

# **Community Participation in Public Schools: Impact of Information Campaigns in three Indian States**

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South Asia Human Development  
World Bank

# Policy context

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- Indian states have decentralized control over schools and other public services to local communities (since mid 1990s)
- A nation-wide government scheme “Sarva Shiksha Abhiyan (SSA)” was initiated in 2001 to universalize quality elementary education
- A key strategy: increase accountability of schools to the community through greater involvement of:
  - village education committees (VECs)
  - parent-teacher associations (PTAs)
- However studies show communities not involved and learning outcomes remain poor

# Improving quality of education remains a challenge

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For example ASER (2005) finds

- More than 93 percent of children are in school
- Yet 67 percent of Indian children in grades 3-5 cannot read simple text

# Hypothesis

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Campaigns that provide information to the community about its oversight roles in public schools and the services children are entitled to would improve learning outcomes

## **What would be the channel of change?**

- The community being the direct beneficiary of public services has greater incentive to monitor the services than state/district governments. VECs and PTAs are expected to facilitate this monitoring
- These Information campaigns would make VECs and PTAs more effective
- However monitoring public services is a public good and may be subject to free rider problem and capture by local elites
- Whether community participation works to improve service delivery is an empirical question

# Study Design

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- 3 states: Karnataka , Madhya Pradesh (MP), Uttar Pradesh (UP)
- Randomized Controlled Trial
  - 340 treatment villages
  - 270 control villages
- Sample: 23000 students & parents, 1700 teachers, 4900 school committee members
- Baseline survey of teachers, students, community members in '06
- ➡ Intervention: Information Campaign in '06
- Blinded follow-up survey at **2-4 months** in '07

# Intervention

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- Partnered with Nike Foundation in creating campaign design
- Intervention structured to maintain uniformity in delivery of information
- Information campaign consisted of 8-9 meetings in a village over 2 months
  - Target audience: parents, school committee and teachers
  - 800 people attended in a village in UP, 700 attended in MP
- Meetings were announced 2-3 days ahead using banners, posters, pre-recorded audio tape



ಮಕ್ಕಳ  
ಶಾಲೆ  
ಅಭಿಯಾನ

ಶಿಕ್ಷಣದ ಮೂಲಕ  
ಸಾಮಾಜಿಕ ಸುಸ್ಥಿತಿ  
ಸಾಧಿಸುವ ಕೆಲಸ

27/02/07  
6:00 PM  
ಅರಸೀಕೆರೆ ಶಾಲೆ  
ಅಭಿಯಾನ ಕಾರ್ಯಕ್ರಮ



ಶಿಕ್ಷಣದ ಮಟ್ಟ  
ನಾವಾಗಿಸುವ ಶ್ರೇಷ್ಠ

ಬನ್ನಿ  
ಈ ಕನಸು  
ಆಗಿಸೋಣ ನನಸು!



# Intervention : Campaign Tools

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- Key information in:
  - Short film of 6-7 minute duration
  - VEC/PTA poster
  - VEC/PTA wall painting
- Complete information in:
  - Take-home calendar with all of the information written in detail
  - Learning assessment booklet

# Intervention

## What Information did the Tools Communicate?

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- Rules for selection of school committee
- Rules for committee meetings
  - E.g. minimum attendance at these meetings
- Roles and responsibilities of committees
- Organization and funding of school accounts
- Right to information regarding the school
  - including right to copies of any school record
- Grade level minimum level of learning as defined by the government
- Specifics of benefits that students in primary grades are entitled to such as uniform, mid day meal
- Where to complain about school related problems



## **Intervention : Typical meeting lasted 35-40 minutes**

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- A team of 2 read a scripted introduction
- The film was played (twice)
- Opportunities to ask questions and discussion among the audience
- Team not allowed to participate in discussion
  - Team was allowed to provide answers which were already written in the calendar
- This was done to maintain uniformity in delivery of information campaign
- Also distributed posters, calendars, assessment booklet
- Wall painting on school wall

