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Community participation in education: A case study of the Boards of Trustees' experience in Anand District

PhD Scholar

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Abstract

The present study examines the case of community participation in education in Anand district and its experience in developing Board of Trustees (BOTs) in public schools. Through field surveys with members of the Board of Trustees, their perceptions of the BOT's efficiency, effectiveness, and problems in the context of the theoretical literature and other international experiences are analyzed. The main findings point to the fact that Anand district is consistent with the ongoing pattern in education and calls for increasing shared responsibility for provision. Although respondents were generally optimistic about potential opportunities for BOTs to improve the quality of the educational process, their current level of assessment of actual effectiveness was not uniform. Obviously, more needs to be done to transform the experience of establishing and managing BOT from just one form of pseudo participation to becoming more real.

Keywords: community participation, boards of trustees, public schools, Anand District

1.0 Introduction

The Anand district was found on 2-10-97 i.e., on Mahatma Gandhi's birthday from heather to exiting Kheda district. In Anand District, according to the year 2001 census literary ratio of male is 86.31% whereas female literacy ratio is 62.54% and total literacy ratio is 74.75 %. The women average literacy ratio is 71.34% in Anand district. The same is 52.34% in Tarapur is considered as N.R.I district highly educated and least educated villages exist in this district. The district administration since years is making efforts to encourages girl child's education in primary schools, so as to gradually reduce the average difference of 35% education ratio between men and women. At present there are only 17 village having less than 35 women literacy ratios. There is not a single village with less than 27% women literacy ratio. Looking at this, the Anand district's contribution in education field is well spread, large and important.

Anand district's primary education framework consists of 8 (eight) talukas, 20 Bits and 125 pay centres. B.R.C and C.R.C centres are 08 and 125 respectively. The district primary



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education network covers total 1034 schools. The member of students studying in primary schools having standard 1 to 7 are 10827 which in clouds girls and boys of schedule caste, 4497 including boys and girls of Schedule Tribe categories. In this way the total number of students is 230618 which shows good progress in the field of primary education.

The children are given diverse education in district primary schools. To teach children with joy and cheer and to keep them informed, internship activities like children festival, children games competition, science festival, cultural program like dance and garba, exhibition of teaching instruments, months competition, etc. are arranged. Thus the primary education base in the district is strong.

1.1 Community participation in education: the concept and risinginternational interest

This section provides a conceptual framework of community participation in education. It focuses on the relationship between community participation, as a term and a process, and other related concepts such as decentralization. Italso addresses reasons behind the growing interest in community participation in education and reviews the different theoretical models interpreting the link between schools and their surrounding communities.

1.2 Community participation and related concepts.

The term 'community' has many different implications. It may be used torefer to a network of shared interests and concerns. Communities may also be categorized based on many different criteria: geographic, ethnic and religious, or in relation to a school (Rose 2003, 47). In education, the term community is considered by some scholars to have reached a critical mass. According to Bodine (2005, 98), so many of the world development institutions are using the concept of community in their education development work, that it is now considered a core component of the "world model of educational governance".

As for participation, it is now considered a 'buzzword' in the field of social development, although it has many different interpretations. Some scholars may use the word participation to refer to the degree of influence, others use it to refer to empowerment, while



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still another group may use it as an equivalent to the notion of democracy in general (Suzuki 2002, 243).

In practice, community participation can fall anywhere between the above mentioned two extremes depending on the degree of involvement of community members in carrying out or delivering the various schooling functions, including: policy design, curriculum development, teacher hiring and firing, supervision, payment of teachers, training of teachers, textbook design, building and maintenance, and the mobilization of resources (Rose 2003, 47).

Both the concepts of education decentralization and community participation are strongly linked. Decentralization and centralization are not two opposite terms but rather points on a continuum with devolution, delegation and de- concentration representing different stages or levels along that continuum. Some also add privatization as a part of the decentralization process. Decentralizationinvolves the transfer of decision-making power from the Ministry of Education to intermediate governments, local governments, communities and schools. It involves the transfer of authorities and responsibilities for the provision of educational services to lower levels of government and agents of the state.

