School Management and Governance in Telangana

A Short Field Based Study

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Research Cell on Education

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Citation:
Srichandra, T. (August 2021) *School Management and Governance in Telangana: A Short Field-Based Study,* CESS-RSEPPG Research Brief #7, Research Cell on Education (RSEPPG), Centre for Economic and Social Studies, Hyderabad.

School Management and Governance in Telangana: A Short Field-Based Study

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Abstract

According to World Development Report (2018), the main issues of learning crisis is due to the breakdown of four immediate factors i.e., teachers, learners, school inputs, and school management which must be re-oriented towards learning. Quality involves many things it includes learners, environment type of content reflected as curriculum, and processes through which trained teachers to utilize a well-managed classroom to facilitate learning, and outcomes of education (Jeanette Colby, 2000). Ramachandran et al (2008) interviews across India, revealed that powers given to HMs are informally positioned in the system and issues like teacher absenteeism and lack of motivation are because of the management ethos.

Bloom et al (2015) observe that in India practices of school management are poor with very low monitoring, less target setting, and minimal use of monetary incentives. He also articulates from his study that the quality of management matters to the school. Looking at the school management systems and structures, it denotes that the formal structure resembles the characteristics of bureaucratic organizations. Hoy et al (2000) have examined the structure of schools using these theories. Miskel et al (2000) argued that the effective bureaucratic structure of a school creates a conducive environment for teachers' professionalism. A perusal of these studies articulates that there is an interlinkage between bureaucracy and the professionalism of teachers in schools. To understand the interaction between bureaucracy and professionalism in schools, this study discusses the theory related to the typology of school organization structure explained by Hoy and Miskel (2010). These aspects have been studied mostly in the case of developed countries. This, however, is not collectively studied in the context of India.

The present study employs qualitative analysis to understand the school management, administration, and its imperatives on delivering quality education. Few schools were selected as a case study and a purposive sampling method was used to choose the schools for field visits and primary data was collected. As the objective of the research is to determine the pattern of schools of different management which can indicate the contemporary trend in the management systems of school education. However, due to the COVID-19 incidence and based on location and feasibility limitations, schools were approached and only those who gave consent were visited. The study also attempts to use institutional ethnography as a method to understand the management of schools with the functioning of roles and responsibilities of stakeholders. This study explores the different types of school management systems that have

been regarded as successful schools in the common parlance of the Indian scenario. Furthermore, this study also compares with best practices of school management in India to understand the strategies for efficient management. Findings from the study articulate that the schools less in number are better managed compared to that of more in number. Placing the typology of school structures theory in the present study, the school management in terms of organisation structure is in a turbulent environment i.e., the schools under management large in number are in the chaotic type of structure and the schools in minimal number are operating in an authoritarian manner. Therefore, schools either are in chaotic type and to set order in them they evolve to authoritarian. Further, if the efforts are not sustained it slips back to chaos again.

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Background

India in the context of educational development prioritized ensuring universal access to education and equitable access to quality education by the constitutional provisions. To ensure equity several flagship programs have been implemented and so far, the initiatives by the government could achieve the creation of equitable access to schooling. Whereas, quality remains undelivered and disabled. Often quality in the context of education is measured by the learning outcomes but quality involves many things it includes learners, environment, type of content reflected as curriculum, processes through which trained teachers to utilize a well-managed classroom to facilitate learning, and outcomes of education (Jeanette Colby, 2000).

According to World Development Report, the main issues of learning crisis is due to the breakdown of four immediate factors i.e., teachers, learners, school inputs, and school management which must be re-oriented towards learning. This articulates that one of the main challenges in situating learning in schools is the complex systems and limited management capacity (WDR, 2018). Apart from the availability of resources and budget, the way of managing schools and the quality of leadership that a Head Master possesses influence the improvement in the teaching-learning process (De Grauwe, 2000). In the 20th Century, the most influential theory of management was Taylorism, a manner of establishing control on work which typifies the standardization, routinization, and simplification of tasks, coercion instead of consent, fastened service delivery, and lacks skill and intellectual content (Ross, 2010). Looking at the school management systems and structures, it denotes that the formal structure resembles the characteristics of bureaucratic organizations. Though schools cannot be completely categorized as bureaucratic or non-bureaucratic instead the degree of bureaucratization must be seen through to analyze the specific management structure of an organization. Hoy *et al* (2000) have examined the structure of schools using these theories. Miskel *et al* (2000) argued that the effective bureaucratic structure of a school can create a conducive environment for teachers' professionalism. Ramachandran *et al* (2008) interviews across India, revealed that powers given to HMs are informally positioned in the system and issues like teacher absenteeism and lack of motivation are because of the management ethos. A perusal of these studies articulates that there is an interlinkage between bureaucracy and the professionalism of teachers in schools. To understand the interaction between bureaucracy and professionalism in schools, this study discusses the theory of the *Typology of School Organization Structure* explained by Hoy and Miskel (2010). Although these theories have

been studied in most developed countries. This, however, is not collectively studied in the context of India. This study explores the different types of school management systems that have been regarded as successful schools in the common parlance of the Indian scenario. Furthermore, this study also compares with best practices of school management in India to understand the strategies for efficient management.

Until the 1900s studies related to the sociology of education were majorly concerned with access to education and the focus was shifted from access to quality (Nimbassin *et al.*, 2015). The national policy on education and its programme of action (NEP 1986 and PoA 1992) highlight the importance of quality education and emphasized on improvement of management and governance of the public education domain. Subramaniam committee (2016) in the national policy of the same year has stressed the management and governance of education. Further, the main recommendations were to focus upon the motivation of teachers and build effective management of schools. The vision of the committee was to avoid political players' role in school matters and establish quality monitoring systems through technology intervention and interlinkage the hierarchical management at the Block-Mandal-District level to ensure transparency.

