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(ESSPIN)**

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Progress Report-1**

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**Sulleiman Adediran
Bawa Mohammed**

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1	January 2010	Sulleiman Adediran and Bawa Mohammed	Fatima Aboki	Steve Baines	Formatting/Content

Distribution List

Name	Position
DFID	
Kathleen Reid	Human Development Programme Coordinator, DFID
Ian Attfield	Education Adviser, DFID Northern Nigeria Office
Roseline Onyemachi	Education Project Officer, DFID
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Alero Ayida-Otobo	Lead Specialist, Policy and Planning -Federal Level
Fatima Aboki	Lead Specialist, Community Interaction
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Contents

Report Distribution and Revision Sheet.....	ii
Quality Assurance Sheet and Disclaimer	iii
Note on Documentary Series.....	iii
Acronyms and Abbreviations.....	v
Abstract.....	1
Executive Summary.....	1
Purpose of the Consultancy.....	2
Achievement of the terms of reference	3
Background	6
Findings and Issues Arising	7
Summary of Key Issues on School-Based Management Concept.....	7
Options and Next Steps (Work Plan)	20
Annex 1: List of ESSPIN Officials Met.....	22
Annex 2: Classification of School-Based Management Reforms Implemented in Various Economies.....	23
Annex 3: Autonomy-Participation Nexus of Selected Countries	24
Annex 4: Examples of School-Based Management (SBM) in selected African Countries	25
Annex 5: Research on School Based Management Committee (SBMC) Policy and Practice	26
Annex 6: SBMC KEY RESEARCH FINDING	27
Annex 7: Guidance notes for SBMCs	30
Annex 8: Recommended Structure for SBMCs in Primary Schools	33
Annex 9:	34
Annex 10: Methodological framework	35
Annex 11 ESSPIN -SBMC Development Framework	39
Annex 12: Format for the Visioning Process.....	40
ANNEX 13: Activity Plan for a 2-Day State Level Visioning Process (SLVP).....	44

Acronyms and Abbreviations

A &E	Access & Equity
CKM	Communication and Knowledge Management
CLVP	Community Level Visioning Process
CSO	Civil Society Organisations
DFID	Department for International Development
EGBENN	Enhancing Girls Basic Education in Northern Nigeria
ESSPIN	Education Sector Support Programme in Nigeria
FME	Federal Ministry of Education
GEP	Girls' Education Project
IDPs	International Development Partners
NCE	National Council on Education
SBM	School -Based Management
SBMC	School- Based Management Committee
SLVP	School Level Visioning Process
SMC	School Management Council
SMoE	State Ministry of Education
SMU	Social Mobilisation Unit
STL	State Team Leader
STT	State Task Team
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Commission
UNICEF	United Nations Children's Fund

Abstract

1. This report reviews the literature on the School-Based Management (SBM) concept, National guidelines on School-Based Management Committees (SBMCs), Training Manuals for SBMCs and research on existing SBMCs in Jigawa, Kaduna, Kano and Lagos states. It also presents a methodological framework for the development of SBMCs in the five states.

Executive Summary

2. A literature review of the School-Based Management (SBM) concept shows that two key elements define different SBM models. These are (i) the degree of autonomy (power/resources) devolved to the school management structure and (ii) the group of people to whom the devolved power is entrusted with. In addition, the roles and responsibilities of all stakeholders must be clearly stated and shared by the different players; that is, participation in the decision-making process must be inclusive while the capacity building and development of teachers and other key officials of the school-based management committee must be designed according to their needs
3. The National Council on Education (NCE) in 2005 provided guidance notes for the establishment of School-Based Management Committees (SBMCs) in schools across the country. The guidelines includes modes for constituting the SBMCs, their tenure, terms of reference, frequency of meetings and the specific roles and responsibilities expected of the committees. Various projects have developed training manuals to facilitate the operations of the SBMCs
4. However, the NCE guidelines and existing training manuals were based on specified roles and responsibilities which were not negotiated by all stakeholders. For instance, the very important question of the resource allocation to SBMCs is not addressed by any of these documents. These inadequacies probably explain why the implementations of SBMCs have not been effective as reported in the research findings below.
5. The main findings of the SBMC research conducted in the five states were that (i) the roles, responsibilities, relationships of the different stakeholders in the existing SBMCs are not understood by the operators of SBMCs , (ii) SBMCs though inaugurated in schools are not functional due to the lack of financial resources and inadequate skills required for the SBM set-up , (iii) there are existing networks of organisations in the communities which support schools but whose relationships with SBMCs have not been clearly worked out and (iv) participation of all stakeholders (particularly, women and children) is not yet inclusive and in some cases few individuals run the SBMCs .
6. This review therefore, recommends that the current SBMC structure needs to be re-aligned with global best practises in SBM reform by (i) explicitly explaining the nature of

the resources and power that state governments are willing to devolve to the SBMCs for school development, (ii) agreeing with major stakeholders on the roles and responsibilities for the SBMCs and (iii) establishing trainings programmes for headteachers, teachers and SBMC members on issues which will contribute to school improvements.

7. A framework of the methodology that will be pursued in the overall development of the SBMC is provided in this report. It is based on the Terms of Reference (TOR) for the consultancy, literature review of the SBM concept, existing guidelines and SBMC manuals/training guides, SBMC research findings and consultations with ESSPIN Managers, Lead Specialists and Consultants working on output 3, Quality Assurance and Communication and Knowledge Management.
8. A proposal for the implementation of the Visioning Process Stage is presented under 'Options and Next Steps'.

Purpose of the Consultancy

9. The purpose of this aspect of the 'Support for School Based Management Committee (SBMC) Development Consultancy' is to put in place a holistic approach and work plan which will develop the capacity of SBMCs in close liaison with Government agencies, Civil Society Organisations (CSOs) and the communities.
10. Specifically, it consists of the following activities:
 - Briefing by the Lead Specialist Community Demand & Accountability and the Technical Teams Leader;
 - Desk review of existing SBMC guidelines and manuals currently in use
 - Liaising with Output 3 and Quality Assurance Consultants in to coordinate approaches to the delivery of training and support for the school system.
 - Liaising with the Communications and Knowledge Management team to develop a plan for documenting the SBMC development process.
 - Reviewing the literature on school-based management systems and the SBMC Research reports conducted by ESSPIN
 - Developing a methodology and schedule for the SBMC Development process and shared and agreed with the ESSPIN State Teams and the technical teams;
 - Producing a progress consultancy report for the first preparatory phase, and outlining key recommendations and, next steps with indicative timelines

Achievement of the terms of reference

Tasks	Progress made and agreements reached (with whom)	Proposed/agreed follow up (by whom and when)
Briefing by the Lead Specialist Community Demand & Accountability and the Technical Teams Leader	Officials of the ESSPIN Management(including the National Programme Manager, Technical Teams Leader and Lead Specialist, Community Demand and Accountability), briefed the two National Consultants on; (i) the scope of ESSPIN and in particular, its relationship with SAVI, (ii) ESSPIN's desire to develop a holistic approach to the understanding, designing and implementation of a sustainable SBMC structure in the five ESSPIN States which can be replicated in other states of the federation and (iii) ESSPIN's interest in clarifying how the SBMC policy is understood and implemented at the federal, state and local/community levels of the educational system. Particular emphasis was placed on the implications for gender, poverty, governance and provision of quality education	SBMC Consultants will brief Lead Specialist, Community Demand & Accountability at every stage of work

Desk review of existing SBMC guidelines and manuals currently in use	Completed	No follow up necessary
Liaising with Output 3 and Quality Assurance Consultants in to coordinate approaches to the delivery of training and support for the school system	Discussions were held with the Lead Specialist and Consultants of Output 3 on their plans on Whole School Development Planning, Trainings of Head teachers with the aim of building synergy between activities planned for SBMCs and those of Output 3 and Quality Assurance	SBMC Consultants to interact with Output 3 Team at various stages of consultancy, in particular after the visioning process when it would have become apparent what the agreed roles and responsibilities of the SBMCs would be. These would have implications for the contents of the training manuals
Liaising with the Communications and Knowledge Management team to develop a plan for documenting the SBMC development process <u>List of ESSPIN officials met is shown as Annex 1</u>	Discussions were held with Lead Specialist of Social Development and Coordinator for Communication and Knowledge Management/ These provided useful insights of the possible CSOs and Social Mobilisation Units (SMUs) involvements in community awareness, sensitisation and mobilisation process and their implications for the SBMC structure.	ESSPIN Communication Officers in ESSPIN State Team to work with Access and Equity (A & E) Specialists in designing communication strategies to achieve optimal community participation at all stages of the consultancy
Reviewing the literature on school-based management systems and the SBMC Research reports conducted by ESSPIN	Completed	No follow up necessary
Developing a methodology and schedule for the SBMC Development process and shared and agreed with the ESSPIN State Teams and the technical teams	-Planning meetings were held with ESSPIN State Team Leaders (STLs) which provided the opportunity for the Consultants to understand the States' Work plans and how the SBMC	Methodology framework produced as part of Progress Report-1 (see Annex 10)

	<p>Development Consultancy fits into the state structure. It also enabled agreements to be reached on the modalities for the Visioning Processes to be embarked upon in the First Phase of the Consultancy.</p> <p>-Methodological Framework for the overall assignment developed , shared and agreed with Lead Specialist Community Demand and Technical Teams Coordinator</p>	
Producing a progress consultancy report for the first preparatory phase, and outlining key recommendations and, next steps with indicative timelines	Completed	<ul style="list-style-type: none"> • The Progress Report forms basis of Next stage of work (Visioning Process) • Tasks to be undertaken under the State Level Visioning Process (SLVP) and the Community Level Visioning Process (CLVP) are presented under the Section: 'Options and Next Steps'

Background

11. Global initiatives decentralising decision-making to the school level have been institutionalised through the establishment of the School-Based Management (SBM) systems. However, these come in the form of different models of SBMs.
12. Experience elsewhere have shown that where the SBM concept is properly understood; roles and responsibilities of all stakeholders clarified; communities sensitised and mobilised; then the School Based Management system can be linked to the improvement of the quality of education.
13. In line with this global education reform, the National Council on Education (NCE) at its 52nd Session in 2005 approved the establishment of SBMCs for all schools in the country. It also provided the guidelines for the establishment of SBMC, stated the composition and tenure for the SBMCs and recommended a SBMC structure for schools in the country.
14. Different programmes and initiatives have since been supporting the establishment and functioning of the SBMCs. These include DFID/UNICEF's "Girls' Education Project" (GEP), ActionAid's "Enhancing Girls Basic Education in Northern Nigeria" (EGBENN), Civil Society Action Coalition on Education for All (CSACEFA)'s "Tool Kit Manual for training of Community Facilitators and SBMCs". The Federal Ministry of Education (FME) recently conducted a Training of Trainers (TOT) workshops on SBMCs in 20 States with High Gender Disparity
15. The Education Sector Support Programme in Nigeria (ESSPIN) has initiated a series of projects including a research study on "SBMCs In Policy and Practice In Nigeria" to review and document best practices in the implementation and functionalities of the existing SBMC structures in the five ESSPIN-supported states. This is to identify likely challenges and their implications for future support of the SBMC structure in the five states that ESSPIN is currently supporting.
16. The modified bottom-to-top approach to be adopted in this present work will contribute significantly to the process of community participation and empowerment in policy formulation and implementation.

