Youngsters (HIPPY), Parent-Child Home Program, and Early Intervention, Math and Parent Partnerships (MAPPS), Family Involvement to support social-emotional development, Families and Schools Together (FAST), Home-School Partnerships, Parent information and research centers, Parent Institute for Quality Education (PIQE); and Parent Leadership. These programs have a significant contribution to improve the academic achievements of the students. No such type of community participation in schools has been introduced till now in Pakistani schools.

Porter, (2008) acknowledged that the meaning of community involvement has a unique connotation for every school. For instance, community involvement in one school could mean creating opportunities for families to connect with one another, with school staff, and with community groups. It may also include opening the school building for community events, working with families to develop a community-based learning program, or having school personnel working with families to help solve community issues. Community-focused and communitystrengthening ideas include involving seniors in school activities, setting up welcome committees for new families entering the area, organizing community members who volunteer for bus patrol, organizing daycares within the school, creating adult and youth special interest clubs, and sponsoring a community-wide Career Expo within the school. It is a connection between schools and community members that directly or indirectly support the physical, social, emotional, and intellectual needs of students.

Richard (2008) conducted a study about the role of community participation to improve the quality of education. It represents some of the evidence about how a diverse set of community school initiatives are preparing students to learn, helping them to succeed, and preparing them for future success. Together with their partners, community schools are helping more students be ready to learn when they start school, improving the skills and attitudes that the students need to learn. It may contribute and raise the level of student academic outcomes.

Methodology

Methodology of the study is explained in the following headings:

Research Design

It was a survey type research to study the impact of the interventions carried out by the NRSP for capacity building of SCs. It also included the major challenges of SCs to improve the access and quality of primary education. The variable of the study were: interventions of NRSP, its impact and challenges were studied in natural setting. Survey design was considered useful in describing the characteristics of a large population. It also permits the researcher to come in direct contact with the people, whom he wants to study (Gay, 2011). Structured interview was constructed and validated to collect the data of the study. It helped the researchers to observe the situation existing at the ground and interact with the stakeholders of SCs. Primary schools located in the district Bhakkar where NRSP carried out the capacity building project was the geographical universe of the study. The human universe included primary school teachers, parents and SCs members related to the primary schools in district Bhakkar.

Population and Sample of the Study

There were 1228 public primary schools in Bhakkar district (610 male & 618 female). The number of students and number of teachers vary in different schools. Random and purposive sampling techniques were applied to select the participants of the study. At first stage, the researchers picked up 70 schools out of 210 applying random sampling technique from the list provided by the District Education Officer where NRSP carried out interventions. At the second stage, purposive sampling technique was applied to pick up one teacher, one community member and one member of SCs for interview from each school. Only those members of SCs were selected who were willing to participate in the study. Almost equal presentation were given to male and female genders of SCs in the sample size because there was no wide difference in the male and female schools of the target population of the study.

Instrument of the Study

Structured interview was constructed after thorough review of literature related to the variables of the study. At first stage major dimensions of the interventions were identified that includes the impact on record keeping, financial management, teachers' regularity and academic management. At second stage, pool of items was developed under the identified dimensions. The items were sequenced and refined to enhance their communicability. It contained open and close ended questions. The overlapping items were deleted and finalized set of items were mailed to three experts for validation. They also recommended changes in vocabulary and sentence structure of certain items. They also helped to replace four items of the questionnaire completely. At the validation phase, the points considered were: clarity, communicability, language difficulty, sentence structure, lengthens of instrument, time and money resources. At third stage, the instrument was pilot tested on the respondents who were not included in the study. Ambiguity of the items was removed getting opinions of the respondents at pilot testing stage to finalize the instrument.

Data collection and analysis

The research team got permission from the District Education Officer Bhakkar to conduct the study. We personally visited schools and briefed the heads about the major objectives of the study. The respondents were ensured that data would only be used for research purposes and their opinions would not be referred by their names. The data collected were categorized and analysed by calculating frequencies and simple percentage to draw findings and conclusions of the study. The collected data is analysed as under:

Table 1

Age	Frequency	%	Profession	Frequency	%
21 to 30	52	24.54	Businessman	27	12.86
31 to 40	112	53.64	Farmer	33	15.71
41 to 50	40	19.09	Daily wager	15	7.14
51 to above	06	2.73	Teacher	70	33.33
Male	108	51.43	Household	30	14.29
Female	102	48.57	Any other	35	16.67
Total	210	100	Total	210	100

Percentage distribution of the respondents according to their age group, gender and profession

This table indicates that 24.54 percent of the respondents belonged to age group of 21-30, 53.64 percent belonged to age group of 31-40, 19.09 percent belonged to age group of 41-50 and only 2.72 percent belong to the age group of above 50. So, the majority of the respondents belonged to the age group of 31-40 that were 53.64 percent. 51.43 percent of the respondents were male and 48.57 percent were female. It revealed that gender wise gap between the male and female was very close. About the profession of the respondents: 12.86% were businessmen, 15.71 percent were farmers, 7.14 percent were daily wager, 33.33 percent were teachers, 14.29 percent working as households and 16.67 percent had different professions.