Bloom *et al* (2015) observed that in India practices of school management are poor with very low monitoring, less target setting, and minimal use of monetary incentives. He also articulates from his study that the quality of management matters to the school. To achieve better standards through decentralized power can only be done by improving the governance at the institutions and motivating the headteachers to display leadership. Though the traditional management theories articulate information cannot be shared as it has its power (COMMUNICATION STRATEGIES IN EDUCATIONAL MANAGEMENT, 2017). In contemporary times, governance and management demand more of an open system format wherein the asymmetry of information should be reduced by collaborating and encouraging partnership. So, efficient communication in an educational organisation will accord to the goal of delivering quality education.

In the context of educational administration, there are two types of school supervision i.e., autocratic - where authority is given to the only person and the other is democratic based on superiority of skill and knowledge the authority is given. This denotes the differences existing between bureaucracy and professionalism in an organisational structure. Kharpade *et al* (2005) suggest from his experiences that in the Indian context, successful management of school involves a participative system of management, coordination between teachers, encouraging students, and monitoring all activities of the school. However, the study was limited to the schools under the central government and does not describe a complete scenario. The interlinkages between governance indicators and educational outcomes are essential to increase the educational effects as governance indicators like accountability, the effectiveness of the government, law, and quality regulation is strongly contributing factors (Zaman, 2016). Brown (1997) defines parentocracy as the ideology where parents' desire and economic status are the deciding factors for the child's education rather than his/her abilities. On this note, the rise in social demand for quality education is also in a way influencing the choice of schooling as parents want to send their children to the best school.

1.   Concepts related to the study

1.1.   Organisational Theory and Management:

Organisational theory is the sociological study of formal social organizations and their interrelationship with the environment they operate. The scientific approach denotes that it is necessary to have organisational decision-making in the process of research. Organisational school of thought has evolved over the centuries and in the hindsight of history timeline the organisational thought is viewed through systems perspectives. According to Richard Scott, the three systems perspectives are Rational, Natural, and Open systems perspectives. The rational system perspective views the organizations as a formal structure which have been designed to achieve organization specified goals. This approach takes its genesis from the classical organisational theories such as the thought scientific management by F.W. Taylor.

The thought of Taylorism emphasizes a distinct separation of thinking from doing i.e., Taylor has excluded the participation of production workers in organisation. This separation has been extrapolated into the schooling system as well. Particularly, the exclusion of student participation in planning, organization, and guidance of education process and deskilling of teachers as their work is designed on a mandated curriculum which is enforced through bureaucratic regimes based on accountability systems.

The natural systems perspective is originated from the human relations approach of the 1930s. It is a response to scientific management, and it finds out the shortcomings of the rational system. The Hawthorne study includes this system perspective which studies the relation of quality and quantity of illumination to efficiency in the industry. The open systems perspective is a viewpoint that articulates that organizations are characterized by and dependent on the environment. Both Natural and Rational systems system perspectives are incomplete and limited as one excludes human and social relations and the other is lopsided on the formal structure. An open system can provide a critical viewpoint on these aspects. Herbert Simon was of the view that an organization is an exchange system in which incentives or motivation are exchanged for work. Theoretical formulation of organizations evolved from the writings of Max Weber (1947) and his discussions on bureaucracy and authority have characterized the conceptions on organizations as social systems that are dependent on the environment and Talcott Parsons (1960) focused on the importance of the environment in organization and the perspective of an open system. Therefore, an open system can yield a combination of rational and natural systems.

Few other organizational theories include contingency theory, which articulates that there is no best way or one size fits for all kinds of things when it comes to leading an organization. The optimal organization, leadership, or decision-making style depends on various internal and external constraints or factors. Model Theory by Fred Fiedler emphasizes that group performance is a result of interaction between the style of the leader and the characteristics of the environment in which the leader works. Hersey – Blanchard situational theory also expanded the notion of relationship and task dimensions to leadership and readiness dimensions.

1.2.   Conceptual Framework

This framework here is aimed to elaborate on the key themes and concepts to associate the data collected with the viewpoint of the researcher. The framework was required to the guide process of collection of data, interviews, and observations in the field. It directed the researcher to form a perspective to look upon various dimensions of the school that were necessary to understand and assess the school's functioning accordingly.

Table 1: Typology of School Organizational Structure (Hoy &Miskel, 2010).

		Professionalism	
		High	Low
Bureaucracy	High	Weberian	Authoritarian
	Low	Professional	Chaotic

Literature suggests that in the school setting like other organizations, there are supposed to be distinct types of rational organization. The two types of rational organization in a school setting are mentioned above in the structure comprising of the first set of characteristics "bureaucratic" and the second set of characteristics "professional". There is a potential conflict between the authority based on their subject or technical expertise and the authority positioned based on the office hierarchy. To understand their compatibility, the administrative structure enables the possibility to explore combinations of the two patterns. Further, each pattern is bisected then four new types of organizations are likely to form (Wayne K. Hoy, 2008).

If we look at the four types of organisational structures, the Weberian school structure is complementary i.e., both bureaucracy and professionalism are high. According to weber, this is the ideal type. In an Authoritarian structure, professionalism is neglected with the power being delegated according to position in the hierarchy. It is a top-down setup and superiors will always have the ultimate say. A professional structure allows the subject experts i.e., teachers to engage in the decision-making process. The staff are viewed as professionals and decisions are made by those who are capable and have expertise. Lastly, the chaotic structure refers to low professionalism and bureaucracy which likely leads to confusion and mismanagement of the school. This scenario can lead to shifting towards the other type of structures. Therefore, this conceptual framework is used as a lens to view the organisational structures of different management schools.

1.3.   What is school management?

Each Headmaster positioned in a school is trained and appointed to manage the school. The assigned duties of HM include school administration, Conduct of School Management Committee (SMC) meetings, monitoring Mid-Day Meals, Conduct of Parent-Teacher Meetings, and submission of necessary bills.