# ಶಾಲಾ ಅಭಿವೃದ್ಧಿ ಮತ್ತು ಮೇಲುಸ್ತುವಾರಿ ಸಮಿತಿಯ ಜವಾಬ್ದಾರಿಗಳು



**1** ಎಸ್.ಡಿ.ಎಂ.ಸಿ. ಸದಸ್ಯರ ಸಭೆ ತಿಂಗಳೊಮ್ಮೆ ನಡೆಯಬೇಕು. ಮಿಷನ್-ನ ಸೂಚನೆ ಮುಖ್ಯಾಧ್ಯಾಪಕರು ಮತ್ತು ಸದಸ್ಯರಿಗೂ ಒಂದು ವಾರ ಮೊದಲೇ ಕೊಡುತ್ತಾರೆ.



**2** 6-ರಿಂದ 14 ವರ್ಷದ ಬಡಗಿನ ಮಕ್ಕಳು ಶಾಲೆಗೆ ಸೇರುವಂತೆ ಮತ್ತು ದಿನಾ ಪಾಟಿಯಂತೆ ನೋಡಿಕೊಳ್ಳಬೇಕು.



**3** ಶಾಲೆ ಸಮಯಕ್ಕೆ ಸರಿಯಾಗಿ ಬಂದು, ಒಂದ್ ಹಾಗೂ ಸರಿಯಾಗಿ ನಡೆಯುವುದರ ಬಗ್ಗೆ ಗಮನಪಡಬೇಕು.



**4** ತರಗತಿಗನುಸಾರ ಓದು-ಓದಾಟ ಕಲಿಯುತ್ತಿದ್ದಾರೆ ಅನ್ನುವುದರ ವಿಚಾರ ಪರಿಶೀಲಿಸಬೇಕು.



**5** ಅಧ್ಯಾಪಕರು ಕ್ಷಿಪ್ರ ಸಮಯದಲ್ಲಿ ಓದು ಸರಿಯಾದ ರೀತಿಯಲ್ಲಿ ಕಲಿಸುವುದು, ಅಧ್ಯಾಪಕರ ಸೂಚನೆ ರೀತಿ ಮುಂದುವರಿದು ವ್ಯಾಜ್ಯವನ್ನು ಸರಿಯಾಗಿ ಕಲಿಸುವ ಅಧ್ಯಾಪಕರ ವಿವರವು ಶಾಲಾತಿ ಅಥವಾ ಬೆಡ್ಡಿಯ ಶಿಕ್ಷಣ ಕಛೇರಿಯಲ್ಲಿ ದಾಖಲೆ ಮಾಡಬೇಕು.



**6** ಮಕ್ಕಳ ಓದು-ಓದಾಟ, ಶಾಲಾ ಪಾಟಿಗಳ ಬಗ್ಗೆ ಚರ್ಚೆ ನಡೆಸಲು ಹೆಚ್ಚಿನ ಸಭೆ ನಡೆಯಬೇಕು.



**7** ಉಚಿತ ಪುಸ್ತಕ, ದ್ರವ್ಯಾರ್ಥಿಗಳನ್ನು ಸಮೀಪ ದಿವಾಲಯ ಮೇಲೆ ಒಗ್ಗಿಸಬೇಕು.



**8** ಮಧ್ಯಾಹ್ನದ ಊಟ ತುಂಬಾ ಮೇಲ್ದಿವಾಲಯದಲ್ಲಿ ತಯಾರಿಸಿ ಉಳಿಸಿಡಿಸುವುದು ಹಾಗೂ ಗುಣಮಟ್ಟದ ಬಗ್ಗೆ ಗಮನ ಪರಿಶೀಲಿಸಬೇಕು.



**9** ಭವನ, ಆವರಣ ಮೈದಾನ, ಕೆಲಸಾಲಯ, ಸುತ್ತು ರೋಡಿಯ ದುರಸ್ತಿ, ಹೆಚ್ಚಿನ ಕೆಲಸಗಳ ನಿರ್ಮಾಣ, ಕುಡಿಯುವ ನೀರು, ವಿದ್ಯುತ್ ಸಂಪನ್ಮೂಲ ಅಳವಡಿಕೆ ಇರುವಂತೆ ನೋಡಿಕೊಳ್ಳಬೇಕು.