Decentralization of education, as in any other type of decentralization, includes both an administrative and a political aspect. Administrative decentralization may be considered to be that which concentrates on the transfer of decision- making authorities and responsibilities to lower levels in the administrative system. However, political decentralization is that which is related to implementing a greater degree of democracy at the local levels, and therefore entails a greater degree of community participation and sharing of stakeholders in the decision-making process. In Egypt, in order to implement a greater degree of education decentralization there is a need to utilize two approaches, a top-down approach in order to achieve a greater degree of administrative and financial decentralization, and a bottom up approach in order to achieve a greater degree of political decentralization, encompassing within it community participation and greater involvement of various stakeholders (El Baradei 2005, 18-9).





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If education decentralization means bringing the point of decision-making closer or nearer to the local people, then participation is likely to be the mechanism for holding the decentralized institutions accountable to the people. School governing committees and councils are considered one of the tools for practicing community participation, however for real participation to occur, these committees and councils should be accountable to the people, meaning the community members should be able to influence and sanction governance at the school level Suzuki 2002, 247).

1.3 Models of community participation in education

The theoretical conceptualization for the link between schools and the surrounding community has been discussed in the literature using various frameworks and models, ranging from 'Theory C', to one of the principles within the 'New Emerging Paradigm for Inclusive Education' to 'site-based management' to 'community schools' to 'the Overlapping Spheres Model', and all with a great deal of overlapping ideas and concepts.

To begin with, a *community-oriented approach to education*, or as some experts refer to it as Theory C, although not fully developed and tested, centers around ideas that the community should play a central role in determining educational goals and school locations, that the school building design should fit with the local needs, and that the local communities should participate in financing local education to ensure ownership (Cummings 1997, 216-37).

A third conceptualization for the link between schools and their community is what is referred to as *site-based management* (SBM). There are many different interpretations for SBM, although the majority agree that it involves a process of democratic school management allowing for participation of different stakeholders at the school level, including the principal, teachers, parents, students, support staff, and other community members in the decision-making process (Crump 1999, 8). The main justification or rationale for employing an SBM system is the assumption that the principal, teachers and parents in an individual school have greater knowledge of the needs and resources intheir school and thus should make decisions in a more effective manner. Some theorists believe that the



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closer the decisions are made to those affected bythe decision, the better they are likely to serve the students (Crump 1999, 9). SBM was implemented intensively in American schools starting from 1995 (Hess Jr. 1999, 217).

Meanwhile, a fourth conceptualization for the link between schools and their community is the idea of *community schools*. The community school represents a type of schooling that is strongly linked to the community it falls in and where there is active participation by the parents in school life. Several studies conclude that community schools represent an effective strategy for educating all children to their full potential (Blank 2003; Bodine 2005, 95; Dryfoos 2003, 204).

Finally, the *Overlapping spheres model* refers to the three most important spheres influencing a child's education, which are the family, school and com- munity. According to this model, each of the three parties has obligations in terms of educating children (Davies 1999, 52-3) and there is continuous collaboration between families, schools and communities. Many different forms of collaboration exist including the case, which is most important to our study, of the families and communities collaborating with schools in the decision- making process through school councils, parents' associations or boards. A typology of six possible forms of collaboration exists as follows:

- Type I: From Community to Family: Examples include home visits from members of the community to the families to guide them about health is- sues of children, and provide them with work or training opportunities;
- Type II: From School to Family: Examples include all communicationbetween the school
 and the family such as report cards, phone calls, visits, conferences at school, use of the
 e-mail or other forms of communication:
- Type III: From Family to Schools: Parents volunteering to help schools as tutors, class aides, or on field trips;
- Type IV: From Families to Children: Parents helping their own children with homework



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and studying;

• Type V: From Families and Community to Schools: Participating in decision-making through school councils, parents' associations, or boards;

• Type VI: From Schools to Community: Schools collaborating with business or cultural

organizations, libraries or universities for the purpose of improving children's education

(Davies, 1999, pp. 76-77).

So, as we have seen from the above both the concepts of education decentralization and

community participation are linked. And as decentralization means bringing the point of

decision-making closer or nearer to local people, then participation is the mechanism for

holding the decentralized institutions ac- countable to the people. In order to achieve real

participation, there are some essential push factors: rising international interest in

community participation in education; managerial push factors; political and economic push

factors; pedagogical push factors; developmental push factors and human rights perspective.