Access to school funds for maintenance with support from Village Educational Committee, SMC, and panchayats. Mobilizing additional resources for school, maintenance, and development of school infrastructure. Coordinating with Mandal administration such as Cluster Resource Persons (CRP) and Block Resource Persons to facilitate communication and implementation orders from the head office.

HM duties also include assigning work to teachers and inviting public representatives such as Sarpanch and other ward members to discuss the school development plans.

1.4.   How are schools governed?

A school governing board is a leadership board or committee which is a group of individuals who are responsible for making decisions related to the school. The board functions in association with the local/ state-level education department of government to design a framework that assigns the school governing board its margin of discretionary powers. School governing committee can be internal i.e., only school staff, students, and parents, or external comprising of members from the community nearby. School governing body also shares the responsibility of annual evaluation of school performance. Both administrative and academic staff can be part of the governing board. However, school governing bodies vary according to the respective management (OECD, 2016).

In India, state-level schools have institutional-based governing bodies like the School Management Committee which is formed by a group of people who are nominated and elected including HM, parents, and local body members. These individuals are responsible for making decisions related to school development, allocation of budget, and other school-based matters.

Above this school have supervision and hierarchy of reporting authorities starting from Mandal administration headed by Mandal Education Officer (MEO) followed by District level head - District Education Officer (DEO) and next is the Department of School Education headed by Commissioner of School Education which is part of State Ministry.

2.   School Education in India – Policy Mandates

a) The Government of India has brought Eighty-Sixth Amendment Act in 2002, declaring education as a Fundamental Right for the age group of six to fourteen years.

b) Article 21-A: The Right of Children to Free and Compulsory Education (RTE) Act, 2009, represents the legislation foreseen under Article 21-A specifies "The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manners as the State may, by law, determine".

c) Section 21 of the Right to Free and Compulsory Education Act 2009 (RTE), mandates the formation of School Management Committees (SMCs) in all elementary government, government-aided schools, and special category schools in the country.

d) The RTE Act envisions an SMC as the basic unit of a decentralized model of governance with the active involvement of parents in the school's functioning. an SMC as the basic unit of a decentralized model of governance with the active involvement of parents in the school's functioning.

e) The 73rd Amendment to the Constitution delegates power to decentralized local authorities as far as possible, whether they be Panchayat, Village Education Committees or

municipalities, and to School Boards. The management of schools and budget can be decentralized to local authorities involving the feeding community. RTE Act 2009 specifies certain things that SMCs should do that include monitoring of mid-day meal activities, infrastructure, and teacher attendance. Appropriate utilization of funds allocated to school with the consent of SMC members. Development Plan of school for three years must be prepared to emphasize academic performance achievement and other school facilities followed by an Annual Work Plan.

f) In the year 2000, GoI has launched its flagship program called Sarva Shiksha Abhiyan (SSA) focusing on achieving Universalisation of Elementary Education (UEE). According to the SSA Framework, it is expected that the headmaster of the school must take initiative and draft an outline for the school's development plan. SSA directs for mapping of school by the district level authorities demanding SMC members and other stakeholders' active participation. To build a vision for the school and deliver quality education it is advised to map the schools. SSA also emphasizes the need for equipping headmasters as leaders. SSA Framework stipulates for training and capacity building of headmasters through training in leadership so that they can administer schools effectively. Therefore, this requires the motivation and proactive role of headmasters to implement these guidelines.

3.   Methodology

The present study employs qualitative analysis to understand the school management, administration, and its imperatives on delivering quality education. Few schools were selected as a case study and a purposive sampling method was used to choose the schools for field visits and primary data was collected.

As the objective of the research is to determine the pattern of schools of different management which can indicate the contemporary trend in the management systems of school education. However, due to the COVID-19 incidence and based on location and feasibility limitations, schools were approached and only those who gave consent were visited.

The study also uses institutional ethnography as a method to understand the management of schools with the functioning of roles and responsibilities of stakeholders.

In the field visit, formal and informal interviews, discussions were held with school heads and teachers and the probing aspects were mainly to understand the attitudes and perceptions of teachers and headmasters, hierarchy and bureaucratic structure of the school management, organizational structure's interaction with occupational duties in a school, school monitoring, and service delivery.

Selection of Schools

In India, there are different types of schools such as government schools (local body), private schools, private aided schools, social welfare schools, backward class welfare schools, public schools with English medium, Kasturba Gandhi Balika Vidyalaya schools, Model schools, Jawahar Navodaya Vidyalayas and Kendriya Vidyalayas. The present field study is an observation of schools located in K.V. Rangareddy District of Hyderabad, Telangana. The

present study is limited to few schools from the above categories as they have been purposively selected based on the difference among their management structures and they are as follows:

Table 2: Types of Schools visited

S. NO	TYPES OF SCHOOLS
1.	Mandal Parishad Primary School, Narkhuda
2.	Zilla Parishad High School, Narkhuda
3.	KGBV, Kismatpur
4.	Telangana Social Welfare School Educational Society
5.	Delhi School Model (Aam Aadmi Party govt. initiative)

Research Site

Once the schools to be visited were identified, the principals of the respective schools were contacted both by visiting at the institute and through telephone to seek permission. The purpose of the study was explained, and a permission letter was shown (if asked for entry). According to their Headmaster and teachers' convenience, the schools were visited to conduct interviews and study. Alongside, few schools were only contacted through telephone, and the Delhi government model schools were interviewed through telephone.

Data Collection

This study employs different methods to collect information about the schools. Analysis of policies of state and central, personal interviews and experiences of teachers, headmasters, and cluster/ block level staff about their occupational duties and the whole management system.

Interviews

In the present study, different categories of respondents were interviewed personally and through telephone wherever it was not possible. All the interviews were held in the school complex's office rooms and administrative blocks. The table below contains the details of the respondents interviewed.