**10** ವರ್ಷದಲ್ಲಿ 220 ದಿನ ತರಗತಿ ನಡೆಯಬೇಕು.



**11** ಶಾಲಾ ಪಾಟಿಯ ಲೆಕ್ಕ ಪತ್ರದಲ್ಲಿ ಗಮನ ನೀಡಬೇಕು. ಆಗಬೇಕಾದ ವಿಚಾರ ನಿರೀಕ್ಷಿಸಿ, ಎಲ್ಲ ವಿಚಾರ ಅನುಮೋದನೆ ಇತ್ಯಾದಿ.

- ಶಾಲಾ ದುರಸ್ತಿ, ನಿರ್ಮಾಣಗಳಿಗಾಗಿ ಪ್ರತಿವರ್ಷ ರೂ.4000-ರಿಂದ ರೂ.7500-ರ ತನಕ ಅನುದಾನ.
- ಪ್ರತಿವರ್ಷ ಅಧ್ಯಾಪಕರ ಅಧ್ಯಾಪನ ಸಾಮಗ್ರಿ (ಟಿ.ಎಲ್.ಎಮ್.) ಗಾಗಿ ಪ್ರತಿವರ್ಷ ರೂ.500.
- ಶಾಲಾ ಅನುದಾನ ಪ್ರತಿವರ್ಷ ರೂ.2000
- ಪ್ಯಾಂಚ್‌ಸೆಟ್, ಶೌಚಾಲಯ, ಆವರಣಗಳಿಗೆ, ಹೊಸಕಟ್ಟಡ, ಪಳ ಭವನಗಳ ಪುನರಾವರ್ಣನ ಅಥವಾ ಹೆಚ್ಚಿನ ಕೆಲಸಗಳಿಗಾಗಿ ಹಣ.

ಸರ್ಕಾರಿ ಶಾಲೆಯಲ್ಲಿ ಕಲಿಯುತ್ತಿರುವ ಪ್ರತಿ ಮಕ್ಕಳ ಹೆತ್ತವರು ಮತ್ತು ಎಸ್.ಡಿ.ಎಂ.ಸಿ. ಯ ಸದಸ್ಯರು ಸ್ಕೂಲ್ ರಿಜಿಸ್ಟ್ರರ್, ಪಾಟಿಯ ಲೆಕ್ಕ-ಪತ್ರ, ಶಾಲೆಯಲ್ಲಿ ಆಗತಕ್ಕ ವಿವಿಧ ಸೌಕರ್ಯಗಳನ್ನು ತಪಾಸಣೆ ಹಾಗೂ ಮಾತೃಕಾ ಪದೆಯು ಹಕ್ಕು ಹೊಂದಿರುತ್ತಾರೆ.

# शिक्षा समिति के जरूरी काम

शिक्षा समिति के मेम्बर - 1 श्रीमती प्रेमा देवी 2 नीरा त्रिवेदी 3 राम सेक 4 तेज रम

1. स्कूल में बच्चों की अभावगी, लड़कियों का स्कूल तक आना व बसने से।
2. शिक्षकों की वेतन वृद्धि का प्रयत्न और सही से भुगतान।
3. शिक्षकों की बच्चे पढ़ाने के अभाव में पढ़ाने का समय सीमा रहे है।
4. स्कूल का खर्च पर स्कूल व्यवस्था और नीति में ध्यान करते सुझावों को कचे विद्यालय सीमा रहे है।
5. स्कूल को का शिक्षण विद्यालय काउन्सिल और को बच्चे पुनः बनाने।
6. शिक्षकों के हितों में सम्बन्धित काम करना, स्कूल अभावगी वैया-नेस में काम करना।
7. स्कूल में सम्पदा, सार-सामान और अन्य काम को निवारण। विद्यालय की टाट पट्टी, पीके बन जाती, पोषणक जैसे सुविधाएँ स्कूल में है।
8. सम्पदा, इलाक में शिक्षकों का सही भित्तियन व्यवस्था।