Analysis about the education of respondents							
Educational Status	Frequency	%	Professional	Frequency	%		
Educational Status	requency	/0	(only of teachers)				
Below and up to middle	23	10.86	PTC	5	7.14		
Matric	58	27.43	SV	4	5.71		
Intermediate	67	32	СТ	14	20		
Graduation	44	21.14	B.Ed.	36	51.42		
Masters and above	18	8.57	M.Ed. and above	11	15.71		
Total	210	100	Total	70	100		

This table depicts the educational qualifications of the respondents participated in the study. The respondents with below and up to middle level qualification were 10.86 percent, 27.43 percent were matric, 32 percent were intermediate, 21.14 percent were graduate and 8.57 percent were masters and above. It is revealed that majority of the respondents were having matriculation who participated in the study. Professional qualification of the teachers participated in the study were categorized as PTC, SV, CT, B.ED and M.ED. 7.14 percent were PTC, 5.71 percent were SV, 20 percent were CT, 51.42 percent were B.ED and 15.71 percent were M.ED among the total number of 70 teachers. It is revealed that majority of the sample group were B.ED.

Table	3
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Table 2

Performance of school council up to the required standard

Options	Frequency	%
Yes	114	54.28
No	96	45.71
Total	210	100

This table reveals the analysis about the performance of schools up to the required standard. 54.28 percent of the respondents viewed that school council was performing up to the required standards where as 45.71 percent of the respondents did not agree to the statement. It is reflected that four to three days interventions of NRSP for capacity building of the teachers needs more work to make it functional and effective.

Table 4

Views about the changes in the role of school council

Role statement	Yes	%	No	%
Financial management	155	73.8	55	26.19
Academic management	165	78.57	45	21.42
Administration	160	76.19	50	23.8

This table depicts the role of school council according to the views of participants in the area of financial, academic and administrative management. 73.8 percent of the participants viewed changes in the role of school council in the area of financial management, 78.57 percent were in favour of changes in the role of academic management and 76.19 percent were in favour of administrative management. It is revealed that majority of the respondents were in favour of changes in the role of school council functioning at that time.

Table 5

Views about the NRSP interventions for capacity building of school council

Statement	Yes	%	No	%	Total
Effective interventions	94	44.76	116	55.23	100

This table indicates that 44.76 percent of the participants viewed that NRSP interventions were effective for the capacity building of the members of the school councils whereas 55.23 percent did not agree to the statement. It reveals that we need more changes to launch future programs for the capacity buildings of the school councils.

Table 6

Statement	Yes	%	
Financial management	34	16.19	
Record keeping	25	11.9	
Capacity building	92	43.8	
School maintenance	26	12.38	
School administration	33	15.71	
Total	100	100	

Major focus of the NRSP interventions

This table reflects the analysis about the major focus of the interventions of the NRSP program for capacity building of school councils and 43.8 percent of the participants viewed that the capacity building was the major thrust of the interventions, 16.19 viewed that it was financial management, 15.71 viewed that it was school administration, 12.38 percent viewed that it was school maintenance and 11.9 percent viewed that it was record keeping.

Table 7

Regularity of school council meetings after interventions of the NRSP

Statement	Yes	%	No	%
Regularity in SCs meetings	132	62.85	78	37.14

This table reveals the analysis about the regularity of school council meetings after the NRSP interventions. It was viewed by the participants that the regularity of the meetings after the school council interventions were 62.85 percent whereas 37.14 percent of the school councils did not show any change as far as the regularity of the meetings were concerned.

Table 8

Frequency of school council meetings and record keeping after the NRSP interventions

Time interval	Frequency	%	Record	Frequency	%
			keeping		
Weekly	4	1.9	Yes	86	40.95
Monthly	51	24.28			
Quarterly	63	30	No	124	59.04
any other	92	43.8			
Total	210	100.0	Total	210	100

This table reflects the frequency of meetings organized by the school councils after the NRSP interventions. Weekly meetings were held by only 1.9 percent of the sample group, 24.28 percent held on monthly basis, 30 percent held on quarterly basis whereas 43.8 percent held any other time that means longer than quarterly interval. It is revealed from the data that the majority of the schools were not holding meetings even on quarterly basis. 40.95 percent maintained the record of school council meetings whereas 59.04 percent did not maintain the record of meetings.