The link between schools and the surrounding community is explained in various theories and

models: Theory C, or community-oriented approach to education; emerging paradigm for

inclusive education; site-based management; community schools and overlapping spheres

model.

1.4 Introducing community participation to Anand district education.

After reviewing the interest in community participation in education and its various models

and forms, this section of the research paper discusses the situation in the Anand district

education system and the rationale behind the move towards a greater degree of community

participation in school education.

The ruling district specific responsibilities within the framework of the existing Education

Law. These responsibilities are as follows:

1. Participating with school management in developing an integrated plan to implement

the BOT objectives and to develop the school.



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2. Monitoring and following up on the implementation of the plans and working with the school management in facing problems and difficulties.

3. Supporting and modernizing the educational process through innovative financing mechanisms including community contributions and private sector donations.

4. Maintaining effective connections with businessmen, public figures, and civil society organizations and involving them in community participation activities.

5. Cooperating with the school management in designing an implementation plan for maintaining the school building, premises, and equipment.

6. Supporting educational interventions that target special students and those with disabilities.

7. Assuring cooperation between the school and relevant institutions like universities, NGOs, youth centers, and public libraries.

8. Supporting the effort of building a school-based database that covers students and teachers' issues, in addition to physical infrastructure issues.

9. Providing consultancy and advice to the school management regarding educational and schooling issues.

10. Discussing and approving the final accounts of the projects decided by the BOT.

11. Preparing an annual report that provides detailed information about the board's activities and their allocated budgets.

2.0 Empirical study methodology

Anand district was selected as a case study for a number of reasons. First of all, Anand has a very diversified composition, since it has an agricultural, industrial, and touristic nature, but also in terms of predominant culture, values, and traditions. Secondly, Anand was one of the pilot governorates selected by both the Ministry of Education and by the international donor



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community for the first wave of decentralization in pre-university education and therefore sufficient time has elapsed to enable an assessment of the experience. Lastly, as discussed earlier, Anand was among the governorates that witnessed the highest rate of improvement in Gross Enrollment Ratios ever since the 90s despite historically being one of the most disadvantaged governorates. Therefore, for all these reasons we thought we should use the Anand district as a case study.

3.0 Empirical study main findings

Among the main findings of the empirical study were the following:

3.1 Reasons for pursuance of community participation

On asking respondents what the main reason was that led to the Ministry of Education to adopt the concept of Community Participation in Education through the establishment of Schools' Boards of Trustees, we found that the most frequently mentioned reason by the majority of respondents (77%) was the enhancement of the interaction between the school and its surrounding environment, while the least frequently mentioned reason (23%) was monitoring what takes place inside the school. Other mentioned reasons with various levels of frequency included: the contribution to solving school problems, improvement of the educational process, promoting the concept of decentralization in school management, and benefiting from the external assistance of businessmen and non-governmental organizations.

It seems that there is general appreciation and understanding by the members of the BOTs for the motives of the Ministry of Education in deciding to establish schools' BOTs as a tool for promoting community participation in education. Members perceive the need to be based on the desire to realize improvements in the quality of the educational service. Only a few members mentioned that one of the reasons may be to increase surveillance and monitoring of school activities. Thus, mostly the perceived reasons for the MOE initiative were related to pedagogical factors, followed by managerial considerations, then finally economic and financial issues.



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3.2 Role of BOTs in developing the educational process

On asking interviewees about the roles that the BOT can undertake to develop the various aspects of the educational process, the respondents cited a number of significant roles, including in descending order of the number of times cited: participation in problem-solving, improving the educational level of students, participating and enhancing school activities, participating in developing short-term plans and identifying school needs; follow-up on the educational process; facilitating the role of the school administration in achieving its objectives; providing subsidies to the school; providing communication channels with external bodies — whether non-governmental organizations, the business community or local councils, contributing towards resource mobilization for the school, providing a link between the family and the school, and promoting parents' and students' awareness regarding various issues.