Table 3: Details of Respondents

S. No	Respondents	Number of Respondents
1.	Headmasters	6
2.	Teachers	13
3.	Cluster / Mandal Resource persons	4

Analysis of Documents

Official records of the schools were accessed and analyzed. The use of technology in monitoring schools, budget, and teacher attendance was also examined.

4.   Field Observations

This study is aimed at exploring the following aspects of schools i.e., Principal and Teachers' perceptions on the bureaucracy and hierarchy structures of their respective school complexes and their influence on teachers' professionalism and occupational duties. Functioning of School Management Committees and how are schools monitored and use of technology in School Management. Also, the implementation of policy guidelines in schools according to RTE Mandates.

The following indicators have been investigated while visiting the schools to observe the different management systems in school education.

	Indicators
School	✓ Functioning of Roles and Responsibilities of Teachers ✓ Impact of Non – Teaching duties on day to day schoolwork ✓ Status of School Management Committee ✓ Teacher Monitoring- Accountability, Punctuality ✓ Role of Technology

5.   How Management Varies in Different Schools

5.1.   *Local Body Schools*

MPPS Narkhuda: School Profile

The school is situated nearby the highway and town. Earlier the school had a total teaching staff of six members i.e., four male and two male teachers, now in the past three years after the four male teachers were transferred to another location after completion of their tenure. The school is run by two female teachers.

Currently, the school comprises 30 students and the scenario explains that there is an imbalance in the ideal pupil-teacher ratio in the school. The classroom setting compels the teachers to employ multigrade teaching wherein the group all the students irrespective of their age and grade they should studying in one classroom and teach them. This denotes the low quality of service being delivered in the public primary school where most of the children from the nearby feeding villages and belong to disadvantaged groups.

During the school visits, I could access their record books, teaching-learning material, and interview with the headmaster about their way of managing school and the alignment of those with the policy guidelines and implementations. When the question was raised about the mechanism to monitoring the teacher and student attendance tracking, I was told about the mobile application *T-Haazaru* developed by Govt. of Telangana. I requested to check the app to know its specifications to get acquainted with its platform Surprisingly, at around the reporting time both the teachers were marked present in the app though the other teacher was late and should have been marked absent on record. This scenario indicates that there is a significant scope for teacher absenteeism or delayed reporting at the school.

Furthermore, the mobile application is not regularly used but instead, there is a WhatsApp group operated and administered by the Mandal Resource Coordinator named as the same (MRC) where all school headmasters from primary and secondary schools send the details of attendance i.e., number of students/ teachers present on that particular day. This app and WhatsApp group can be used easily to manipulate attendance even by not being present at the school as was the case mentioned above during my presence. Clearly, this articulates that there is lopsided monitoring of schools, especially the primary schools.

Apart from the attendance monitoring in the school, other policy guidelines were not really in alignment with what is ideally prescribed i.e., there is no regular record of School Management Committee and Parent-Teacher Association meeting sessions except the budget files. When discussed these aspects, the headteacher explains that the village and community living nearby are majorly daily wage agriculture labourers and they often are not available to take part in activities and never show up even on prior intimation.

According to Section 21 of the RTE Act 2009, the SMC has the authority and signing powers to release funds for the school development. Here as the parents are mostly illiterate there often called on for signature whenever it is to be required. The irregularity of parents and teacher interactions resulted to no awareness programs to communicate to parents that they legally should and can be part of the school and monitor its conduct. This practice of informal conduct of SMC excludes parents and the community from school participation. Management of school gives a picture of environment which is plagued with the dereliction of duties and disorganized structure enabling hindrances in implementing the norms of RTE and state orders.

Zilla Parishad High School (ZPHS), Narkhuda: School Profile
The school is in the same vicinity as the above-mentioned primary school. It is a co-education high school and has a student strength of 570 (Boys and Girls). The number of teachers positioned in the school is 19 i.e., 7 male and 12 female teachers. This school is also designated as one of the successful schools by the government of the state.

The school profile explains that it is a big school with good strength and teacher staff. As I visited the school and approached the office to make an appointment to meet the headmaster, I was told that the school has an in-charge headmaster i.e., based seniority wise in-line after the positioned headmaster. And then while I discuss the purpose of my study and about the functioning of the school, I enquired about the reason of he being assigned as in-charge to such a big school with so many students and it was that the headmaster has been directed to the duties as in-charge Mandal Education Officer for three mandals in the district. Total 3 Mandals comprise of schools located in a scattered location and visiting them is very time-consuming for sure. This seemed like a situation where the positioned headmaster and high school teacher are overburdened by other duties.

During my conversion with him, he expressed that "*he is obliged with the in-charge duty assigned to him because it affects his class hours i.e., his instruction time and sometimes he gets so much of work to do that he has allots time even after going back to home*". Though the school consists of a good number of students and staff, it does not have dedicated administrative staff like peon, computer operator, and multi-tasking staff. Also, they do not

have a positioned sports teacher at the school. As the in-charge headmaster is already engaged with additional duties and they do not have a computer operator. He must enter the records, bills, and salaries of the staff. He says that "*he is obliged to do the work as his reporting headmaster is now an in-charge MEO* "[1]. This scenario explains that there is a huge lacking in capacity at the leadership level roles.

In the next couple of visits to schools, we had discussions over the in-charge roles in the Mandal level authorities and schools. He also told the even in the entire district i.e., K.V. Rangareddy majorly covering a large part of Hyderabad city there are very few directly appointed MEOs, articulating a picture of incapacitated staff in the department. During other visits to school I had raised few questions about the school maintenance, he replied "*as the school doesn't have a peon but even the multi-tasking staff person was revoked from duties. As per the government rules school, cleaning and maintenance have been directed to the municipality or panchayat but it is difficult to find a regular person to clean. So, we find someone as per our convenience and pay him from our pockets*".