समाप्तकारी स्कूल में पढ़ा रहे है इस काम को के माध्यम शिक्षा विभाग को सकारण है कि कचे विद्यालय सीमा रहे है।  
 सभी माता पिता को सम्बन्धित के सम्बन्धित स्कूल जलियार, आने का शिक्षण विद्यालय केत कर सकते है।  
 ये माता पिता सम्बन्धित आग-बन सम्बन्धित है।



शिक्षा का सारा भेदना  
आजो बचाये मिलकर



# Outcomes

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## **Primary**

- Teacher attendance
- Teacher activity
- Performance of students on reading, writing and math test

## **Secondary**

- Receipt of benefits by students
- Committee members participation and knowledge
- Parents participation

# Summary of Baseline 2006

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- Learning levels are low

16-17 % in grade 4 can read sentences and words in MP and UP  
25-42% can do 2 digit addition

- Low teacher attendance

- Even lower rates of teacher activity

In UP attendance 64% and activity 25%

- Lack of knowledge and participation of school committee members in their oversight roles

In UP 2% of parent members had received any training, 38% reported school visits by committee, more than 50% cannot list any roles/responsibilities

- Much variation across states in outcomes

For example, teacher attendance in Karnataka is 88%

# RESULTS : Impact on teacher behavior

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- **UP**

Teacher attendance ↑ **11 %** from baseline ( $p = .04$  )

Teacher activity unchanged

- **MP**

Teacher attendance unchanged

Teacher activity ↑ **30%** ( $p = .02$  )

- **Karnataka**

No impact

# RESULTS : Impact on inputs

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- **UP**

Percent girls who received uniform  
Scholarship students received

↑ by 18 %

↑ by 33 % for general caste

- **MP**

Percent girls who received uniform  
Scholarship students received

↑ by 14 % for general caste

↑ by 26 % for SC/ST girls

- **Karnataka**

Percent students who report receiving  
quality mid day meals

↑ by 5 percentage points (7%)

# RESULTS : Impact on process

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## UP

Percentage (unless stated otherwise) n>680	Improvement (percentage points)	p- value
<i>Parent members only</i> - Number of school committee meetings	<b>.22</b>	<b>.05</b>
<i>Parent members only</i> - % who attended	<b>.14</b>	<b>.04</b>
<i>Parent members only</i> -Number of school inspections by committee	.32	.10
<i>Parent members only</i> -% who participated in inspections	<b>.11</b>	<b>.03</b>

	Improvement (percentage points)	p- value
<b>MP</b> Percent parents who talked to head teacher or teacher	<b>.08</b>	<b>.003</b>
<b>Karnataka</b> Percent parents who talked to school committee	<b>.14</b>	<b>.02</b>

# **RESULTS : Impact on learning**

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- **UP**

Improvement in reading  
(Grade 3)

↑ by 3 percentage points (27 %)  $p < .05$

- **MP**

Improvement in reading  
(Grade 3)

↑ by 4 percentage points (14 %)  $p < .05$

- **Karnataka**

Improvement in writing  
(Grade 4)

↑ by 6 percentage points (15 %)  $p < .02$

Improvement in mathematics  
(Grade 5)

↑ by 8 percentage points (27 %)  $p < .03$

# Summary of Impact

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- Significant and positive impact of the campaign on
  - behavior
  - process
  - delivery of entitled benefits to students (stipend, uniform, mid day meal)
  - learning outcomes
- Pattern of impact differs because states differ in
  - starting points at baseline
  - extent of oversight devolved to local communities
- Focus groups in two states suggest possible channels of change
  - discussions among community
  - community brought up issues with teachers and school committees