Findings and Issues Arising

17. This section examines the key issues on the School-Based Management (SBM) concept based on the review of the (a) global literature on SBM, (b) ESSPIN Research of SBMCs in the five states (c) existing SBMC guidelines and training manuals and (d) discussions with ESSPIN teams. The methodological framework for the overall consultancy assignment is also presented under this section.

Summary of Key Issues on School-Based Management Concept

(a) Review of Global Literature on SBMs

18. The purpose of this section is to summarise by themes the issues covered in the review of the literature on the School-Based Management concept. The thematic categories covered in the summary are:

- Definition, Goals, Objectives and SBM Models
- Elements of School-Based Management
- Strategies for School-Based Management Success
- Evidence in support of SBM Policy
- Problems associated with implementation of SBM Policy
- School-Based Management (SBM) structures in Africa

Definition, Goals, Objectives and SBM Models

19. The School-Based Management (SBM) concept is defined as the systematic decentralisation of authority and responsibility to enable decision-making at the school level with the active participation of the community. This school reform approach is expected to lead to school improvement through the; (i) efficient use of school resources as local needs would be prioritised, (ii) involvement of parents and community members in monitoring and evaluating school activities including school staff and, (iii) increased focus on improved educational quality, amongst other,^{1, 2}.

Thus the expected outcomes of SBMs are³: (i) increased parent and community participation, (ii) empowered principals/head teachers and teachers, (iii) built up local capacity and (iv) improved school quality and efficiency.

20. Two fundamental questions have, however, defined the various types of school-based management models globally:

Question 1:

What level of authority and responsibility is transferred to the school level? That is, the degree of autonomy (power/resources) granted the school decision-making process by a higher authority

¹ Brian Caldwell (2005) School-based management Education Policy Series 3 UNESCO IIEP & IAE Publication

² Lucrecia Santibañez (2006) School-Based Management Effects on Educational Outcomes: A Literature Review and Assessment of the Evidence Base

³ The World Bank (2008) School Based Management

21. This has translated into a variety of strategies for implementing the SBM school reform around the world. They range from granting full autonomy to schools over all aspects of educational, financial, and personnel matter, to the more restrictive models which allows only for limited autonomy over school operations.
22. The types of authority transferred to the school level range⁴ from (i) budget allocation, (ii) hiring and firing of teachers or other staff, (iii) curriculum development, (iv) procurement of textbooks and other educational materials, (v) infrastructure development, (vi) influencing school calendar, (vii) monitoring and evaluation of teacher performance and student learning outcomes, (viii) involvement in the design of school plans and (ix) utilising grants allocated to schools
23. The sum total of this question is to define the 'autonomy continuum' in the SBM school reform process. Thus:

Different SBM programmes lie along a continuum indicative of the degree to which decision making is devolved to the local level—from a limited autonomy; to more ambitious programmes that allow schools to hire and fire teachers; to programmes that give schools control over substantial resources; to those that promote private and community management of schools and finally to those that eventually may allow parents to create their own schools⁵
24. A classification of SBM models based on the degree of autonomy granted to the school /community is shown in Annex 2

Question 2:

Who, at the school level, is entrusted with the devolved authority? That is, to whom, is the decision-making authority devolved?

Four models define who is invested with decision-making power in any of the SBM reform^{6,7}

- a) Administrative control: the principal is dominant- The school is accountable to a central authority. The model allows for increased efficiency of expenditure on personnel and makes only the principal in each school accountable to the central authority

⁴ Felipe Barrera-Osorio, and others (2009) *Decentralized Decision-Making in Schools: The Theory and Evidence on School-Based Management*, The International Bank for Reconstruction and Development / The World Bank, Washington, DC

⁵ *ibid*: 4

⁶ Leithwood, K and Menzies, T (1998). A review of research concerning the implementation of site-based management. *School effectiveness and school improvement*. V 9, No. 33, pp 233-285

⁷ De Grauwe, A (2005) *School-based management (SBM): does it improve quality?* Background Paper for 2005 EFA GMR

- b) Professional control: the teaching corp receives the authority- Teachers are assumed to be in a better position to know what the school needs, especially at the classroom level. This is supposed to lead to motivating teachers for better performance, hence improved efficiency and effectiveness in teaching
 - c) Community control: the community or the parents, through a board/committee, are in charge-This should lead to the teaching core (principals/head teachers and teachers) becoming more responsive to parents' and local needs and preferences
 - d) Balanced control: the parents and the professionals (teachers and head teacher/principal) are in control. The decision-making process is shared between the two main stakeholders in the school.
25. The two questions taken together produce the 'Autonomy-Participation Nexus' defining the essence of an SBM reform: That is: "who gets what and how much of it"..
26. Thus, as can be seen from Figure 1 below, the School-Based Management (SBM) models in African countries range from having full autonomy/principal control (Madagascar), moderate autonomy/teacher-community control (Rwanda, Ghana, Kenya) to minimal autonomy/teacher and combination control (Senegal, Mozambique). Annex 3 shows examples of SBM models in selected countries across the world on the autonomy-participation nexus.
27. A distinction has also been made⁸ between school-based management and school-based governance. In a school-based management, the responsibilities for the day to day activities are held by the principal/head teachers and senior teachers whereas in the school-based governance, the authority is vested in an elected board/committee representing parents and the community.

⁸ Caldwell cited in De Grauwe, A (2005) School-based management (SBM): does it improve quality? Background Paper for 2005 EFA GMR

AUTONOMY	FULL	Madagascar		Niger	
	MODERATE		Rwanda Ghana		
			Senegal	Kenya	Mozambique
	MINIMAL				
		PRINCIPAL	TEACHER	COMMUNITY-PARENT	COMBINATION
PARTICIPATION					

Figure 1 SBMs Models in selected African countries

(**Redrafted** from Fig 1.2 Felipe Barrera-Osorio, and others (2009) *Decentralized Decision-Making in Schools: The Theory and Evidence on School-Based Management, The International Bank for Reconstruction and Development / The World Bank, Washington, DC*)

Elements of School-Based Management

28. Six major elements have been identified⁹ as conditions necessary for the effective implementation of the school-based management school reform. These include:

- Defining responsibilities:** Providing a guideline for the School Management Committee (SMC) which must set the composition of the SMC, the term of office of the managers, their roles and responsibilities, their nomination and election, the selection of office bearers, as well as the development of standing orders and procedures for participation of stakeholders in school decision-making.
- Widening participation:** Stakeholders must be given the opportunity and chance to participate in school management, planning and development and in the evaluation of school effectiveness.
- Developing professionalism and capacity of SMC members:** Capacity building and development of teachers and other key officials of the SMC must be given priority according to their needs.
- Setting goals:** Setting school goals and preparing a school profile. Producing a school development plan, school report, school budgets and financial reports annually.
- Evaluating effectiveness:** Annual evaluation of the progress of school programmes and preparation of evaluation reports at the end of school year for follow-up actions.
- Developing characteristics:** Displaying fully the spirit of SBM by adopting flexibly a School-based model designed specifically according to the actual circumstances of the school. Developing a culture and characteristics unique to the school.

⁹ Anon. Retrieved (July 15, 2009) from www.edb.gov.hk/FileManager/EN/Content.../introduction07_e.pdf

Strategies for School-Based Management Success

29. Based on research on decentralised management in the private sector, it has been suggested¹⁰ that the four resources/power that will need to be decentralised for effectiveness of SBM are:

- (i) Power to make decision must be devolved to the school level. Who at the school level that the power is given to must be specified just as the extent of what the power is must also be clear
- (ii) Knowledge that will enable the teachers, principal and other SBM to understand and contribute to decision-making, organisational performance, technical knowledge required in running the school. Also of importance is the development of teamwork skill for effective community participation
- (iii) Access to Information to make good decision is of importance if the school and community will have shared understanding of their roles and responsibilities. The content of information as well as how it is disseminated are critical for an effective and efficient SBM
- (iv) Reward systems must be put in place for optimal performance in SBM systems. Rewards can motivate individuals to better performance

Evidence in support of SBM Policy

30. Research evidence which have been advanced in support of the SBM reform policy includes the following:^{11, 12}

- (i) SBMs are more democratic: by allowing teachers and parents to take decisions on issue affecting the school is more democratic than to leave the decisions to a few groups of central-level officials.
- (ii) SBMs are more relevant: locating the decision-making power closer to where problems are being experienced will lead to more relevant policies as local staffs generally know their own situation better.
- (iii) Reduced bureaucratic: decisions will be taken much quicker if they do not need to go through a long bureaucratic process (from school through several intermediary offices to the central level), but can be made at a level close to the school.
- (iv) SBMs allow for stronger accountability: by allowing parents, the community and teachers greater say implies that they can be held accountable for their results towards the functioning of the school system. Such accountability is expected to act as a tool for greater effectiveness.
- (v) Greater resource mobilisation: teachers and especially parents will be more eager to contribute to the funding of their school if they have a say in the organization and management it.
- (vi) Improved student performance as a result of reduced repetition rates, reduced dropout rates, and (eventually) better learning outcomes

¹⁰ Wohlstetter, P. and Mohrman, SA (1993) School-Based Management: Strategies for Success

¹¹ *ibid*: 7

¹² *ibid*: 4

Problems associated with implementation of SBM Policy

31. The implementation of SBMs may encounter a variety of barriers/difficulties which may hamper the successful implementation of SBM. Such challenges include:¹³
 - a) Lack of knowledge by stakeholders of what SBM is and how it works;
 - b) Lack of decision-making skills, communication, and trust among stakeholders; statutes, regulations, and union contracts that restrict decision-making authority and teachers' time involvement;
 - c) Reluctance of some administrators and teachers to allow others to take over decision-making authority
 - d) Confusion about new roles and responsibilities, and coordination difficulties
32. Furthermore, it has been shown that SBM policy formulation in developing countries is beset by additional challenges. For instance, it had been observed that¹⁴:
 - (i) the process of formulation and articulation SBM policy has not been the result of internal debate
 - (ii) pressure by local authorities or communities have been absent
 - (iii) external pressure by international development agencies have pushed for decentralisation
 - (iv) inability of central governments to organise or finance public services such as education delivery have been the main reason for embarking on decentralisation process.
33. Some of these difficulties were manifested in a recent study of SBM policy formulation and implementation in Indonesia¹⁵. The study found amongst others that:
 - a) The SBM policy was established by a Ministry of National Education decree
 - b) The policy as stated in the decree lacked clarity.
 - c) The decree was hastily introduced and emphasised structural changes at district and school levels without clarifying its underlying rationales or implementation guidelines.
 - d) The decree did not choose a particular model of SBM. Instead, it imposed a uniform model regardless of school level, size, location, and type of community or even the public and private nature of schools.
 - e) The decree was not followed with any regulations established at the district level regarding SBM. Consequently, institutional capacity at the district level was not developed.
 - f) Information provided about SBM at the school level was not designed to give much detail. It was left to principals to inform school level stakeholders but the extent to which this happened depended on the principals' discretion and level of knowledge about SBM.
 - g) The devolved authority was not clear in the decree. What was suggested in the decree as authority that can be exercised by schools in SBM was a practice that was already established.