The school development grant is released in three spells to the school but sometimes delayed in sanctioning. The headmaster is the responsible authority and is obliged to spend from his pocket to look after that school and sometimes the other staff does not contribute saying that they do not wish to spend from their pockets for the maintenance[2]. Teaching-Learning material that is essential for classroom teaching is now stopped from being sanctioned by the state government. So, if the school must be maintained properly and classroom material (if needed apart from existing material), its headmaster is compelled to pay first irrespective of the other staff's contribution. All the miscellaneous expenditures being spent on the school amounts to a larger sum than the sanctioned budget to school creating a budgetary gap.

When questioned about the redressal or complaint representation to authorities, he replied *"it is difficult for any special bill to get it approved i.e., any facility requirement bill takes a lot of time or sometimes does not even sanctioned".* He referred to his plight of the requirement of constructing a new classroom building in the school saying though they had adequate land space, the authorities rejected it multiple times by pointing out some clause or objection in the guidelines. After approaching a couple of times, he told that they have resorted to the help of local MLA to recommend their application to take it up as a priority task.

Bottlenecks like these in the school administration are allowing space for political involvement to speed up their grievance redressal. This amplifies beyond the school complex and is a pattern of extra-institutional course of action where actors from the political domain are entering and the officials positioned are finding ways to resolve issues by moving aside from the organizational structure.

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[1] School Headmaster, Personal Communication, 17 March 2021.
[2] Teacher, Personal Communication, 25 March 2021.

When asked about the school management and its processes, it reminded me of the same scenario of that of the primary school nearby which I visited earlier as they are under the same authority and hierarchy of the Mandal. The School Management Committee here in this school had a regular record but the headmaster himself went to the parents and got their signatures for approval. Asking about this he says, *"all of them are busy with their daily wage work they do not show interest and we only call them if there is an emergency or important thing"*. Surprisingly, the important task here had to be the parents 'involvement and say in the school development plan. The SMC body must be elected by voting and must be held in all fair means but here only the close alliance from parents are being self-nominated by the school.

Teacher and Student attendance monitoring is tracked using the state mobile application here also i.e., the *T-Haazaru* app. But the headmaster says, "the *app not considered by many instead the staff use WhatsApp group to report attendance to the Mandal headquarters for their feasibility "*. The purpose of launching an app is not fully served and is in a defunct state. Also, the information on WhatsApp groups operating to map all schools under a Mandal area gives a scenario of informal communication and can easily be counterfeited. The usage of technology to track the records is also not thoroughly implemented and tweaked accordingly to their convenience.

The school was operating only with few teachers due to the pandemic situation and out of them gave their consent and time to interact. While I interviewed the teachers about the conduct of SMC meetings, they also gave the same response saying that *"we only call them to if it is necessary to sign any documents or other paperwork issued to us by the higher authority"*. The teachers viewed the organisation to be authoritative and there was little scope to collaborate and work saying that the headmaster is the competent authority and he shall take care of the school.

5.2. Residential Schools

Kasturba Gandhi Balika Vidyalaya, Kismatpur: School Profile

The Government of India in August 2004 has launched the Kasturba Gandhi Balika Vidyalaya (KGBV) Scheme for establishing residential schools for girls at the upper primary level. The scheme is implemented in the Educationally Backward Blocks (EBB) of the country where the female literacy levels are lower than the national average. KGBV scheme's objective is to bridge the gender and social category gaps in school education. It ensures access to quality education for girls of disadvantaged groups of society. Girls belonging predominantly to SC, ST, OBC, or minority communities are provided with 75% of seat reservation and 25% for the girls from below poverty line families.

The school consists of six to tenth grades with subject-wise teachers positioned and has adequate capacity of multi-tasking staff and computer operator. The headmaster is also designated as the special officer under the KGBV scheme. As the school accommodates girl students and is a residential school, teachers are assigned night duties as well to look after the school complex on an alternate basis.

All teaching staff under the KGBV scheme are recruited temporarily for a tenure of a maximum of 7 years. Looking at the occupational duties of all teachers and the style of management in the school it is different from the other state-run school complexes. Though the headmaster is a subject expert with dedicated instruction time for teaching is restricted only to administration work. *"This is due to the lodging and boarding in the school involving many things to look after and in between there's no time for teaching as such,"* she says. There is thorough monitoring by Mandal and district level authorities weekly.

The teacher attendance is a manual process i.e., signatures on the attendance register. The school also has an advisory committee that includes members from the local body and other local-level authorities. Block Mission Coordinator heads the committee and conducts the meeting every month. KGBV also actively conducts parent-teacher meetings monthly to discuss the child's academic performance and health status. Thus, the residential school is under the supervision of district officials regularly and conducts meetings at the end of each month.

Telangana Social Welfare Residential Educational Institutions Society (TSWREIS) Schools in Hyderabad: Profiles
The inception of social welfare residential educational societies was to reduce the inequalities and discrimination based on the social classes. The government of Andhra Pradesh established these institutions to empower disadvantaged groups especially the SC Community. In 2014, after the state bifurcation, the institutions were separated to form TSWREIS as an entity.

Under the leadership of the Secretary the social welfare schools in Telangana have been restructured, and before he assumed this position was graduated from Kennedy School and Graduate School of Education at Harvard University. He envisions the development of TSWREIS schools by employing learnings and inspirations from his Harvard experience.

The TSWREIS network is chaired by the State Minister, SC Development, and is also supported by the ministry through funds and resources. The teachers positioned in the school are recruited with a minimum experience of 10 years in teaching. Students are selected for to entrance examination to fill up the admissions. The schools are fully capacitated with numerous electronic tools for overall school management such as online portal for finance management i.e., Online Finance Management System (OFMS), MESS management, and Human Resource Management System (HRMS) these have updated data of the logistics. There is a unique software operated at the schools to track the academic monitoring of students and record of teachers' knowns the Students' Academic Monitoring System (SAMS) portal. The portal is equipped in such a way that it has the entire profile of teachers, students, and parents. It has the attendance record of both teachers and students in the school. The overall analysis of management is through this software dashboard.