3.3 BOTs perceived areas of influence on school performance

On asking respondents how and in what way they thought the BOT has influenced the school performance, a number of determinants for the quality of school performance were mentioned, in terms of frequency of citation in the following descending order: activation of extra-curricular activities, decrease in students' dropout rates, improvement in both teachers' and students' school attendance, improvement in ethical climate in schools, improvement in students' school grades, and curtailment in students' resort to private tutoring.

Activation of extra-curricular school activities ranked first in the list of areas where BOTs influence the quality of school performance.

3.4 Relationship between the BOTs and the school management

On asking interviewees about how they would describe the relationship between the BOT and the school administration, content analysis of the respondents' descriptions revealed the presence of four distinct perceived trends for that relationship. More than 42% of the respondents perceived that there is an *interactive relationship between the BOT and the*



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school administration. Evidence for the perceived interaction was cited in how the school administration presents its problems to the BOT, like the problem with school attendance, low academic achievement for some students, the problem of dropouts, and how the board helps the school administration in identifying solutions to these problems. The BOT was also perceived to cooperate with the school administration in organizing competitions and celebrations for various events; examples being the celebration for Mother's Day, Orphan's Day, Teacher's Day, Exemplary Mother and the honoring of High Achievers.

3.5 Perceived forms of potential community participation at the school level

On asking interviewees about what the different potential forms of community participation at the school level were, whether through the BOT or other means, they mentioned diverse forms for potential community participation possible in either case; a matter which points to the high level of the BOT members' awareness regarding the potentialities of this form of interaction. The most important forms of community participation through BOTs perceived by interviewees are sharing in solving the problems that might face the administration; sharing in and enhancing various school activities; developing the interim plan and identification of the school needs; participation in encouraging distinguished students through organizing parties or celebrating exemplary mothers and contribute to the support groups that explain lessons for students who need extra help. The most important forms of participation from outside the BOT as perceived by interviewees are: financial contributions by businessmen to schools and in-kind contributions to economically underprivileged students. Calling on craftsmen and workers to carry out school maintenance and repair; contributions by clergymen in raising awareness about the importance of education; and partnership between BOTs and the Community Development Association in arranging means of transportation for students coming from remote areas.

3.6 Recommendations for improving the experience of BOTs

On asking the members of the BOTs interviewed about what the different recommendations they had for improving the experience of BOTs in the education sector in Egypt were, they



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mentioned a list of possible interventions. The issue that ranked highest on their list of recommendations was the one that has to do with activating the financial duties of the BOT (75%). Evidently, the financial responsibilities of the BOT include: he signing of financial memorandums and monitoring the disbursement of funds, discussing financial issues during board meetings, presenting formal records and reports to the authorized financial auditors; following-up on the disbursement of funds from different budget items in cooperation with the financial auditor, and finally authorizing the end of year balance sheet and income statements. However, respondents pointed out to a number of problems and obstacles that BOT members usually encounter in carrying out their financial responsibilities. Among these identified problems were: the lack of financial experience and lack of training afforded to BOT members regarding financial issues, the lack of awareness of BOT members of ministerial decrees regulating their work, the lack of cooperation of the school administration and its sometimes refusal to present the school budget to the board, the lack of presence of a special account for the BOT and the sometimes-weak financial capabilities of the BOT in general. As a result, respondents came up with a number of recommendations to try to overcome some of the previously cited problems, including suggested mechanisms for improving BOTs performance and enhancing BOTs financial activities. Some of the recommendations they suggested for improvingBOTs performance.

4.0 Conclusion

The Anand model is in conformance with the ongoing paradigm in education calling for increasing site-based management and shared responsibility for provision. Overlapping between the family, school and community spheres does occur in the Anand model of community participation. Among the different possible collaboration mechanisms between the three spheres, are Type V fromFamilies and Community to Schools, where the families and community membersparticipate in decision making through school councils, Type III from Family to Schools where the parents may volunteer to help on field trips, and Type VI from Schools to Community, where the schools reach out to the business community for the purpose of improving children's education. Less prevalent forms of collaboration are: Type I



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from Community to Family, Type II from School to Family, or Type IV from families to children, such as parents helping their own children with homework, which is not likely to happen because of the relativelyhigh illiteracy rate among parents.