¹³ Oswald, L (1995) School-Based Management. ERIC Digest, Number 99

¹⁴ Ibid: 7

¹⁵ Bambang Sumintono (2006) Decentralised Centralism: School Based Management Policies and Practices at State Secondary Schools in Mataram, Lombok, Indonesia,, PhD Thesis

- h) Without appropriate regulations at the district level, secondary schools were neither supported nor given flexibility. Mostly, schools practices had not changed with the introduction of the SBM.
- i) The decree did not differentiate between community involvements at the district from the school level. This made it possible for old practices to continue. Hence, Education Council and the School Committees' members were hand-picked and shoulder-tapped, based on bureaucrat preferences.
- j) Further, at school level, the committees' roles were mainly to legitimize principals' policies, particularly relating to school fees and budget. In short, a 'new centralism' was seen to be practised by the district government.
- k) At the school level the principal's role become much more significant.
- l) School Based Management, while fulfilling the regulatory requirements, remains superficial in its impact and has failed to fulfil its original intention of improving the quality of Indonesian education.

School-Based Management (SBM) structures in Africa

34. School-Based Management has been institutionalised in the United Kingdom, Australia, New Zealand, Canada and the United States for over twenty five years. SBM reforms of various models were also implemented during the late 1980s and 1990s in countries such as The Netherlands, Spain, the Czech Republic, Indonesia, Cambodia, and Thailand¹⁶.
35. On the other hand, only recently have education reforms been seen as a priority in many developing countries including those in Africa. It has been argued¹⁷ that the reforms (institutionalisation of SBM) in education in these countries have not been as a result of the need to foster a more participatory decision-making process or arising from pressures from the local communities, who demand to be part of the decision-making process, but, rather, have been due to:
- (i) external pressure by International Development Partners (IDPs) and
 - (ii) the inability of the respective national governments to organise, plan and/or finance education.
36. Different models of SBMs have been adopted by African countries. The models vary in:
- a) structural set-up in terms of
 - (i) different names (School Management Councils (SMC), Parent Teacher Associations (PTAs), Management Committees and
 - (ii) combinations of different bodies as SBM (SMC and PTA);
 - b) Composition and tenure of the body;
 - c) the type of power which the central authority has devolved to the **SBM** and
 - d) the activities and programmes embarked by the SBM.
- Examples of SBMs models in five African countries, Benin Republic, The Gambia, Ghana, Niger Republic and Rwanda are presented as Annex 4.

¹⁶ Lucrecia Santibañez (2006) School-Based Management Effects on Educational Outcomes: A Literature Review and Assessment of the Evidence Base

¹⁷ *ibid*: 7

37. Countries devolve different responsibilities to their school-based management councils. As shown in Table 1 below, while school councils in Benin Republic are given autonomy on budget and monitoring and evaluation, Ghanaian school councils are responsible for school maintenance and infrastructure. Gambian and Madagascan school-based management councils appears to have a wide range of autonomy on personnel management, pedagogy, budget, monitoring and evaluation

Authority of SBMCs for.....	Benin Republic	Gambia	Ghana	Kenya	Niger	Madagascar
1. Personnel Management						
Establishing incentive for teachers	•	•				•
Hiring/firing teaching staff					•	•
Hiring/firing administrative staff		•			•	
Supervising & evaluating teachers		•			•	
2. Pedagogy						
Selecting some textbooks/curriculum		•		•		•
Selecting the method of instruction		•				
3. Maintenance and Infrastructure						
Building/maintaining school		•	•		•	•
Buying School materials		•	•	•	•	•
4. Budget						
Overseeing Budget	•	•	•		•	•
Allocating Budget	•	•	•	•	•	•
Establishing School Fees	•	•			•	
5. Monitoring and Evaluation						
Conducting Admin. Activities	•	•			•	•
Making Pedagogical decisions	•	•			•	•

Table 1 Various functions for which responsibilities have been devolved to school councils in some African countries (**Data from:** Felipe Barrera-Orsorio, and others (2009) Decentralized Decision-Making in Schools: *The Theory and Evidence on School-Based Management, The International Bank for Reconstruction and Development / The World Bank, Washington, DC*)

(b) Review of SBMC Research in ESSPIN States

38. Research was conducted on “SBMC Policy and Practise” in March 2009 in Jigawa, Kaduna, Kano, Kwara and Lagos, the five states where ESSPIN is supporting education delivery. The purpose, research questions and methodology are described in Annex 5
39. The main findings of the SBMC research conducted in the five state were that (i) the roles, responsibilities, relationships of the different stakeholders in the existing School-Based Management Committees (SBMCs) were not understood by the operators of SBMCs , (ii) SBMCs though inaugurated in school were not functional due to lack of financial resources and inadequate skills required for the SBM set-up , (iii) there are existing networks of organisations in the communities which support schools but whose

relationships with SBMCs have not been clearly worked out, (iv) participation of all stakeholders (particularly, women and children) was not yet inclusive and in some cases few individuals run the SBMCs, creating centralisation within a decentralised system and (v) the quality of teaching and learning in most schools is low and it will require more than the efforts of SBMCs alone (even when they become functional) to address the wide range of issues on school improvement

40. The details of key findings in each of the five ESSPIN States are presented as Annex 6 (a)-(e).

(c) Review of SBMC Guidelines and Training Manuals

41. Guidelines for implementing the school-based management process have been distributed to by the Universal Basic Education Commission (UBEC) through the various SUBEBs and LGEAs consequent upon the decision at the 2005 National Council on Education (NCE). The guidelines (Annex 7) provide information on the (i) objectives of the School-Based Management Committee (SBMC), (ii) expected outcome of the SBMCs, (iii) guidelines for constitution of the committees, (iv) tenure of the SBMCs, (v) frequency of the committee meeting, (vi) terms of reference for SBMCs and (vii) roles and responsibilities of the committees
42. Similarly, the NCE recommended a SBMC structure for primary schools in the country. The relationship and communication lines between the SBMC and school system on the one hand and the LGEA/SUBEB on the other hand is depicted as Annex 8. Each SBMC is expected to assist the head teacher on issues relating to pupils' and teachers' welfare and governance issues. The SUBEB through the LGEA is also to liaise with and support the SBMC to ensure that school administration is decentralised to the school community level.
43. However, the guidelines from the NCE are silent on what resources would be made available to the committees for school improvement and development. As pointed out earlier, one of the key elements of the school-based management is for a higher authority to specify the degree of autonomy (power/resources) which it is willing to devolve to the school-community level.
44. Meanwhile one of the stated roles of SBMCs under the NCE guideline is "rendering annual statement of account, income and expenditure". It is difficult to see how the SBMCs will render annual accounts if no financial resources are made available to these bodies as evident from the ESSPIN research findings.
45. Furthermore, the guidelines established by the National Council on Education in 2005 like the Indonesian Ministry of Education's decree (see 31 above) imposed a uniform SBM model for all states' SBM structure. This does not take into consideration the peculiarities

across states which could make a single SBM model unworkable in a country such as Nigeria with diverse socio-cultural, historical and educational antecedents.

46. ActionAid Nigeria introduced its SBMC in December 2005 under its “Enhancing Girls’ Basic Education in Northern Nigeria (EGBENN) Project” with the inauguration of 28 SBMCs in Sokoto, Kebbi and Zamfara states¹⁸. Some of its stated achievements included: (i) strengthened school management through community participation, (ii) improved school supervision and (iii) improved school governance. The key achievements of ActionAid SBMC Project are presented in Annex 9.
47. The activities of the SBMCs were said to be mostly through self-help or were sponsored government underlining the need for some form of resource allocation to the SBMCs. However, although the SBMCs were established to increase citizen participation in education, yet it was not evident from ActionAid’s document (EGBENN Project)¹⁹ that the communities’ participation in the formulation of the SBMC structure was significant.
48. The Civil Society Action Coalition on Education for All (CSACEFA)’s SBMC training Tool Kit²⁰ was designed to increase women participation and representation in local governance through the instrument of School Based Management Committee (SBMC).
49. The training manual which adopts a participatory approach was designed to have participants work in groups and make their presentations at plenary sessions. The activity-based training kit examines basic concepts on governance, participatory approaches, communication skills, advocacy, resource utilization, SBMC structure, participatory monitoring and evaluation and action planning. The manual also contains notes and guides for trainers.
50. Participants were expected at the end of the workshops to:
 - a) Understand the importance of SBMC and how it relates to local governance in education
 - b) Discuss the role and responsibilities of SBMC
 - c) Understand the composition and modalities for setting up SBMC and
 - d) Discuss factors that promote and hinder effective school governance and management
51. The CSACEFA training manual was not based on any particular SBM model and it would appear that the manual relied on the roles and responsibilities assigned to the SBMCs in the 2005 NCE SBMC Guidance Notes. This therefore imposes on the CSACEFA training manual the same limitations as described for the NCE manual (see 41-43 above).