Additionally, there are regional coordinators and district officers appointed zone-wise to supervise the schools. There is segregation and allocation of hierarchy accordingly at the cluster level. Frequent visits by the Secretary also create an impact on the educational societies to run in alignment with desired vision and goals (personal communication). Upon this, each

student is monitored even during their academic break at home by deploying teachers to visit their homes and interacting with parents to assess the learning environments.

At the school, regular video conferencing sessions are conducted by Secretary to review each student and teacher. Many students passing out from this society have scaled heights such as getting admission to IITs, Top universities abroad, and foreign scholarships. Several teacher development and professional training are being delivered to the staff at many notable institutions like NCERT, RIE Mysore, etc. Teachers are put into exchange programs where all the teachers are shuffled from their positioned school to a different for observing the classroom dynamics. Teachers are nurtured through the Mentor-Mentee program by buddying up with other teachers who are facing problems in delivering quality teaching and discussing curriculum-related issues. Furthermore, the schools are inspected through empanelled committee by the CBSE board for the overall assessment. The TSWREIS society schools portray a well-built and organized system of schooling.

5.3.   *Delhi School Model – An Initiative by Aam Aadmi Party Government*

To have a view of best practices followed in the parlance of school management and governance in the Indian context, the Delhi school model was also studied to understand the successful reforms in the management of the government schools effectively.

School Profile

In the year 2015, with the change in the political structure and Aam Aadmi Party after winning the elections has prioritized reforming the education sector to enhance the delivery of quality education. Firstly, there was a sustained budget allocation in the investment for the education sector rising to the highest expenditures among all the states over the years. The infrastructure of the schools has been revamped with new buildings equipped with smart classrooms, sanitation, and sports facilities. Around 1.4 lakh students from private schooling have shifted to government schools. Teacher recruitments have been taken up with top priority tasks and have filled the vacancy posts reducing the 70% gap in teaching staff capacity.

One of the unique programs was the teacher training and leadership course for the headmaster where all the headteachers were sent to Finland for training batch-wise. The role of technology in ensuring transparency and accountability is strengthened by empowering school management committees through creating an app for the SMC to conduct meetings actively involving parents through elections. At the end of every 2nd year, the SMC is reorganized through parent members' elections. SMCs also led Mega PTMs inviting all parents to schools on the same day declaring a holiday at workplaces to facilitate parent's involvement in school participation from their busy schedules.

The Delhi school model is built with robust MIS ensuring all schools are geo-tagged with unique IDs assigned to all children under this new provision. The details are captured and tracked accordingly. Teachers positioned at the Schools under the Delhi government were interviewed through telephone to know insights about the successful initiative and reform the education department of Delhi.

The Schools have been allotted Estate Managers who look after the infrastructure and school complex matters which allow headmasters to dedicate time and focus on the academic areas of the school. When questioned about the SMC committee's strengthening initiatives, the teacher told: *"Initially the SMC meetings were held monthly but eventually the SMC members had been selected as per feasibility from the parents' group"*[3]. After the reforms in school, the positive aspects and changes are employee attendance is biometric with geo-tagging the device which does not allow any manipulation of teachers' presence. During the interview, the teachers were asked about their perception of their organization and its conduct. The teachers viewed this initiative with a multi-dimension perspective, as they were satisfied with the reduction in the non-instruction time with adequate administrative staff.

Though the new reform is very ideal. The implementation at the institutional level has certain drawbacks as well. When the teachers were questioned about their classroom experience after the reduction of non-instruction time, they replied *"We are not stressed with the administrative work but are always overburdened with sudden and momentary changes which are issued through circulars at odd timings in an academic year"*[4].

The system is currently circular order-driven rather than curriculum-driven i.e., the hierarchy and top officials decide what to teach and when to teach rather than re-orienting the teaching process according to the classroom dynamics. There is no ground-level match with circulars being issued. Sometimes, it does not allow us to complete the lesson plan and syllabus leading to a scenario which compels us to pass the students with decent grades".

The teacher recruitment is adequately capacitated with filling up the vacant posts as claimed by the government. *"Total 1100 schools are under the government and managed by them with only 200 headmasters/principals positioned in a direct posting,"* said the teachers. Most of the schools operate with in charge headmasters or combined functioning of 2-3 schools with one headteacher. According to the reports by the state, one of the important changes brought by the AAP govt was that the officer in charge of 100 schools has the deadline of visiting the schools for inspection and coverage within less than 90 days. The teachers told that the officer in charge usually operates and inquires via telephone or at times asks the teachers to meet him when he is on a nearby visit to go through the files. The officer occupied so many duties would not be able to cover all the assigned schools for visiting and inspection.

The teachers during the discussions also told that due to numerous directions issued through circulars limit and hinder their free nature of thinking and creativity to conduct their classroom activities. Though the school reform model in Delhi has a broad vision to change and impact the school system with its activities and curriculum. It must streamline the implementation of these nuances with a need-based viewpoint at respective school complexes. Thus, the model has managed to involve all the stakeholders and achieve results but at the same time, it should refine the process by focusing on the institutional level implementations.

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[3] Maths Teacher, Telephonic Conversation.
[4] Telephonic Conversation with high school teacher, April 12 2021.

6.   Findings

The findings of the study are analyzed from the viewpoint of concepts of sociology of education and other debates related to the field of school education.

6.1.   *Institutions and Beyond….*

The local body and ZPHS school picturise a scenario of the ineffectiveness of the organization and the level of loose monitoring of schools. This can be on the reason majorly due to incapacity of the staff i.e., the in-charge positioning of headmasters of the school and MEOs who are overburdened by the administrative work.

Day-to-day operations of the school are intertwined with a lot of confusion to reach the unclear goals and with the in-charge heads, the collaboration at different levels is missing. This articulates the Chaotic structure of the system caused due to low degree of bureaucratization and professionalism. According to the G.O. Ms. No. 40. Powers and functions Rules, 2002 – Education Department, the Headmaster of a high school has the ultimate powers to take against all the teachers of the school and suspend/ cut salary if any misconduct or dereliction of duties by them. Despite the powers sanctioned, the headmaster says that he cannot any action or take the issue to the logical end as it will rupture the alignment of the teacher community.