# Interpretation of findings..

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- Political decentralization to communities is meaningless unless it is made real i.e., community needs to know what oversight roles it has
- Providing information to communities that are unaware, through a structured campaign, has a positive impact on behavior and learning outcomes.
  - Another study finds different results (Banerjee et.al. 2007)
- It matters:
  - What information is communicated
  - How information is communicated
  - Structure, intensity and uniformity of campaign
- Supporting evidence - in a one year follow up after a similar standardized information campaign, study finds positive impact on demand for services (JAMA, Oct 24, 2007)

## Directions for future....

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- Important question for follow up research is whether impact is larger and sustained over longer time period
- Follow up plan: sustaining campaign and re-assessing impact in next one to two years

**Thank You**

# Baseline in 2006

## Learning levels are low

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<b>Grade 4</b> Percentage children who can	<b>UP</b>	<b>MP</b>	<b>Karnataka</b>
<b>Reading</b> Read sentence and words	.16	.17	.47
Read words with and without <i>matra</i>	.19	.19	.52
Read words without <i>matra</i>	.30	.31	.64
<b>Writing</b> Write sentence and words	.06	.07	.36
Write words with and without <i>matra</i>	.07	.10	.45
Write words without <i>matra</i>	.17	.21	.62
<b>Mathematics</b> Addition	.25	.42	.79
Subtraction and less	.14	.19	.59
Multiply and less	.07	.09	.30
Divide and less	.05	.06	.22

## Baseline 2006 Teacher Behavior

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	<b>UP</b>	<b>MP</b>	<b>Karnataka</b>
Attendance	.64	.67	.88
Activity	.25	.30	.69

- High teacher absenteeism
- Even lower rates of teacher activity

# Baseline

## Committee members' participation

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<b>% members that say yes</b>	<b>UP</b>	<b>MP</b>	<b>Karnataka</b>
Have you received any training from the government on roles/responsibilities of VEC	2	8	20
Has committee met in this school year	30	55	69
Has committee inspected the school in this school year	38	34	63

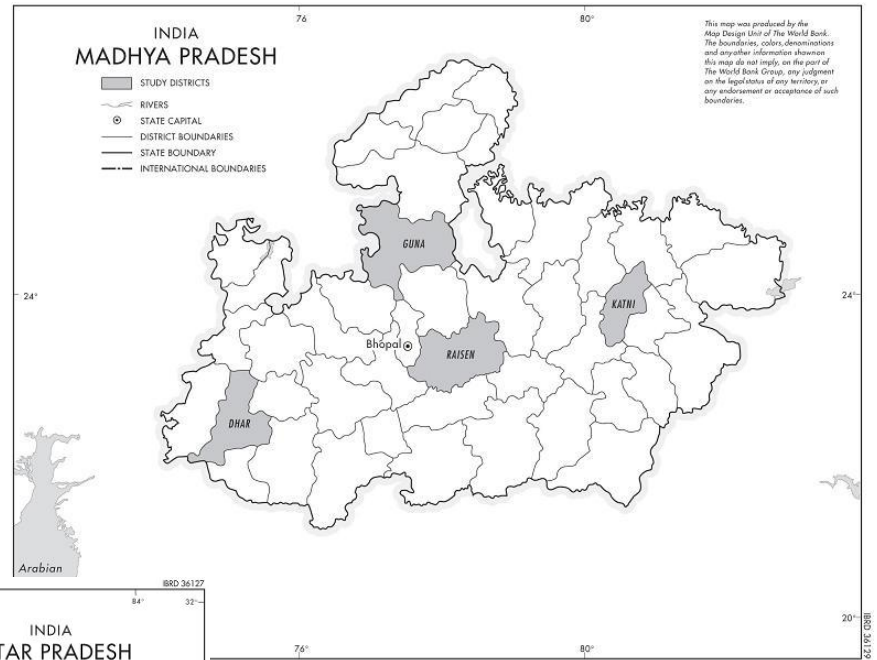
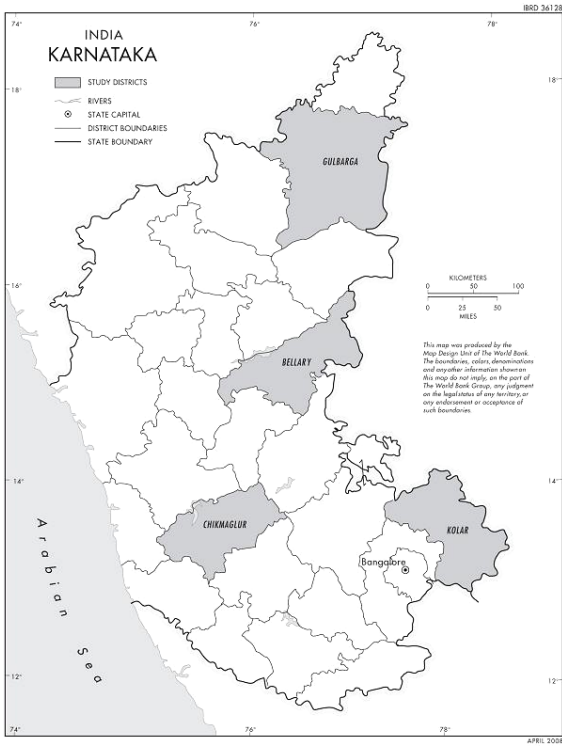
- Lack of knowledge and participation of school committee members in their oversight roles