¹⁸ Menkiti, A and Babatunde, K (2008) Giant Strides of EGBENN. Uprooting the Challenges of Girls’ Education in Northern Nigeria. ActionAid Nigeria

¹⁹ ibid: 18

²⁰ “School Based Management Committee Tool kit manual for training of Community Facilitators and SBMCs”-CSACEFA & OSIWA Publication, 2006

52. The Federal Ministry of Education (FME) in 2008 organised a train-the-trainers (TOT) workshops for SBMCs in 20 states with high gender disparity. The training manual used for the FME Training²¹ was the synthesis of existing SBMC Capacity Building Manuals²² and were based on the outline roles and responsibilities of the SBMC provided in NCE guidelines (Section G Annex 7).
53. At end of the state and zonal training workshops, the participants were expected to have better understanding of:
- a) SBMC as a management structure,
 - b) Roles and responsibility of SBMC members,
 - c) Stakeholders' analysis and Decision making,
 - d) Education and governance
 - e) Community and facilitation skills
 - f) Resource mobilization
 - g) Values and how to come up with values for their schools,
 - h) Report writing,
 - i) Role of vision-crafting and whole school development planning in raising the quality of basic education;
 - j) The manual which guides the training process;
 - k) Team building
 - l) Monitoring and Evaluation
 - m) Facilitate a variety of meetings necessary for the process to be participatory
 - n) increase women participation in community activities representation in SBMC and also improve girl/boy child enrolment in basic education
 - o) WSDP Cycle and Activities Calendar
54. The FME's TOT was supposed to be cascaded at the state and LGA levels by each SUBEB. However, it appears doubtful if the cascade will be feasible in view of the general lack of understanding of the SBM concept and the lack of buy-in by SUBEBs, LGEAs and communities which can be traced to the approach used in establishing the SBMCs in the first instance by the National Council on Education (NCE) in 2005.

(i) Summary of the review of School-Based Management system, ESSPIN SBMC Research and SBMC Manuals; (ii) Recommendations

55. The review of the literature has shown that SMBs can contribute to the improvement of the quality of education. However, for this to happen, the following conditions must be satisfied:
- The central authority must state clearly what power (resources) is being devolved to the school level and who at that level will be held responsible and accountable for such powers (resources).

²¹ Training Manual for Community Facilitators and Members of SBMCs by Toun Akinsolu & Felicia Onibon (2008)

²² *ibid*: 21. page.6

- Roles and responsibilities of all stakeholders must be clearly stated and shared by the different players. The content of information as well as how it is disseminated is critical for an effective and efficient SBM system.
 - Participation in the decision-making process must be inclusive. Stakeholders must be given the opportunity and chance to participate in school management, planning and development and in the evaluation of school effectiveness.
 - Capacity building and development of teachers and other key officials of the School-based management committee must be given priority according to their needs.
 - Reward systems must be put in place for optimal performance of the SBM system.
56. SBMC Research findings in the five ESSPIN states clearly show that most of the conditions stated above for the successful implementation of a SBM system were not in place
57. The NCE guidelines on SBMCs and the existing SBMC Manuals that were reviewed were based on role and responsibilities which were not consequent upon consensus reached by all the stakeholders. In particular, there was no evidence of the involvement of stakeholders at the community level consequent upon which there was no sufficient buying-in of the SBM concept at the state, local and community levels. Furthermore, the guidelines on establishment of SBMCs is silent on what resources should be made available to the SBMC structure, what it should be used for and the mechanism for accountability to be followed.
58. Thus, if the SBMC structure is to achieve the desired outcomes (increased community participation and improved learning outcomes), then the present SBMC structure must be re-examined and aligned with the best practises in SBM.
59. A process whereby policy makers at the state and stakeholders at the local and community level engage in discussions and debates on the key elements of the SBM reform as enumerated in Paragraph 27 above will go a long way in establishing more functional SBMCs.
60. Such a process must define explicitly (i) what power/resources that will be devolved to the school-community level, (ii) how a system of accountability will be established, (iii) how the capacity of the stakeholders will be continuously built to ensure that they understand and can contribute to the decision-making process (iv) what communication channels and access to information will be in place so that all stakeholders will have shared understanding of their roles and responsibilities and (v) what reward systems will be put in place to motivate for improved performance.

(d) Discussions with ESSPIN Teams

61. Discussions were held with the different ESSPIN technical teams on the SBMC Development Consultancy. The outcomes of the discussions are presented below

ESSPIN Team	Discussion Outcome
Lead Specialist Community Demand & Accountability and the Technical Teams Leader	Clarifications were made on : a. ESSPIN's desire to develop a holistic approach to the understanding, designing and implementation of a sustainable SBMC structure in the five states being supported by ESSPIN and possible replication in other states, b. How to proceed to have a policy on which will be understood and implemented at the federal, state and local/community levels with implications for issues on governance, gender, poverty and quality education
Output 3 and Quality Assurance Consultants	<ul style="list-style-type: none"> Need for synergy between the activities for SBMC and Output 3 to ensure that planned training programmes of the two groups are synchronised.. SBMC structures would need to be firmly in schools and communities when the training of Head teachers by Output 3 commences
Communications and Knowledge Management (CKM)	<ul style="list-style-type: none"> Useful insights of the possibility of CSOs and Social Mobilisation Units (SMUs) involvements in community awareness, sensitisation and mobilisation process provided ESSPIN Communication Officers in ESSPIN State Team to work with Access and Equity (A & E) State Specialists in designing communication strategies to achieve optimal community participation at all stages of the consultancy
ESSPIN State Team Leaders (STLs)	Agreement reached on: <ul style="list-style-type: none"> Aligning the activities of the SBMC Development Consultancy with the states' work plans The format and dates for the Visioning Process workshops in the states

II. Development of a Methodology and Schedule for the overall assignment

62. A methodological framework of the approach that will be pursued for the development of the SBMC Consultancy between 2009 and 2011 was presented and shared with the Lead Specialist, Community Demand and Accountability and the Technical Teams Coordinator.
63. The methodology framework provides for: (i) The Preparatory Stage which includes consultation with ESSPIN Programme Manager, Technical Manager, Lead Specialists of ESSPIN Outputs, State Team Leaders and State Access and Equity Specialists. (ii) A 3 - Phase Visioning Process in each of the ESSPIN state. This modified bottom-to-top approach consists of an initial State Level Visioning Process (SLVP-1) where the state government's perspectives on SBMCs are collated. This will be followed by a Community Level Visioning Process (CLVP) phases during which communities make suggestions about their expectations of the SBM system. The final State Level Visioning Process (SLVP-2) stage is designed to align the findings of SLVP-1 and CLVP. The expected outcome is a draft framework document on the SBMC structure for the state. (iii) A national workshop for the presentation and further discussion on the five states' SBMC policy and financing.

(v) SBMC Training Stage. This includes developing the training manuals, field testing/simulation of the training guides, a 1-day dissemination and critique workshop and the training of Master Trainers(train-the-trainers workshop) (v) State Level Cascade Training Stage. (vi) Continuous Mentoring Stage which incorporates Civil Society Organisations (CSOs)

64. The details of the methodological framework with the timelines are presented as Annex 10 and graphically as Annex 11.
65. It is expected that each state will constitute a State Task Team (STT) which will be responsible for promoting dialogue between central authorities (SMoE/SUBEB) and the SBMCs. The STT will be involved in advocacy, awareness campaign and mobilisation to build a critical mass capable of sustaining the SBMC structure. ESSPIN State Teams (A&E and CKM Specialists) will be expected to play a pivotal role in the activities of the STT by providing technical support on issues of policy, access and equity and communication strategies.

Options and Next Steps (Work Plan)

66. A 3-Phase Visioning Process (SLVP-1; CLVP; SLVP-2) will be carried out in each of the five states that are receiving support from ESSPIN. This is a modified bottom-up approach in which the perspectives and opinions of all stakeholders will be sought and incorporated in the draft state policy for the institutionalisation of a “SBMC” structure.
67. SLVP-1 will be a 2 day programme commencing with informal meetings on DAY 1 with the main state policy makers. This is to, among other things, brief them on the purpose and objectives of the visioning process outline the process to be undertaken and seek their perspectives on their state governments’ desires and commitments for the SBMC structure. Meanwhile, highlights of the ESSPIN research findings on SBMC in the state will be presented the meetings.
68. The DAY 2 of SLVP-1 is a workshop for the enlarged state policy makers. Senior State officials who were briefed on DAY 1 will be expected at the workshop along with other officials of SMoEs, SUBEBs, LGEAs and members of CSOs. The workshop will aim to deepen the understanding of a visioning process, create awareness and appreciation of various types of SBM models and their implementations. Participants will engage in a visioning process on a desired SBM structure. This will be preceded by the presentation of the findings of the SBMC research conducted in March 2009. It is expected that a ideas on the direction of the state policy on SBMC will begin to emerge at the end of the DAY 2 workshop.
69. A major feature of the SLVP-1 will be the formation of a State Task Team (STT) on SBMCs, if one does not exist. It is hoped that this body will raise a critical mass through advocacy,

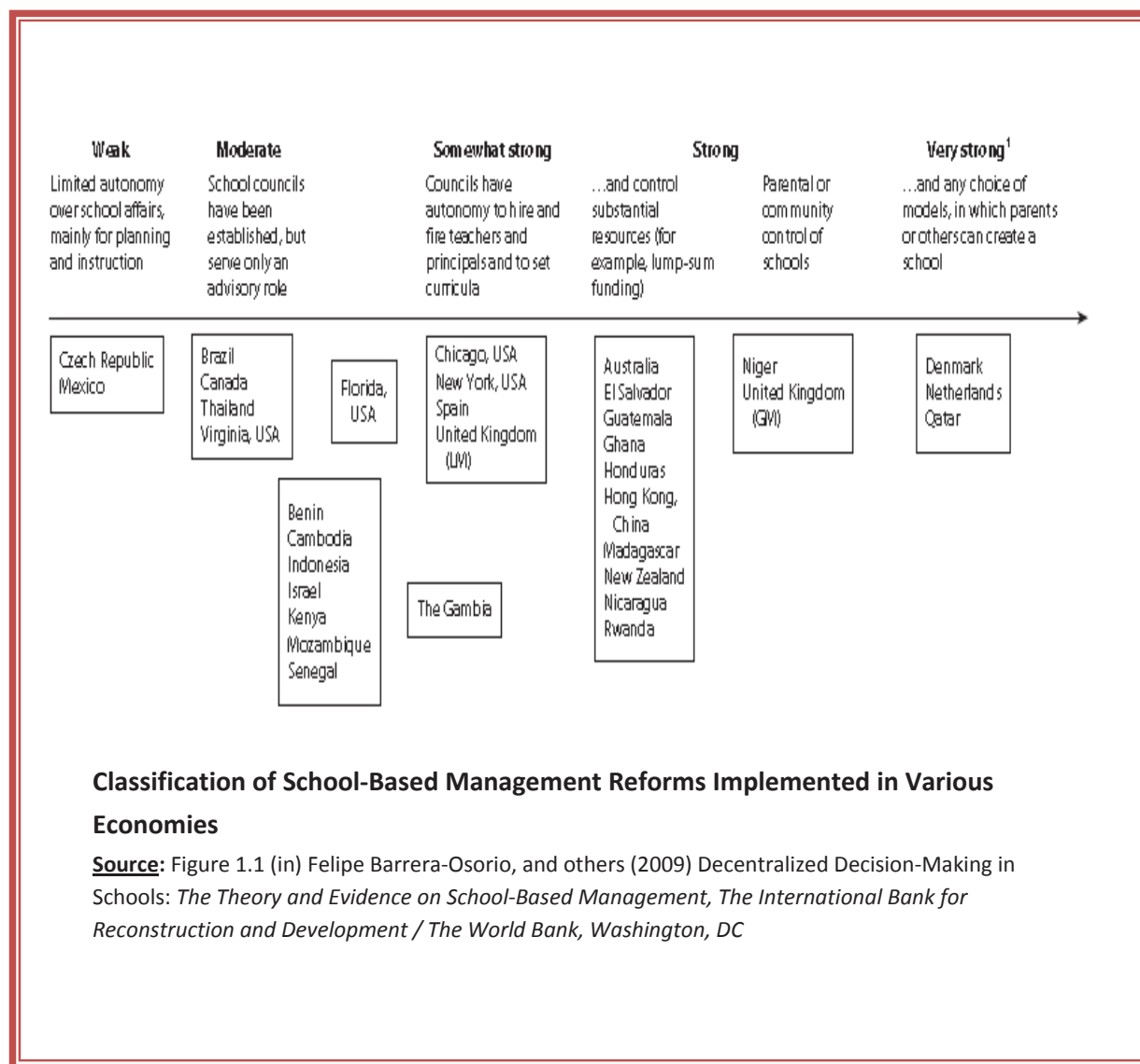
awareness raising and mobilisation for the take-off and sustenance of the SBMC structure. A further 2-day training, information sharing and planning will be held for the STT after the SLVP-1 and before the CLVP