Although members of the BOTs in Anand were generally optimistic about the many ways BOTs can help improve the quality of the educational process, yet their evaluation of the real level of BOTs effectiveness was not similar. In assessing the impact of the BOTs on the quality of school performance, the performance indicators which were given the highest ranking were those related to activation of extra-curricular activities in schools. Other impacts identified were those related to reducing school dropout rates, improving teachers' and students' attendance, followed by inducing improvements in the ethical environments within schools and hopefully improving students' grades. A much lesser impact was perceived to have occurred on the persistent problem of students needing private lessons.

Many shortcomings related to BOTs work were identified including: the limited financial responsibilities, the withdrawal of their right to sign cheques, the sometimes irregular attendance of board meetings, the low community awareness regarding the role of BOTs: the lack of understanding of some of the BOTs members of their various roles and responsibilities, the lack of transparency regardinghow BOT members are selected, and the lack of authority of BOTs in sanctioningteachers' performance.

Respondents varied in describing the type and level of interaction between the school administration and the BOTs and which of the two plays the most dominantrole. Sometimes the relationship is interactive in nature, sometimes the school administration takes the lead and at other times it is the BOT which takes the lead. Although in general the relationship is cooperative in nature, there were incidents cited to the contrary, resulting mostly from lack of transparency in activities per-formed by either one of the parties concerned.

BOT members were generally aware of other potential roles that may be per-formed by the BOT and by other actors in the external environment to enhance community participation in the educational process. However, they were largely restricted to the confines imposed in their



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legal mandates and did not discuss any potential roles in policy-making, curriculum development, teacher hiring or firing, teachers' compensation, training, textbook design or textbook distribution.

Finally, although the experience of the establishment and operationalization of boards of trustees as a form of community participation in education in Anand governorate has been ongoing for a number of years, yet more needs to be done to transform it from being merely a form of pseudo-participation into being a more genuine and effective form. The BOT members interviewed came up with a number of useful recommendations for reform focusing heavily on the need for activating the financial duties of the BOT, followed by a recommendation for an expansion in the BOT responsibilities related to the 'core' of the educational process, plus extending training efforts to BOT members to better enable them to perform their roles, and greater community and media awareness regarding the role of BOTs in schools.



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6.0 Annexure

Table 1: Sample Profile

Type of school	# Of schools represented	# Of interviewees
Primary schools	28	30
Preparatory schools	13	16
Secondary schools:		
General High Schools	(6)	
 Vocational HighSchools 	32	6
Hotel Business Schools	1	
	47	52

Table 2: Reasons for Introducing BOTs to the Education System in Anand

Reasons	Frequency	Approximate Percentage
1. Enhancing interaction and establishing links between the school and the surrounding environment	33	63%
2. Contributing to solving the school problems	21	40%
3. Improving the quality of the educational process	17	33%
4. Promoting the concept of decentralization in school management	9	17%
5. Benefiting from the external assistanceof businessmen and Non-GovernmentalOrganizations	7	13%
6. Protecting public monies and enhancing transparency in financial issues	4	8%
7. Monitoring all what takes place inside schools	2	3%



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Table 3: BOTs Perceived Roles

Roles	Frequency	Approximate Percentage
1. Participation in problem-solving	27	52%
2. Improving the educational level of students	18	35%
3. Participating and enhancing school activities	14	27%
4. Participating in developing short-term plans and identifying school needs	12	23%
5. Follow up of the educational process	12	23%
6. Providing all types of subsidies whethertechnical, material or in-kind	9	17%
7. Communicating with external bodies (Non-Governmental Organizations, businessmen, local councils)	9	17%
8. Organizing awareness parties for parents and students	7	13%
9. Facilitating the role of the school administration in achieving its objectives	10	19%
10. Establishing links between the family and the school	8	15%
11. Contributing to resource mobilization necessary for improving the educational process	9	17%

Table 4: BOTs Empowerment Level

Answer	A) Yes, was sufficiently activated	B) To a certain extent	C) No	Total
Frequency	28	14	10	52
Percentage	54%	27%	19%	100%



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Table 5: BOTs Perceived Areas of Influence

Areas of Influence	Frequency	Approximate Percentage
1. School Activities	44	85%
2. Dropout	39	75%
3. School Attendance (students-teachers)	28	54%
4. Ethics	16	31%
5.Students' Grades	14	27%
6. Private Tutoring	11	21%