This denotes that the government orders and powers issued prescribing certain regulations not only promote power and authority in an organisation, but it extends to beyond the institutional level through different perspectives of the people and their involvement in activities (Hull, 2012). (Latour 1999 and Miller 1987) argue that the documents related to government orders and law influence patterns of relationships that are not corresponding with the structure of sociality which is generated by other processes. Here, on contrary, the documents and government orders are in a way leading to official ignorance due to the practical environment in the system.

As quoted by the headmasters of MPPS and ZPHS Narkhuda, the teacher attendance monitoring appears to be very ineffective as they do not operate the mobile application provided but use the WhatsApp group to report their presence. Though the WhatsApp group is administered by the officials, there's a huge scope for manipulation and loss of information in between due to various information messages circulating in the group. This situation is indirectly creating a space where the workforce and administration are informally connected in the organizational structure.

The decentralized mechanism which is also the constitutional provisions i.e., the School Management Committee here is very ineffective as it mandates conducting elections for nominated parents as its members. The members are responsible for monitoring the school's development and give consent for the release of funds to the school. But the school staff faces a situation where parents being occupied in their work avoiding participation in the committee as it affects their livelihood. This also depicts the level of professional responsibility of teachers where they have aligned it according to their convenience of operating school and release of funds by meeting parents at their feasibility and only have measured conversation to limit the questioning about the school performance. It indicates the unorganized pattern of working and

the practice of this type is against the RTE act. Due to the low monitoring and inquiry, norms are flouted easily and do not get reported often.

This kind of practice and misconduct has imperatives beyond the institutional level and impacts community participation. Sarva Shiksha Abhiyan program recommends a crucial aspect for the parents and community in school participation i.e., community mobilization through SMC. Due to the inconsistency of school staff, the advocacy of the importance of community participation and parental involvement in school is blurred from the desired vision of the RTE Act, 2009. Furthermore, it does not account for the existing weak linkages between community, school, and family (Epstein, 1992) which are ultimately essential for the learners i.e., students and their academic performance

It is also hindering the formation of social capital through formal or informal community participation where the role of community is crucial for achieving a higher quality of education. Definition of social capital in achieving quality education can be described as the formation and development of social capital is occurred by utilizing the structure and the relations of social networks (Coleman, 1988). These social relations of a network can help in sanctioning the effective norms for the conduct of the institute i.e., the school. The community acts as a watchdog and can also extend help to the school whenever required through cash or any other format. When students will be able to discuss matters of school with the parents and if there is any dereliction of duties by the teachers, the community can also function as a pressure group to set order in the functioning of school (Mythili, 2007). Children play an important role as pressure groups themselves who can influence parents, teachers, and among themselves.

Therefore, this ineffective management of schools is also affected at the community level and is responsible for disturbing the social alignments in the communities. To bridge this gap, the school should prioritize and follow the norms of the RTE mandates and implement the functioning of SMC. Additionally, this can create a high level of awareness about the importance of education among parents and the other villages with school staff being held accountable for their assigned duties. As a result, the interlinkages between school, community, and family can be strengthened through the implementation of SMC conduct in its true spirit.

6.2. Choice of Schooling

On the other hand, the residential schools are comparatively less in number than the local body schools in the state i.e., KGBV (475) and TSWREIS (125) across the state. The funding and positioning of staff to the schools are adequate and are frequently visited by the higher officials. There is a high penetration of bureaucratic officials and are always closely monitored with regular communication.

This depicts the consideration and attention from the authorities given to these schools. There are multiple reasons for this, as the number is less, they can cover the schools and the residential campuses are vulnerable to health and safety concerns of students as well.

If we look at the functioning of these schools, they are performing well with the regular attendance of the teachers. This can be due to the order set by frequent visits of officials to the complexes. Also, being well equipped with funds and resources makes it convenient to run the schools without any hindrances.

The TSWREIS schools i.e., social welfare school which has been running successfully have a different outlook altogether as it is equipped with state-of-the-art buildings, experienced teachers, and continuous monitoring by the top official personnel. The management system resembles the ideal organizational structure discussed by Weber (High Bureaucracy and Professionalism). But it functions in a pattern which accords to the Authoritarian model where bureaucracy is dominated by the professionalism aspects. As the head of educational society, the secretary is constantly in touch with the teachers and students creating an environment ordering the functioning of the school. At the same time, the dynamic personality of the top official also created a reverence attached to him from students and parents[5]. Many of them are inspired by his work and the school's performance after he assuming the charges of the educational society. This articulates that the parentocracy among the disadvantaged communities is influenced by the charismatic leadership of the officer. The success of TSWREIS schools has increased the perceived value of quality education among disadvantaged communities and this made parents wanting their children to get admission into these schools. Creating the social demand, broke the trend of parents of disadvantaged communities despite very low income preferred private education for ensuring quality education to their children.

Bosetti (2004) is of the view that the rational choice theory influences parents to make schools for their children based on the cost-benefit analysis of schools. Here, the rational choice theory and parentocracy are also influenced by the top official and his prompt conduct in the betterment of the institution built a source of trust among the parents. The top leadership of TSWREIS also displays enthusiasm and vision which is acting as an extra-institutional (Baron, 2005) agent of change where the Secretary goes out of way in order support the students and create an environment for their progress.

However, there is also great support rendered by the state government and Ministry of Scheduled Caste Development in the funds and resources. For each student, the funding from the ministry is up to 1 Lakh rupees approximately[6]. Technology-equipped management systems in the school with complete details for bills, attendance, and performance also make it a well-organized system. Teachers find it easier to report or raise a complaint with higher authorities with hierarchy being segregated with cluster/ zone wise. Well communicated and organized school management with funds and supervision by authorities is what is different in the TSWREIS to achieve notable accomplishments. One of the important enablers of these changes is that the bureaucratic leadership is also sustained since its inception i.e., the political support from the government made the secretary official stay for a long period leading to this reform in the schools.