# Baseline

## Committee members' knowledge

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% members that list each item	<b>UP</b>	<b>MP</b>	<b>Karnataka</b>
Inspect schools	21	16	62
Manage civil works	12	5	49
Prepare schemes/plans for school improvement	7	2	41
Manage school accounts, decide how to spend funds in school accounts	2	1	31
Select contract teachers	2	-	-
Verify and sign on teachers salary slip/attendance register each month	-	1	-
Ensure teachers come regularly and on time	15	20	30
Ensure teachers teach satisfactorily	21	21	28
Complain to higher authorities if teachers performance/attendance is unsatisfactory	11	1	27
Ensure distribution of textbooks	4	1	33
Ensure distribution of scholarships	11	1	33
Ensure preparation and distribution of quality mid day meals	26	28	43
Ensure distribution of uniforms	6	3	25



## RESULTS Impact on teacher behavior

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	<b>UP</b>	<b>MP</b>	<b>Karnataka</b>
Attendance	<b>.07*</b> (p =.04)	.02	-.03
Activity	.002	<b>.09*</b> (p =.02)	-.02

# Institutions of decentralization in UP & MP

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- UP
  - Village education committee (VEC) made of at least 5 members who are headmaster, elected village head (*pradhan*), 3 parent members
    - Has a 5 year term
    - Can hire and fire para teachers
    - Manages school accounts
- MP
  - Parent teacher association (PTA) in every school
  - PTA executive committee made of headmaster & 14 parent members including PTA chair.
  - PTA committee
    - executes the roles and responsibilities of PTA
    - Has a 1 year term
    - Supposed to verify teachers' attendance each month
    - Has no extra control over para teachers
    - Manages school accounts

## UP Roles and Responsibilities of VEC

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- Ensure that all government primary and junior high schools that come within the GP are functioning well. Prepare schemes for improving schools.
- Ensure that all children in ages 6-14 are enrolled in school
- Ensure that children attend school regularly
- Establish new primary schools, repair and management of existing schools
- To manage and monitor funds that comes to the school account.
- Monitor distribution of textbooks and scholarships
- Implement the mid day meal program.
- Monitor distribution of uniforms
- Ensure that teachers come to school regularly and teach properly. Take any action necessary to ensure this
- Ensure that children are learning at appropriate levels
- If teachers do not come or do not teach properly, can recommend to BSA or ABSA to take disciplinary action
- If primary school has more than 40 students per teacher, select an additional *shiksha mitra* (SM). SM cannot be a close relative of the *pradhan* or the VEC secretary.
- If VEC is dissatisfied with the performance of SM, SM can be fired anytime with a two thirds' majority vote of VEC members. If satisfied with the performance of SM, VEC can renew the contract of the SM to the next year.