Table 9

Issuance of work report and opinions about improved functioning of school council after NRSP intervention

Statement	Yes	%	No	%	Total
Issuance of work report	3	2.1	207	97.9	210
Improved functioning of school council	115	54.8	95	45.2	210
Teachers' views about improvement of SC	49	70	21	30	70

This table depicts that there were only 2.1 percent school councils that issued the work report after the NRSP interventions whereas 97.9 percent did not issue any work report about the maintenance of school, administrative supervision, financial management or any related matters about the functioning of schools that come under the purview of the school council. 54.8 percent of the participants viewed that role of school council was improved after the intervention whereas 45.2 percent did not agree to the statement, 70 percent teachers viewed that role of school council improved after the NRSP intervention whereas 30 percent did not agree to the statement.

Table 10

Suggestions for making school council effective

Strata	Restructuring	Reactivation	Any other	Total
Whole sample	114 (68.8%)	23 (10.8%)	73 (20.4 %)	210
Teachers	50 (71.42%)	17 (24.28%)	3 (4.28%)	70
Parents	62 (88.5%)	6 (8.5%)	2 (3%)	70

This table indicates that 68.8 percent of the sample group viewed that school council could be made more effective by its restructuring, 10.8 percent suggested that it could be made more effective by reactivation while 20.4 percent had the opinion that it could be improved by any other way i.e. through funding. 74.5 percent teachers suggested that school council could be made effective by its restructuring, 24.5 percent suggested that it could be made effective by reactivation while only 4.28 percent viewed of any other. Similarly, 88.5 percent of the parents of the sample group viewed that school council could be made effective by its restructuring, 8.5 percent suggested that it could be made effective by its restructuring, were in favour of financing.

Table 11

Importance of community involvement for quality education

Strata	Yes	No	Total
Whole sample opinion	176 (83.9%)	34 (16.1%)	100
Teachers' opinions	65 (92.9%)	5 (7.1%)	70
Community members' opinions	67 (95.7%)	3 (4.3%)	70
Parents opinions	44 (62.9%)	26 (37.1%)	70

This table is about the involvement of the community for improving the quality of education. In this table, 83.9 percent of the sample group viewed that community involvement in school councils was vital while only 16.1 viewed that community involvement is not vital, 92.9 percent teachers viewed that community involvement in school councils may positively improve the quality of education whereas 7.1 percent did not agree to the statement. 95.7 percent of the community members viewed that community involvement in school councils was important to enhance the access and quality of education whereas 4.3percent did not agree to the statement. Similarly, 62.9 percent of the parents participants also agree to the involvement of community to contribute to the quality of education whereas 37.1 percent did not agree to the statement.

Conclusions and Discussion

It is concluded that SCs may have positive impact on providing access and quality of education at primary level. It may provide financial, administrative and intellectual support for the smooth functioning of primary schools and to achieve the target of Universal Primary Education. School is a part of community and it is established to meet the demands and desires of community. The studies conducted by Porter (2007) and Richard (2008) also confirm the results that community involvement has a unique contribution to the development of every school. Educating children is the responsibility of school, family and community at large. Education objectives may also be achieved through organizing community functions.

It is concluded that existence of SCs on paper and educational documents is required to be translated in true letter and spirit in schools by sensitizing and convincing teachers and community members for their effective participation in academic, social, administrative and financial activities of schools. It is also concluded that the respondents have mixed opinion about the performance of the SCs. Almost half of the sample group was not satisfied with the effective functioning of SCs after the NRSP interventions. To bring changes in the attitude of people, we need continuous and long time interventions along with follow up mechanism that was missing element of the capacity building program of NRSP. The formation of SCs needs to be restructured for effective monitoring, supervision, supporting and facilitating the smooth functioning of primary schools in academic, administrative and financial matters. They need to be trained to locate community resources that can be used for educational purposes, and also be convinced that educational activities of a child may run out of school as well. Meetings of the SCs need to be scheduled on regular basis. The majority of the schools do not organize meetings even on quarterly basis. These meetings do not mean meetings for the sake of meetings rather to think, plan and propose implementation strategies for solving the problems faced by the institutions. The record of meetings needs to be properly maintained and lessons educed for future course of action. The work report needs to be issued and properly supervised.

Recommendations

Following are the recommendations of the study:

- 1. Teachers and community representative may realize the importance of working together for utilizing the community resources for primary education. For this purpose, Focus Group Discussions are required to be arranged with the teachers and community members for bringing them on the same page and working for the common agenda to improve the access to and quality of primary education.
- 2. Capacity building workshops for community members and teachers may be arranged after conducting a systematic need analysis. These workshops will be supported by the follow up mechanism to check how things get start working in schools after training.

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