70. The CLVP will be convened to engage the community in the design and formulation of SBM structure for the state. It is hoped that by being involved at the early stages of the institutionalisation of the state's SBM model, the process of community participation will be promoted. It will also ensure ownership and sustainability. To ensure adequate interactions at the CLVP, the immediate language of the community will be the means of communication.
71. Inputs from the CLVP will be incorporated into the ideas generated during SLVP-1 at a 1-day workshop for SLVP-2. A draft SBMC guideline will emerge during the SLVP-2 and will be presented to the state government.
72. A National Visioning Workshop is expected to be convened at which the outcomes of the visioning process will be presented for possible replication in non-ESSPIN States.
73. The details of the State and Community Level Visioning Processes are presented as Annexes 12 and 13.

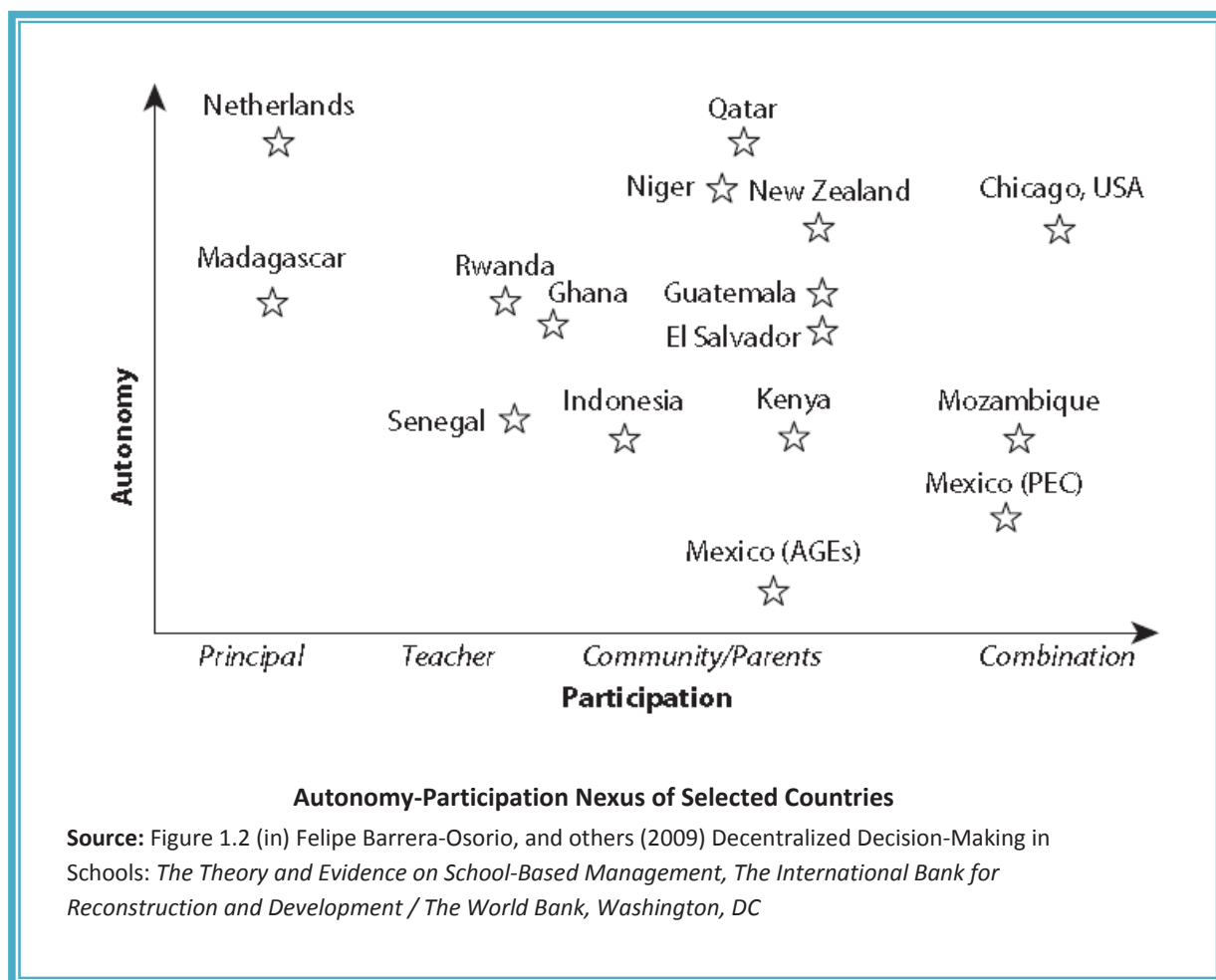
Annex 1: List of ESSPIN Officials Met

S/N	Name	Designation
1	John Martin	National Programme Manager
2	Steve Baines	Technical Teams Leader
3	Fatima Aboki	Lead Specialist, Community Demand & Accountability
4	John Kay	Lead Specialist, Education Quality
5	Francis Watkins	Lead Specialist, Social Development
6	Bankole Ebisemiju	Coordinator, Communication & Knowledge Management
7	Aminat Adeola	Consultant, CSO Capacity Assessment
8	Austin Edeze	Consultant, Policy Issues (Federal Level)
9	Richard Dalgarno	STL, Kano
10	Steve Bradley	STL, Kaduna
11	Emma Williams	STL, Kwara
12	Kayode Sani	STL, Jigawa
13	Gboyega Ilusanya	Deputy STL, Lagos

Annex 2: Classification of School-Based Management Reforms Implemented in Various Economies



Annex 3: Autonomy-Participation Nexus of Selected Countries



Annex 4: Examples of School-Based Management (SBM) in selected African Countries

Country	Body	Control	Programmes/Activities
Benin Republic	School Council of 13 members <ul style="list-style-type: none"> • 6 PTA; • School Principal; • Teacher; • Village Chief; • 2-Representative of Community Organisation 	<ul style="list-style-type: none"> • School Budget; • Personnel Management; • Pedagogy; • Fundraising 	<ul style="list-style-type: none"> • Joint Meeting of School Personnel, School Council and local community; • Award to teachers • Training in Financial Procedures & Oversight skills for Council Members
The Gambia	Pre-2008 PTAs in schools <ul style="list-style-type: none"> • Community Chief-remains in position for decades • New SBM introduced in 2008 -SMCs formed 	<ul style="list-style-type: none"> • No clear Mandate on School affairs • No authority over functional and Management of schools • SMCs to receive grants to manage schools • SBMCs invested with power on personnel, monitoring, infrastructure and pedagogy 	Principal only decision maker on all aspects of school <ul style="list-style-type: none"> • SMCs to be trained in skills to manage schools • New PTA Constitution to be adapted
Ghana	<ul style="list-style-type: none"> • SMCs representing Community of a school or cluster of schools • Membership-15 -Principal -PTA -Community Rep 	<ul style="list-style-type: none"> • Capitation Grants given to schools on per student basis 	<ul style="list-style-type: none"> • Capitation grant to purchase school supplies and hire additional teachers
Niger Republic	<ul style="list-style-type: none"> • Management Committees (COGES) -A President(Parents' Association member -Treasurer(Mothers' Association) -Secretary (Principal) -3 Members(1-Teacher'; 2-Parents' Assoc Members) 	<ul style="list-style-type: none"> • Lump sum grant received at start of school year to: -enhance inputs -buy extra teaching hours -for maintenance • COGES decides how to use grants • Supervise and evaluate teachers • Hires contract teachers Hires and fires community teachers 	<ul style="list-style-type: none"> • COGES Members receive trainings in skills for management trainings
Rwanda	<ul style="list-style-type: none"> • School Councils • Membership-10 -Principal -PTA Members 	<ul style="list-style-type: none"> • Schools receive Capitation Grants on per student basis • Capitation Grants deposited in banks 	School Councils use capitation grants for: <ul style="list-style-type: none"> -purchase supplies -give teacher bonus allowance -hires and pays contract teachers

Source: Felipe Barrera-Orsorio, and others (2009) Decentralized Decision-Making in Schools: *The Theory and Evidence on School-Based Management, The International Bank for Reconstruction and Development / The World Bank, Washington, DC*

Annex 5: Research on School Based Management Committee (SBMC) Policy and Practice

Purpose of SBMC Research

- To provide baseline information for strengthening SBMCs towards improving education service delivery and outcomes
- To refine and adapt SBMC policy in the state
- To increase the implementation of the SBMC policy
- To establish basis for greater participation of community in school management

Research Questions

The specific research questions were:

- What are the key policies around SBMCs in Nigeria, and how are they understood by key stakeholders at federal, state, local government, school and community levels?
- How have these policies been 'enacted' at school and community level?
- What are the implications of the ways in which SBMC policy has been implemented for questions of gender, poverty and school governance?
- What strategies do the findings suggest for future ESSPIN research and engagement with SBMCs?