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[5] Telephone Conversation with a school teacher, 17 April 2021.
[6] Telephone Conversation with coordinator, 23 April 2021.

7.   Closing Thoughts

The observations from the field need to be interpreted with a caution that the findings are to indicate the ongoing practices at few schools selected and cannot be generalized. Similarly, the experiences from the field study state that the management of different schools cannot be in a similar manner i.e., one size does not fit for all kind of scenario exists with organizational structures.

According to (Hoy and Miskel, 2010), the ideal typology of school structures is the formation of four types with the interaction of bureaucracy and professionalism in an organisation. The four types are Chaotic, Authoritarian, Weberian, and Professional. They have also stressed the point that these are ideal in nature and change differs. Both predicted the evolution of the organization from one type to another starting from the Chaotic to Authoritarian to Weberian to Professional.

Most often due to low monitoring, ineffective management, and inconsistency schools fall under chaotic typology and to set order in the schools' Authoritarian routine is followed by a change in leadership or tightening the rules and procedures. It is difficult for any organisational structure to evolve as Weberian and Professional structures. Moreover, the organizations are positioned in a way that they are vulnerable to turbulence. So, always there is a chance to return to the chaotic structure again if there are no sustained efforts of effective management.

In this parlance, the state government schools, residential schools, social welfare educational society, and Delhi model school can be described based on the following factors:

1.   *Lack of State Capacity*
2.   *Budget Allocation*
3.   *Long term Continuity*
4.   *Role of Technology*
5.   *External factors beyond school institutions*

The local body schools are highly incapacitated with the limited staff members positioned and a lot of in charge duties assigned especially at the leadership level roles. This makes it more ineffective and leads to a rise in conflict at the day-to-day operations. The number of schools in the local body level is many i.e., limited staff with a high number of schools. Teachers overburdened with non-instruction are diverted from the focus teaching and learning process. Though there is an initiative for technology usage, it is failed to implement and requires a robust technological intervention. Thus, making it a chaotic type of organisational structure and requires focus on the investment on recruiting more staff personnel.

On the other, the residential schools are less in number with adequate funds and resources. Also, there is constant supervision. TSWREIS schools have great support in terms of funding by the ministry, full staff capacity, and the bureaucratic penetration to each student level makes function in order. The leadership is continued for a long time which also gives scope to improve and make an impact with long-term goals without any disturbance. Certain external factors like the reverence of the charismatic office personnel and efficient conduct of the institution are also attracting parents to gain trust over the institution. With the strong

bureaucratic reach, the technological tools are also utilized to their maximum capacity leading to quality outcomes.

A perusal of the Delhi Model and TSWREIS model articulates that political support, budget allocation, and investment in the infrastructural, technical, and institutional resources in very much necessary to streamline the governance and management in the organization. Although there are quite a few outstanding achievements these both models of schools, there are also aftereffects by the order in these institutions. As the TSWREIS schools are directly looked after by the top officials and he is the deciding factor for the teaching training as well.

On the other hand, the Delhi schools as articulated by the teachers that the system is circular driven. In both management systems, the teachers experience an environment hindering their professional autonomy and learning experience. They follow the instructions issued by the competent authority and implement them accordingly rather than they are obliged to focus on how to align their teaching-learning process with needs based on the classroom dynamics.

It denotes that though there is a channel for communication, there is so much increased asymmetry of information. The collaborative approach is influenced by the directions of the top hierarchy. Therefore, along with school requirements and resources, there are certain external which can also affect the functioning of an organization in a manner.

The whole process of reviewing and monitoring the government schools is majorly done through a self-evaluation process making them more fragile and vulnerable to manipulation. The headmasters and teachers are responsible for self-evaluating their schools and identify the problems. One of the school management evaluation patterns followed by the Indian government schools is a self-evaluation test called "Shaala Siddhi" developed by the National Institute of Educational Planning and Administration, New Delhi. *Shaala Siddhi*[7] a format developed by the central government to capture MIS data of all the schools rather than intended to capture the existing status of the school management. It only asks for closed questions (Yes/No) to know about critical issues like community participation and school status which can have a scope of being manipulated or do not reflect the actual reality. To verify and review this information again, the block level authorities are deployed who are obliged to practice official ignorance rather than taking an action though they are competent enough to. At the outset, just by providing the financial and administrative assistance are the educational institutions competent enough to be self-evaluated is a question that remains blurred.

8.   Recommendations

The recommendations are based on the gap observed at the implementation level and few successful models in the schools by different managements.

The State government schools in large numbers especially the primary schools must be sharply focused by the officials to align with the policy mandates. At the implementation level, it is the

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[7] http://shaalasiddhi.niepa.ac.in

local body schools that are impacted by the lacking the state capacity. An adequate amount of investment should be allocated for the teacher recruitments and dedicated staff for the operations and management. So that the instruction time does not get affected by the administration work. Additionally, the state government must investigate and invest in the technological aspects of the school management and governance to come up with a robust EdTech policy for the state of its kind.

However, the gaps in leadership level roles must be filled up as soon as possible because the training of headmasters and principals on leadership courses is getting wasted. As there are only in charge posts are making it practically impossible to demonstrate the learning experience attained through the training. There should be a space in the curriculum design where the learning and training experiences can be integrated into the classroom process with a vision to enable sustained changes and growth. Also, some of the feasible best practices can be replicated accordingly to the requirements. Furthermore, the creation of MIS is necessary but as there are multiple stakeholders involved in the school scenario. To have a clearer picture of the institutions, there should be a vigilance team on a cluster basis to verify and ensure violations of rules and misconduct. This could address some of the bottlenecks in the school management system.

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