Table 6: The Relationship between BOTs and School Management

Relationship Features	Frequency	Percentage
1. There is an interactive relationship between the BOT and the school administration	22	42.3%
2. The school administration is the one whichactivates the BOT	9	17.3%
3. The BOT is the one which energizes the school administration	7	13.5%
4. The cooperative relationship is stressful	14	26.9%
Total	52	100%

Table 7: Community Participation Forms Provided by BOTs

Forms of community participation through the BOT	Forms of Participation from outside the BOT
1. Participation in solving problems faced by the school administration	Financial donations from businessmen to schools, in additionto in-kind contributions



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	provided to economically underprivileged students
2. Participation and enhancement of various school activities	2. Calling on some craftsmen and workers to carry out some maintenance and repair jobs at the school
3. Participation in developing the interim plan and identification of school needs	3. Contributions by clergymen in promoting awareness regarding the importance of education whichleads to a reduction in dropout rates
4. Participation in organizing parties (celebrating top achieving students, contributing to the Orphan's Day, Mother Day's parties, celebrating the Exemplary Mother)	4. Partnership between the BOT and the Community Development Association in arranging means of transportation for the students coming from remote areas to the schools, in order to reduce the probability of dropping out
5. Contribution to 'Support Groups' held for students who need extra help with their lessons after schoolhours	5. Cooperation between the BOT and the Youth Centre in the villagein organizing trips and free sports activities for students
6. Communication with external organizations (Non-Governmental Organizations, businessmen, local councils)	6. Cooperation with the Traffic Authority to develop safe outlets for schools overlooking main roads
7. Appointing some workers by the BOT	7. Contribution to the Dutch Day organized for the purpose of planting trees in schools
9. Contribution to the payment of application and tuition fees for students in need	9. Contributions by the local units in helping schools in the provision of sewage systems and planting trees
10. Contributing to the repair of school furniture	10. Cooperation between some of the politicians (members of the People's Assembly) and some of the locals (members of the local administrative councils) in solving school problems



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Table 8: Suggested Mechanisms for Improving BOTs Performance

Recommendations	Frequency	Approximate Percentage
1. Activating the financial duties of the BOT	39	75%
2. Increasing the duties of the BOT that are related to the core of the educational process	13	25%
3. Organizing sufficient training for the BOTto enable it to perform its responsibilities effectively	10	19%
4. Allowing the BOT to extend the duration of its meetings so as to improve its performance	9	17%
5. Greater community and media awareness regarding the importance of the role played bythe BOT in developing the educational process	7	13.5%
6. The necessity of the school administration understanding the role of the BOT	7	13.5%
7. Disseminating the BOT experience and implementing it in all schools nationwide rather than confining it to specific schools	5	9.6%
8. Maximizing the benefits derived from thesuccessful pilot BOT experiences	5	9.5%
9. Giving symbolic bonuses to the BOT members with distinguished performance	3	6%
10. Other Recommendations: Making use of the employees in the education and pedagogy sector to activate the role of the BOTs. To limit the participation of individuals as members in the BOT based on their capacity to give Continuous monitoring by other authorities to the decisions of the BOTs	5	9.6%



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Table 9: Mechanisms for Enhancing BOTs Financial Activities

The Different Suggestions relating to the financial activation of the BOTs	Frequency	Approximate %
1. Increasing the financial responsibilities of the BOT	16	41%
By increasing monitoring on the school expenditures	6	15.4%
By requiring the approval and authorization of the BOT on any expenditure order or bill	4	10.3%
By supervising the school budget	4	10.3%
By signing on the cheques book	2	5%
2. Increasing the number of training courses in financial management offered to the BOT members	15	38.5%
3. By increasing the percentage deducted from the school fees to support the BOTs	4	10.3%
4. Removing all obstacles facing the BOT in collecting donations	2	5%
5. The necessity of celebrating and honoring the BOTs which managed to positively impact the performance of schools through collection of donations	1	2.6%
6. The necessity of establishing a special account for the BOT to provide it with the discretion required to work on improving both the school physical conditions and the educational process.	1	2.6%
Total	39	100%