Research Methodology

- Qualitative Methods used in the research
- Semi-structured interviews were conducted with government officials at Federal, State and LGA level
- At school community level, a range of tools including interviews, participatory social mapping, institutional mapping and focus group discussions used over a five day period with a range of different stakeholders.
- Case studies of 10 schools and communities across 5 States of Nigeria

Limitations of Research

- Limited school Coverage, therefore generalization is difficult.

Annex 6: SBMC KEY RESEARCH FINDING

(a)-Kano

- There is lack of clarity about what kind of institution the SBMC should be, and the reason for its existence.
- There is confusion over roles, relationships, communication and management of SBMCs.
- In all cases there are rich networks of organisations, networks and individuals supporting the school.
- Standards of teaching and learning are so inadequate in most cases that SBMC alone cannot provide solutions.
- There is willingness at community level to work for change, but so often parents and members of the wider community are excluded by the groups of elites that control schools and SBMCs.
- SBMCs lack financial resources, and without resources they will never be established.
- SBMC membership requires a complex set of skills.
- Women's participation in SBMCs is highly constrained.
- Children's participation is a new phenomenon and passive.
- In many cases, parents, children and even teachers know nothing about SBMCs.
- Decision-making on SBMCs tends not to be participatory and power is still held in the hands of a few.

(b)- Jigawa

- SBMC Policy Guidelines lack clarity on roles, relationships, communication and management among stakeholders
- SBMCs have no financial resources which tend to affect their functionality.
- In most school/communities, children and women's role and participation in the SBMC appears to be constrained by many factors.
- SBMCs are seen as an instrument of the state and accountable to government rather than to the community
- SBMCs have the power to effect substantial attitudinal change (increase in women involvement) towards community participation in education.
- Organisations rooted in the community make contributions that may have more sustainable effect on school development
- SBMC lack capacity to monitor and/or manage schools.

(c)- Kaduna

- Confusion over roles, relationship, communications & management of SBMC
- SBMCs lack financial resources and without financial resources they will never be established. The assumption that communities can raise money to fund SBMCs without government support is fundamentally flawed and inequitable
- Level of decentralization of authority to school is unclear and undermines SBMC establishment
- There is lack of clarity about what kind of institution the SBMC should be, and the reason for its existence. Dissatisfaction with PTA, influence of UNICEF and other factors of funding and quality control influenced formation of SBMC.
- There are rich network of organisations, and individuals supporting the school
- SBMCs in SESP schools are well established
- Women and children participation in SBMC is limited
- SBMC membership requires a complex set of skills. There is little evidence the training which members have received has been understood by key stakeholders and implemented
- Community members demonstrated commitment towards positive change in schools, e.g. At Pam-madina LGEA primary school, Zaria, women requested to participate in education development and asked to form a CBO and attend an adult education classes

(d)-Lagos

- Inadequate conceptualised and articulated SBMC policy has resulted in lack of clarity in roles, relationships, communication and management among stakeholders (PTA's government structures, development partners and civil society groups).
- Among State, LGEA officials and school communities, divergences do exist in perceptions and interpretations of the SBMC policy
- The composition of the SBMC members as seen in the schools is not in conformity with the SBMC guidance notes, most especially as pupils are not included in the SBMC
- SBMC's are seen as an instrument of the state, accountable to government rather than community. The process of the formation of SBMC at community level began with directives issued by means of circular from State/LGEA to the community.
- Most community members are unaware about what SBMC is and its activities. Even though the inclinations of community members towards the notion of SBMC was positive, there are still some people in the community who are yet to fully understand the functions and expected roles of SBMC
- Various associations, networks and individuals are contributing to school development. Some of them currently work in isolation of SBMC out of ignorance of its existence
- SBMC lack capacity to monitor/manage schools.

(e)-Kwara

- Lack of clarity about what kind of institution the SBMC should be, and the reason for its existence.
- Confusion over roles, relationships, communication and management of SBMCs.
- Limited or non availability of SBMC guidelines in schools.
- Poor understanding of roles and responsibilities and exclusion or limited participation of women and children
- Schools under the SESP intervention have functional SBMCs and several members of the committees have received series of trainings to enable effective understanding and management.
- In non- SESP LGAs, only the Education secretaries, SBMC Coordinators and some Head Teachers have had the opportunity of SBMC trainings
- No adequate steps to cascade the training to other members of the SBMC
- Old students associations, faith based groups, PTA and influential individuals [home and abroad] contribute to school development
- In the two schools of study in Kwara State, all stakeholders in the community complained about lack of adequate communication between the school and community.

Annex 7: Guidance notes for SBMCs

A. OBJECTIVES OF THE SCHOOL BASED MANAGEMENT COMMITTEE (SBMC):

- engender community's interest in schools in their localities with a view to their assuming ownership of their schools
- provide mechanism for more effective management at school level
- provide the head-teacher with various forms of support to enhance the administration of schools
- provide a platform on which the community and schools pool resources together to enrich schools management
- provide communities and LGEAs with a new mechanism through which they can demand accountability from school managers (i.e. school head)
- help the school in the formulation of its mission statement and articulation of its vision
- provide a legal framework for involving all stakeholders in the planning monitoring and evaluation of education at the school level
- provide and update a school development plan on an annual and longer term basis.

B. EXPECTED OUTCOME OF THE SCHOOL BASED MANAGEMENT COMMITTEES:

- increased committee participation in education delivery and ownership of basic education institutions as their schools
- strengthened school management mechanisms
- enhanced school head support for effective school administration
- enriched school management resource pool
- an accountable school management system
- reliable capacity for action planning, policy formulation and school administration
- an inclusive and acceptable framework for stakeholders' involvement in programme implementation
- timely (short term and long term) school development plans
- enhanced whole school development strategy put in place.

C GUIDELINES FOR CONSTITUTION OF COMMITTEE:

In constituting a School Based Management committee (SBMC), members should be drawn from the following categories:

- one member of the traditional council
- two representatives of the community development body (1 male and 1 female)
- the school head
- two other teachers (1 male and 1 female)
- two representatives of the student body (head boy and head girl)
- one representative of women's organizations
- two representatives of appropriate faith-based organizations (1 male and 1 female)
- two representatives of the old pupils' association (1 male and 1 female)
- representatives of artisans/ professional bodies (1 male and 1 female)
- two representatives of the PTA (1 male and 1 female)
- representative of youth groups
- representative of civil society organizations.

D MODE OF CONSTITUTING THE SBMC

On the basis of categorization for composition of the SBMC, some members such as the PTA, Old Pupils' Association and the community development Associations would be nominated by their bodies while others would be selected

E. TENURE OF THE SBMC

The committee members shall serve a term of one to two years in the first instance but this is renewable and a member can be eligible for one further term only. It should be noted that the chairman/ person of the SBMC committee should be literate and have a passion for improving the quality (standard) of education in the community. However it is also important that parents are not barred from membership in the committees where literacy is low.

F. FREQUENCY OF THE COMMITTEE MEETINGS

The SBMC shall meet twice a term except in emergency situations.

G TERMS OF REFERENCE FOR SCHOOL BASED MANAGEMENT COMMITTEES

School Based Management Committees (SBMCs) are envisaged as central to community involvement and partnership for quality basic education delivery. In recognition of the crucial role of stakeholders in basic education within host communities, the setting up and proper functioning of SBMCs is central to the attainment of an all inclusive process of basic education administration and management and the successful implementation of Universal Basic Education programme in Nigeria. Upon establishment the committee is to discharge/ undertake the following activities:

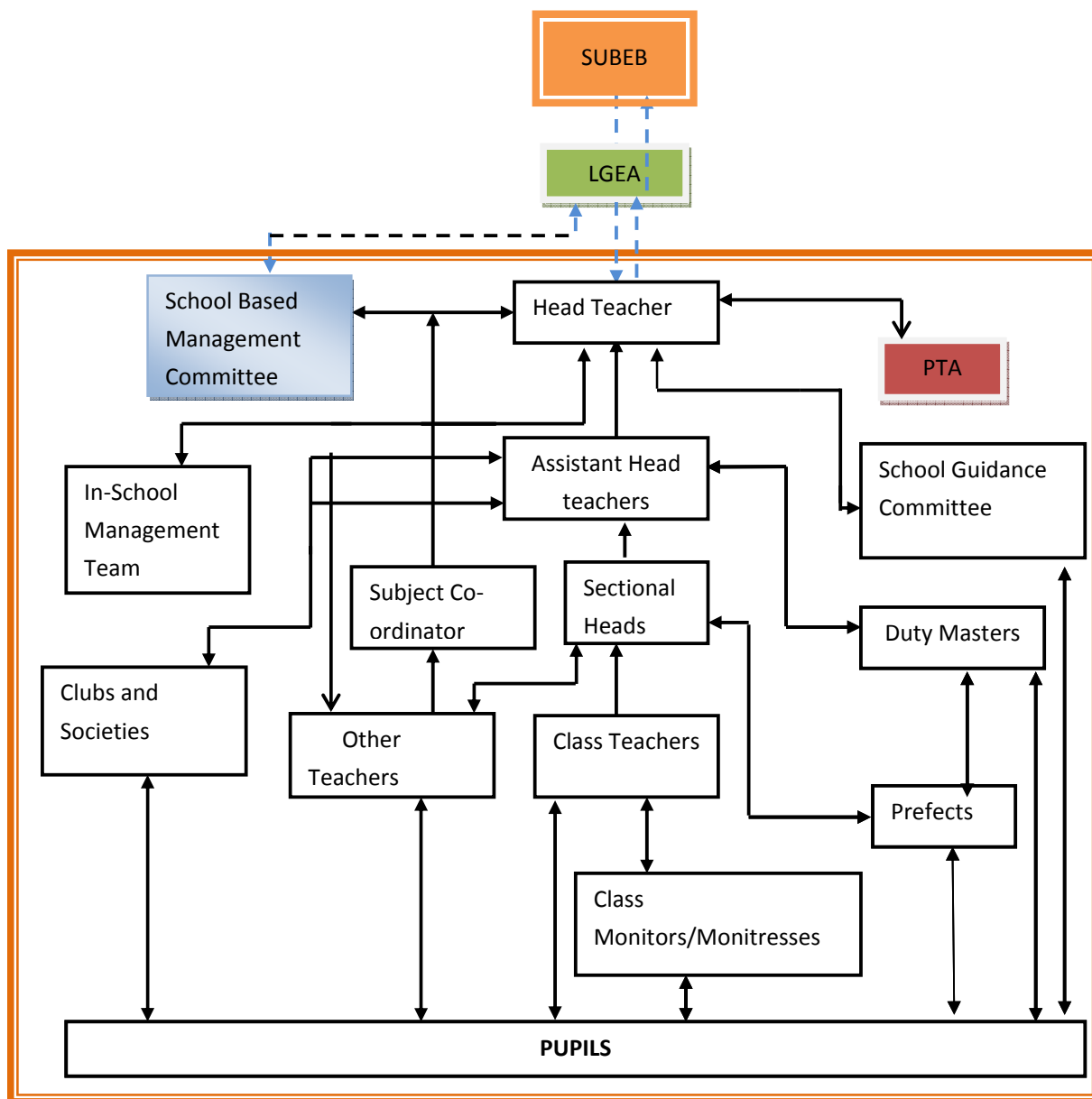
- draw up an action plan to ensure result oriented approach to the administration of the local school and the effective participation of all stakeholders in the UBE programme
- identify basic education delivery targets to be reached and suggest possible methods of achieving them
- draw up modalities for involving strategic community organizations, NGOs, the media, PTAs, Teacher unions, civil society organizations etc. towards providing professional inputs to enhance the attainment of all school goals
- provide strategies for translating related state and LGEA Education Action plans into effective tools for advocacy and mobilization to tackling issues affecting the school specific community educational challenges
- draw up strategies that may lead to better community understanding of the implications of social, cultural and legislative reforms that will aid the attainment of quality basic education in the school with a view to enhancing the whole school development
- suggest ways to address other issues affecting the attainment of quality basic education as well as enhance the full involvement of all stakeholders in pursuit of redressing the negative trends and provide any other such advisory roles that may be crucial to rendering effective basic education programmes within the school
- co-ordinate in liaison with the community the setting up of sub-communities to handle school improvement projects, e.g. Self help, School Feeding Programme, provision of water, health and hygiene facilities and maintenance of existing facilities. Draw up strategies that can promote new sets of attitudes and culture for the attainment of the goals and objectives of the UBE programme within the community/ school

- initiate contacts towards establishing functional networks with other schools, LGEAs and other relevant agencies to establish acceptable means of motivating teachers, improving and ensuring friendly atmosphere in the school
- suggest any other issue that will enhance the general attainment of quality basic education delivery and sustainable school management.

G SPECIFIC ROLES AND RESPONSIBILITIES:

- collaborating with PTA in the sensitisation and mobilization of parents on enrolment, attendance and retention of their children or wards in schools
- monitoring staff with regards to attendance at school and effectiveness in curriculum delivery
- supporting the head teacher in innovative leadership and effective management of schools
- monitoring of the school physical facilities with a TOR ensuring their proper maintenance
- assisting in the procurement of teaching/ learning materials and resources
- reporting to the LGEA on a regular basis on developments in the school
- serving as medium of transmission of skills, knowledge, values and traditions of the community
- assisting the head teacher in treating discipline problems in the school
- ensuring adequate security for human and material resources in the school
- rendering annual statement of account, income and expenditure
- identifying staff requirement
- assisting in drawing up action plan for effective participation of all stakeholders in UBE programme
- initiate contact for functional network with other schools, LGEAs and other relevant agencies so as to motivate teachers, improved facilities and ensure learner friendly atmosphere
- collaborate with school authority to set up sub-committees to handle school improvement projects e.g. Self-Help, HGSFHP etc
- any other issues that can lead to attainment of quality basic education delivery.

Annex 8: Recommended Structure for SBMCs in Primary Schools



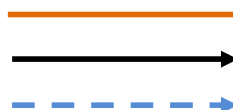
Source: National Council on Education (NCE)-52nd Meeting held in Ibadan, 2005

KEY

: In-School Management Boundary

: Chain of reporting within school

: External reporting



Annex 9:

Key Achievements of ActionAid's SBMC Project***

- Strengthened School management through Community Participation
- Effective linkage with the Reflect Circles- working on the mandate of the entire community
- Re-enrolment of married girls in schools
- Removal of some access hindrances such as getting the LGEA to enroll girls whose parents could not afford school uniform
- Improved school supervision. The SBMCs embarked on regular and effective monitoring of school activities and reported deviant teachers to the Reflect Circles where final positions are taken on such teachers which included redeployment of such teachers
- Increased Citizen Participation in school governance. SBMCs capacity to engage with duty bearers was enhanced and yielded positive results in various ways especially in the provision of child friendly environments through facilities and infrastructure in schools
 - Separate school facilities for girls and boys
 - Staff quarters for female teachers
 - Demand for junior secondary schools

*** From Page 22, Giant Strides of EGBENN, ActionAid Nigeria, 2008

Annex 10: Methodological framework

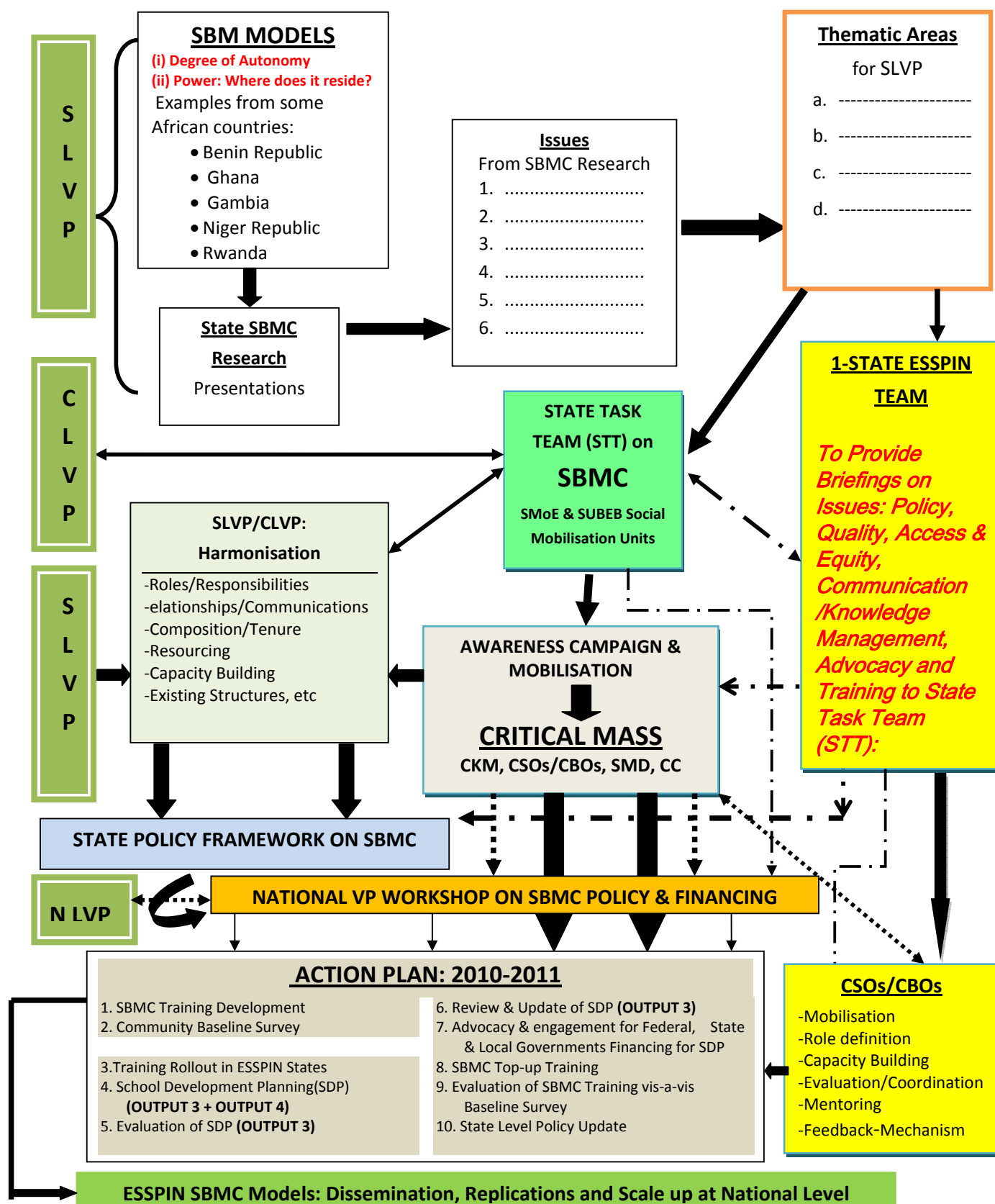
Activity	Date	Methodology	Deliverables	Remarks	# of days
1- Reviews and Meetings					
<ul style="list-style-type: none"> • Briefing from the Technical Lead Specialist – Community Demand and Accountability and the Technical Team Coordinator • Review of Research Findings • Collation and review of existing Nigerian SBMC Manuals and other relevant SBM materials from the literature especially from developing countries • Meeting with Communication & Quality Assurance Teams to develop a common approach to training delivery at the school community levels. • Development of Methodology to be adopted for the assignment • Meeting with ESSPIN State Team Leaders to discuss review of research findings; review of SBMC literature; & sharing ideas on the developed methodology for the assignment 	13 – 17 July	Discussions on One on One basis	<ul style="list-style-type: none"> • Methodological framework developed and shared • Literature Review of SBM and ESSPIN SBMC Research 	<u>Visit to a statutory School Management Board in Kaduna State:</u> The need to visit and understand the workings of a Kaduna State Model Management Board has been identified (Kaduna Capital School will be appropriate). This will fill the information gap identified in ESSPIN research work on SMBCs	5
2-Report Writing	20 – 21 July				2
Sub Total : Preparatory Phase					7days
State Level Visioning (First phase)					
Kaduna State (July 27-29)	27th July to August 28 th	<ul style="list-style-type: none"> • One day interviewing policy key actors • One and half day workshop with a broad stakeholder 	<ul style="list-style-type: none"> • Key policy actors sensitized on SBM key issues • State level policy framework on SBM identified • Modalities of Kaduna State Model 	<ul style="list-style-type: none"> • Key Policy actors from SME and SUBEB • Participants for workshop include: SUBEB, SME, LGEA, SBM/PTA Chairs, 	3

Activity	Date	Methodology	Deliverables	Remarks	# of days
		group including key policy actors • Half a day visit to Kaduna Capital School to interact with School Authorities and SBMC Chair on the workings of Kaduna State Model Management Boards for 10 Schools in the State	Management Boards clarified	Educational Champions (Private, academia, NGOs, media) • Visit and meeting with the Principal, teachers and Kaduna Capital School Management Board	
<ul style="list-style-type: none"> • Jigawa (August 10-12) • Lagos (August 18-20) • Kwara (August 24-26) • Kano (August 26-28) 		<ul style="list-style-type: none"> • One day interviewing policy key actors • One and half day workshop with a broad stakeholder group including key policy actors 	<ul style="list-style-type: none"> • Key policy actors sensitized on SBM key issues • State level policy framework on SBM identified 	<ul style="list-style-type: none"> • Key Policy actors from SME and SUBEB • Participants for workshop include: SUBEB, SME, LGEA, SBM/PTA Chairs, Educational Champions (Private, academia, NGOs, media) 	2.5 per state (total=10)
Sub-Total					13
SBM Work progress & Policy discussions, by consultants in Abuja (Adediran + Mohammad + Pinnock)	August 12-14		Emerging policy directions in states identified		2.5
Report Writing				1 day/State	5
Sub Total : State Level Visioning Process					20.5 days
Orientation Programme for State Task Teams			STT fully understand roles and tasks. Planned activities for CLVP established	2 days/State Plus 1 day for report writing per state	15 days

Activity	Date	Methodology	Deliverables	Remarks	# of days
Community Level Visioning (September)					
Kaduna, Jigawa, Lagos, Kwara and Kano			Key policy actors sensitized on SBM/C key issues; State level policy framework on SBM/C shared, inputted and validated	1.5 days for each state	
Total					7.5
Report Writing				1day/State	5
Sub Total : Community Level Visioning Process					12.5 day
State Level Visioning Alignment and Action Planning (September)					
Kaduna, Jigawa, Kwara, Lagos, Kano			State and LGA level vision aligned; Action plan developed to actualize the vision	Participants include: State level and LGA policy Actors and other key stakeholders	1 per state
Total					5
Report writing				1 day/State	5
Sub Total : State & Community Visioning Alignment and Action Planning					10 days
SBMC Training Manual Development (October/November)					
1 day Experience sharing debrief workshop			Strengths and weaknesses of the SBMC existing manuals identified	Participants to be drawn from 5 states and will be those familiar with the Manuals (SBMC Desk Officers, SUBEB, FME, CSACEFA and UBEC)	1.5
Development of the Trainers and Trainees' Guides/Manuals					21
Field testing/simulation of the Guides/manuals and review				3.5 days per state Lagos and Kano (1 school each)	7
1 day dissemination and critiquing workshop			SBMC Manuals reviewed	Participants to be drawn from 5 states and will be those familiar with the Manuals (SBMC Desk Officers, SUBEB, FME, CSACEFA)	1.5

Activity	Date	Methodology	Deliverables	Remarks	# of days
				and UBEC) 1 day/State	
Fine tuning of the manuals					5
Sub Total : SBM Manual Development					36 days
SBMC Training of Trainers (December)					
SMBC Training of Trainers (Master Trainers)			Assessment criteria for identification of Trainers developed 25 state level SBMC Master trainers trained.	5 participants per state and 1 representative each from FME, UBEC and CSACEFA	5
Sub Total : TOT					5 days
State Level Cascade Training (sample trials one/per state/school SBMC) – January 2010					
Kaduna SBMC cascade training			Cascade training sample trials completed in 5 states	The 2 consultants will participate in Kaduna training and then split (Dr Suleiman to handle cascade training in Kwara and Lagos and Bawa to handle Kano and jigawa States. 5 days/state is proposed	25
Sub Total : State Level Cascade Training					25 days
Continuous Mentoring support on Action Plans developed on Visioning and SBMC training (Jan 2010 – 2011)					
Sub Total : Continuous Mentoring Support on Action Plan				20 days/State	100 days
Grand Total					231days

Annex 11 ESSPIN -SBMC Development Framework



Annex 12: Format for the Visioning Process

1. Introduction

The National Council on Education (NCE) in 2005 endorsed a guideline for the establishment of School-Based Management Committees (SBMCs) in schools across all states of the Federation. However, available evidence indicates that the concept of School-Based Management (SBM) has not been fully grasped by majority of stakeholders in our educational set-up. The proposed Visioning Process (VP) is being undertaken to streamline the understanding, requirements and workings of the School-Based Management (SBM) concept in each of the five ESSPIN States.

The VP will be carried out at the State (SL) and Community level (CL) using a three-pronged format. A bottom-top approach (i.e., starting from the CL) would have been the most ideal sequence. However, the realisation that SBMCs have been established by the various state authorities and in some states with strong political commitment by state governments, our approach will be to commence the VP at the SL by understanding state governments' commitments and expectations of SBMCs. The Community level will then be carried out to explore the stakeholders' understanding, and the SBMs of the dream. The main findings at the Community Level will be presented to the state authorities for further consultations at a final SL visioning session. This is intended to cumulate in fashioning out a functional SBM in the state.

2. State Level Visioning Process

(a) Objectives and Expected Outcomes

The objectives and expected outcomes are set up below.

Objectives	Expected Outcomes
(a) To share with state participants issues arising from SBMC Research and develop common understanding and implication of the issues (b) To Improve the awareness of MDAs on the SBM concept and implications (c) To enable the articulation of governments' perspective and commitment to the SBM's programme (d) To enhance the clarification of state governments' position the Federal Government's Guidelines on SBMC	(a) Governments' intended positions on SBMCs with particular reference to the expected roles and responsibilities of all stakeholders proposed (b) State Policy framework on SBM articulated

(b) Methodology

Phase 1: This will be a 2-day Participatory Workshop Programme

Day1:

- I. Planning Session with some key stakeholders in the state on the *raison d'être* of the Visioning Process and
- II. Presentation of the Findings of the ESSPIN Research *which were conducted between March 17-31, 2009 as entry points to state stakeholders*

Day 2:

- I. Providing additional sensitisation to the main state level actors on the School Based Management (SBM) concept, explaining different SBM models and presenting SBM best practices.
- II. Engaging participants in a Visioning Process to fashion out the roles, responsibilities and commitments of stakeholders on the effective implementations of the SBM programme. It is also expected that the session will bring out issues for consideration at the Community Level Visioning sessions

Phase 2 This will be a 1-day Workshop Programme

- I. Presentation of Community Level Visioning outcomes to state stakeholders and engaging participants in aligning both the State and Community Levels visions into a State SBM Model. This is expected to lead to the articulation of a State Policy framework on SBM.
- II. It is expected that an International Consultant from Ghana will make a presentation of the workings of SBM concept in Ghana to demonstrate the workability of SBMs and best practices

(c) Participants Expected at the State Level Visioning Process

The following are the expected participants for the State Level Visioning Process

- I. SMOE (Hon Commissioner of Education, Permanent Secretary, Directors Social Mobilisation , School Services, Special Duties for SBMC)
- II. SUBEB (Chair; Directors Social Mobilisation and School Services)
- III. ALL LGEA Education Secretaries
- IV. Director Mass/Adult Literacy Agency
- V. Directors in relevant MDAs (State specific)

Note: State ESSPIN Offices may add/delete from the above list as appropriate for the individual states.

(d) Suggested Dates for State Level VP Workshop

The following dates are proposed for the State Level Visioning Process Workshops

S/N	State	Dates for SLPV	
1	Kaduna	July	27-28
2	Jigawa	August	10-11
3	Lagos	August	18-19
4	Kwara	August	24-25
5	Kano	August	27-28

3. Local Government/Community Level Visioning Process(a) Objectives and Expected Outcomes

The objectives and expected outcomes are set up below

The Local Government/Community Level Visioning Process (CLVP) is intended to raise awareness of the stakeholders on the SBM concept and provide information how it has worked in other places especially in Nigeria. The CLVP is expected to come up with defined roles and expectations of stakeholders all levels.

Objectives	Expected Outcomes
(a) To Improve the awareness of local/community stakeholders on the SBM concept and implications (b) To enable the articulation of local/community stakeholders' perspective and commitment to the SBM's programme, in particular, the delineation of roles, responsibilities and expectations of stakeholders at all levels	(a) Local/community stakeholders' hopes and aspirations of functional SBMs established (b) Commitments of stakeholders' to their roles and responsibilities harmonised

(b) Methodology

- I. It is expected that the CLVP will follow a participatory discussion approach using the common language of the immediate community as means of communication. This is to enhance participation of all members of the community.
- II. After the preliminary explanations on SBM concept, identifying challenges and prospects, participants will work in small groups to engage in visioning on specific issues relating to the SBM concept, regroup at plenary to reach common understanding on key SBM issues and the state governments' vision of SBM.

(c) Participants Expected at the Community Level Visioning Process

The following are the stakeholders expected at the Community Level Visioning Process

S/N	Group	Representatives	Total from the Group
1	LGA	LGA Chair, Supervisory Councillor for Education	2
2	LGEA	Education Secretary, Head of Section for Social Mobilisation/School Services	2
3	School	2 COPSHON Members 1 JSS Principal 1 Classroom Teacher	4
4	SBMC/PTA	2 SBMC Members (Headteachers not to be included here) 2 PTA Members (Headteachers not to be included here)	4
5	Community	Traditional/Community/Religious Leaders (A mix as appropriate)	2
6	CSOs	NGO/FBO/CBO (A mix as appropriate)	2
TOTAL			16

In view of the large number of LGAs in which ESSPIN is operating in some states, we suggest that there will be the need to group the LGAs into clusters such that participants at any visioning session will not be more than, say, fifty (50) to allow for effective participation and facilitation during the meeting. This being so, it is expected that States where ESSPIN is working in more than 3 LGAs will cluster its LGAs into multiple of threes and the Community Level Visioning sessions will be held in consecutive days.

(d) Dates for CL VP Workshop

The dates for the Community Level Visioning Processes will be decided after the completion of the State Level VP sessions and the clustering of LGAs..

ANNEX 13: Activity Plan for a 2-Day State Level Visioning Process (SLVP)

Day	Activity	Methodology
1	Climate Setting <ul style="list-style-type: none"> Opening Remarks Introduction Purpose and objectives of the Visioning Process Understanding State SBM Approaches Outline of the Visioning Process 	Informal Meetings with some key state officials (Honourable State Commissioners of Education, Permanent Secretaries, SUBEB Chairs & Management Teams, Chairpersons, State Houses of Assembly, Educationists in the State, etc
2	SBMC Research Presentation	Presentation by State Representative on SBMC Research Team
	Validation of SBMC Research Findings	Plenary –Comments/discussions by All
	<u>The Visioning Session</u> Implications of the SBMC Research cum presentation of SBM Models to establishing a functional SBMC in the State (Purpose for establishing SBMC, Resources, roles and responsibilities of the stakeholders, SBMC Capacity building, SBMC policy) including recommendations	Guided Syndicate Group Visioning Sessions facilitated by ESSPIN Consultants
	(i) Syndicate Group Works & Presentations on identified Thematic Areas (ii) Highlights of Key issues on SBM agreed to	Plenary facilitated by ESSPIN Consultants

S/N	State	Dates for SLPV
1	Kaduna	July 27-28
2	Jigawa	August 10-11
3	Lagos	August 18-19
4	Kwara	August 24-25
5	Kano	August 27-28